FINAL GENERAL MANAGEMENT PLAN AND ENVIRONMENTAL IMPACT STATEMENT FOR

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

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National Park Service
U.S. Department of the Interior



FINAL GENERAL MANAGEMENT PLAN AND
ENVIRONMENTAL IMPACT STATEMENT FOR

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

2010

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

2010

Dear Reader:

It is with great pleasure that we provide you with a copy of the Final General Management Plan/Environmental Impact Statement for Cedar Creek and Belle Grove National Historical Park (NHP). This plan is a vision for the next 15 to 20 years and will guide our management of the park in its operation and further development.

The General Management Plan is the result of more than four years of thought, planning and discussion about the National Historical Park's future, with the public and with our partners. From the start, your involvement has been critical in shaping this plan. Three public meetings were held on the draft General Management Plan in January and February 2009. During the 60-day comment period, we received 35 written comments noting issues and ideas. We have listened to your concerns and have made a number of revisions to the plan that are incorporated into the final General Management Plan presented here.

We are most grateful for the time and effort contributed to this plan by the park's partners, engaged citizens, local and regional non-profit groups, a host of county and state agencies, and dedicated National Park Service staff. The vision contained in the plan is more clear and refined because of your enthusiastic participation. To achieve the goals and objectives of the plan will require continued involvement of you, the community, and our partners. We look forward to working with all of you in coming years as we cooperate to implement the programs contained in this plan.

Since its creation in 2002, Cedar Creek and Belle Grove National Historical Park has benefitted from strong community support and broad public participation. We hope that you will join with us in making this vision of the future a reality for ourselves and for future generations.

Sincerely,

Diann Jacox
Superintendent

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Final General Management Plan/Environmental Impact Statement

Cedar Creek and Belle Grove National Historical Park

Frederick, Shenandoah, Warren Counties, Virginia

2010

This Final General Management Plan/Environmental Impact Statement describes four alternatives for the future management of Cedar Creek and Belle Grove National Historical Park, the environment that would be affected by the alternative management actions, and the environmental consequences of implementing the alternatives.

Alternative A (Continuation of Current Management) would continue the current management practices into the future. Visitors would experience the park at sites owned and independently managed by the Key Partners. The National Park Service (NPS) would provide technical assistance and bring national recognition and visibility to the park by virtue of being part of the national park system.

Under **Alternative B**, visitors would experience the park at sites owned by the Key Partners and through electronic media and NPS ranger led tours and programs. Visitors would access the park via auto-touring routes and a few non-motorized trails located primarily on Key Partner properties. The primary NPS role would be to provide interpretive programs and technical assistance. The Key Partners would have the primary responsibility for land and resource protection. There would be increased coordination among the NPS and the Key Partners, with the NPS serving as a coordinator for land and resource protection.

Under **Alternative C**, visitors would experience the park at an NPS developed and managed visitor center and at visitor focal areas owned and managed by the NPS and the Key Partners. The NPS and the Key Partners would coordinate interpretive programs at these sites. Visitors would access the park via auto-touring routes and a system of non-motorized trails that would provide opportunities for interpretation. The NPS and the Key Partners would develop a coordinated land protection plan focused on acquisition of key historic sites that would become visitor focal areas. The NPS and the Key Partners would have formal agreements to undertake special projects and general park management.

Alternative D is the **Preferred Alternative.** Under this alternative, visitors would experience the park at an NPS developed and managed visitor center and at visitor focal areas owned and managed by the NPS and the Key Partners. The NPS and the Key Partners would coordinate interpretive programs at these sites. Visitors would access the park via auto-touring routes and an extensive system of non-motorized trails that would provide opportunities for interpretation and recreation, connect focal areas, and tie to communities and resources outside the park. The NPS and the Key Partners would develop a coordinated land protection plan focused on acquisition of cultural landscapes, sensitive natural resource areas, and lands providing connections between NPS and Key Partner properties. The NPS and the Key Partners would have formal agreements that define responsibilities for special projects, programs, events, and specific park operations.

Environmental impacts that would result from implementation of the alternatives are addressed in the GMP/EIS. Impact topics addressed in this document include archeological resources, ethnographic resources, historic structures, cultural landscapes, museum collections, scenic/visual resources and viewsheds, soils, groundwater, surface water quality, vegetation, visitor use and experience, and the socioeconomic environment.

Summary

Cedar Creek and Belle Grove National Historical Park (NHP) was created by Congress in December 2002 to help preserve, protect, and interpret a nationally significant Civil War landscape and antebellum plantation; to tell the rich story of Shenandoah Valley history; to preserve historic, natural, cultural, military, and scenic resources; and to serve as a focal point within the Shenandoah Valley Battlefields National Historic District. The park is located in Virginia's Shenandoah Valley, adjacent to the historic towns of Middletown and Strasburg, and is within the counties of Frederick, Shenandoah, and Warren. The park consists of approximately 3,713 acres that includes prehistoric resources, ecologically important areas, evidence of valley settlement and early European history of the region, examples of plantation life and culture, and significant Civil War resources.

The Battle of Cedar Creek had a direct impact on the course of the Civil War, nearly eliminating Confederate military presence in the Valley. Substantial portions of the Cedar Creek Battlefield lie within the park, including historic landscapes, structures, monuments, river fords, military encampments, and avenues of approach. Early European settlement is evident in the park, notably the Valley Pike that has been a major roadway throughout its history, from a prehistoric hunting path, to a wagon road, to a turnpike, to a U.S. highway. The park contains significant examples of the valley's antebellum agricultural community, including manor houses, farmsteads, mills, and a complex network of road traces that reflect the economic and social fabric of the rural community. Belle Grove, Harmony Hall, and Long Meadow, the plantation homes of the Hite and Bowman families, are three impressive historic structures in the park that speak to the power and influence of the slaveholding class – despite being a distinct minority west of the Blue Ridge – during the antebellum period. The natural landscapes and resources of the park offer visitors opportunities for quiet and solitude in an ever-expanding suburban area. Cedar Creek and the Shenandoah River, limestone upland habitats, and cave and karst features in the park provide regionally and nationally significant opportunities for visitor enjoyment and scientific study.

Cedar Creek and Belle Grove NHP is a partnership park, currently with limited property in federal ownership, that works collaboratively with other entities including Belle Grove, Inc., the Cedar Creek Battlefield Foundation, the National Trust for Historic Preservation, Shenandoah County, and the Shenandoah Valley Battlefields Foundation. These legislated Key Partners provide the foundation for protecting, preserving, and interpreting park resources by virtue of their ownership of significant acreage within the park, their commitment to a shared preservation ethic, their willingness to provide visitor services and public access, and their consent to manage their property as part of the national historical park. The National Park Service (NPS) also cooperates with its community partners – the towns of Middletown and Strasburg, and the counties of Frederick, Shenandoah, and

Warren – to further the purposes of the park. As a partnership park, the success of this plan is not solely determined by the NPS; instead, the plan's success depends upon the will, perseverance, and cooperation of all those who have the authority and desire to implement it and ascribe to a unified vision for managing the park. It is incumbent upon the NPS, the Key Partners, and the surrounding communities to engage each other in the management of the park to protect landscapes and viewsheds, maintain the rural character of the area, and manage the park as a contiguous whole rather than islands of resources.

The area around Cedar Creek and Belle Grove NHP is changing rapidly. Frederick, Shenandoah, and Warren counties are now considered to be within the Washington, D.C. commuting area, which has sparked dramatic growth in the region, particularly along the I-66 corridor. Between 2000 and 2005 the population growth rate in these three counties has been nearly twice that of the rest of Virginia. Agricultural land uses have declined while conversion of land to commercial and residential uses is on the rise. There are new residential developments within and adjacent to the park. I-81 and the I-81/I-66 interchange are slated for upgrades by the highway department, likely leading to road widening that will consume park land. A limestone quarry along the northern boundary of the park has plans for an expansion that would nearly double its size, and a major power transmission line may be built within the park's viewshed. All of these changes affect the ability of the NPS and the Key Partners to preserve the park landscapes, rural character, and scenic views that the enabling legislation seeks to protect. As stated in the park's significance statement these are: "The panoramic views of the mountains, natural areas, and waterways provide visitors with an inspiring setting of great natural beauty. The historic, natural, cultural, military, and scenic resources…are nationally and regionally significant."

Other changes have been favorable. The Key Partners now own and protect about a third of the land within the park boundary, preserving historic resources, maintaining open space, and protecting unique natural resources.

Alternatives Considered

This document is a final general management plan and environmental impact statement (GMP/EIS) for Cedar Creek and Belle Grove NHP. The GMP provides the NPS and the Key Partners with the necessary framework to guide the management of the park for the next 15 to 20 years. This is the first GMP for the park; it is intended to be a useful, long-term decision-making tool, providing a logical and trackable rationale for decisions about protection and public use of park resources.

This final GMP presents four alternatives for the management, use, and development of Cedar Creek and Belle Grove NHP; all alternatives are intended to protect natural and cultural resources while serving the needs of park visitors. It is important to note that under all alternatives the private landowners within the park

retain the same rights and responsibilities as their counterparts outside the park's legislated boundary, and the GMP does not in any way abrogate or take the property rights of private landowners or nonprofit organizations.

The four alternatives, described briefly here, were developed around the need to define an appropriate role for the NPS at the park. The alternatives present differing visions for how the NPS and the Key Partners would manage the park.

- **Alternative A.** Under this alternative, current management practices would generally continue as they are today and visitors would experience the park as they do today with few management changes. Belle Grove Plantation and the Cedar Creek Battlefield Foundation Headquarters would be the primary destinations within the park. Occasional small group tours would be offered at Harmony Hall. Visitors would visit these sites and learn the stories of the Battle of Cedar Creek and antebellum plantation life. Some visitors would be interested in exploring the park, which they would do on their own using information obtained from sources other than the NPS. No wayfinding would be provided and because most land would remain in private ownership, visitors would not be able to view sites other than from public rights-of-way.

  Visitors would generally not perceive the park as a unit of the national park system. The NPS would continue to minimally staff the park and maintain a small administrative office. The primary role of the NPS would be to provide technical assistance to the Key Partners, the Community Partners, and private landowners regarding preservation of historic and natural resources.

  The Key Partners would independently assume responsibilities for interpretation, resource protection, and visitor services, and would maintain visitor contact facilities on their properties.

  While there would be no limit to land acreage that could be acquired under this alternative (or any of the other alternatives), it is not expected that there would be a significant change in the amount of park land owned by the Key Partners or by the NPS.

- **Alternative B.** In Alternative B, the cultural heritage and natural history stories of the park would be told through interpretive media and programs offered by the Key Partners and the NPS at existing sites, with opportunities for visitors to explore rural areas of the park on interpretive self-guided auto routes. Belle Grove Plantation, the Cedar Creek Battlefield Foundation Headquarters, and the Keister Tract would be the primary destinations within the park. Regular small group tours would be offered at Harmony Hall. Auto routes in the park's rural areas would have wayfinding signage, a wayside pull-off, and supporting interpretive materials made available at the Key Partner sites as well as through the internet. Visitors would also explore Belle Grove

Plantation and lands owned by the Cedar Creek Battlefield Foundation on non-motorized trails. All of the park's stories would be told at sites throughout the park.

Most visitors would perceive the park as a unit of the national park system. NPS rangers would offer interpretive programs and activities at the Key Partner sites and possibly other properties in the park, as requested. The NPS would provide technical assistance to the Key Partners, the Community Partners, and private landowners regarding preservation of historic and natural resources within the park. The NPS would rehabilitate and adaptively reuse the farmhouse and barn at the Hite-Whitham Farm. NPS park offices would be located outside the park or perhaps at 8693 Valley Pike.

The NPS and the Key Partners would develop a coordinated interpretive program that would identify the primary interpretive themes and their related stories, as well as places in the park where those stories would be told. There would be an informal collaborative relationship regarding natural and cultural resource protection. Written agreements would be entered into for special projects and management programs. Additionally, other non-profit preservation organizations and land trusts would advocate for the park and assist the NPS in accomplishing its mission.

While the Key Partners would continue to purchase high-priority tracts of land, the current land status – about a third of the park owned and protected from development by the Key Partners – would not be expected to change significantly under Alternative B.

- **Alternative C.** In Alternative C, the park's cultural heritage and natural history stories would be told at a central location with a unified message; this central hub would orient visitors to the park, the operations of the NPS and the Key Partners, and the National Historic District. Focal areas elsewhere in the park would provide immersion experiences where stories would be told in more depth. Focal areas would include the existing Key Partner sites at Belle Grove Plantation, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister Tract. Several additional focal areas would be added as historically significant sites are acquired. Visitors would travel to focal areas via auto routes with wayfinding signage, several wayside pull-offs, and supporting interpretive materials made available at the Key Partner sites as well as through the internet. Visitors would also explore the park on trails that connect lands owned by the Key Partners and the NPS and that follow the course of the Battle of Cedar Creek and the historic mill road network. All of the park's stories would be told at sites throughout the park.

  Visitors would perceive the park as a unit of the national park system. NPS rangers would offer interpretive programs and activities at its visitor's center

and at NPS-owned focal areas, and at Key Partner sites and other properties in the Park, as may be requested. The NPS would provide technical assistance to the Key Partners, the Community Partners, and private landowners regarding preservation of historic and natural resources within and in proximity to the park, as well as its viewsheds. The NPS would rehabilitate and adaptively reuse the farmhouse and barn at the Hite-Whitham Farm for visitor interpretation and park operations. NPS park offices would be located at a visitor center and perhaps at 8693 Valley Pike.

The NPS and the Key Partners would develop a coordinated interpretive program that would utilize the primary interpretive themes and their related stories, as well as identify places in the park where those stories would be told. There would be an informal collaborative relationship regarding natural and cultural resource protection. Written agreements would be entered into for special projects and special management programs. Additionally, other non-profit preservation organizations and land trusts would advocate for the park and assist the NPS in accomplishing its mission.

The NPS and Key Partners would acquire land from willing sellers, providing resource protection at key historic sites that would become visitor focal areas.

- **Alternative D.** In Alternative D, the park's cultural heritage and natural history stories would be told at a central location with a unified message. This central hub would orient visitors to the park, the operations of the NPS and the Key Partners, and the National Historic District; this hub would support educational programs, research, and other activities that help the park realize its special mandates for resource conservation. Focal areas within protected cultural landscapes elsewhere in the park would provide immersion experiences where stories would be told in more depth. Focal areas would include the existing Key Partner sites at Belle Grove Plantation, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister Tract. Several additional focal areas would be added as historically significant sites and adjoining cultural landscapes are acquired. Visitors would travel to focal areas via auto routes with wayfinding signage, wayside pull-offs, and supporting interpretive materials made available at NPS and Key Partner sites as well as through the internet. Visitors would also explore the park on trails that connect lands owned by the Key Partners and the NPS, that follow the course of the Battle of Cedar Creek and the historic mill road network, and that connect to the towns of Middletown and Strasburg and the George Washington National Forest. All of the park's stories would be told at sites throughout the park.

  Visitors would perceive the park as a unit of the national park system. NPS rangers would offer interpretive programs and activities at its visitor's center and at NPS-owned focal areas, and at Key Partner sites and other properties in

and outside the Park, as may be requested. The NPS would provide technical assistance to the Key Partners, the Community Partners, and private landowners regarding preservation of historic and natural resources within and in proximity to the park, as well as protection of the park's viewsheds and related resources outside the park boundary. The NPS would rehabilitate and adaptively reuse the farmhouse and barn at the Hite-Whitham Farm for visitor interpretation and park operations. NPS park offices would be located within a visitor center and perhaps at 8693 Valley Pike.

The NPS and the Key Partners would develop a coordinated interpretive program that would utilize the primary interpretive themes and their related stories, as well as identify places in the park where those stories would be told. There would be a formal relationship among the NPS and the Key Partners regarding resource management, interpretive programs, and park operations. Additionally, other non-profit preservation organizations and land trusts would advocate for the park and assist the NPS in accomplishing its mission.

Protection of the park's resources would emphasize acquisition from willing sellers of cultural landscapes, sensitive natural resources, and connections between lands owned by the NPS and Key Partners.

The GMP proposes six management zones in the park that are common to the three action alternatives (Alternatives B, C, and D). Management zones are a tool that defines desired conditions and appropriate management and development for geographic regions within the park. For each zone a land protection strategy is proposed. A more detailed land protection plan that will identify priorities for protecting land within the park and the tools to accomplish protection goals will be developed by the NPS and the Key Partners following the completion of the GMP.

Environmental Consequences of the Alternatives

Impacts to the environment under these alternatives would be generally beneficial, particularly under Alternatives C and D.

The action alternatives propose different visions for achieving the goals of providing visitor services, protecting park resources, preserving the landscapes of the park, and helping the public understand the unique experience of the Battle of Cedar Creek and the Civil War in the Shenandoah Valley. With the increased land ownership and staffing called for under Alternatives C and D, there is an increased ability to accomplish these goals. Additionally, the action alternatives call for an increasing amount of collaboration with the Key Partners. With increased personnel and coordination, the NPS and the Key Partners would be better equipped to develop and implement proactive land protection strategies for resource preservation within and outside park boundaries.

Specific environmental impacts associated with the alternatives are described in Chapter 4 of the GMP.

Agency Preferred Alternative – Alternative D

The NPS has identified Alternative D as the preferred alternative to guide long-term management of Cedar Creek and Belle Grove NHP. Selection of Alternative D as the preferred alternative is based on the analysis and findings of the GMP planning team as well as on public comments received during the planning process. The GMP planning team has determined that Alternative D would fulfill the NPS statutory mission and responsibilities at the park and would be advantageous when compared to Alternatives A, B, and C with respect to protecting the park's natural and cultural resources; enhancing interpretation, education, and public understanding; enhancing public use and enjoyment of the park; effectively managing the park; and providing effective technical assistance to the park's partners and landowners.

The Next Steps

Following distribution of the final plan and a 30-day no-action period, a record of decision approving the final plan will be signed by the NPS regional director. The record of decision documents the NPS selection of an alternative for implementation. Once it is signed, the plan can then be implemented.

Implementation of the Plan

The implementation of the approved plan, no matter which alternative, will depend not only on future NPS funding and servicewide priorities, but also on partnership funds, time, and effort. The approval of a GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan could be many years in the future.

Once the GMP has been approved, additional feasibility studies and more detailed planning, environmental documentation, and consultations would be completed, as appropriate, before certain actions in the selected alternative can be carried out. Future program and implementation plans, describing specific actions that managers intend to undertake and accomplish, will tier from the desired conditions and long-term goals set forth in this general management plan.

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How to Read This Plan…

The National Park Service (NPS) has developed this Final General Management Plan/ Environmental Impact Statement to guide management decision making at Cedar Creek and Belle Grove National Historical Park for the next 15 to 20 years. The public and many local, state, and federal agencies have assisted the NPS with preparing the plan. This plan is divided into five chapters:

Chapter 1 – Purpose of and Need for Action describes the federal action and reasons why the general management plan (GMP) is being prepared. Chapter 1 presents the park's purpose and significance statements and describes the fundamental and other important resources and values that are critical to achieving the park's purpose and maintaining its significance. This section also describes the planning process and issues that are addressed in the plan.

Chapter 2 – Alternatives describes, evaluates, and compares the Continuation of Current Management Alternative and three action alternatives. The Continuation of Current Management Alternative (Alternative A) provides a baseline from which the three action alternatives (B, C, and D) can be evaluated. Desired resource conditions, opportunities for visitor experience, as well as levels of development intensity necessary to accomplish each alternative are presented. Alternative D is the agency preferred alternative and the environmentally preferred alternative.

Chapter 3 – Affected Environment describes the existing natural, cultural, and socioeconomic resources that could be potentially affected by implementing either one of the alternatives.

Chapter 4 – Environmental Consequences describes the potential impacts to the park's resource values that could result from implementing any of the alternatives.

Chapter 5 – Consultation and Coordination describes the public involvement and agency coordination process that occurred during the GMP planning process.

Appendices provide additional supporting technical data and relevant background material cited throughout the plan.

References are books and documents from which background and supporting information was obtained.



CHAPTER 1

PURPOSE AND NEED FOR ACTION

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

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1.0 Purpose and Need for Action

1.1 Proposed Federal Action

On December 19, 2002, Congress enacted Public Law 107-373, the legislation that created Cedar Creek and Belle Grove National Historical Park. The park is located in Frederick, Shenandoah, and Warren Counties, Virginia, and operates as a "partnership" unit of the national park system. The National Park Service (NPS) and its partners at Cedar Creek and Belle Grove NHP – as identified in Section 13 of the park's enabling legislation (see Appendix A) – are responsible for managing Cedar Creek and Belle Grove NHP to conserve its scenery, natural and historic resources, and wildlife, and to provide for its enjoyment in a manner that will leave the park unimpaired for the enjoyment of future generations (NPS 2006d). The park's Community Partners at Cedar Creek and Belle Grove NHP include the adjacent historic towns of Middletown and Strasburg as well as Frederick, Shenandoah, and Warren counties. The park's Key Partners – who collectively own or hold easements on 1,339 acres within the park – include Belle Grove, Incorporated, Cedar Creek Battlefield Foundation, the National Trust for Historic Preservation, Shenandoah County, and the Shenandoah Valley Battlefields Foundation.

The proposed federal action considered in this environmental impact statement is the implementation of a programmatic management framework – in the form of a general management plan (GMP) – to accomplish the purposes for which Cedar Creek and Belle Grove NHP was established by Congress. This GMP is the park's first comprehensive plan and has been prepared as required in Section 8 of the park's enabling legislation and as generally required pursuant to NPS management policies for all units of the national park system (NPS 2006d). It will guide management decision making at the park for the next 15 to 20 years.

The General Management Plan/Environmental Impact Statement (GMP/EIS) complies with all applicable statutory requirements and polices, including the National Environmental Policy Act of 1969, the National Historic Preservation Act, and the National Parks and Recreation Act of 1978. It addresses the following:

- the types of management actions required for the preservation of park resources
- the types and general intensities of development (including visitor circulation and transportation patterns, systems, and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation and anticipated costs
- visitor carrying capacities and implementation commitments for all areas of the park

- a brief discussion of the need for a potential park boundary adjustment

1.2 Purpose of the Action

The purpose of the GMP is to provide a decision-making framework that ensures that the management decisions made by the NPS, the park's Key Partners, and the park's Community Partners carry out as effectively and efficiently as possible the NPS mission at Cedar Creek and Belle Grove NHP. The NPS and its partners routinely make decisions about: ways to preserve the park's significant natural and cultural resources for public enjoyment; competing demands for limited resources; priorities for using available funds and staff; and, differing local and nationwide interests and views of what is most important at the park. The decision-making framework in the park's GMP will provide the guidance to make these management choices in a manner that is consistent with the purposes for which Cedar Creek and Belle Grove NHP was established by Congress as a unit of the national park system.

1.3 Need for the Action

The GMP for Cedar Creek and Belle Grove NHP addresses several needs:

- it ensures that the park's fundamental and other important resources and values are preserved and protected
- it meets NPS legal requirements for comprehensive general management planning as a guide for more specific projects, to base decisions on adequate environmental information and analysis, and to track progress toward goals
- it provides a logical trackable rationale for decision making by the NPS and its partners that focuses first on why the park was established and what the desired future conditions of those resources should be
- it considers the concerns, expectations, and values of private landowners within the park and of the general public related to land protection and management of resources and visitor experience in the park
- it ensures that management decisions by the NPS and its partners promote the efficient use of public funds and that managers are accountable to the public for their management decisions

The GMP also addresses the congressional mandate in the park's enabling legislation that requires the NPS to work with the Cedar Creek and Belle Grove NHP Advisory Commission to prepare a management plan for the park. Section 8 of the park's enabling legislation explicitly states the following:

"The Secretary, in consultation with the [Cedar Creek and Belle Grove NHP Advisory] Commission, shall prepare a management plan for the park. In particular, the management plan shall contain provisions to address the needs of owners of non-federal land, including independent nonprofit organizations within the boundaries of the park."

1.4 Vision for Cedar Creek and Belle Grove NHP

Through the GMP planning process a vision for the park's future has developed that provides a shared understanding among the NPS, the Key Partners, the Community Partners, private landowners in the park, and the general public as to what Cedar Creek and Belle Grove NHP should be like in 15 to 20 years. The vision states the essential qualities of the park in the future, summarized as follows:

The Park as a Unit of the National Park System. The park is managed to achieve a unified consistent vision as a unit of the national park system. The park's resources are protected and enjoyed by the public in a manner leaving them unimpaired for the enjoyment of future generations. Visitors know they are in a national park and are oriented to the entire park and to the Shenandoah Valley Battlefields National Historic District.

An Exemplary Partnership. The park functions as a cohesive whole. The NPS and the Key Partners collaborate to make management decisions based on a shared understanding of desired resource conditions and visitor experiences in the park. The Community Partners encourage conservation of resources within and in proximity to the park. Private landowners are stewards of the park's resources. The needs of private landowners are addressed in park management decisions. A nonprofit "friends group" – established to assist with accomplishing the park's mission – helps the NPS in various ways, such as by providing volunteer services, assisting with resource management, conducting fundraising efforts, and publicizing important issues. Other non-profit preservation organizations and land trusts advocate for the park and assist the NPS in accomplishing its mission.

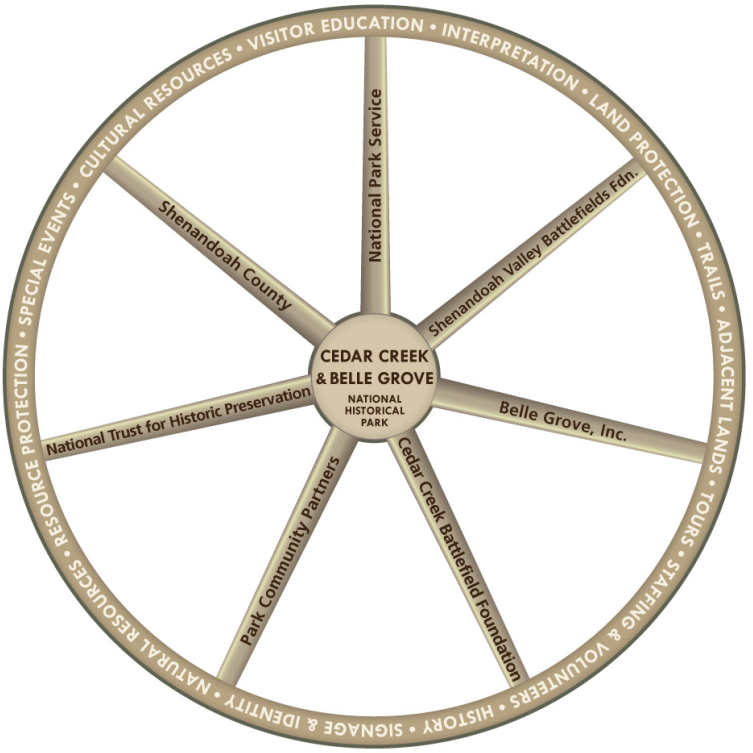


Figure 1.1

Cedar Creek and Belle Grove National Historical Park - An Exemplary Partnership between the NPS and its Partners

Resource Protection. Park management encourages conservation of the historic and natural resources within and in proximity to the park by landowners, local governments, organizations, and businesses.

Significant resources are protected and preserved by the NPS and the Key Partners for the enjoyment of future generations. Volunteers help patrol and protect sensitive resources from vandalism, theft, and destruction.

Land Protection. To the extent that funding is available, resources are protected and the conversion of rural lands to developed uses within the park is reduced through fee simple acquisition of property or purchase of conservation easements from willing sellers. The NPS, the Key Partners, other nonprofit organizations, and a park friends group collaborate to secure funding for land acquisition.

Visitor Experience. The NPS and the Key Partners collaborate to tell all stories related to the park's primary interpretive themes wherever appropriate, whether at sites owned by the NPS or the Key Partners. The NPS interprets the larger park landscapes. Special events, including the reenactment of the Battle of Cedar Creek, continue to be sponsored by the Key Partners. The visitor experience is safe and enjoyable; visitors experience a high degree of satisfaction from their trip to the park.

Visitor Facilities. The NPS and the Key Partners have a central hub where visitors can be oriented to the entire park. Park facilities provide services and opportunities for visitors to explore the park. Proliferation of facility development is avoided. Site suitability criteria are used to determine the location of visitor facilities. Sustainable design and construction methods, techniques, and materials are used.

1.5 Cedar Creek and Belle Grove NHP Overview

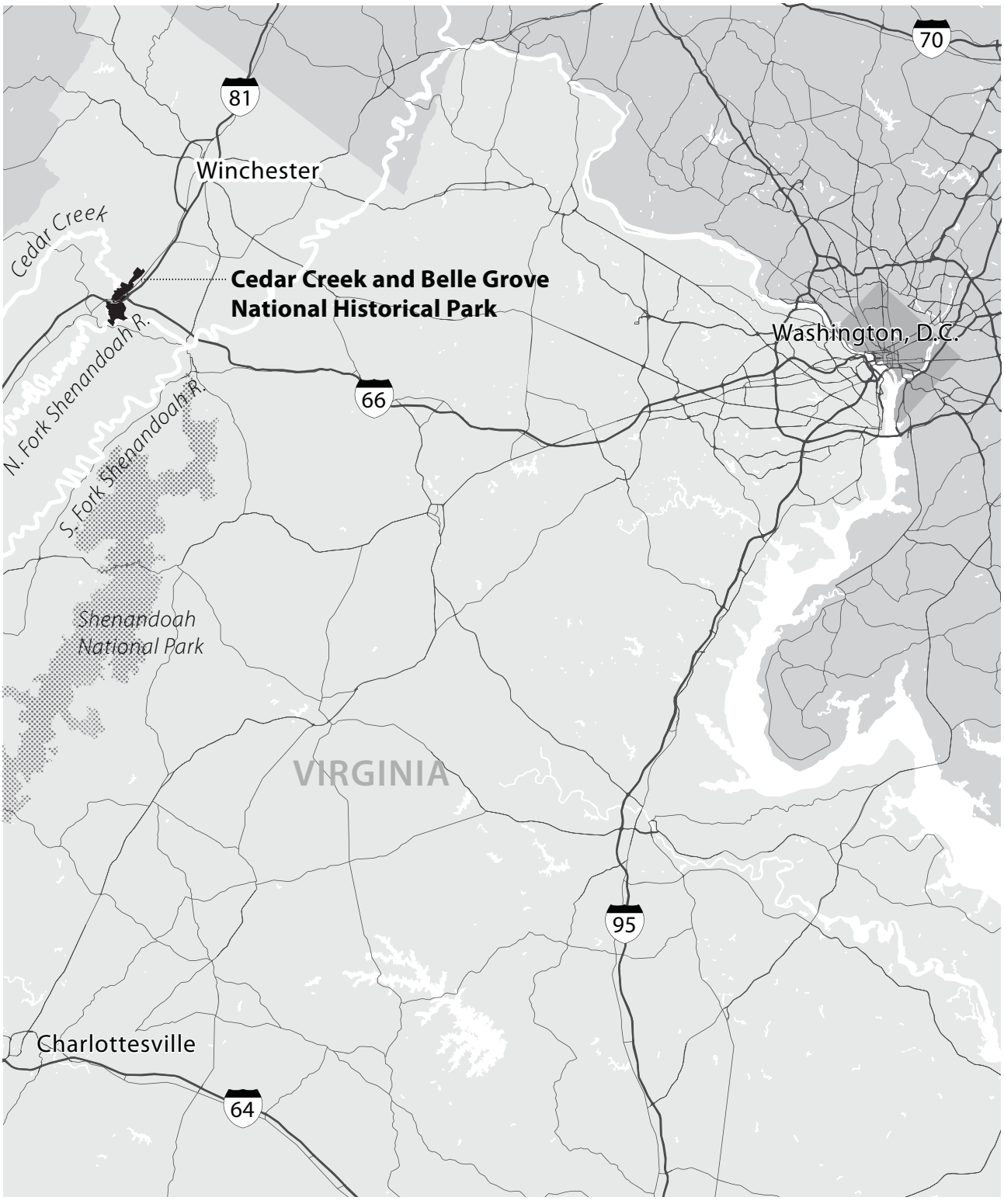
1.5.1 The Park's Regional Context

Cedar Creek and Belle Grove NHP is located in the northern Shenandoah Valley approximately 75 miles west of Washington, D.C. (Figure 1.2). The northern Shenandoah Valley in Virginia encompasses the five counties in the northwest corner of the commonwealth between the Blue Ridge Mountains and the eastern slopes of the Appalachian Mountains. The lower sections of the North and South Forks of the Shenandoah River meander through the valley, converging at Front Royal to form the Shenandoah River. The park encompasses land within Frederick, Shenandoah, and Warren counties, Virginia, and adjoins the towns of Strasburg and Middletown, Virginia, near the I-81 and I-66 interchange. Winchester is approximately ten miles north of the park. Front Royal – a gateway to Shenandoah National Park – is six miles east of the park. George Washington National Forest is immediately to the south.

A diverse blend of agriculture, tourism, and industry drives the regional economy in the northern Shenandoah Valley. Agriculture has historically been the primary economic activity. Food to support the Confederacy during the Civil War came

Figure 1.2

Regional Location



largely from the valley, leading to its distinction as "the Breadbasket of the Confederacy." Until the 1970s the Shenandoah Valley remained largely rural in character. With construction of I-81 and I-66, the valley became a major north south transportation corridor in the eastern United States and readily accessible to the Metropolitan Washington Area.

Since the opening of the interstates, the northern Shenandoah Valley has experienced dramatic growth, particularly in the I-81 corridor adjacent to the city of Winchester. Some older towns have also experienced significant change in recent years. The town of Strasburg – immediately adjacent to Cedar Creek and Belle Grove NHP – grew by 43 percent from 1980 to 2000. Development in the I-81 corridor has largely been suburban in character – typically moderate density residential development with supporting commercial centers along major roads and at interstate interchanges. Many new residents are employed in the Metropolitan Washington Area. Manufacturing and other industries have also developed in the vicinity of interstate interchanges. In addition, the Shenandoah Valley has become a popular tourist destination; visitors are attracted to national parks, national forests, historic sites and battlefields, rivers and streams, and other points of interest. The five Virginia counties in the northern Shenandoah Valley are still largely rural in character and farming remains a major land use. All five of the counties value their rural character and have adopted long-term growth management strategies that would preserve the rural areas.

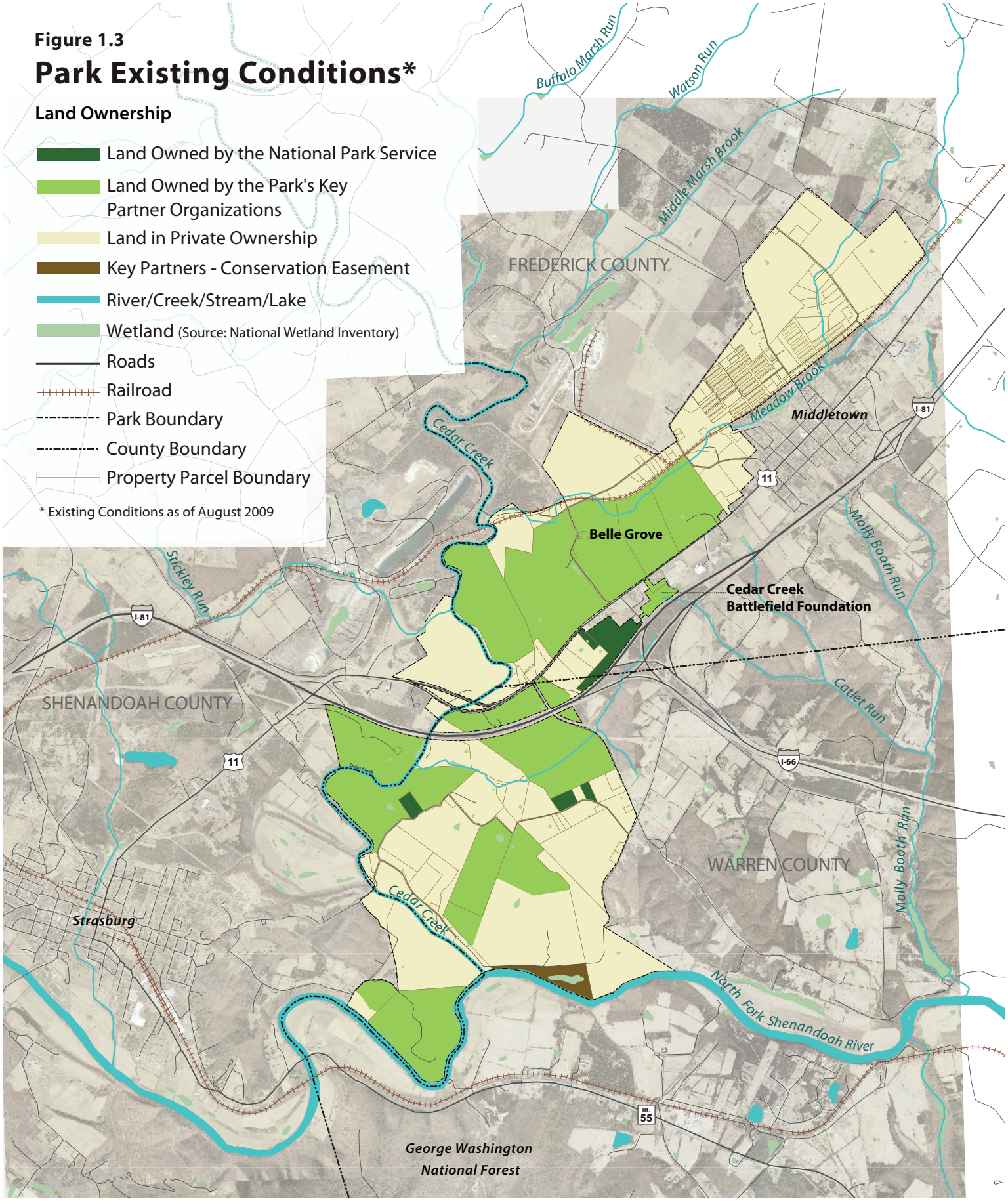
1.5.2 Park Boundary, Size, and Ownership

Section 5 of the park's enabling legislation established the park boundary at Cedar Creek and Belle Grove NHP. There are approximately 3,713 acres within the congressionally authorized park boundary (Figure 1.3). Currently the NPS owns 68.79 acres within the park boundary. The park's Key Partners (see Section 1.5.6 below) own approximately 1,307 acres and hold conservation easements on an additional 32 acres.

At Cedar Creek and Belle Grove NHP the NPS is authorized to acquire additional land by donation, purchase or exchange – but in all cases, from willing parties only. The NPS is also authorized to hold conservation easements within the park and on lands adjacent to the park, and may acquire land outside the park boundary for development of visitor, administrative, museum, curatorial, and maintenance facilities. The park enabling legislation does not give the NPS authority to condemn private property.

Figure 1.3

Park Existing Conditions*



Cedar Creek and Belle Grove National Historical Park

VIRGINIA

National Park Service **U.S. Department of the Interior**

1.5.3 Overview of the Park's Resources

- **Cultural Resource Overview**

Cedar Creek and Belle Grove NHP includes nationally significant historic resources related to the Battle of Cedar Creek, and historic plantations and farmsteads associated with the early European settlement of the Shenandoah Valley. It was the site of the decisive October 19, 1864 victory that defeated the Confederate Army in the Shenandoah Valley and effectively placed the valley in the hands of the northern forces for the remainder of the war. The Shenandoah Valley was known as the "Breadbasket of the Confederacy" and the northern victory deprived the southern army of foodstuffs for their troops. A portion of the core area of Cedar Creek Battlefield, where fighting took place, is located within the park boundary. The union victory at Cedar Creek combined with the union successes in Georgia, rekindled public support for Abraham Lincoln and helped him win reelection in November 1864.

Historically, Belle Grove Plantation encompassed some 7,500 acres, but only a portion of the acreage is now contained within the legislated boundaries of Cedar Creek and Belle Grove NHP. The manor house was built by Isaac Hite, Jr., a revolutionary war patriot who was married to the sister of James Madison, the fifth president of the United States. An October 7, 1794 letter from James Madison to Thomas Jefferson has survived in which Madison requests Jefferson's advice on the design of Belle Grove. Madison wrote – "In general, any hints which may occur to you for improving the place will be thankfully accepted." Although there is no record of Jefferson's written response, it does appear that the Belle Grove manor house incorporates design elements associated with Monticello.

Preliminary archeological research indicates that there are sites within the park boundary that have a specific significance for associated populations, such as American Indians, African Americans, Germans and Scots-Irish, religious groups, and commemorators of the Battle of Cedar Creek (Bragdon et al 2006).

These varied cultural resources offer many opportunities to interpret the many themes and purposes for which the national park was established.

- **Natural Resource Overview**

Cedar Creek and Belle Grove NHP is located within the ridge and valley physiographic province, composed of rolling uplands flanked by discontinuous northeast trending ridges, bluffs, and foothills. Elevations range between 500 and 700 feet. The North Fork of the Shenandoah River flows along the park's southern boundary. Cedar Creek flows along much of the park's western boundary, joining the North Fork of the Shenandoah within the park. Prime farmland soils occur in approximately 15 percent of the park. Vegetative cover is composed of forest and woodlands (40 percent), grasslands (50 percent), and riparian/wetland (10 percent).

Many areas of the park are known to have significant natural resources, such as 1) the Panther Conservation Site, encompassing a unique montane dry calcarious forest/woodland area with high biodiversity along Cedar Creek; 2) the North Fork of the Shenandoah River, Meadow Brook, Middle Marsh Brook, Buffalo Marsh Run, and Cedar Creek, designated by the state as "threatened and endangered species waters" due to the presence of three state listed species; and 3) a portion of the North Fork near Strasburg, designated a "stream conservation unit" because of its general biodiversity significance. No federally-listed plant or animal species are known to be present in the park, although several occur within the broader three-county area.

1.5.4 The Park's Origin and Legislative History

President George W. Bush signed Public Law 107-373 establishing Cedar Creek and Belle Grove NHP on December 19, 2002 (see Appendix A). Congressional action creating the park culminated a 35-year effort by local communities, organizations, agencies, and the general public to protect the significant cultural resources in the Cedar Creek area related to the Civil War and the cultural history of the Shenandoah Valley.

Cedar Creek Battlefield and Belle Grove Plantation were designated a national historic landmark on August 11, 1969. Contained within the landmark boundaries are portions of the core battlefield area, where combat actually took place during the Battle of Cedar Creek.

In 1990 Congress passed the Civil War Sites Study Act (Public Law 101-628) and charged the NPS with studying Civil War sites and battlefields in the Shenandoah Valley. In 1992, the NPS released the *Study of Civil War Sites in the Shenandoah Valley of Virginia* (NPS 1992). The study identified 15 primary battlefields and examined the feasibility of adding the region and its battlefields to the national park system.

In 1993 the NPS developed the *Draft Shenandoah Valley Civil War Battlefields Assessment* (NPS 1993) which looked at management of the battlefields in greater depth. The assessment recommended the creation of a Shenandoah Valley Heritage Area and proposed the development of a partnership preservation plan to set a comprehensive agenda for the conservation, management, interpretation, and promotion of the resources of the Shenandoah Valley.

In addition to these studies, many local plans and studies were prepared. Among them were the *Frederick County-Winchester Civil War Site Inventory* (Frederick County 1994) and the *Battlefield Network Plan* (Frederick County 1997) prepared by Frederick County-Winchester Battlefield Task Force.

These preservation efforts and studies led to passage of the Shenandoah Valley Battlefields National Historic District and Commission Act of 1996 (P.L 104-333). The act created the Shenandoah Valley Battlefields National Historic District Commission and charged it with preparing a management plan for the eight counties and four independent cities included within the historic district. Section 606(g) (6) of the act specifically charged the NPS with completing a special resource study to determine whether the district or components of the district met the criteria for designation as a unit of the national park system.

The ensuing *Shenandoah Valley Battlefields National Historic District Management Plan* (Heritage Partners, Inc. et al 2000c) was approved by the Secretary of the Interior on October 25, 2000. Pursuant to the plan the Shenandoah Valley Battlefields Foundation was incorporated as the lead managing partner for the district, responsible for fulfilling the recommendations of the approved management plan.

The separate NPS effort to evaluate the potential for a national park unit in the valley involved a wide-reaching program for soliciting public involvement to ensure that the special resource study built on past preservation efforts and reflected the ideas and concerns of valley residents and others interested in the historic district. Public support and interest in the study was overwhelming and strong public support was evident for continued NPS involvement in the area (NPS 2001). The study addressed the factors necessary to ensure long-term resource protection and to accommodate visitor use, considering the size and configuration of the area, access and development issues, ownership patterns, land value and acquisition costs, and the ability to effectively manage the area at reasonable cost. Findings summarized in the *Shenandoah Valley Battlefields National Historic District Special Resource Study* (NPS 2001) determined that Cedar Creek Battlefield area – including much of the land within the National Historic Landmark boundary - met the feasibility criteria and offered many opportunities for efficient, cost-effective administration as a unit of the national park system. The study further found that much of the land was in large contiguous farms and that fee-simple ownership would be necessary to protect key resources from development. It warned that if no action is taken, it would be likely that only fragments of the battlefield and other resources in the Cedar Creek area would be protected, and opportunities for visitor enjoyment would be severely limited.

The Special Resources Study (NPS 2001) recommended that Cedar Creek Battlefield be designated a unit of the national park system. However, Public Law 107-373 which established Cedar Creek and Belle Grove National Historical Park – created a park unit far more diverse than originally discussed. In addition to preserving historic resources associated with the Battle of Cedar Creek – the legislation referenced other interpretive themes and resources. Stories related to the early settlement of the Shenandoah Valley and the history of Belle Grove Plantation was

to be told; and in addition to military, cultural, and historic resources – the legislation also called for the protection of natural and scenic resources.

1.5.5 The Cedar Creek and Belle Grove NHP Advisory Commission

The park's enabling legislation established a 15-member park advisory commission to be composed of representatives from the surrounding local towns and counties, the key partner organizations, private landowners and civic organizations, the Commonwealth of Virginia, the National Park Service, and the U.S. Forest Service.

The commission's duties were to:

- to advise the Secretary of the Interior on the preparation and implementation of a general management plan
- to advise the Secretary with respect to the identification of sites of significance outside the park boundary deemed necessary to fulfill the purposes of the act
- to encourage conservation of the historic and natural resources within and in proximity of the park by landowners, local governments, organizations, and businesses
- to advise the Secretary on the expenditure of endowment funds for the interpretation, preservation, and maintenance of the park resources and public access areas

Since its initial orientation meeting in July 2005, the Advisory Commission has met regularly since September 2005 and has collaborated with the NPS planning team to develop the GMP. The management alternatives reflect the advice and recommendations received from the Advisory Commission throughout the planning process.

1.5.6 The Park's Key Partners

Cedar Creek and Belle Grove NHP is one of several "partnership parks" in the national park system. In the park's enabling legislation Congress identified a number of parties with whom the NPS will work cooperatively to accomplish the purposes for which the park was established. NPS's partners include local landowners, governments, and several independent not-for-profit organizations. Section 13 of the park's enabling legislation directs the NPS to acknowledge and support the continued participation of the five Key Partners that own and operate properties within the park for the benefit of the public. The Key Partners and their specific functions highlighted in the park's enabling legislation are described below.

As of July 2008, the Key Partners have protected 1,307 acres through fee acquisition and another 32 acres through conservation easements. Land has been acquired with funds from the National Park Service and other federal agencies, as well as state, local, and private funds. In addition, private landowners have donated land to some of the Key Partners. The Key Partners have received approximately 3.3 million in NPS funding to acquire land at the national park (see Table 1.1).

- **Cedar Creek Battlefield Foundation**

Cedar Creek Battlefield Foundation owns approximately 308.59 acres within the park. The Foundation's landholdings include core area battlefield surrounding the historic Heater House, land along Cedar Creek where the remains of the Federal XIX Corps Earthworks are located, and a parcel on the east side of Valley Pike (Route 11) where the Foundation operates a visitor contact facility with administrative offices. These properties are used in part for the annual Battle of Cedar Creek reenactment hosted by the Foundation.

The park enabling legislation states that the Cedar Creek Battlefield Foundation may:

> *"continue to own, operate, and manage the lands acquired by the Foundation within the park, continue to conduct reenactments and other events within the park, and transfer ownership interest in portions of their land to the NPS by donation, sale, or other means that meet the legal requirements of NPS land acquisitions"*

- **National Trust for Historic Preservation and Belle Grove, Inc.**

The National Trust for Historic Preservation owns 283.42 acres of the historic Belle Grove Plantation. In 1964, the National Trust received the Belle Grove Manor House and its outbuildings through a bequest from Francis Welles Hunnewell. Belle Grove Plantation is a national historic landmark. Belle Grove, Inc. is a non-profit organization (under Internal Revenue Code Section 501 (c) 3) and, through a cooperative agreement with the National Trust, has managed Belle Grove Plantation since 1972. In addition, Belle Grove, Inc. owns 104.11 acres within the park boundary, including Harmony Hall (Fort Bowman). Belle Grove Plantation is open to the visiting public for educational and interpretive programs. Currently Harmony Hall is open to the public on a limited basis.

The Cedar Creek and Belle Grove NHP enabling legislation states the following:

> *"The National Trust for Historic Preservation and Belle Grove, Inc. may continue to own, operate, and manage Belle Grove Plantation and its structures and grounds within the park boundary.*

Table 1.1 NPS Funding Spent by the Key Partners for Land Acquisition at Cedar Creek and Belle Grove National Historical Park

Key Partner	Funding Source	Year	Amount
Cedar Creek Battlefield Foundation	National Park Service, Civil War Commemorative Coin Grant	1996	$72,993
Cedar Creek Battlefield Foundation	National Park Service, Land and Water Conservation Fund Grant	2000-2001	$250,000
Cedar Creek Battlefield Foundation	National Park Service, Land and Water Conservation Fund Grant	2001	$75,000
National Trust for Historic Preservation	National Park Service, Land and Water Conservation Fund Grant	2002	$250,000
Shenandoah Valley Battlefields Foundation	National Park Service	2002	$380,000
Shenandoah Valley Battlefields Foundation	National Park Service	2004	$350,000
Shenandoah Valley Battlefields Foundation	National Park Service	2005	$270,000
Shenandoah Valley Battlefields Foundation	National Park Service	2008	$1,615,488
TOTAL			**$3,263,481**

Belle Grove may continue to own the house and grounds at Bowman's Fort (Harmony Hall) for the purpose of permanent preservation, with a long-term goal of opening the property to the public"

- **Shenandoah County**

Shenandoah County owns 151 acres on the North Fork of the Shenandoah River at the southern end of Cedar Creek and Belle Grove NHP. The county acquired the land for purposes of providing a passive recreation area and providing additional access to the North Fork of the Shenandoah River. Currently the site is not open to the public. The Cedar Creek and Belle Grove NHP enabling legislation states that Shenandoah County...

"may continue to own, operate, and manage the Keister park site for the benefit of the public"

- **Shenandoah Valley Battlefields Foundation**

The Shenandoah Valley Battlefields Foundation is the entity charged with implementing the *Shenandoah Valley Battlefields National Historic District Management Plan* (Heritage Partners, Inc. et al 2000c). To implement the District's management plan, the Foundation works to preserve, protect, interpret, and promote ten Civil War battlefields and related sites in the Shenandoah Valley, including the Cedar Creek Battlefield (see Figure 1.4). As of July 2008 the

Foundation owned 460.3 acres and holds conservation easements on 32 acres within the park boundary. These properties are currently in agricultural use and are not open to the public.

The park enabling legislation states that the Shenandoah Valley Battlefields Foundation…

> *"may continue to administer and manage the Shenandoah Valley Battlefields National Historic District in partnership with the NPS and in accordance with the Shenandoah Valley Battlefields Historic District Management Plan"*

1.5.7 The Park's Community Partners

The park's Community Partners include the adjacent historic towns of Strasburg and Middletown, Virginia, as well as Frederick, Shenandoah, and Warren counties, Virginia. Section 13 of the enabling legislation states that the NPS and its community partners *"will cooperate in furthering the purposes of the park."*

1.5.8 Technical and Financial Assistance to the Park's Partners

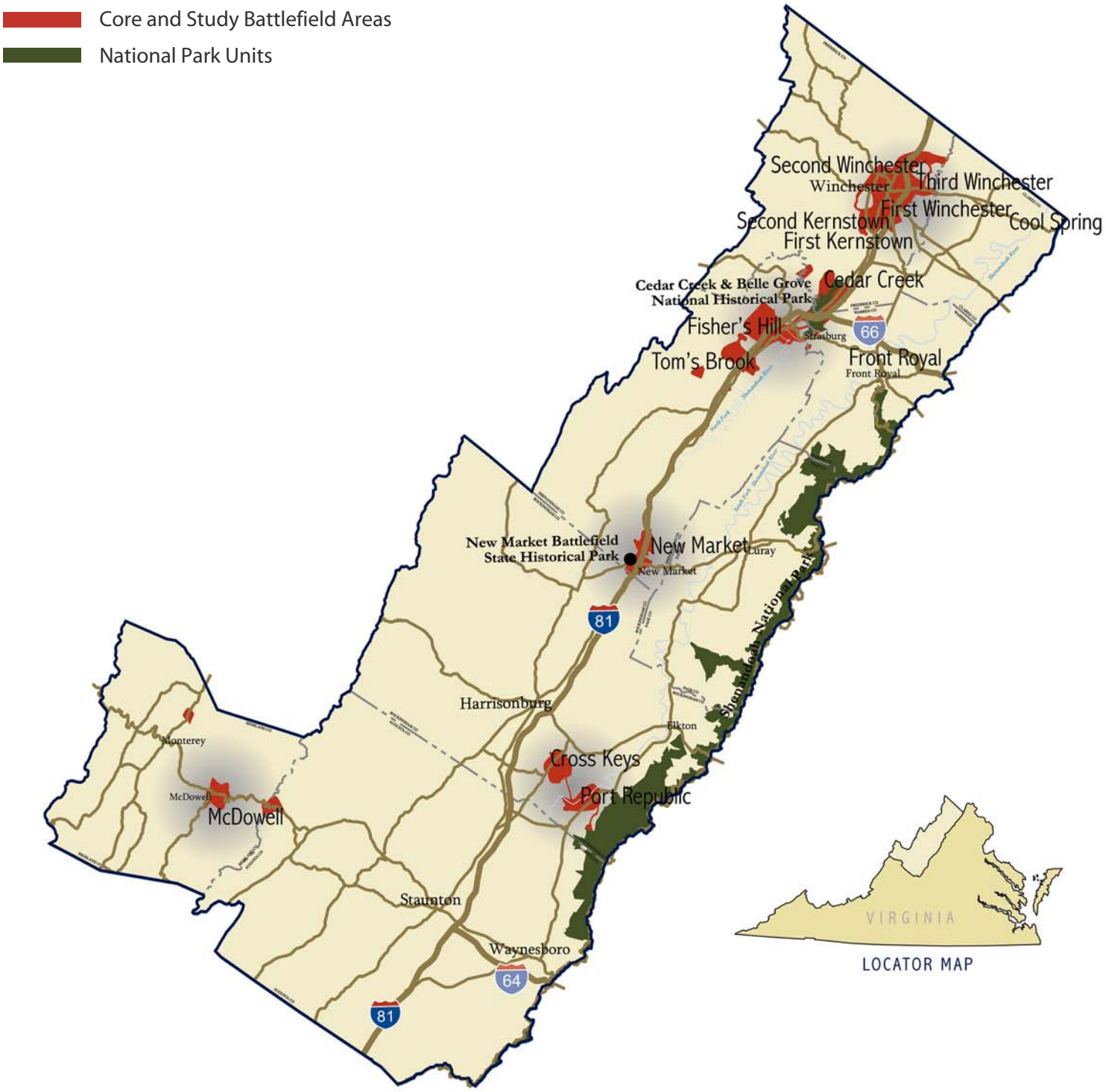
The park's enabling legislation states that the NPS shall encourage conservation of the historic and natural resources within and in proximity to the park by landowners, local governments, organizations, and businesses. The legislation authorizes the NPS to provide technical and financial assistance to individuals, organizations, and governmental entities for purposes of preserving historic structures within the park; maintaining natural or cultural landscapes of the park; local preservation planning, interpretation, and management of public visitation for the park; and, furthering goals of the Shenandoah Valley Battlefields Foundation related to the park.

1.6 Foundation for Planning

The *Cedar Creek and Belle Grove NHP Foundation for Planning* (NPS 2006a) provides the basic guidance for management decisions made at the park. It was developed early in the GMP planning process. It is a formal statement of the park's core mission that reflects a shared understanding or consensus regarding what is most important about the park. The *Foundation for Planning* is composed of the following elements: the park's statement of purpose, the park's statement of significance, the park's primary interpretive themes, the park's fundamental and other important resources and values, the park's legislative mandates and other special mandates, and general legislative and policy requirements.

Figure 1.4

Shenandoah Valley Battlefields National Historic District



Cedar Creek and Belle Grove National Historical Park
VIRGINIA

National Park Service **U.S. Department of the Interior**

1.6.1 Park Statement of Purpose

The park's purpose statements convey the reasons for which the park was set aside as a unit of the national park system. They are grounded in an analysis of park legislation and legislative history, and provide fundamental criteria against which the appropriateness of GMP recommendations, decisions, and actions are tested.

The purposes of Cedar Creek and Belle Grove NHP are stated in the park's *Foundation for Planning* (NPS 2006a):

> *"to preserve, protect, and interpret a nationally significant Civil War landscape and antebellum agricultural community for the education, inspiration, and benefit of present and future generations*
>
> *to tell the rich story of Shenandoah Valley history from early settlement onward, including the Battle of Cedar Creek and its significance in the course of the Civil War*
>
> *to preserve the significant historic, natural, cultural, military, and scenic resources found in and around the Cedar Creek Battlefield and Belle Grove Plantation areas through partnerships with local landowners and the community*
>
> *to serve as a focal point within the Shenandoah Valley Battlefields National Historic District to recognize and interpret important Civil War events and geographic locations, including the key battles and campaigns of 1862 and 1864"*

1.6.2 Park Statement of Significance

The park's significance statements express why the park's resources and values are important enough to warrant national park designation. They accomplish the following: (1) they describe why an area is important within a global, national, regional, and national park system context, (2) they are linked to the purpose of the park, (3) they are substantiated by data or consensus, and (4) they reflect the most current scientific or scholarly inquiry and cultural perceptions about the park.

Four statements express why the resources and values of Cedar Creek and Belle Grove NHP are important enough to warrant national park designation:

> *The **Battle of Cedar Creek** was a principal strategic operation that had a decisive influence on the Valley Campaign of 1864 and a direct impact on the course of the Civil War. The Union victory contributed to the re-election of President Abraham Lincoln and nearly eliminated the Confederate military*

presence in the Shenandoah Valley. The battlefield and strategic landscapes at Cedar Creek retain a high degree of integrity, serve to memorialize the events of the battle, and contribute to greater understanding of the Civil War.

Cedar Creek and Belle Grove NHP include well-preserved cultural and natural landscape features from the ***early European settlement*** *of the Shenandoah Valley when the region was a frontier, including features associated with transportation, migration, and commerce.*

Cedar Creek and Belle Grove NHP contains historically significant examples of the ***antebellum agricultural community*** *that defined the northern Shenandoah Valley, its ethnic and cultural traditions, merchant milling and market systems, and farm economy that included both slave labor and family farms, as well as examples of the post-Civil War transformation of a changing labor structure. A representative example of the valley's agricultural history and culture is preserved and interpreted at the nationally significant Belle Grove Manor House.*

The park's ***natural and cultural landscapes*** *are nationally and regionally significant. The panoramic views of the mountains, natural areas, waterways, and pastoral surroundings convey an aesthetic and historic sense of 19th and 20th century life in the Shenandoah Valley, provide visitors with an inspiring setting of great natural beauty, and offer outstanding opportunities for quiet and solitude in an ever expanding suburban area.*

1.6.3 Fundamental and Other Important Resources and Values

Fundamental resources and values are the park's attributes – its features, systems, processes, experiences, stories, scenes, sounds, smells, opportunities for visitor enjoyment, or others – that are critical to achieving the park's purpose and to maintaining its significance. **Other important resources and values** are the other park attributes that are important, although they are not related to the park's purpose and significance. Table 1.2 presents the statements that describe the fundamental and other important resources and values of Cedar Creek and Belle Grove NHP. These are the fundamental resources and values that warrant primary consideration during planning and management or that are important to park management and planning.

Table 1.2 Cedar Creek and Belle Grove NHP – Fundamental and Other Important Resources and Values

Fundamental and Other Important Resources and Values

***Left**: Scene from the 2005 reenactment of the Battle of Cedar Creek*

***Right**: Cedar Creek Battlefield Foundation property near the XIX Corps earthworks*





Park Significance Statement 1

The Battle of Cedar Creek was a principal strategic operation that had a decisive influence on the Valley Campaign of 1864 and a direct impact on the course of the Civil War. The Union victory contributed to the re-election of President Abraham Lincoln and nearly eliminated the Confederate military presence in the Shenandoah Valley. The battlefield and strategic landscapes at Cedar Creek retain a high degree of integrity, serve to memorialize the events of the battle, and contribute to greater understanding of the Civil War.

Fundamental Resources Related to Statement 1

- the Cedar Creek Battlefield – a National Historic Landmark – and its resources, including buildings, structures, monuments, river fords, historic landscapes, and archeological resources associated with the Battle of Cedar Creek
- archeological resources associated with the Battle of Cedar Creek and the Union Army's encampment that was attacked, including those that have been recovered as well as those that remain underground
- road traces, earthworks, and sections of the Old Valley Turnpike that played a critical role in the Battle of Cedar Creek
- landscape, structures, and archeological resources within the park that help interpret the battles and deployments associated with Stonewall Jackson's campaigns of 1862 and avenues of approach
- military encampments and avenues of approach

Fundamental Values Related to Statement 1

- the geography, topography, and landscape features of the region which directly influenced the conduct and outcome of the Battle of Cedar Creek and the Civil War in the Shenandoah Valley
- the opportunity for visitors to experience the authentic locations of the Battle of Cedar Creek and to retrace its course

Other Important Values Related to Statement 1

- other battlefields within the Shenandoah Valley Battlefields National Historic District that help in understanding the Battle of Cedar Creek and, in a large context, the Civil War in the Shenandoah Valley
- folklore and folk culture in the Shenandoah Valley that has been influenced and shaped by the Civil War

Table 1.2 Cedar Creek and Belle Grove NHP – Fundamental and Other Important Resources and Values (continued)

Fundamental and Other Important Resources and Values



***Left**: Harmony Hall (Bowman's Fort)*

***Right**: Long Meadow Road near Long Meadow Farm*

Park Significance Statement 2

Cedar Creek and Belle Grove NHP includes well-preserved cultural and natural landscape features from the early European settlement of the Shenandoah Valley when the region was a frontier, including features associated with transportation, migration, and commerce.

Fundamental Resources Related to Statement 2

- Belle Grove, Harmony Hall, George Bowman Mill, Long Meadow Farm, Heater House, Hite-Whitham Farm, and their associated settings
- prehistoric and historic archeological resources containing information on the interaction between and effect of the natural environment on early prehistoric and historic settlement life

Fundamental Values Related to Statement 2

- transportation, commerce, and the settlement pattern in the northern Shenandoah Valley
- the Valley Pike (Route 11) as a major roadway throughout its history – from a hunting path, to a wagon road, to a turnpike, to U.S. Route 11
- the topography and landscape, and its influence on travel, transportation, and commerce

Other Important Resources Related to Statement 2

- historic road traces

Other Important Values Related to Statement 2

- the religious institutions of the Shenandoah Valley (Quaker, Mennonite, Church of the Brethren) that distinguish the area from eastern Virginia and more closely link the region with Pennsylvania

Table 1.2 Cedar Creek and Belle Grove NHP – Fundamental and Other Important Resources and Values (continued)

Fundamental and Other Important Resources and Values





***Left**: Belle Grove Manor House, owned by the National Trust for Historic Preservation and managed by Belle Grove, Inc.*

***Right**: Bowman's Mill Road ford across Cedar Creek, looking east into the park*

Park Significance Statement 3

Cedar Creek and Belle Grove NHP contains historically significant examples of the antebellum agricultural community that defined the northern Shenandoah Valley, its ethnic and cultural traditions, merchant milling and market systems, and farm economy that included both slave labor and family farms, as well as examples of the post-Civil War transformation of a changing labor structure. A representative example of the valley's agricultural history and culture is preserved and interpreted at the nationally significant Belle Grove plantation.

Fundamental Resources Related to Statement 3

- Belle Grove, a National Historic Landmark, and its settings
- the working fields of Isaac Bowman's "Mount Pleasant" Plantation, the Solomon Heater Farm (Hoge's and Cornelius Baldwin's "Cedar Grove"), and the well-preserved archeological remains of the "Hotchkiss" Farmstead
- archeological resources associated with agricultural production and milling: primary merchant milling and rural industrial complexes including the Daniel Stickley Mills and Farm, the Hite-Hottle milling and distillery complex at the mouth of Meadow Brook, the Isaac Bowman Mill complex on Cedar Creek, and the Miller's Mill on Meadow Brook north of Middletown
- a complex network of extant road traces that reflect the economic and social fabric of the rural community and its tie to the emerging market centers at Strasburg and Middletown
- cultural landscapes associated with agriculture, plantation life, and family farming

Fundamental Values Related to Statement 3

- plantation life and culture
- limestone's importance to the Shenandoah Valley as a building material for structures, as the parent material for the fertile soils, and as the resource that supported emergence of an important 19th century quarrying industry
- the transportation systems that allowed for social interaction and the movement of agricultural products
- the significance of the Shenandoah Valley's granary to the Civil War

Other Important Resources Related to Statement 3

- cemeteries
- fords and bridges

Other Important Values Related to Statement 3

- family farms and farmsteads in the Shenandoah Valley and their relationship to Belle Grove Plantation
- The changing agriculture in the northern Shenandoah Valley – subsistence farming to wheat production to livestock to orchards – and the market forces that drove those changes

Table 1.2 Cedar Creek and Belle Grove NHP – Fundamental and Other Important Resources and Values (continued)

Fundamental and Other Important Resources and Values



***Left**: Confluence of Cedar Creek and the North Fork of the Shenandoah River (Signal Knob visible in the background)*

***Right**: Panoramic view from Valley Pike (Route 11) of the Heater House (owned by the Cedar Creek Battlefield Foundation), the Shenandoah Valley, and the Allegheny Mountains*

Park Significance Statement 4

The park's natural and cultural landscapes are nationally and regionally significant. The panoramic views of the mountains, natural areas, waterways, and pastoral surroundings convey an aesthetic and historic sense of 19th and 20th century life in the Shenandoah Valley, provide visitors with an inspiring setting of great natural beauty, and offer outstanding opportunities for quiet and solitude in an ever expanding suburban area.

Fundamental Resources Related to Statement 4

- Cedar Creek as a high quality stream and important riparian area

Fundamental Values Related to Statement 4

- landscapes and panoramic views, particularly of the Blue Ridge, Massanutten, and Allegheny Mountains
- the natural resources of the Shenandoah Valley and their influence on human activities before, during, and after the Civil War

Other Important Values Related to Statement 4

- the limestone geologic system that creates waterways – Cedar Creek and the Shenandoah River – that are unique to the region
- patterns of field, woodlot, and lane in the region

1.6.4 Primary Interpretive Themes

Interpretive themes are the most important ideas or concepts to be communicated to the public about a park. At Cedar Creek and Belle Grove NHP there are six primary interpretive themes (Table 1.3). These themes relate directly to the park's purpose and significance. They connect the fundamental resources and values that contribute to the park's significance with relevant ideas, meanings, concepts, contexts, beliefs, and values. The themes provide the framework for interpretation at the park, drive what is appropriate in the park, and provide the basis for the park's educational programs. Park managers take these themes into account when setting priorities for events and activities. The themes also provide direction for planners and designers of the park's exhibits, publications, and audiovisual programs.

Table 1.3 Cedar Creek and Belle Grove NHP – Primary Interpretive Themes

Primary Interpretive Themes
Overall Fertile soil and an excellent transportation corridor brought wealth and prosperity to the peacetime Shenandoah Valley, but made it a target of destruction and an avenue of invasion and counter-invasion during the Civil War, bringing death and destruction and permanent change to the social order and economic life of the valley.
Natural The well-watered rich limestone soil and other abundant natural resources of the Shenandoah Valley supported a flourishing Native American population and attracted early settlers to the region.
Colonial Virginia colonial land policies promised both opportunity and danger to new settlers as the Shenandoah Valley became a buffer to French and Indian claims.
Ante-Bellum Belle Grove Manor House represents the height of a Shenandoah Valley agricultural society and economic system based on grain and slavery.
Military The desperate and dramatic Battle of Cedar Creek established federal control of the Shenandoah Valley, ending military threats to Washington and denying the valley's rich granary to the Confederate Army.
Political Combined with the capture of Atlanta, the Battle of Cedar Creek virtually assured the reelection of Abraham Lincoln and the relentless prosecution of the war to its ultimate conclusion.
Post-War The area encompassed by Cedar Creek and Belle Grove NHP underwent significant changes in land ownership, settlement patterns, and labor systems as a result of the Civil War.

1.6.5 Legislative Mandates

At Cedar Creek and Belle Grove NHP a number of important legislative mandates are included in the park's enabling legislation that direct how the park is to be managed (see Table 1.4).

Table 1.4 Cedar Creek and Belle Grove NHP – Legislative Mandates

Legislative Mandates (from Cedar Creek and Belle Grove NHP Act, Public Law 107-373, December 19, 2002)	
Park Advisory Commission [16 USC 410iii-7]	There is established the Cedar Creek and Belle Grove NHP Advisory Commission whose duties are to: - advise the Secretary in the preparation and implementation of a GMP - advise the Secretary with respect to identification of sites of significance outside the park boundary deemed necessary to fulfill the purposes of the park
Key Partners Organizations [16 USC 410iii-11]	In recognition that central portions of the park are owned and operated for the benefit of the public by key partner organizations, the Secretary shall acknowledge and support the continued participation of these partners in the management of the park: - Cedar Creek Battlefield Foundation - National Trust for Historic Preservation and Belle Grove, Inc. - Shenandoah County - park community partners (defined as surrounding towns and counties - Shenandoah Valley Battlefields Foundation Each of these key partner organizations may continue to own, operate, and manage their lands within the park.
Battle Reenactments [16 USC 410iii-11]	The Cedar Creek Battlefield Foundation may continue to conduct battle reenactments within the park.
Conservation of Cedar Creek and Belle Grove NHP [16 USC 410iii-11]	Encouragement of Conservation – The Secretary and the Commission shall encourage conservation of the historic and natural resources within and in proximity to the park by landowners, local governments, organizations, and businesses Provision of Technical Assistance – The Secretary may provide technical assistance to local governments, in cooperative efforts which complement the values of the park Cooperation by federal agencies – Any federal entity conducting supporting activities directly affecting the park shall consult, cooperate, and, to the maximum extent practicable, coordinate its activities with the Secretary in a manner that: - is consistent with the purposes of this Act and the standards and criteria established pursuant to the GMP developed pursuant to Section 8 - is not likely to have an adverse effect on the resources of the park, and - is likely to provide for full public participation in order to consider the views of all interested parties
Private Property Owners [16 USC 410iii-6]	The general management plan shall contain provisions to address the needs of owners of non-federal land, including independent nonprofit organizations within the boundaries of the park

1.6.6 Legislative and Policy Requirements

Park management at Cedar Creek and Belle Grove NHP is guided by the enabling legislation for the park, as well as a number of laws, acts, and executive orders that are recognized by NPS as vital to its mission. NPS *Management Policies* (NPS 2006d) also guides management of Cedar Creek and Belle Grove NHP and other national park units. These management policies and the servicewide laws define the conditions desired in national parks and ensure that parks are managed in accordance with national regulations consistently applied throughout the national park system. These requirements are summarized in Appendix B.

1.7 GMP/EIS Scoping Process

1.7.1 Scoping Activities

The NPS initiated the scoping process on June 21, 2005, with publication in the *Federal Register* of the notice of intent to prepare the Cedar Creek and Belle Grove NHP GMP and Environmental Impact Statement (EIS). Pursuant to the National Environmental Policy Act (NEPA) of 1969, as amended, scoping is an ongoing process that continues throughout the planning process. The planning team has conducted scoping sessions with the Park Advisory Commission, the Key Partners, NPS staff, the local towns and counties and other public agencies, and the general public. The purpose of the scoping process is to obtain information regarding the following:

- issues related to management of the park
- the range of management alternatives that should be considered in the GMP to address those issues
- the extent of the analysis sufficient to make an informed decision on the preferred management alternative

Scoping activities included the following:

- identification of issues and impact topics
- review of related projects and planning documents
- preparation of a public involvement plan
- identification of necessary consultation and coordination with other agencies

- development of a schedule for NEPA compliance which allowed adequate time to prepare and distribute management alternatives for public review and comment, prior to selection of a preferred alternative

External scoping was conducted during a variety of scoping and public involvement activities, including:

- regularly scheduled meetings of the Cedar Creek and Belle Grove NHP Advisory Commission
- monthly meetings with the Key Partners
- meetings with elected officials of Frederick, Warren, and Shenandoah Counties, and the towns of Middletown and Strasburg and their staff
- meetings with community organizations and numerous stakeholder groups
- sessions with students and faculty at local colleges
- public scoping meetings in Strasburg, VA (June 20, 2006), Middletown, VA (June 21, 2006), and Front Royal, VA (June 22, 2006)

In addition, in February 2007 a newsletter was mailed to interested parties and posted on the NPS Planning, Environment, and Public Comment (PEPC) website. The newsletter outlined the management alternatives under consideration and included a mail-back response form with a series of questions designed to elicit public comment on the alternatives. The PEPC website provided the public the opportunity to review documents, to become aware of upcoming events, and to submit comments via the internet.

The interests and concerns identified during the planning team's scoping activities through December 2006 are summarized in the *GMP/EIS Scoping Report* (NPS 2006b).

1.7.2 Interests and Concerns Identified through Scoping

Project scoping identified a wide range of issues relevant to the management of Cedar Creek and Belle Grove NHP. In order to identify which issues are appropriately addressed in general management level planning they have been sorted into four categories, as follows:

- interests and concerns that are appropriately addressed by the GMP
- interests and concerns that are adequately addressed by servicewide law or policy guidance
- interests and concerns that should be addressed in implementation plans
- interests and concerns that are beyond the scope of the GMP or future implementation plans

The complete list of comments received – sorted by these four categories – is included in Appendix C.

1.8 Decisions Needed to Guide Park Management

Decision points are the major decisions to be addressed in general management planning. They are the questions that the GMP will consider and answer through the development of alternative management concepts, each offering a different approach to future management of park resources and visitor experience. Decision points are defined through distillation of the most relevant management issues – the concerns, opportunities, interests, expectations, and suggestions – that emerge through the public scoping process.

The alternatives considered for Cedar Creek and Belle Grove NHP address seven decision points. The decision points are described below along with a brief summary of how the GMP alternatives respond to each.

- **Decision Point 1 – How would the park's resources be protected?**

Residential and commercial development within the park's boundary is a major threat to the park's resources and viewsheds. Of the 3,713 acres within the park's legislated boundary, 1,339 acres are protected by the Key Partners. An additional 68.79 acres are protected by the NPS. In recent years development has dramatically increased in the I-91 corridor from Strasburg to Winchester. Considerable rural land in the Middletown and Strasburg areas has been converted to residential and commercial uses. Additional growth in this area will further erode the rural land base in and around the park. In addition, the proposed rehabilitation of I-81 now under consideration by the Federal Highway Administration (FHWA) and the Virginia Department of Transportation (VDOT) has the potential to result in the loss to highway use of 325 to 436 acres of land within the park boundary (FHWA 2007a).

Protecting the park's resources and land base could be accomplished in several ways:

- acquisition of land or conservation easements by the Key Partners, the NPS, the Community Partners, non-profit conservation organizations, or public agencies
- growth management strategies utilized by the Community Partners
- voluntary actions on the part of private landowners

The extent and timing of these actions would determine the extent to which the park and its cultural and natural resources will be protected. A strong sense of

concern for the park's future integrity and for finding effective strategies to protect the national park were voiced in the GMP public meetings. Managing growth to protect park resources is complicated by the fact that the park's legislated boundaries encompass portions of Frederick, Shenandoah, and Warren Counties and in addition, the adjacent towns of Strasburg and Middletown have the authority to annex land within the park's boundary. Currently there is no consistent vision for protecting park resources and managing growth across the counties and towns in and around the park. Across the various government jurisdictions, privately-owned land within the park's legislated boundary is subject to different land use policies.

- **Decision Point 2 – What would be the visitor's interpretive experience?**

A coordinated approach to interpretation by the NPS and the Key Partners would offer the best opportunity to effectively tell the park's stories. In the future the park's interpretive program would focus on six primary interpretive themes (see Table 1.3). There are two major questions as to how the associated stories would be told: (1) to what extent would visitors have opportunities to experience the park's resources at locations where stories can best be told; and (2) what are the potential roles and responsibilities of the NPS and the Key Partners in interpretive planning and programming?

The first question addresses the type of "place-based" experience visitors would have at the park. The park could focus the visitor experience on the lands currently owned and protected by the Key Partners, as would be the case under Alternative A (continuation of current management). Alternatively, as envisioned in the Alternatives B, C, and D, interpretive experiences could be provided both at the Key Partners' properties and at other sites throughout the park.

Regarding potential roles and responsibilities, the NPS and the Key Partners have several choices related to interpretive planning and interpretive programs. Each could maintain independent interpretive programming (Alternative B). Alternatively, the NPS and the Key Partners could engage in coordinated interpretive planning, the implementation of which would be the responsibility of individual entities (Alternative C). A third choice would be a more fully developed interpretive partnership among the NPS and the Key Partners responsible for both interpretive planning and implementation (Alternative D).

- **Decision Point 3 – What would be the park's needs for visitor facilities and services?**

A major issue raised during the GMP planning process focused on the need and function of a park visitor center. Although a number of small visitor contact facilities could be located at key sites within the park, during the public scoping meetings the public expressed a strong preference for a centralized park visitor center in an existing or new building. In addition to orienting the visitor to the park,

a centralized visitor center could potentially support additional educational and interpretive activities. A central visitor center could also be used by the Key Partners for meetings and special programs.

The park's enabling legislation states that the park should "serve as a focal point to recognize and interpret important events and geographic locations within the Shenandoah Valley Battlefields National Historic District". The national historic district's *Management Plan* (Heritage Partners, Inc. et al 2000c) calls for five cluster orientation centers, one of which would be in the vicinity of the park or near Fishers Hill or Toms Brook. During the GMP scoping meetings, members of the general public inquired as to the extent to which a central visitor center at Cedar Creek and Belle Grove NHP would also serve the national historic district.

The GMP alternatives vary in the extent to which the NPS would be involved in providing visitor facilities. Alternatives A and B do not include a visitor center that would be developed and managed by the NPS. Alternatives C and D assume that a new visitor center would be a central hub for interpretation and orientation to the park and the national historic district. The centralized visitor facility would be built, maintained, and operated by the NPS, one of the Key Partners, or through a partnership between the NPS and one or more of the Key Partners.

The visitor center would be located within or near the park. Site selection criteria would include:

- road access than can accommodate visitors and park operations without adversely impacting local travel patterns
- access to utilities
- distance from significant natural or historic resources
- site conditions suitable for development without adverse impacts on cultural, natural, and scenic resources
- location where the potential is low for inducing unsuitable development within the park

In accordance with Executive Order 13423, "Strengthening Federal Environment Energy and Transportation Management" the visitor center would be designed to be energy efficient, would reduce the amount of enclosed space, and when practical, would shift interior functions to exterior locations. The NPS would attempt to have the visitor center meet Leadership in Energy and Environmental Design (LEED) standards for design, construction, and operation of high-performance green buildings. The rehabilitation and adaptive re-use of an existing structure to serve as the park visitor center has not been ruled out, but at this time a suitable facility has

not been found. The Hite-Whitham Farm, owned by the NPS, fails to meet several of the criteria for a visitor center outline above.

- **Decision Point 4 – How would visitors access and move around the park?**

Currently the park presents challenges for visitors wishing to explore the park. Beyond the existing facilities managed by the Key Partners, most visitors perceive the park as difficult to explore and understand. The park is bisected by I-81, dividing it into two sections. On the one hand, with interchanges in Middletown and Strasburg, I-81 provides excellent access for visitors arriving from destinations north and south. On the other hand, I-81 serves as a physical barrier to east-west circulation in the park's central section. Currently the FHWA and VDOT are considering plans to add lanes to accommodate traffic traveling both north and south. The specific impacts and mitigating measures associated with the project will be determined in a Tier 2 environmental impact statement (see Section 1.10.4 below).

Local traffic generally utilizes Valley Pike (Route 11) and a network of small rural roads. Within the park boundary Valley Pike (Route 11) is west of I-81 and generally runs parallel to it. In some places it defines the park's boundary and in others it bisects the park. Valley Pike (Route 11) is likely to become a major north-south collector road for park visitors. Given its periodic traffic volumes and truck traffic, the road could become a potential safety hazard for park visitors. Moving away from the I-81 and Valley Pike (Route 11) travel corridors, visitors unfamiliar with the area face difficulties in navigating a network of local collector and rural roads taking them in and out of the park's currently unmarked boundary. Visitors could also find themselves on narrow and, in some cases, unpaved rural roads, particularly in the southern section of the park.

The NPS scoping meetings indicated qualified support for automobile touring routes, provided that such routes have the capacity to safely accommodate visitor traffic and would not encourage visitors to trespass on or otherwise adversely impact private properties. Many people also expressed a strong interest in pedestrian and bicycle trails that would eventually connect to other trails outside the park. Such a trail network could provide an effective means for immersing visitors in an interpretive experience removed from automobiles and detracting land uses. Several scoping sessions suggested a trail route re-tracing the Battle of Cedar Creek.

For all action alternatives, the NPS would seek to work with the Key Partners, and state and local government in developing and implementing plans for automobile tour routes and a park trail network. The GMP action alternatives portray two concepts for park circulation. Alternative B envisions tour routes focusing on access to selected sites, with limited circulation throughout the remainder of the park. Alternatives C

and D would have designated tour routes guiding visitors throughout most of the park, with road improvements made to meet safety and capacity requirements.

Alternatives B, C, and D anticipate the potential for developing trails on protected lands owned by the NPS and the Key Partners. Alternatives C and D reflect a greater emphasis on a park trail concept, such as re-tracing the Battle of Cedar Creek, which may require acquiring lands or rights-of-way from willing sellers. Alternative D includes consideration of connecting park trails to a larger regional network.

During special events, buses could be used for moving visitors around the park. However, the use of buses on a regular or seasonal basis is not currently under consideration because projected visitation is not high enough.

- **Decision Point 5 – How would the park address related resources outside its boundary?**

Resources related to the purpose for which the park was created are known to exist outside the park boundary, although studies to specifically identify their location, extent, and significance have not been initiated. The public has also expressed concern for protecting related resources that are outside the park boundary. Defining the role and responsibilities of the NPS for protecting these resources is a GMP issue.

The park's enabling legislation directs the Park Advisory Commission "to advise the Secretary of the Interior with respect to the identification of sites of significance outside the park boundary deemed necessary to fulfill the purposes of the Act" (Section 9). The Secretary of the Interior and the park's Advisory Commission are also directed to "encourage conservation of the historic and natural resources within and in proximity of the park by landowners, local governments, organizations, and businesses" (Section 10). The legislation provides a variety of tools available to achieve this including through acquisition of conservation easements or entering into "covenants regarding lands in or adjacent to the park from willing sellers only." These easements or covenants "shall have the effect of protecting the scenic, natural, and historic resources on adjacent lands and preserving the natural or historic setting of the park when viewed from within or outside the park" (Section 6).

Alternatives B, C, and D embrace the concept of identifying and monitoring significant related resources, and responding to protection needs and opportunities as they arise. Alternatives C and D would take further steps to proactively protect related resources, using strategies similar to those for protecting resources inside the park's legislated boundary. Alternatives C and D presume that the related resources are adjacent to or in proximity to the park boundary.

All of the GMP alternatives are based on the legislated park boundary as currently authorized, although the enabling legislation does envision the possibility of future boundary adjustments.

- **Decision Point 6 – How would the NPS and the Key Partners work together in managing the park?**

A management arrangement is needed to enable effective collaboration and management decision making at the park. Currently the Key Partners generally manage their lands under independent policies, e.g., with respect to resource protection, permitted uses, and facilities design and placement. The 68.79 acres currently owned by the NPS are not presently open to the public. Related issues of particular concern to both the NPS and the Key Partners include: (1) the feasibility of developing consistent management policies for all protected lands in the park, and (2) the need for cooperative agreements to enable effective collaboration and decision-making among the NPS and others.

The park's enabling legislation provides general direction for the management framework. It authorizes the Secretary of the Interior to enter into cooperative agreements with interested public and private entities and individuals, for the purposes of encouraging the conservation of the park's historic and natural resources [Section 12(a)]. The legislation also recognizes "key partner" organizations and their specific roles [Section 13(b)] (see Section 1.5.6 above). It indicates that the Secretary of the Interior shall acknowledge and support the continued participation of the partner organizations in managing the park.

The GMP alternatives outline the overall framework for future cooperation among the NPS and the Key Partners. All GMP alternatives assume adherence to NPS's underlying management principles related to protection of park resources and values and its commitment to the public's appropriate use and enjoyment, including education and interpretation of park resources. The continuation of current management (Alternative A) suggests an informal arrangement such as establishing a working group committed to attending regular meetings, sharing information, and discussing issues of mutual interest and concern. Alternatives B, C, and D envision that the NPS and the Key Partners would develop a shared vision and preservation ethic as the basis for managing their lands and that the NPS would serve as facilitator among the Key Partners for land and resource protection and other shared goals. Alternatives B, C, and D also envision that the NPS and the Key Partners would develop cooperative agreements to manage various aspects of the park. Finally, Alternative D envisions a more formal relationship between the parties that would define a division of labor for certain park resources.

- **Decision Point 7 – To what extent would the NPS provide technical assistance to others?**

Clarification is needed regarding how the NPS would provide technical assistance to the park's partners. The park's enabling legislation authorizes the NPS to generally provide assistance as follows:

- to local governments, in cooperative efforts which complement the values of the park
- to persons, organizations, or governmental entities for (1) preserving historic structures within the park, (2) maintaining the natural or cultural landscape of the park, (3) local preservation planning, interpretation, and management of public visitation for the park, and (4) furthering the goals of the Shenandoah Valley Battlefields Foundation related to the park
- to support the continued participation of the Key Partners in the management of the park

The Key Partners have expressed interest in clarifying more specifically the types and extent of this technical assistance.

Common to Alternatives B, C, and D is a commitment by the NPS to provide technical assistance to the Key Partners and the Community Partners in protecting resources within and contiguous to the park's legislated boundary. NPS staffing levels would have a significant impact on the extent of technical assistance the agency would be able to provide. The NPS would establish priorities for determining how technical assistance would be allocated. The first priority would be to support protection of resources within the park, followed by assistance with protection of the park's viewsheds and related resources in proximity to the park.

1.9 Impact Topics

Understanding the consequences of making one management decision versus another is important to evaluating the GMP alternatives. As a result NPS GMPs are typically accompanied by an environmental impact statement (EIS). An EIS for a park GMP identifies the anticipated impacts of alternative management actions on resources and on park visitors and neighbors.

Impacts evaluated in EISs are organized by resource category, such as cultural resources, natural resources, and socioeconomics. The full range of impact topics considered is based on federal laws and other legal requirements, Council on Environmental Quality (CEQ) guidelines, NPS management policies, and scoping. Not all impact topics are relevant to all parks or to all management decisions. As a result they are divided into two groups – those for which impacts of the alternatives are evaluated and those which are dismissed from the impact analysis. Impact

topics are dismissed from the impact analysis if they are found to be not relevant to the evaluation of GMP alternatives because either (a) implementing the alternatives would have no effect or a negligible effect on the resource or condition or (b) the resource or condition does not occur in the park.

Following is a discussion of the impact topics retained for the impact analysis and the impacts dismissed from the impact analysis for the Cedar Creek and Belle Grove GMP/EIS. Selection of topics to be retained is based on NPS staff knowledge of the park and the issues and concerns expressed by the public and other agencies during the GMP scoping process. The discussion that includes the rationale for dismissing specific impact topics is provided in Section 1.9.2 below.

Typically, the GMP/EIS Chapter 3, Affected Environment, includes a description of the existing conditions in the park only for resources and values that may be affected by actions proposed in the plan alternatives. However, since this GMP is the first comprehensive planning document produced since the park was established, Chapter 3 addresses a broader range of resources and values, including those not affected by the alternatives. A thorough description of relevant park resources and values is included for those topics that are retained for the impact analysis. Only a brief description of relevant park resources and values is included for impact topics that are dismissed from the impact analysis; this is done to provide baseline information for the park that is not currently available.

The GMP/EIS Chapter 4, Environmental Consequences, describes the impacts of the proposed GMP alternatives on resources and values for topics retained for analysis. Impact topics dismissed from further analysis are not analyzed in Chapter 4 of this EIS.

1.9.1 Impact Topics Retained for Impact Analysis

- **Archeological Resources**

Archeological resources are the physical evidences of past human activity, including evidences of the effect of that activity on the environment. Archeological features may be buried, or exist as ruins above ground. An archeological overview and assessment was completed for Cedar Creek and Belle Grove NHP (Geier et al 2006) and a wide range of archeological resources were identified – including some with prehistoric and American Indian associations and others related to military activities during the Battle of Cedar Creek, including encampment sites. Sites associated with transportation, water-powered milling, limestone quarrying, and residential and agricultural development were also identified.

Ground disturbance associated with the preservation of existing resources or the development of new facilities has the potential to disturb archeological resources.

Archeological resources may also be adversely impacted by a rise in park visitation. A variety of laws, regulations, and policies require the consideration of potential impacts on archeological resources – including the National Historic Preservation Act of 1966, as amended; NPS-28 Cultural Resource Management Guideline (NPS 1998); National Park Service Management Policies (NPS 2006c); and Director's Order 12: Conservation Planning, Environmental Impact Analysis, and Decision-Making (NPS 2001). Therefore, archeological resources will be analyzed in detail.

- **Ethnographic Resources**

Ethnographic resources are sites, structures, objects, landscapes, or natural resource features with cultural meaning and value to groups traditionally associated with the park. An ethnographic overview and assessment for Cedar Creek and Belle Grove NHP (Bragdon et al 2006) identified places within the park boundary that have special cultural meaning for several groups – including American Indians, African Americans, German and Scots-Irish settlers, other historic religious groups, and Civil War commemorators. Implementation of actions in this CMP has the potential to affect resources of special interest to associated groups. Therefore, ethnographic resources will be analyzed in detail.

- **Historic Structures**

Historic structures encompass a broad range of building types: they may be buildings, monuments, dams, canals, bridges, roads, tunnels, earthen fortifications, or any constructed work consciously created to serve some human activity. According to the National Historic Preservation Act of 1966, as amended, all federal agencies must consider the impact of their undertakings on historic properties listed on or eligible for listing on the National Register of Historic Places. In addition, the NPS has a number of policies and guidelines that require the consideration of such impacts including NPS Management Policies (NPS 2006c), Director's Order 12: Conservation Planning, Environmental Impact Analysis, and Decision-Making (NPS 2001), and NPS-28 Cultural Resource Management Guideline (NPS 1998). Implementation of actions proposed in this CMP could potentially affect historic structures contained in Cedar Creek and Belle Grove NHP. Therefore, historic structures will be analyzed in detail.

- **Cultural Landscapes**

Cultural landscapes are geographical areas that include both cultural and natural elements that are associated with an historic event, activity, or person. They also reflect cultural and aesthetic values. There are several types of cultural landscapes – historic sites, historic designated landscapes, historic vernacular landscapes, and ethnographic landscapes.

According to the National Historic Preservation Act of 1966, as amended, all federal agencies must consider the impact of their undertakings on cultural landscapes, listed on or eligible for listing on the National Register of Historic Places. Actions proposed in this GMP have the potential to affect the park's cultural landscapes. Therefore, cultural landscapes will be analyzed in detail.

- **Museum Collections**

Museum collections may include objects, specimens, and archival and manuscript materials, and may be cultural or natural in nature. Cultural collections may contain materials pertinent to archeology, ethnography, and history; natural history collections may contain materials pertinent to biology, geology, paleontology, and the environment. The objects may include maps, photographs, prints and slides, reports, or fossil plants and animals.

Although currently Cedar Creek and Belle Grove NHP does not have a museum collection, it may have one in the future. Should the NPS acquire a museum collection, it would be managed in accordance with NPS policies and guidelines. Among the Key Partners, Belle Grove Plantation has the most extensive museum collection. Historic objects and artifacts found on privately-owned or on the Key Partners' lands would remain the property of the ownership entity. Therefore, museum collections will be analyzed in detail.

- **Scenic/Visual Resources/Viewsheds**

One of the purposes for which Cedar Creek and Belle Grove NHP was established was to preserve the scenic resources found in and around Cedar Creek Battlefield and Belle Grove Plantation. The enabling legislation states that "the panoramic views of the mountains, natural areas, and waterways provide visitors with an inspiring setting of great natural beauty" (Section 3). The park's scenic views contribute to the integrity of the park's battlefields and cultural landscapes and are important to protect. During the GMP scoping process preserving the park's viewsheds was identified as a planning issue. Recent residential, commercial, and industrial development in and around the park has compromised the integrity of these views and has the potential to affect visitor experiences. Any actions that would adversely affect scenic resources in and around the park would be of concern to the park staff and visiting public. Therefore, scenic resources and viewsheds will be analyzed in detail.

- **Soils**

The park's soils are a key resource that helps determine where native vegetative communities occur; they also affect the area's productivity and drainage patterns. Soils are an important agricultural resource for the area and also provide structural

support to buildings and other facilities in the park. Proposed developments in the alternatives could affect the park's soils. Any actions that would adversely affect these resources would be of concern to the park staff and the public. Therefore, soils will be analyzed in detail.

- **Groundwater**

Underlying the park is an aquifer that serves as a major source of domestic water supply for the area. Groundwater levels could be affected by development actions proposed in the GMP. The geologic setting and karst topography of the area increase the potential for impacts to groundwater quality. Any actions that would adversely affect groundwater resources would be of concern to the park staff and the public. Therefore, groundwater will be analyzed in detail.

- **Surface Water Quality**

The park contains a number of perennial and intermittent streams, including Cedar Creek, the North Fork of the Shenandoah River, Meadow Brook, and Stickley Run. These waterways provide important habitat to aquatic organisms and sensitive wildlife species in the area. Any actions that would adversely affect these resources would be of concern to the park staff and the public. Therefore, surface water quality will be analyzed in detail.

- **Vegetation**

The park supports a variety of vegetative communities and plant species, including some sensitive species and many nonnative species. Vegetation communities in the park consist of forest and woodlands, grasslands, and riparian and wetland areas. Vegetation is important because it provides wildlife habitat and protects riparian corridors that improve water quality and minimize flooding. Vegetation is also important because it contributes to the significant landscapes identified as either fundamental to the park's purpose and significance or important for other reasons (NPS 2006a). Actions in the alternatives could beneficially or adversely affect these resources, which would be of concern to the park staff as well as the public. Therefore, vegetation will be analyzed in detail.

- **Visitor Use and Experience**

Visitor use and experience could be affected by one or more of the actions in the alternatives, such as the provision of new recreational opportunities, the development of new visitor facilities and amenities, and the establishment of new partnerships. New facilities such as trails, interpretive media, and auto touring routes would change the way visitors use and experience the park. Furthermore, all of the alternatives could have an impact on overall visitor understanding, including interpretive and educational opportunities. Therefore, visitor use and experience will be analyzed in detail.

- **Regional and Local Economy**

An increase in tourism and park visitation is likely to occur as a result of implementing any of the alternatives. This visitation could result in increased spending in the local area. Although the economy of the region is diversified and may not be substantially affected by the park, some businesses and individuals in the gateway towns and local area could be beneficially impacted by increased spending. NPS and Key Partner contributions to this impact would be both direct and indirect. Direct impacts would result from the relatively small amount of NPS and Key Partner development and employment-related actions included in the alternatives. Indirect impacts would result from the multiplier effect of businesses and employee spending. Therefore, the economic impact of the park on the local and regional economy will be analyzed.

1.9.2 Impact Topics Dismissed from Impact Analysis

- **Indian Trust Resources**

Secretarial Order 3175 requires that any anticipated impacts to Indian trust

resources from a proposed project or action by Department of the Interior agencies be explicitly addressed in environmental documents. The federal Indian trust responsibility is a legally enforceable fiduciary obligation on the part of the United States to protect tribal lands, assets, resources, and treaty rights, and it represents a duty to carry out the mandates of federal law with respect to American Indian and Alaska Native tribes.

There are no Indian trust resources in Cedar Creek and Belle Grove NHP or its general vicinity. The lands composing the park are not held in trust by the Secretary of the Interior for the benefit of Indians due to their status as Indians. Therefore, Indian trust resources were dismissed as an impact topic.

- **Sacred Sites**

According to Executive Order 13007, "Indian Sacred Sites," the NPS will accommodate, to the extent practicable, access to and ceremonial use of Indian sacred sites by religious practitioners from recognized American Indian and Alaska Native tribes and would avoid adversely affecting the integrity of such sacred sites. The draft *Ethnographic Overview and Assessment* (Bragdon 2006) concluded that there are places within the park that have "great significance" in stories associated with American Indians; however, there are no known sacred sites within the park (Bragdon 2006). Copies of this final GMP/EIS will be forwarded to each affiliated tribe. If the tribes subsequently identify the presence of sacred sites within park boundaries, further planning would be undertaken in consultation with the tribes and appropriate mitigation measures developed as necessary. The location of any

sacred sites would not be made public. Because there are no known sacred sites within park boundaries, sacred sites were dismissed as an impact topic.

- **Air Quality**

Section 118 of the 1963 Clean Air Act (42 U.S.C. 7401 *et seq*.) requires a national park unit to meet all federal, state, and local air pollution standards. Cedar Creek and Belle Grove NHP is within a Class II air quality area under the Clean Air Act, as amended. A Class II designation indicates the maximum allowable increase in concentrations of pollutants over baseline concentrations of sulfur dioxide and particulate matter as specified in Section 163 of the Clean Air Act. Further, the Clean Air Act provides that the federal land manager has an affirmative responsibility to protect air quality-related values (including visibility, plants, animals, soils, water quality, cultural resources, and visitor health) from adverse pollution impacts.

The Clean Air Act requires the Environmental Protection Agency (EPA) to identify national ambient air quality standards to protect public health and welfare. Standards were set for the following pollutants: ozone (O_3); carbon monoxide (CO); nitrogen dioxide (NO_2); sulfur dioxide (SO_2); inhalable particulate matter less than 10 microns (PM_{10}) and less than 2.5 microns ($PM_{2.5}$); and lead (Pb). These pollutants are designated criteria pollutants because the standards satisfy criteria specified in the Clean Air Act. An area where a standard is exceeded more than three times in three years can be considered a nonattainment area.

In 1993, the EPA adopted regulations implementing Section 176 of the Clean Air Act as amended. Section 176 requires that federal actions conform to state implementation plans for achieving and maintaining the national standards. Federal actions must not cause or contribute to new violations of any standard, increase the frequency or severity of any existing violation, interfere with timely attainment or maintenance of any standard, delay emission reduction milestones, or contradict state implementation plan requirements. Federal actions that are subject to the general conformity regulations are required to mitigate or fully offset the emissions caused by the action, including both direct and indirect emissions over which that federal agency has some control.

The park's air quality met EPA standards in 2003 (the last year of available measurable data) for inhalable particulate matter less than 10 microns (PM_{10}) and sulfur dioxide; however, ozone standards were exceeded that same year. Currently, the area is still not in compliance with EPA standards for 8-hour ozone concentrations.

No actions proposed in the GMP would measurably affect the park's long-term, overall air quality. The precursors for ozone are primarily generated by fuel

combustion, and one of the primary sources of ozone is mobile source emissions. Park staffing levels are expected to increase only gradually and minimally in the foreseeable future, and any adverse impacts (direct, indirect, or cumulative) to air quality related to park staff use of vehicles during the life of the GMP would be negligible. Park visitation would likely increase as a result of implementing actions proposed in the alternatives but emissions from visitor vehicles would be a very small percentage of the overall emissions generated by mobile and stationary sources in Frederick County, and such emissions would be imperceptible above existing background conditions. In addition, continued mobile source emission reductions due to technological improvements in engines and fuels would benefit air quality over time. Any adverse impacts (direct, indirect, or cumulative) to air quality related to park visitation would be negligible.

Construction activities, including equipment operation and the hauling of material, could result in temporarily increased vehicle exhaust and emissions, as well as inhalable particulate matter. Construction dust associated with exposed soils would be controlled, if necessary, with the application of water or other approved dust palliatives. Also, activities that might create dust would be suspended when winds are too great to prevent visible dust clouds from affecting sensitive receptors (houses, schools, hospitals). In addition, any hydrocarbons, NO_2, SO_2 emissions, as well as airborne particulates created by fugitive dust plumes, would be rapidly dissipated because the location of the park and prevailing wind allows for good air circulation. Overall, there could be a local, short-term, negligible degradation of local air quality during construction activities; however, no measurable effects outside of the immediate construction site would be anticipated. Any construction-related, adverse effects to air quality would be temporary, lasting only as long as construction.

Implementation of any of the alternatives described in the GMP would result in either short- or long-term negligible adverse effects upon air quality. Therefore, air quality was dismissed as an impact topic.

- **Lightscape Management**

Light pollution in the park and surrounding area is currently present. NPS *Management Policies* (NPS 2006d) states that the NPS will preserve, to the greatest extent possible, the natural lightscapes of parks, including natural darkness. The NPS strives to minimize the intrusion of artificial light into the night scene by limiting the use of artificial outdoor lighting to basic safety requirements, shielding the lights when possible, and using minimal impact lighting techniques. Any new facilities proposed in the alternatives that would necessitate new night-time lighting would be constructed with down lighting that would minimize light pollution. The effects of actions contained in this plan on natural lightscapes would be negligible. Therefore, lightscape management was dismissed from further analysis.

- **Soundscape Management**

In accordance with NPS *Management Policies* (NPS 2006d) and Director's Order 47: *Sound Preservation and Noise Management*, an important part of the NPS mission is the preservation of natural soundscapes associated with national park units. Natural soundscapes exist in the absence of human-caused sound. The natural ambient soundscape is the aggregate of all the natural sounds that occur in park units, together with the physical capacity for transmitting natural sounds. Natural sounds occur within and beyond the range of sounds that humans can perceive and can be transmitted through air, water, or solid materials. The frequencies, magnitudes, and durations of human-caused sound considered acceptable varies among NPS units, as well as potentially throughout each park unit; generally acceptable levels are greater in developed areas and less in undeveloped areas.

Current soundscape conditions include noise pollution from a variety of activities, such as commercial mining, highway traffic, residential living, and existing visitor use. None of the actions proposed in the alternatives would substantially alter long-term soundscape conditions in the park. Several developments may be built or improved under the alternatives (e.g., trails, visitor center, interpretive sites), but facility construction would only temporarily affect noise levels in parts of the park. Park visitation would likely increase as a result of implementing actions proposed in the alternatives, but additional noise generated from increased visitor use would not be a substantial factor when compared to existing conditions. Some long-term noise impacts from increased human activity could occur at areas where visitors are concentrated, such as at trailheads or popular attractions. However, the overall impact to parkwide soundscape conditions would be negligible relative to existing conditions. Therefore, soundscape management was dismissed from further analysis.

- **Karst Features**

Karst features, such as caves, sinkholes, and springs, were initially considered because they are prevalent throughout the region and because they are unique resources that provide niche habitats and affect area drainage networks. There are very few karst features within park boundaries and new facilities or recreational developments proposed under any of the management alternatives could be sited to avoid them. No impacts to karst features are anticipated under any of the alternatives; therefore, karst features were dismissed from further analysis.

- **Paleontological Resources**

Geologic formations in the park are composed of parent material that contains paleontological resources. No formal resource inventories have been conducted in the park; however, the Valley and Ridge province is known to be fossiliferous. These fossils are typically well below the surface; however, some fossils in the area

are exposed where road cuts and rock outcrops occur. Preliminary research indicates that the greatest potential for paleontological resources would be on private property within the authorized park boundary or just outside of the park.

Site-specific surveys would be undertaken before any ground disturbance occurs in areas believed likely to contain fossils. If important paleontological resources were identified, the NPS would attempt to avoid the area, relocate the activity, or otherwise mitigate impacts from the actions being taken. Any specimens found on NPS-owned land and collected during construction activities would be managed according to NPS museum collection policies.

Proposed actions in the alternatives would have a negligible impact on paleontological resources; therefore, the topic was dismissed from further analysis.

- **Prime and Unique Farmlands**

Prime farmlands are defined as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is also available for these uses. Prime farmlands have the soil quality, growing season, and moisture supply needed to produce economically sustained high yields of crops when treated and managed according to acceptable farming methods, including water management. In general, prime farmlands have an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, acceptable acidity or alkalinity, acceptable salt and sodium content, and few or no rocks. Unique farmlands are lands other than prime farmland that are used for the production of specific high value food and fiber crops.

Prime farmland soils are mapped in various areas throughout the park, and are primarily associated with floodplains and alkaline soils (USDA 1991). Prime farmlands represent approximately 15 percent of the park. No major developments would be proposed in prime farmland soils. Recreational facilities such as trails could be built in floodplains that contain prime farmland soils; however, trails would typically be located in areas that are not currently used for agricultural purposes and the total area of prime farmland soil that would be converted to trail surface would be negligible. No unique farmlands have been identified in the park. Therefore, prime and unique farmlands were dismissed from further analysis.

- **Wetlands**

All wetlands in national park units are protected and managed in accordance with Executive Order 11990, "Protection of Wetlands"; NPS Director's Order 77-1: *Wetland Protection* and its accompanying handbook (NPS 2002); and NPS *Management Policies* (NPS 2006d). This guidance requires the NPS to protect and enhance natural wetland values, and requires the examination of impacts on

wetlands. It is NPS policy to avoid affecting wetlands and to minimize impacts when they are unavoidable.

Wetlands are scattered throughout the park, with the highest concentration occurring in the southern third of the park. Wetlands occur along rivers and streams, and around ponds, springs, and other isolated areas. Much of the wetland vegetation has been altered by livestock, agriculture, and flood control activities. Under all of the GMP alternatives, facilities proposed for development would be sited to avoid wetlands. No new development in the alternatives would be proposed in areas known to contain wetlands. No new uses of water originating from wetlands are proposed. Areas that may be wetlands would be mapped and delineated prior to project design to ensure that any development undertaken by the NPS would avoid these areas. No impacts to wetlands would occur under any of the alternatives; therefore, wetlands were dismissed from further analysis.

- **Floodplains**

The park contains a number of perennial and intermittent streams, including Cedar Creek, the North Fork of the Shenandoah River, Meadow Brook, and Stickley Run. All of these drainages are subject to flooding following major storms or rapid snow melt. The floodplains of these drainages have been substantially modified by agricultural and flood control activities, but streams and rivers still contain important habitat for fish and wildlife, and are important for recreational uses, as well.

No new actions or facilities are being proposed in the alternatives that would adversely affect the protection, management, and use of these floodplains, or substantially change the character and natural processes of the floodplains. New foot trails could be built in the floodplain, but these are excepted actions according to NPS policy. Trails could alter hydrologic processes in floodplains, but their impact to floodplain values would be negligible. Under all of the alternatives, the NPS would continue to protect natural floodplains and take appropriate action to avoid safety risks to visitors and employees, as required under Executive Order 11988 and NPS Director's Order 77-2: *Floodplain Management*. Therefore, floodplains were dismissed from further analysis.

- **Wild and Scenic Rivers**

Virginia contains no federally designated wild and scenic rivers. Cedar Creek and the North Fork of the Shenandoah River have sections that are state listed in the Virginia Scenic Rivers program as being "worthy of further study" or "qualified, but not yet joined." Neither is listed as a state-designated scenic river. None of the actions in any of the alternatives would negatively affect the wild and scenic qualities of these two waterways because proposed development near these

waterways would be minimal and compatible with the natural, scenic setting. Therefore, this topic was dismissed from further analysis.

- **Exotic and Invasive Species**

The park contains a number of exotic and invasive species, both plants and animals. Their presence and extent do not represent a current planning issue at the GMP level. Proposed actions in the plan relating to construction and development would have a negligible to minor impact on these species and therefore, this topic was dismissed from further analysis. It is recognized that, if left unmanaged over time, such species could degrade park resources, particularly historic landscapes. Thus the plan has articulated management actions for controlling exotic and invasive species in the context of applicable laws, executive orders and NPS policy. These actions are found in section 2.3, under Management Element 6 (in collaborative strategies between the park and its partners) and Management Element 9 (as an element of technical assistance provided by the park and its partners); among the mitigation measures described in section 2.10.2; and in the list of actions that could occur in the management of natural resources on NPS property, in section 2.2.4.

- **Wildlife**

The park supports a variety of wildlife species. Habitat loss and fragmentation in the region has caused displacement of wildlife; however, most of the wildlife species likely to be present in the park are generalists and have adapted to these conditions. Actions and activities outside of the park have probably affected wildlife more than park or activities of the Key Partners. In many cases, lands within the park boundary have acted as a refuge for wildlife.

Facility development in the park associated with the GMP alternatives would produce short-term and long-term adverse impacts to wildlife. Short-term impacts would include temporary displacement due to construction activities. Long-term impacts would include loss of habitat. The majority of new development would occur in areas of the park that already contain elements of the built environment. Facility development proposed in natural areas, or in areas that currently contain limited infrastructure, would be minimal. Because the level of facility development included in the GMP alternatives would be small and the proposed locations for new development would be compatible, the potential impacts to wildlife would be minor.

Increased visitor use in the park as a result of the alternatives would have short-term and long-term adverse impacts to wildlife. Short-term impacts would include temporary displacement of wildlife due to increased human activity. Long-term impacts could include displacement due to sustained increases in human activity, increased injury, or mortality due to motor vehicle conflict, or degradation or loss of

habitat. Overall increases in visitation would be moderate and gradual, and would likely produce only minor impacts to wildlife.

Agricultural lands in the park would likely be managed differently under the alternatives. These differences in land use and management activity would likely have beneficial or adverse impacts on wildlife. Any changes would be minimal and would likely maintain traditional agricultural practices. Relative to the no-action alternative, these changes would likely result only in minor impacts.

Hunting of game species on private lands in the park is managed and regulated by the Virginia Department of Game and Inland Fisheries (VDGIF). None of the alternatives would change the management of hunting or would result in substantial changes that would affect game populations within the park. The long-term impact on area wildlife populations would be negligible.

Overall, the actions proposed in the alternatives would have minor impacts on wildlife or their habitats. Therefore, wildlife was dismissed from further analysis.

- **Fisheries and Aquatic Life**

The park contains several perennial streams that contain a variety of native and nonnative fish. Recreational fishing in the park is regulated by the Virginia Department of Game and Inland Fisheries (VGDIF). None of the GMP alternatives would change the management of fishing or would result in substantial changes that would affect fish populations within the park. Increases in park visitation could increase sport fishing within the park, but the state's regulation of fisheries would avoid adverse impacts to fish populations. Overall increases in visitation would be moderate and gradual, and would likely produce negligible impacts to fisheries and aquatic life. The NPS would continue to work with the state to ensure that healthy fish populations are maintained in park waters.

The waters of Cedar Creek and the North Fork of the Shenandoah River provide habitat for a number of sensitive invertebrates, including several species of mussels. Actions contained in the GMP alternatives, such as trail and facility development and agricultural use, would have short-term and long-term impacts on fisheries and aquatic life. Short-term impacts would include increased erosion, increased sedimentation, and changes in water quality, primarily due to construction activities. Long-term impacts would include sustained water quality impacts due to surface water runoff and overall degradation of habitat. Facility development near waterways as part of the alternatives would be minimal, and when combined with the use of best management practices for erosion control and water quality, would result in negligible impacts to fisheries and aquatic life.

Overall, the actions proposed in the alternatives would have negligible impacts on fisheries and aquatic life. Therefore, this topic was dismissed from further analysis.

- **Federally Listed Threatened and Endangered Species**

Informal consultation on the effect that proposed actions in this plan would have on federally listed threatened and endangered species was conducted with the Virginia Field Office of the U.S. Fish and Wildlife Service (USFWS) pursuant to Section 7 of the Endangered Species Act. A letter from the USFWS dated December 20, 2006, stated that "no federally listed species are known to occur in the project area." Data provided by the Virginia Department of Conservation and Recreation, Division of Natural Heritage also do not identify any known current or historical occurrences of any federally listed plant or animal species in the park. Any areas that could host federally listed species would be surveyed prior to project design to ensure that any development undertaken by the NPS would avoid these areas. Therefore, this topic was dismissed from further analysis.

- **State Listed Threatened and Endangered Species**

The presence of state listed species in the park was confirmed through GIS data and project review letters received from the State of Virginia. This information indicated that several state listed animals occur within the park or within the three counties where the park is located, including two endangered species: brook floater (*Alasmidonta varicosa*) and Appalachian springsnail (*Fontigens bottimeri*), and two threatened species: wood turtle (*Glyptemys insculpta*) and green floater (*Lasmigona subviridis*). No state listed plants are known to occur in the park (VDCR 2006).

State listed species were considered, but dismissed from further analysis because: 1) these species typically are not found in the park, or 2) their preferred habitat would not be physically disturbed by any of the GMP alternatives, or 3) the effects of actions in the GMP alternatives would be negligible. There are opportunities for future beneficial impacts from implementing conservation practices in the park, such as managing suitable habitat, preserving and enhancing riparian areas, implementing best management practices for soil erosion and water quality, and providing visitor education, but that level of specificity is not included in this plan. Included below is the rationale for dismissal of the state listed animals that are known to occur in or near the park.

Brook floater. The brook floater resides in the watershed of the North Fork of the Shenandoah River. It is known to occur in the North Fork of the Shenandoah River within the park boundary. Mussels are sensitive to changes in water quality and are often used as indicators of water quality. The GMP includes a special resource zone along riparian areas in the park that would minimize impacts to the brook floater. Some actions contained in the GMP, such as trail construction and continued

agricultural use in riparian areas, could affect the brook floater; however, the impact of those actions would be negligible, particularly when combined with the use of best practices for erosion and sediment control.

Appalachian springsnail. The Appalachian springsnail was recently discovered about a mile north of the park at Ogden's Cave. On July 1, 2006, it was listed by the state as endangered (Orndorff 2006). Very little is known about the species, other than that it is endemic to the area. State karst biologists believe that the geologic conditions of the Ogden's Cave site are similar to the conditions found in the park; however, there are no cave openings in the park where these similar resources occur. Threats to the species include habitat destruction and loss and water quality impacts. Since no development is being proposed in the GMP in areas that contain karst features, the GMP would have no effect on the Appalachian springsnail.

Wood turtle. The wood turtle resides in the watershed of the North Fork of the Shenandoah River. It is known to occur in the park in Cedar Creek, Meadow Brook, Middle Marsh Brook, and Buffalo Marsh Run. Threats to the wood turtle include impacts to water quality, stream bank erosion, development within riparian areas, and illegal collection (Kleopfer 2006). The GMP contains a special resource zone along all riparian areas in the park that would minimize impacts to the wood turtle. Some actions contained in the GMP could affect the wood turtle, such as trail construction and general visitation in riparian areas; however, the impact of those actions would be negligible.

Green floater. The green floater resides in the watershed of the North Fork of the Shenandoah River. It is known to occur in the North Fork of the Shenandoah River within the park boundary. Mussels are sensitive to changes in water quality and are often used as indicators of water quality. The GMP contains a special resource zone along all riparian areas in the park that would minimize impacts to the green floater. Some actions contained in the plan, such as trail construction and continued agricultural use in riparian areas, could affect the green floater; however, the impact of those actions would be negligible, particularly when combined with the use of best practices for erosion and sediment control.

- **Natural or Depletable Resource Requirements and Conservation Potential**

The alternatives being considered would result in the extraction of resources from the park. Certain lands within the park are used for agricultural production, including livestock grazing and hay production. Fields under agricultural lease would continue to be used for pasture and occasionally harvested for hay. The fields would be managed to sustain this activity. The beneficial or adverse impacts of agricultural use are addressed and accounted for under the vegetation impact topic. Implementation of

any of the GMP alternatives would result in the use of limited natural resources and energy for construction and operation of new facilities (e.g., trails). New development would be designed to be sustainable to the maximum extent practicable. Adverse impacts to depletable resources as a result of the GMP alternatives would be negligible; therefore, this topic was dismissed from further analysis.

- **Energy Requirements and Conservation Potential**

CEQ guidelines for implementing NEPA require examination of energy requirements and conservation potential in environmental impact statements. The staff of Cedar Creek and Belle Grove NHP strives to incorporate the principles of sustainable design and development into all facilities and park operations. Sustainability can be described as the result achieved by doing things in ways that do not compromise the environment or its capacity to provide for present and future generations. Sustainable practices minimize the short-term and long-term environmental impacts of developments and other activities through resource conservation, recycling, waste minimization, and the use of energy efficient and ecologically responsible materials and techniques.

The NPS *Guiding Principles of Sustainable Design* (1993) provides a basis for achieving sustainability in facility planning and design, emphasizes the importance of bio-diversity, and encourages responsible decisions. The guidebook describes principles to be used in the design and management of visitor facilities that emphasize environmental sensitivity in construction, use of nontoxic materials, resource conservation, recycling, and integration of visitors with natural and cultural settings.

Cedar Creek and Belle Grove NHP would minimize energy costs, eliminate waste, and conserve energy resources by using energy efficient and cost effective technology wherever possible. Energy efficiency would also be incorporated into any decision-making process during the design or acquisition of facilities, as well as all decisions affecting park operations. The use of value analysis and value engineering, including life cycle cost analysis, would be performed to examine energy, environmental, and economic implications of proposed development. The park staff would encourage suppliers, permittees, and contractors to follow sustainable practices and would address sustainable park and non-park practices in interpretive programs. Consequently, any adverse impacts relating to energy use, availability, or conservation would be negligible. Therefore, energy requirements and conservation potential was dismissed from further analysis.

- **Environmental Justice**

Executive Order 12898, "General Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," requires all federal agencies to

incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental effects of their programs and policies on minorities and low-income populations and communities.

None of the actions proposed in any of the GMP alternatives would have disproportionate health or environmental effects on minorities or low-income populations or communities as defined in the EPA's *Final Guidance for Incorporating Environmental Justice Concerns in EPA's NEPA Compliance Analyses* (April 1998) because:

- The developments and actions of the GMP alternatives would not result in any identifiable adverse human health effects. Therefore, there would be no direct or indirect negative or adverse effects on any minority or low-income population or community.
- The impacts on the natural and physical environment that occur due to any of the GMP alternatives would not significantly and adversely affect any minority or low-income population or community, and would not have disproportionate adverse effects to these groups.
- The GMP alternatives would not result in any identified effects that would be specific to any minority or low-income community.
- The GMP Planning Team actively solicited public participation as part of the planning process and gave equal consideration to input from all persons regardless of age, race, income status, or other socioeconomic or demographic factors.

Potential impacts to the socioeconomic environment resulting from implementation of the GMP alternatives would be either adverse or beneficial, and the intensity would be negligible. Potential impacts would occur mostly within the three-county region containing the park. These impacts would not occur all at one time but would be spread over a number of years, thus somewhat reducing their effects. In addition, the GMP planning team does not expect impacts on the socioeconomic environment to substantially alter the physical and social structure of the nearby communities. Therefore, this topic was dismissed from further analysis.

- **Transportation**

Visitor access and transportation could be affected by one or more of the actions in the alternatives, such as the development of trails and auto touring routes with waysides. While the impacts of these actions on visitor use and experience may be substantial, the impacts on visitor access and transportation would be negligible. Transportation to and through the park would continue to occur on existing roadways (I-81, U.S. 11, and city and county roads) that would mostly be unaffected by the actions included in the alternatives. Visitor access and local and regional transportation could be adversely affected on a short-term basis during

construction; however, the impact would be negligible. Therefore, transportation was dismissed from further analysis.

1.10 Relationship to Other Plans and Projects

Various public agencies and governmental bodies have recently completed plans or have projects underway that directly and/or indirectly relate to Cedar Creek and Belle Grove NHP. The park's Community Partners – the three counties and two towns in the park vicinity – each have long-range comprehensive plans that include goals and strategies for managing growth. All speak to the need to mitigate or avoid adverse impacts to battlefield resources and other cultural resources. Most include goals and related actions designed to generally protect rural character while at the same time encouraging economic development. The plans also address road improvements in the park vicinity and recognize the desirability of making trail connections to the park.

The GMP planning team has studied the related plans and projects and has taken into consideration their recommendations in formulating management strategies included in the GMP action alternatives. In general they demonstrate the need for the NPS and the Key Partners to work cooperatively with its community partners to accomplish mutual rural character preservation and resource protection goals. Review of these plans and projects clearly indicates that the most imminent threats to the park include the conversion of land within the park to developed uses and the likely expansion of I-81 through the park, which – based on findings of the *Tier 1 Final EIS* (FHWA 2007a) – has the potential to directly impact from 325 to 436 acres of the park, most of which is likely to be permanently taken for highway use.

Following is a summary of the related plans and projects considered most relevant to the GMP planning process, including a general description of plan policies and recommendations relevant to Cedar Creek and Belle Grove NHP.

1.10.1 Frederick County

- **Frederick County Comprehensive Plan**

The *Frederick County Comprehensive Plan* (Frederick County 2003) presents the county's growth management strategy for the ten-year period from 2003 through 2013. The major element of the plan is creation of an urban development area (UDA) as the location within the county where public investment will be directed to support more intensive forms of development. The UDA is located along the I-81 Corridor generally from Stephens City (Exit 307) to north of Winchester (Exit 317). Within this area public sewer and water service, as well as other facilities and services will be made available to support urban and suburban development densities. Outside of the UDA the plan identifies eleven rural community centers

where the county will also promote improved public services. Rural areas compose the remainder of the county.

Land within and adjoining the legislated boundary of Cedar Creek and Belle Grove NHP is designated a rural area in the county plan. The primary growth pattern generally consists of widely scattered, large lot residential development. In places the land has been subdivided but is not yet developed. Minimum lot size is five acres, subject to meeting Public Health Department regulations for on-site wastewater disposal. For parcels greater than 20 acres, average density of one unit per five acres is retained but the minimum lot size can be reduced to two acres if a residual parcel composing 40 percent of the parcel remains undivided.

The county plan also incorporates by reference the recommendations of the *Frederick County – Winchester Battlefield Network Plan* (WBTF 1996). This plan recommends that key battlefield sites – including Cedar Creek – should be connected by tour routes, a uniform interpretive program, and an interpretive center. Additional land acquisition is recommended at Cedar Creek. The plan also supports the battlefield preservation goal by stating that the county will "require that open space dedication for developments in battlefield areas be used to create battlefield parks." It also states that the county will "include concerns for historic preservation and tourism in economic development strategies."

- **Town of Middletown Comprehensive Plan**

The *Middletown Comprehensive Plan 2005* (Middletown Planning Commission 2005) articulates a vision for the future of Middletown and identifies specific strategies and implementation steps to accomplish the vision. The town's vision is that it remains a small town within a rural setting. Cedar Creek and Belle Grove HNP is envisioned as an economic resource for the local tourism industry. The town expresses interest in working closely with Frederick County, the NPS, the Key Partners, local landowners, and preservation organizations "to preserve the battlefield through coordinated efforts, which may include land acquisition, refinements to development regulations, and voluntary efforts." It also anticipates "working closely with neighboring towns and the NPS to coordinate appropriate development of future service industry business for Cedar Creek and Belle Grove NHP."

The plan envisions annexation of land within the Valley Pike (Route 11) corridor north and south of the town. Town expansion would extend north to Lord Fairfax Community College; development in this corridor would be similar in character to that of the town's existing main street. Town expansion would also extend south to (but would not include) land owned by the Cedar Creek Battlefield Foundation (CCBF) at the Heater House (on the west side of Valley Pike (Route 11)) and at CCBF's headquarters facility (on the east side of Valley Pike (Route 11)). No expansion of the town is proposed west across Meadow Brook Creek, stating that

"this area should either be preserved as part of Cedar Creek and Belle Grove NHP or have only minimal additional development, of a rural character, to minimize impacts on the battlefield."

Land proposed for annexation south of the town on the west side of Valley Pike (Route 11) is within the authorized limits of the park. The plan states that the new town area to the south would be a "transition area compatible with the Cedar Creek and Belle Grove NHP" that would include "compatible industrial development among the existing industrial buildings" and a "mixture of low to moderate density residential uses." In the area west of Valley Pike (Route 11) a "wooded area between the town fabric and the battlefield should be provided and/or maintained to protect the viewshed of the battlefield."

A number of transportation components are included in the plan:

- a "historic trail" through town and Cedar Creek and Belle Grove NHP
- a walking/biking trail system throughout town
- a traffic signal at the intersection of Valley Pike (Route 11) and Reliance Road
- scenic byway designation for local roads
- development of the historic rail corridor for tourism or local transportation
- an alternative transportation corridor east of I-81 between Winchester and I-66

- **Frederick County Road Improvement Plan**

The *Frederick County Road Improvement Plan* includes improvements to Cougill Road between Hite Road and Valley Pike (Route 11) for some time before 2012 and railroad crossing improvements to Belle Grove Road and Klines Mill Road in Fiscal Year 2006-2007.

- **Virginia Transportation Improvement Program for Fiscal Years 2006-2011 (Frederick County)**

The *Virginia Transportation Improvement Program for Fiscal Years 2006-2011*(VDOT 2005) does not include any projects in Frederick County within the park or that would impact the park (exclusive of I-81 improvements).

1.10.2 Shenandoah County

- **Shenandoah County Comprehensive Plan**

The *Shenandoah County Comprehensive Plan 2025* (SCDPZ 2005) includes general development goals and related objectives and strategies that will guide growth

management in Shenandoah County. The county's vision for the future is that of a rural county characterized by open space and agriculture.

The plan contains a number of specific strategies to protect and enhance battlefield sites throughout the county:

- continue to show rural areas of battlefields as agricultural or forest uses
- limit the extension of water and sewer service into battlefield sites
- prevent road construction or improvements to existing roads that would cause adverse impacts to battlefield sites
- refrain from approving infrastructure or capital projects such as solid waste disposal facilities, schools, or communication towers that would impact battlefield sites
- explore implementation methods that the county can commit toward battlefield preservation such as purchase of development rights, agricultural and forest districts, agricultural support programs, and a battlefield preservation zoning district
- encourage use of donated easements and other voluntary measures to permanently protect Civil War sites
- identify specific scenic vistas throughout the county, erect appropriate roadside markers, and promote procedures for protecting, insofar as possible, those vistas from encroachment

Growth management throughout the county will direct new development at moderate densities to existing towns and areas adjoining existing towns where public services can be economically extended. The county plan designates public service areas (PSAs) in the vicinity of the county's existing towns where new development is appropriate based upon analysis of environmental suitability and opportunities for service extensions. Where individual water and sewage disposal systems must be used and rural secondary roads exist only very low density development will be allowed.

Strasburg is a major existing growth center within the County and provides public services within the Strasburg PSA. The Strasburg PSA encompasses land within the existing town as well as areas outside the town where services could be extended. The expansion area encompasses all of the land within the legislated boundary of Cedar Creek and Belle Grove NHP located south of I-81 in Shenandoah County. The town is responsible for more detailed planning for land within the limits of the Strasburg PSA (see *Town of Strasburg Comprehensive Plan* below). However, until such time as rural land within the park boundary is annexed by the town, it will continue to be designated "agriculture" by the county with a minimum lot size of 3.5 acres.

Land located north of I-81 within the legislated boundary of Cedar Creek and Belle Grove NHP is designated "agriculture" by the county, with a minimum lot size of 3.5 acres.

- **Town of Strasburg Comprehensive Plan**

The *Town of Strasburg Comprehensive Plan* (NSVRC 2002) provides a guiding vision and goals for the future development of Strasburg and the immediate surrounding area. The plan also identifies policies and actions to be implemented to achieve the vision and goals. A general goal of the plan is "to encourage the preservation and development of historically significant areas and buildings and quality tourist attractions such as museums and antique centers." A related implementing strategy for this goal states that the town will "preserve, protect, and enhance the Civil War Battlefield areas and support the Belle Grove and Cedar Creek National Battlefield initiative." The plan also states that the town should continue to actively seek to have the national park visitor center located in Strasburg.

The study area addressed in the plan encompasses land within Shenandoah County that may be annexed by the town. The potential annexation area includes land within the legislated boundary of Cedar Creek and Belle Grove NHP in the vicinity of Harmony Hall, Bowman's Ford, the Keister Tract, and private land adjoining the Keister Tract in the Pouts Hill Road corridor. Land owned by Shenandoah County at the Keister Tract and by Belle Grove, Inc. at Harmony Hall is designated "conservation" in the future land use map; uses in "conservation" areas are limited to agriculture, park, and recreational development. Private land within the park boundary is designated "low density residential"; the plan does not define the term "low density residential" except to say that development in these areas would occur "as topography and the capabilities of roads and public facilities allow."

- **Old Valley Pike Corridor Plan**

The *Old Valley Pike Corridor Plan* (NSVRC 2003) is adopted by reference as part of the *Shenandoah County Comprehensive Plan 2005* (SCDPZ 2005). The plan provides a concept plan for maintaining the traffic capacity of Old Valley Pike (Route 11) within Shenandoah County and for planning land uses and facilities along the corridor while protecting the historic and scenic resources within it. The major plan recommendation is creation of a corridor overlay district that extends 500 feet on each side of the road centerline. This area encompasses land along Valley Pike (Route 11) within the authorized limits of Cedar Creek and Belle Grove NHP.

Major actions recommended in the *Old Valley Pike Corridor Plan* (NSVRC 2003) include the following:

- connecting towns and tourism sites via a multi-use trail system

- improving design quality of new development to achieve multiple goals of preserving rural character, providing safe and efficient travel, and promoting economic development
- making transportation system improvements that enhance the safety and operation of the corridor, promoting pedestrian and bicycle circulation, and minimizing the impact of traffic diverted from I-81
- maintaining roadway capacity and efficiency through coordinated land use and transportation planning
- using intelligent transportation systems technology to manage traffic flow
- providing distinct "gateways" at towns

In 2008, Shenandoah County passed an ordinance implementing major recommendations of the corridor plan.

- **Strasburg 2020 Transportation Plan**

A number of roadway improvements within Strasburg are identified in the *Strasburg 2020 Transportation Plan* (VDOT 2002). Many of these projects are designed to improve travel on and through the main thoroughfares in Strasburg including Routes 5 and 11. A new road is proposed that would bypass Valley Pike (Route 11) and Route 55, with an extension of Crim Drive to connect with the bypass. Improvements are also planned for Bowmans Mill Road. Combined, these improvements will allow park visitors to travel from either I-81 Exit 296 or 298 to the Keister Tract area without traveling through downtown Strasburg.

- **Keister Tract Master Plan**

The *Keister Tract Master Plan* (EDAW et al 2005) provides an overall plan for use and development of the Keister Tract, encompassing 151 acres on the North Fork of the Shenandoah River at the southern end of Cedar Creek and Belle Grove NHP. Major recommended improvements include an interpretive center, an amphitheatre, campground (tent camping), comfort stations, boat ramp, picnicking facilities, park roads, a trail network, a ropes course, parking, and an operations facility. The trail system is designed to connect to Strasburg Town Park via a path along the North Fork of the Shenandoah River. A new trail connection to George Washington National Forest is also proposed from the Keister Tract that would tie into a new shorter (but steeper) trail to Signal Knob than the existing trail from Fort Valley Road. Implementation of the full development program would necessitate improvements to Pouts Hill Road to accommodate projected levels of visitor use at the park.

1.10.3 Warren County

- **Warren County Comprehensive Plan**

The overall growth management goal of the *Warren County Comprehensive Plan 2005* (NSVRC 2005) is "to direct future development into an efficient and serviceable form that will preserve the county's predominantly rural character." This is to be accomplished by the following:

- developing land use policies and implementing land use decisions in such a manner as to limit average residential growth to no more than 3 percent per year, measured in new residential building permits
- directing new residential development to areas contiguous with Front Royal and to the rural villages that are served or will be served with adequate public facilities such as roads, sewer, and water
- encouraging location of new industrial and commercial development largely within the Route 340/522 Corridor and at Route 55 East (Linden)

Privately owned land within the authorized limits of Cedar Creek and Belle Grove NHP is designated "agricultural" on the county's Future Land Use Map and is zoned "agricultural." Agricultural zones have a required minimum lot size of two acres (which can be reduced to one acre in cluster housing developments).

No specific goals, policies, or implementation strategies in the plan specifically address Cedar Creek and Belle Grove NHP. No major roadway improvements or other public investments are identified within the vicinity of the park.

- **Virginia Transportation Improvement Program for Fiscal Years 2006-2011 (Warren County)**

The *Virginia Transportation Improvement Program for Fiscal Years 2006-2011*(VDOT 2005) does not include any projects in Warren County within the park or that would impact the park (exclusive of I-81 improvements).

1.10.4 Other Plans and Projects

- **Shenandoah Valley Battlefields National Historic District Management Plan and Implementation Plan**

The *Shenandoah Valley Battlefields National Historic District Final Management Plan* (Heritage Partners, Inc. et al 2000c) identifies the actions to be taken to promote the protection and continued appreciation of the historic, cultural, and natural resources within the Shenandoah Valley Battlefields National Historic District. The *Implementation Plan* (Heritage Partners, Inc. et al 2000a) is a supplement to the district plan prepared to supplement and amplify the "clusters" approach and other

actions contained in the district plan, focusing on the first five to seven years of the battlefield preservation program.

The plan structures the district according to geographic groupings – or clusters – of battlefields, nearby towns, and other visitor sites, and calls for specific area plans to be prepared for each cluster. It includes specific policy guidelines and recommended actions related to battlefield and resource protection, interpretation, visitor services, management, funding and costs, and implementation. The plan created the Shenandoah Valley Battlefields Foundation as the entity responsible for implementation of the plan and management of the district. The Foundation is also charged with fostering partnerships within the district and creating incentives for communities to collaborate on interpretive sites and other preservation-oriented Civil War orientation centers throughout the district.

The NPS is identified as one of the Foundation's partners which will participate in implementing the plan. Among the specific roles identified for the NPS is to collaborate with the district and its other partners to create Cedar Creek and Belle Grove NHP and to subsequently develop facilities at the new park to support the plan and the district-wide interpretive plan. Specific recommended visitor services at Cedar Creek include the following:

- potentially create a new park unit with visitor center
- build walking trails at current visitor facilities
- develop parking and walking trails at river fords and the cemetery with display shelter or a Virginia Civil War Trails pull-off interpretive site
- consider a bicycle tour of the entire battlefield

Cedar Creek and Belle Grove NHP was established in 2002, two years following adoption of the district's plan. In the park enabling legislation, the Foundation is identified as one of the park's Key Partners. The legislation further states that the Foundation "may continue to manage the Shenandoah Valley Battlefields National Historic District in partnership with the NPS and in accordance with the Management Plan for the district in which the park is located."

- **Interstate 81 Corridor Improvement Project**

The Federal Highway Administration (FHWA) and the Virginia Department of Transportation (VDOT) are currently studying alternatives for the 325-mile stretch of I-81 within Virginia. Actions are needed to address capacity and safety problems resulting from the combination of the highway's geometric conditions with the traffic demands (including substantial truck traffic), speeds, and weather conditions.

In 2003 FHWA and VDOT signed a process streamlining agreement that defined the decision-making and approval process to be followed for a tiered environmental

study of the I-81 corridor to determine transportation system needs that will satisfy the project purpose and need. The process includes two tiers. Tier 1 consists of a *Tier 1 Draft Environmental Impact Statement (DEIS)* (FHWA 2006), a *Tier 1 Final Environmental Impact Statement (FEIS)* (FHWA 2007a), and a *Tier 1 Record of Decision* (ROD) (FHWA 2007b). Tier 2 will include preparation of NEPA documents for individual, independent projects recommended based on findings of Tier 1 studies.

Transportation project planning for the I-81 project has progressed through completion of the *Tier 1 Final EIS* (FHWA 2007a). The FEIS identifies the "Build Concept" to be advanced into the Tier 2 planning process as "a non-separated highway facility that involves construction of no more than two general purpose lanes in each direction, where needed, to address 2035 travel demands." FHWA also proposes to advance I-81 as a toll pilot facility, following Tier 1 EIS findings that the impacts on Valley Pike (Route 11) and other roads (both local roadways and other interstate facilities) from traffic diverted from I-81 as a result of tolling would be low.

In Tier 2 studies FHWA and VDOT will undertake environmental studies and preliminary engineering design within eight corridor sections – referred to as Sections of Independent Utility (SIUs). Cedar Creek and Belle Grove NHP is located within SIU 7 (Exit 247 in Harrisonburg to Exit 300 at I-66) and SIU 8 (Exit 300 at I-66 to the West Virginia state line). The *Tier 1 Final EIS* (FHWA 2007a) identifies the need for two additional lanes on both the northbound and southbound roadway. This has the potential to directly impact from 325 to 436 acres within the legislated boundary of Cedar Creek and Belle Grove NHP from mileposts 299 to 301 (FHWA 2007a). Included within the area of impact would be from 28.4 to 33.9 acres at Fort Bowman (Harmony Hall) owned by Belle Grove, Inc. (FHWA 2007a), as well as an unidentified area owned by the Cedar Creek Battlefield Foundation near their headquarters facility on the east side of Valley Pike (Route 11) near Middletown. The amount of land to be permanently taken from the park has not yet been determined.

Compliance with all applicable environmental laws and regulations will occur for each project during Tier 2. Environmental assessments (EAs) will be the type of Tier 2 NEPA document for each SIU. Based on the detailed information in the EAs, decisions will be made on the significance of the impacts on each SIU. If significant impacts are identified within an SIU, an EIS will be prepared for the roadway segment (FHWA 2007a). Depending on the context of the proposed improvements and nature of the impacts, the Tier 2 NEPA documents may evaluate in detail one "build" alternative (FHWA 2007a).

As part Tier 2 FHWA will also complete compliance with Section 106 of the National Historic Preservation Act of 1966 (NHPA) and Section 4(f) of the Department of Transportation Act of 1966. At that time the land to be permanently taken from Cedar Creek and Belle Grove NHP will be determined and other environmental consequences, such as noise, air quality, and scenic resource impacts will be assessed. Measures will also be considered to avoid and minimize impacts of the alternatives to the park and other specific cultural resources within the park potentially affected by the roadway improvement projects under consideration.

- **Virginia Outdoors Plan**

The *Virginia Outdoors Plan (VOP)* is the state's official document regarding land conservation, outdoor recreation, and open space planning. The plan provides guidance for the protection of lands through actions of the Virginia Land Conservation Foundation. It is required in order for Virginia to take part in the federal Land and Water Conservation Fund program. The state is currently preparing the 2007 edition of the VOP. Agency coordination completed for the GMP has identified a number of recommended actions in the draft VOP update that pertain to land within Cedar Creek and Belle Grove NHP and its adjoining communities (VDCR 2007a) (see Appendix D), summarized as follows:

- protect the historic and open space context of Belle Grove and Harmony Hall
- implement the *Keister Tract Master Plan* (EDAW et al 2005)
- develop a greenway along the Shenandoah River to connect the park with other resources
- develop a managed blueway system of access and recreational use areas and provide additional public access along the North Fork of the Shenandoah River and Cedar Creek
- designate the historic and scenic Valley Road (Route 11) as a Virginia Scenic Byway
- complete and implement the Winchester-Frederick Bike-Pedestrian Plan
- maintain and pursue coordinated local and regional implementation of "Walking and Wheeling the Northern Shenandoah Valley"

1.11 Park Boundaries

In the future the NPS will complete a boundary study to determine if a park boundary adjustment is needed. Before this study can be completed, additional resource studies are needed to better understand the occurrence and significance of related lands in proximity to the park.

Federal law and NPS management policies state that park boundary adjustments may be recommended by the NPS and authorized by Congress if they accomplish one or more of the following:

- include significant resources or opportunities for public enjoyment related to the purposes of the park
- address operational and management issues such as access and boundary identification by topographic or other natural features or roads
- protect park resources critical to fulfilling park purposes

All recommendations for boundary changes must be feasible to administer considering their size, configuration, and ownership; costs; the views of and impacts on local communities and surrounding jurisdictions; and other factors such as the presence of hazardous substances or exotic species. Other alternatives for management and resource protection must have been assessed and judged to be not adequate.



CHAPTER 2

ALTERNATIVES

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

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2.0 Alternatives

This chapter of the general management plan (GMP) for Cedar Creek and Belle Grove National Historical Park (NHP) describes the management alternatives considered for the park, compares their impacts, and identifies the preferred alternative. Data used to compare the impacts of each alternative – or what would happen if each alternative were adopted – are summarized from the detailed environmental impact analysis presented in Chapter 4 below, prepared pursuant to the National Environmental Policy Act (NEPA).

Because there are different approaches to park use, management, and development, the GMP planning process has investigated a range of feasible alternatives that may allow the park to achieve the purpose for which it was established. Four alternatives are addressed, including the Continuation of Current Management or "Status Quo" (Alternative A) and three action alternatives. Each alternative addresses the following elements required in a general management plan:

- an overall management concept
- management zones – identification of areas within the park where potential resource conditions and visitor experience opportunities should be emphasized
- area-specific management prescriptions that describe 1) the desired resource conditions and visitor experience opportunities within each area of the park, 2) the appropriate management practices, proposed development, and visitor uses, and 3) the actions necessary to achieve desired conditions
- projected costs

Future program and implementation plans, describing specific actions that managers intend to undertake and accomplish in the park, will tier from the desired conditions and long-term goals set forth in this plan. Additional feasibility studies and more detailed planning, environmental documentation, and consultations would be completed, as appropriate, before certain actions in the selected alternative can be carried out. The implementation of the approved plan will depend on future funding, and full implementation could be many years in the future.

Boundary modifications – also required to be addressed in GMPs – are discussed separately above in Section 1.11. In the future, the NPS will complete a boundary study to determine if a park boundary adjustment is needed. Before this study can be completed, additional resource studies are needed to provide better understand the occurrence and significance of related resources in proximity to the park.

2.1 Development of Alternatives

Development of the GMP alternatives occurred through a progression of planning steps involving frequent collaborative work sessions with the Cedar Creek and Belle Grove NHP Advisory Commission and the Key Partners, as well as input received

from the public during the scoping process and numerous meetings with stakeholders. Shortly after public scoping meetings were held in June 2006 in the communities near the park – Front Royal, Middletown, and Strasburg, Virginia – the GMP planning team prepared an initial set of alternative concepts. Following an initial NPS review, the alternative concepts were presented to the park's Advisory Commission and the Key Partners in September 2006. Comments received at those presentations led to revision of the alternative concepts, as well as the development of management prescriptions between October and November, followed by a second internal NPS review in December 2006. The revised alternatives were presented to the Park Advisory Commission in January 2007. Subsequent to those meetings, park staff presented the alternatives to many of the stakeholders contacted during the initial scoping meetings. A newsletter summarizing the alternatives was sent to all members of the public on the park's mailing list, including all individuals who signed in at the GMP public scoping meetings held in June 2006. Comments received at these meetings and in response to the newsletter led to further refinement of the alternatives over a period of six months.

The methodology used for developing the alternatives followed GMP planning guidelines contained in the NPS *Park Planning Sourcebook – General Management Plans* (NPS 2005). The park's *Foundation for Planning* (NPS 2006a), summarizing its purpose, significance, fundamental resources, other important values, interpretive themes, and special mandates, provided the general framework for developing the alternatives. The extensive GMP scoping meetings (see Section 5.1 below) revealed a range of interests and concerns concerning the park's future. Recorded scoping comments were compiled and analyzed, resulting in the identification of seven key decision points or questions to be answered in the GMP (see Section 1.8 above).

- How will the park's resources be protected?
- What will be the visitor's interpretive experience?
- What are the park's needs for visitor facilities and services?
- How will visitors access and move around the park?
- How will the park address related resources outside its boundary?
- How will the NPS and the Key Partners work together in managing the park?
- To what extent will the NPS provide technical assistance to others?

The GMP planning team considered various strategies for responding to each of the key decision points. These provided the basis for constructing the four alternatives, including identification of management actions common to all of the alternatives. Each alternative reflects a particular combination of actions and responsibilities for its implementation that distinguishes it from the other alternatives.

Four alternative concepts emerged, as generally described in Table 2.1. Table 2.2 summarizes how each of the alternatives responds to the seven key decision points.

Table 2.1 Overview of the Four Alternative Concepts

Alternative	Concept Overview
Alternative A *(Continuation of Current Management)*	Visitors would experience the park at properties and lands owned and independently managed by the Key Partners. The NPS would provide technical assistance and bring national recognition and visibility to the park by virtue of being part of the national park system.
Alternative B	Visitors would experience the park at lands owned and independently managed by the Key Partners and through electronic media and NPS ranger led tours and programs. Visitors would access the park via existing auto-touring routes and a few trails located primarily on Key Partner properties. The primary NPS role would be to provide interpretive programs and technical assistance. Land protection and resource protection would occur primarily by the Key Partners. There would be increased coordination among the NPS and the Key Partners, with NPS serving as a facilitator for land and resource protection and other shared goals. Written agreements would guide special projects and various aspects of park management.
Alternative C	Visitors would experience the park at an NPS-managed visitor center (located either within or outside the park) and at focal areas owned and managed by the NPS and the Key Partners. The NPS and the Key Partners would coordinate interpretive programs. Visitors would access the park via several auto-touring routes and a system of non-motorized trails that provide opportunities for interpretation and that connect some focal areas. The NPS and the Key Partners would develop a coordinated land protection plan focused on acquisition of key historic sites that would become visitor focal areas. The NPS and the Key Partners would seek to acquire these key historic sites from willing sellers. Management efforts would seek to protect scenic and related resources outside the park. The NPS and the Key Partners would have a generally informal relationship with written agreements for special projects and management programs. The NPS would serve as a facilitator among the Key Partners for land and resource protection and other shared goals.
Alternative D (Preferred)	Visitors would experience the park at an NPS-managed visitor center (located either within or outside the park) and at focal areas owned and managed by the NPS and the Key Partners. The NPS and the Key Partners would coordinate interpretive programs. Visitors would access the park via several auto-touring routes and a well-developed system of non-motorized trails that provide opportunities for interpretation, that connect focal areas, and that connect to communities and resources outside the park. The NPS and the Key Partners would develop a coordinated land protection plan focused on acquisition of cultural landscapes, sensitive natural resource areas, and lands providing connections between NPS and Key Partner properties. The NPS and Key Partners would seek to acquire these lands from willing sellers. Management efforts would seek to protect scenic and related resources outside the park. The NPS and the Key Partners would have formal agreements that define responsibilities for special projects, programs, events, and specific park operations.

Table 2.2 Relationship of the Alternative Concepts to the GMP Decision Points

Decision Point (key management issue)		Alternative A	Alternative B	Alternative C	Alternative D (Preferred)
1	***How would the park's resources be protected?***	Primarily the responsibility of Key Partners	Same as Alternative A	NPS and Key Partners focus land protection efforts on acquisition of key historic sites	NPS and Key Partners focus land protection efforts on acquisition of cultural landscapes, sensitive natural resource areas, and lands providing connections between NPS and Key Partner properties
2	***What would be the visitor's interpretive experience?***	Occurs primarily at Key Partner's sites that are currently open to the public	Coordinated interpretive plan; primarily Belle Grove, Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, Keister Tract, and reenactments; driving tours	Coordinated interpretive plan; NPS visitor center and additional interpretive sites; driving tours in partially protected landscapes; expanded trail network	Similar to Alternative C with additional interpretation of the Shenandoah Valley Battlefields National Historic District
3	***What would be the park's needs for visitor facilities and services?***	Existing Key Partner facilities remain open to the public	Same as Alternative A	NPS developed and managed visitor center (located either within or outside the park); additional facilities and services associated with acquired sites/focal areas and protected landscapes	Similar to Alternative C but with more NPS visitor facilities and with connections to trails outside the park
4	***How would visitors access and move around the park?***	Primarily vehicular	Primarily vehicular with a few non-motorized trails	Primarily vehicular, with some non-motorized trails	Vehicular and many non-motorized trails
5	***How would the park address related resources outside its boundaries?***	Reliance on interest groups, local governments, and others to protect thematically-related resources outside the park boundary	Same as Alternative A	Proactive strategies to protect related lands, working with Key Partners, local governments, local landowners, and others	Same as Alternative C
6	***How would the NPS and the Key Partners work together in managing the park?***	NPS and Key Partners manage their lands independently; informal collaboration among the Key Partners and with NPS	NPS facilitates shared strategies for implementing the GMP and operating the park; informal collaboration among the Key Partners and with NPS	NPS facilitates shared strategies for implementing the GMP and operating the park; NPS and Key Partners would develop cooperative agreements to manage various aspects of the park	NPS facilitates shared strategies for implementing the GMP and operating the park; NPS and Key Partners would have formal relationships defining a division of labor for certain park operations
7	***To what extent would the NPS and Key Partners provide technical assistance to others?***	NPS and Key Partners provide technical assistance on issues affecting resources within the park boundary	Same as Alternative A	NPS and Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of the park's resources and viewsheds	NPS and Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of the park's resources, viewsheds, and related resources outside the park boundary

2.2 Alternative A (Continuation of Current Management)

2.2.1 Concept (Alternative A)

Under Alternative A, current management practices would generally continue as they are and visitors would experience the park as they do today with few management changes. Belle Grove Plantation and the Cedar Creek Battlefield Foundation Headquarters would be the primary destinations within the park. Occasional small group tours would be offered at Harmony Hall. Visitors would visit these sites and hear the stories of the Battle of Cedar Creek and antebellum plantation life. Some visitors would be interested in exploring the park, which they would do on their own using information obtained from sources other than the NPS. No wayfinding would be provided and because most land would remain in private ownership, visitors would not be able to view sites other than from public rights-of-way.

Visitors would generally not perceive the park as a unit of the national park system. The NPS would continue to minimally staff the park and maintain a small administrative office. The NPS's primary role would be to provide technical assistance to the Key Partners, the Community Partners, and private landowners regarding preservation of historic and natural resources within the park.

The Key Partners would independently assume responsibilities for interpretation, resource protection, and visitor services, and would maintain visitor contact facilities on their properties.

While there would be no limit to land acreage that could be acquired under this alternative (or any of the other alternatives), it is not expected that there would be a significant change in the amount of park land owned by the Key Partners or by the NPS.

2.2.2 Partnerships (Alternative A)

The NPS and the Key Partners would have an informal relationship.

The NPS and the Key Partners would have an informal, collaborative relationship to share information, discuss issues of mutual concern, and coordinate responses to resource threats. The NPS and the Key Partners would manage their lands independently according to their own policies.

2.2.3 Land Protection (Alternative A)

The Key Partners would have primary responsibility for land acquisition and resource protection. The NPS would acquire land and interest in land by donation or from willing sellers as funds are available.

In Alternative A, the NPS would accept donated lands and purchase land from willing sellers using appropriated funds, but would not actively seek to be an owner

of significant acreage within the park. Under this alternative, the Key Partners would continue to have the primary responsibility for land acquisition and resource protection of park lands. About a third of the land within the park would be owned and protected from development by the Key Partners. Assuming that existing funding levels for land acquisition continue, the NPS and the Key Partners would likely acquire an additional 200 acres of land within the park.

2.2.4 Resource Management (Alternative A)

- **Cultural Resource Management**

In Alternative A, the NPS would manage the historic property that it owns in the park - Hite-Whitham Farm (c. 1840) – in accordance with the *NPS Management Policies* (NPS 2006d) and *NPS Cultural Resource Management Guidelines* (NPS 1998). As of the writing of this GMP, the Hite-Whitham Farm is leased for residential use, but that lease is ending in spring 2008. Within the timeframe of the GMP, the NPS would likely rehabilitate and adaptively reuse the Hite-Whitham House (c. 1840) and farm-related outbuildings to support park operations and visitor interpretation. All management actions at Hite-Whitham Farm would be completed in accordance with the mitigation measures summarized below in Section 2.11.

The NPS would also complete a historic resource study for the park, including a study of all properties in the park that either are listed in the National Register or are eligible for listing. All cultural resources in the park would be managed as if they were eligible for National Register listing until determined otherwise.

In Alternative A, the NPS would acquire some property within the park using already appropriated funds and potentially through donations. Property that is acquired would likely have significant cultural resources. These properties would be managed in accordance with NPS *Management Policies* (NPS 2006d), NPS *Cultural Resource Management Guidelines* (NPS 1998), and Director's Order #28A*: Archeology*. The following actions would likely be implemented for properties acquired by NPS in the park:

- archeological resource surveys and site reconnaissance to identify, or determine the potential for, intact archeological resources that may be eligible for National Register listing and critical to achieving park purpose and significance
- cultural landscape inventory and cultural landscape report, as necessary, including documentary research and physical investigation necessary to support treatment; treatment plans for significant cultural landscapes
- treatment plans for significant historic structures

The NPS would identify and nominate cultural resources eligible for listing in the National Register of Historic Places. The NPS would also develop a collections management plan for accession, cataloguing, preserving, protecting, and making available for access and use – in accordance with NPS standards and guidelines – the cultural and natural objects, artifacts, and archival materials relating to the park that are acquired. Collections would be housed in an NPS collections facility or possibly at facilities of the Key Partners through cooperative agreements. Finally, the NPS would update the 1969 National Historic Landmark documentation to incorporate the results of more recent cultural resource studies of the park.

The Key Partners would continue to manage their properties within the park in accordance with their organizational mission. Cultural resource treatments at Belle Grove Plantation, Harmony Hall, and the Heater House would be undertaken by the Key Partners, who would assume responsibility for compliance actions required by law. Where federal and state money is used to support specific projects at these historic sites the required compliance would include Section 106 coordination with the State Historic Preservation Officer and implementation of measures to avoid or mitigate adverse effects to cultural resources. The NPS would offer technical assistance to the Key Partners with cultural resources.

- **Natural Resource Management**

In Alternative A, the NPS would continue to manage natural resources at NPS-owned properties in accordance with the *NPS Management Policies* (NPS 2006d). Development of new park facilities would be subject to environmental compliance requirements of NEPA and other applicable state and federal legislation. All management actions on park property would generally be completed in accordance with *NPS Management Policies* (NPS 2006d) and the mitigation measures summarized below in Section 2.11.

In Alternative A the NPS would acquire property within the park using appropriated funds and potentially through donations. Acquired properties would be managed in accordance with the *NPS Management Policies* (NPS 2006d) and other relevant NPS guidelines. Natural resources on NPS property would be managed to generally protect natural processes and species diversity. The types of management actions that could occur include the following:

- invasive plants that are not significant elements in the cultural landscape would be removed
- riparian habitat associated with Cedar Creek, the North Fork of the Shenandoah River, and their major tributaries in the park would be restored
- shale barrens would be protected from livestock grazing and visitor use impacts

- wetlands would be delineated and protected
- significant karst features would be surveyed and protected
- paleontological resources would be surveyed and protected
- unique habitats and plant assemblages would be protected
- special status species and their habitat would be surveyed and protected
- scenic views and associated vantage points would be identified and managed or protected, where appropriate
- the scenic qualities of Cedar Creek and the North Fork of the Shenandoah River that potentially qualify the streams for inclusion in the state's scenic river system would be identified and managed for enhancement, where appropriate
- consideration would be given to removing livestock from areas where the management goal is protecting native plants, preventing the introduction of exotic species, and improving water quality
- best management practices for agriculture would be used on lands leased for agriculture, particularly where prime farmland soils occur
- significant forested areas would be identified and managed in accordance with forest management plans

The NPS would also offer technical assistance to the Key Partners with identifying natural resources on their properties, conveying information about their significance, and assisting with resource management.

2.2.5 Visitor Experience, Interpretation, and Education (Alternative A)

Visitors would experience the park at sites owned by the Key Partners.

Visitors would experience the park at Belle Grove, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister Tract, as well as at reenactments. The Key Partners would have primary responsibility for interpretation; the interpretive emphasis would vary by site, as determined by the site owner.

2.2.6 Park Facilities (Alternative A)

Facilities would be provided by the Key Partners.

Facilities would be provided by the Key Partners at Belle Grove, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister Tract. Trails, trailheads, and interpretive waysides would be developed by the Key Partners on land that they own as staffing and funding allow.

2.2.7 Transportation, Access, and Circulation (Alternative A)

Park access would be primarily vehicular.

Interstate 81 and Valley Pike (Route 11) would provide regional access to the park. Once in the local area visitors would travel through the park on Valley Pike (Route 11) to access the network of rural county roads that would take them to the visitor contact facilities at the Key Partners' properties.

Visitors interested in exploring the park beyond the contact facilities of the Key Partners would rely on existing designated auto touring routes and directional signage. Trails would be limited to lands owned by the Key Partners. In accordance with NPS system-wide policies, recreational use of ATVs on trails would not be permitted within the park on lands that are owned by the NPS and the Key Partners.

2.2.8 Park Operations and Staffing (Alternative A)

Park staff and operations would focus on providing technical assistance.

The NPS would employ three full-time employees, including the park superintendent, an historical landscape architect, and an interpretive specialist. NPS staff would be focused on providing technical assistance to communities and the Key Partners. Park staff would rely on support from the NPS Regional and Washington offices. Volunteers would play a role in providing administrative help to the NPS. The staffing of the Key Partner organizations would not be expected to change substantially from its current levels.

The NPS administrative offices would be located in one of the park's adjacent communities, or possibly at the recently-acquired 8693 Valley Pike site. The offices of the Key Partners would continue to be located in their current locations: Belle Grove, Inc. at the Belle Grove Manor House; the Cedar Creek Battlefield Foundation in their headquarters in Middletown, VA; the National Trust for Historic Preservation in Washington, D.C.; Shenandoah County in Edinburgh, VA; and the Shenandoah Valley Battlefields Foundation in New Market, VA.

2.2.9 Technical Assistance (Alternative A)

The park would provide technical assistance on issues affecting resources within the park boundary.

The NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to local governments in support of protecting resources within the park boundary (see Section 2.3, management element 9 for a complete description of technical assistance).

2.2.10 Related Resources (Alternative A)

The park would rely on interest groups, local governments, and others to protect thematically-related resources outside the park boundary.

The NPS and the Key Partners would collaborate with others to address threats to related resources outside the park as budgets and staffing allow. Related resources of interest would include scenic resources that provide the visual setting for the park, cultural resources that are thematically related to the park, and natural resources – such as hydrologic resources – that are functionally related to the park.

2.2.11 Costs (Alternative A)

Estimates of annual operating costs and one-time costs associated with Alternative A have been prepared using NPS and industry cost estimating guidelines (see Table 2.7 in Section 2.12 below). These costs are presented for comparative purposes only and will be refined later based upon final design of facilities and other considerations. Actual costs will vary depending on when specific actions are implemented and on contributions by partners and volunteers.

- **NPS Annual Operating Costs**

NPS annual operating costs associated with Alternative A are estimated to be $384,254 (2007$). This includes the anticipated cost for staff salaries and benefits for three full-time equivalent staff, utilities, supplies, leasing (including leased park offices), and other materials needed for park maintenance and operations.

- **NPS One-Time Costs**

NPS one-time costs associated with Alternative A are estimated to be $875,197 (2007$), including one-time facilities costs and non-facilities costs. Facilities costs are those required for rehabilitation of structures at Hite-Whitham Farm. Non-facilities costs are those required for historic resource studies.

- **Land Acquisition Costs**

Under Alternative A, the estimated cost to acquire land and interests in land is $4,000,000 (2007$). The Key Partners would have the primary responsibility for acquiring land and interests in land. Land acquisition cost estimates are preliminary and intended solely for general planning purposes. Actual land acquisition costs would be determined by detailed appraisals when lands are considered for acquisition.

- **NPS Deferred Maintenance Costs**

There are no deferred maintenance costs associated with Alternative A. Existing park assets include the Hite-Whitham Farm; costs to be incurred for rehabilitation and adaptive reuse of the Hite-Whitham Farm are in the NPS one-time facilities costs presented earlier.

2.3 Management Elements Common to the Action Alternatives

Working cooperatively with the Park Advisory Commission and the Key Partners, the GMP planning team has identified ten management elements that provide overall direction for management and protection of resources within the park and the types of visitor experiences that would be offered. These management elements provide a common foundation for the three GMP action alternatives (Alternatives B, C, and D).

In the discussion of the following ten management elements the term "the park" is used interchangeably with "Cedar Creek and Belle Grove National Historical Park (NHP)" to describe the area of approximately 3,713 acres designated by Congress as a unit of the national park system.

Management Element 1. The NPS and the Key Partners would respond to opportunities to protect the park's resources and values.

The NPS and the Key Partners would proactively collaborate with one another, with local communities, and with other interested parties to protect park resources. The NPS and the Key Partners would establish priorities for cultural and natural resource protection; of particular concern are those sites at risk from land development and subdivision. Protection strategies would include, but not be limited to the following:

- encouraging preservation of the historic, natural, and scenic resources within the park by landowners, local governments, organizations, and businesses
- encouraging preservation of the historic, natural, and scenic resources in proximity to the park by landowners, local governments, organizations, and businesses
- acquiring and/or maintaining (by the NPS) the park's three memorials, including the Vermont Monument, the New York Monument, and the Ramseur Monument
- providing technical assistance to local governments in cooperative efforts which complement the values of the park (pursuant to Section 10 of the park's enabling legislation)
- maintaining collaborative relationships with private landowners to promote resource stewardship and conservation-based land use planning
- providing technical expertise regarding important cultural and natural resources within the park
- acquiring fee-title ownership and conservation easements from willing landowners

- assisting local governments, as requested, in adopting comprehensive plans and growth management tools that recognize park resources
- providing technical assistance, as requested, in reviewing subdivision and land development applications that may impact the park
- monitoring and evaluating land use and other trends impacting park resources

Additionally, Section 10 of the enabling legislation mandates that any federal entity conducting or directly supporting activities directly affecting the park shall coordinate its activities in a manner that is consistent with this general management plan, is not likely to have an adverse effect on park resources, and will provide for full public participation to consider all views.

Management Element 2. The NPS and the Key Partners would acquire land and interests in land as opportunities arise and funding allows.

Land protection within the park would occur through donation of lands or fee-simple acquisition from willing sellers. In the event that landowners are not interested in land donation or sale, conservation easements could also be donated by or purchased from willing sellers. Per Section 6 of the enabling legislation, viewshed protection outside the park on adjacent parcels would occur through the use of conservation easements that are either donated by landowners or acquired from willing sellers. While there is no limit to the amount of land that could be purchased under Alternatives B, C, and D, the focus and extent of land protection actions would vary among the alternatives as described below.

For lands that are not acquired, the NPS and the Key Partners would work with private landowners to foster a resource preservation ethic and to encourage appropriate stewardship of natural and cultural resources. Land trusts would assist the NPS in working with landowners to accomplish private land stewardship goals.

Management Element 3. The NPS and the Key Partners would collaborate in providing multiple opportunities to experience all of the park's interpretive themes and stories.

Six primary interpretive themes are proposed (see Section 1.6.4 above). All stories related to these themes would be told in the park wherever appropriate, including sites managed by the NPS as well as those managed by the Key Partners. The Key Partners would be encouraged to interpret all themes and to provide information on the interpretive programs of the other Key Partners and the NPS. Interpretive programs of the NPS and the Key Partners may require visiting one another's sites in order to tell various park stories.

Management Element 4. The existing visitor facilities in the park – the Cedar Creek Battlefield Headquarters and Belle Grove Manor House -- would remain open to the public, Harmony Hall would be open for occasional group tours, and new visitor facilities would be developed at the Keister Tract as proposed in the master plan for that site.

Area-specific desired conditions and management actions for the existing facilities owned by the park's Key Partners as well as land owned by the NPS are described below in Section 2.5.

Management Element 5. The park would serve as a focal point for important historical events and geographic locations within the Shenandoah Valley Battlefields National Historic District; interpretive media on the National Historic District would be accessible in the park.

The NPS and the Key Partners would make available interpretive media on the important connections between the Shenandoah Valley's Civil War Battlefields and would provide information on heritage tourism sites throughout the National Historic District. The intent would be to provide information that complements interpretive programs and facilities throughout National Historic District so that visitors are inspired to seek out and visit these other sites.

Management Element 6. The NPS and the Key Partners would develop written, shared strategies for implementing the general management plan and policies for operating the park.

Upon completion of the GMP, the NPS and the Key Partners would collaborate to develop the following:

- branding, signage, and messaging plan (including the development of an appropriate park logo)
- land protection plan (which outlines priorities for land acquisition and conservation easements from willing sellers only)
- comprehensive interpretive plan
- Cedar Creek Battlefield preservation plan
- trails plan
- design guidelines for new park facilities

Additionally, NPS and the Key Partners would develop written, shared strategies for managing the park's natural and cultural resources, including historic structures, cultural landscapes, soil, water, vegetation, wildlife habitat, and scenic resources. These would incorporate strategies for complying with legally mandated

environmental reviews. They would also include mitigation measures and best management practices that would generally be applied to avoid or minimize potential impacts from implementation of future management actions in the park (as summarized in Section 2.11 below).

Management Element 7. The NPS and the Key Partners would provide auto touring and non-motorized trail routes for visitors.

Auto touring routes would be developed on existing roads. Trails would be developed on land owned by the NPS and the Key Partners, and on rights-of-way acquired from willing sellers. While the amount of trail development varies substantially between Alternatives B, C, and D, the goal under each action alternative is to provide a trail system that allows visitors to access and better understand park resources while providing protection of these resources.

In the future, a trails plan would be prepared for the park that would address where trails would be located, how they would be designed, and the types of permitted uses. In general, trails would be designed for low impact use, maximum protection of resources, and no motorized vehicles. In accordance with NPS systemwide policies, recreational use of ATVs on trails would not be permitted within the park on lands that are owned by the NPS and the Key Partners.

Management Element 8. The NPS and the Key Partners would continue to foster their collaborative relationship to further the purposes of the park, with the NPS serving in a coordination and facilitation capacity for land and resource protection, and other shared goals.

The NPS and the Key Partners would continue to collaborate to protect the park's natural and cultural resources and values, to provide appropriate and satisfying experiences for park visitors, and to address threats to park resources. The NPS would serve as a coordinator for resource and planning issues about which the agency has particular expertise or experience.

Management Element 9. The NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park.

The park would partner with federal, state, and local entities to provide technical assistance to support resource protection and visitor use of the park. The types of technical assistance could include, but would not be limited to, the following:

- adjacent community planning

- rural land-use planning
- review of development applications within the park
- voluntary land conservation for private landowners
- documentation of historic properties and preparation of treatment plans
- agricultural best management practices
- design and implementation of mitigation measures to minimize resource and visitor experience impacts
- ecological restoration
- forest management
- interpretive programming and design of interpretive media
- educational programs
- park facility planning and design
- wayfinding signage design
- collections management
- grant writing and assistance seeking funding
- establishing an archeological site stewardship program
- financial assistance per cooperative agreements

The NPS would establish priorities for how technical assistance would be allocated. The first priority would be to support protection of the park's resources, followed by assistance with protection of park viewsheds and related resources near the park.

Management Element 10. The NPS may form a friends group. Other non-profit organizations would engage in furthering the purposes of the park.

A nonprofit friends group may be established to assist NPS with accomplishing its mission at the park. This action would be optional and would occur at the discretion of the NPS. The friends group would benefit the park by providing volunteer services, assisting with resource management and preservation, conducting fundraising efforts, publicizing important issues, and other functions. The friends group would be chartered so as not to compete with the priorities or funding for the Key Partners. Any fundraising activities via a park friends group would be constituted and promoted so as not to cause confusion regarding the activities, needs and goals of the various Key Partner and public interest organizations.

Additionally, other non-profit preservation organizations and land trusts would advocate for the park and assist the NPS in accomplishing its mission.

2.4 Management Zones

Management zones are used by the NPS to identify and describe the appropriate resource conditions and visitor experiences to be achieved in different areas of a park. The zones provide the basis for a shared understanding of how the park's resources would be managed, the experiences visitors would have, where these experiences would occur, and the general types and intensities of facility development that would occur. In partnership parks – such as Cedar Creek and Belle Grove NHP – where NPS and its partners are making management decisions, this shared understanding provides the basis for compatible facility development by the partners, evolution of an efficient circulation system, and general coordination of plans and activities. Management zones help local governments make growth management and public investments decisions that support preservation of park resources and that are compatible with long-term plans for development of park facilities (such as road improvements and utility systems). Management zones also enable private landowners in the park to understand how the NPS and its partners plan to manage specific areas within the park. Ultimately, the management zones describe how an area will be managed should it become the property of the NPS, and the goal of technical assistance should it remain the property of private or nonprofit landowners.

Delineating management zones is a two-step process. First, a set of appropriate management zones is identified. Second, the zones are allocated to geographic locations throughout the park.

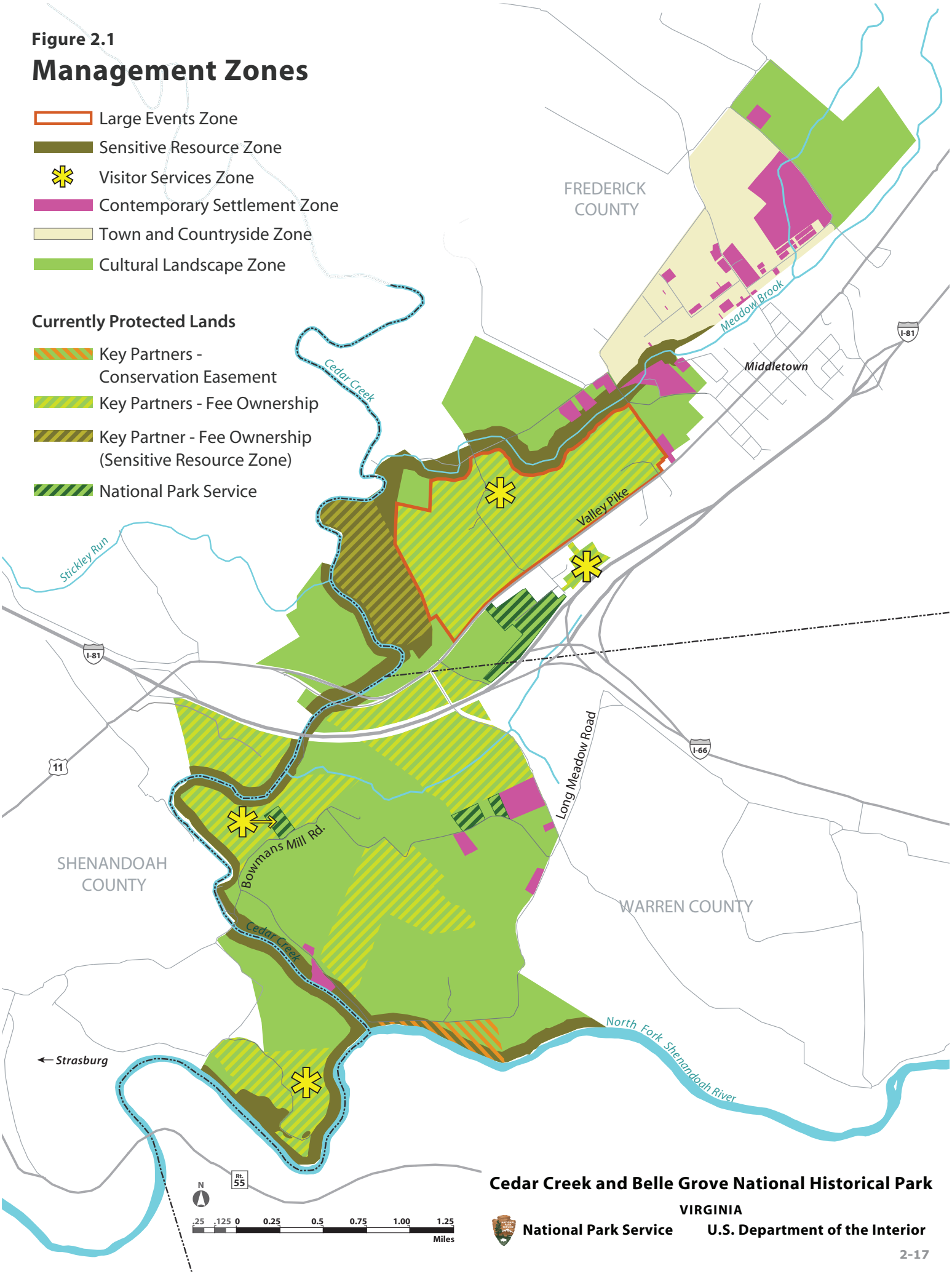
The Cedar Creek and Belle Grove National Historical Park GMP planning team working cooperatively with the park's Advisory Commission and the Key Partners has identified six zones for long-term management of resources and visitor use at the park (see Table 2.3). These include (1) Cultural Landscape Zone, (2) Sensitive Resource Zone, (3) Town and Countryside Zone, (4) Contemporary Settlement Zone, (5) Large Events Zone, and (6) Visitor Services Zone.

The GMP action alternatives – Alternatives B, C, and D described below in Sections 2.6, 2.7, and 2.8, respectively – would each incorporate this set of management zones. The allocation of zones is identical for the action alternatives (see Figure 2.1). **The alternatives differ in terms of the following:**

- the extent to which land within the zones is suitable for acquisition by the NPS and the Key Partners
- the extent to which potential management actions are implemented within the six zones
- the range of potential visitor experiences and facilities that are provided in the zones, and
- the management roles of the NPS and the Key Partners

Figure 2.1

Management Zones



Cedar Creek and Belle Grove National Historical Park

VIRGINIA

National Park Service **U.S. Department of the Interior**



Representative Cultural Landscape Zone Image – Longmeadow Farm

Cultural Landscape Zone. The cultural landscape zone encompasses areas representative of the park's cultural resources that include individual cultural sites and the larger landscapes that provide opportunities for visitors to access a diversity of cultural sites reflecting the park's interpretive stories. Protection measures would focus on maintaining cooperative working relationships with private landowners, promoting conservation easements, and fee acquisitions from willing sellers where public access is desired. Park facilities could include a visitor center, administrative offices, and maintenance facilities.



Representative Sensitive Resource Zone Image – Cedar Creek

Sensitive Resource Zone. The sensitive resource zone encompasses the park's stream corridors and other natural areas having high biodiversity or other natural resource values such as the Panther Conservation site and portions of the Keister Tract. This zone would enable visitors to learn about the park's natural landscapes and ecosystems, and their influence on the area's cultural history. Management practices would seek to protect, stabilize, and restore functioning natural communities. Areas in this zone may also contain important cultural sites.



Representative Town and Countryside Zone Image

Town and Countryside Zone. The town and countryside zone encompasses areas in the park that may indirectly contribute to the visitor experience but generally have a lower protection priority because of fewer known cultural and natural resources, as well as existing land use and ownership patterns. Future resource studies may reveal certain sites within this zone that warrant higher protection priority. Management policies would encourage traditional town and country development patterns that would not adversely impact the park's resources. Park facilities could include a visitor center, administrative offices, and maintenance facilities.

Contemporary Settlement Zone. The contemporary settlement zone encompasses areas scattered throughout the park, typically consisting of parcels whose uses are predominantly contemporary residences or suburban residential subdivisions. Unless findings of significance are determined by future study, areas in this zone would generally remain in private ownership, unless warranted by special circumstances. Through educational and technical outreach, efforts would be made to minimize the impacts of these areas through measures such as the use of earth-tone colors on structures and landscape screening. Park facilities could include a visitor center, administrative offices, and maintenance facilities.



Representative Contemporary Settlement Zone Image

Large Events Zone. The large events zone is an overlay zone encompassing areas within the cultural landscape zone that fulfills the park's legislative mandates to allow for large public events. It would accommodate the Battle of Cedar Creek reenactment hosted by the Cedar Creek Battlefield Foundation (CCBF), as well as other events such as those held at Belle Grove Plantation. The zone would accommodate activities – such as the CCBF reenactments and other cultural, educational, and social gatherings – that contribute to the educational, cultural, and historic richness of the park.



Representative Large Events Zone Image- Scene from Battle of Cedar Creek Reenactment

Visitor Services Zone. These are areas where visitors can learn about the park, contact staff of the NPS or Key Partners, and access restrooms and emergency assistance. Park facilities could include roads and parking areas, a visitor center or other visitor contact facilities, walkways, restrooms, emergency services, picnic areas, campgrounds, administrative offices, and maintenance facilities.



Representative Visitor Services Zone Image – Belle Grove Manor House Parking Area

Table 2.3 Management Zones

Subject	Overall Concept	Land and Resource Protection
Cultural Landscape Zone	Areas representative of the park's cultural resources, where visitors can gain an understanding and appreciation of the park's interpretive themes associated with the history of the Shenandoah Valley from early settlement through the Civil War and beyond. This is the largest zone within the park and encompasses many of the park's historic resources.	As determined by the Land Protection Plan to be undertaken subsequent to the adoption of the GMP, efforts to protect these areas would employ a combination of fee acquisition, conservation easements, and cooperative arrangements with willing landowners. Emphasis would be placed upon fee acquisition for locations where public access is desired or resource protection goals warrant acquisition. A high priority would be given to maintaining cooperative working relationships with private landowners and providing technical assistance as requested. Such assistance would seek to identify resource preservation strategies that also address other landowner interests and concerns.
Sensitive Resource Zone	Areas encompassing the park's stream corridors and other important natural areas having high biodiversity or sensitive resources such as the Panther Conservation Site identified by the Virginia Department of Conservation and Recreation. Areas in this zone may also contain important cultural sites such as earthworks and troop stream crossings. Natural resource protection is the primary goal within this zone.	Encompassing miles of riparian corridors associated with the North Fork of the Shenandoah River, Cedar Creek and its major tributaries within the park, protection strategies would employ an educational and conservation easement program focusing on the many landowners whose lands fall partly or entirely within this zone. Potential acquisitions of rights-of-ways or fee interest would be considered where public access is desired and/or fee ownership is desirable for resource management. This zone includes the Panther Conservation Site, most of which is owned by the Cedar Creek Battlefield Foundation, and the shale barrens on the Keister Tract, owned by Shenandoah County. These sites are believed to have unique plant communities, high biodiversity, and excellent water quality, thereby warranting further research and analysis and the development of a habitat management program, possibly through cooperative agreements between the landowner, the state, and the NPS.
Town and Countryside Zone	Areas providing settings that contribute to the visitor experience but that generally have a lower protection priority because of existing land use and ownership patterns. Future resource studies may reveal certain sites within this zone that warrant higher protection priority.	Protection strategies would be undertaken through education and technical assistance to landowners and local government to encourage consideration of resource preservation measures in land use planning and decision-making. These lands would be considered a lower priority for acquisition; the NPS and Key Partners would be more likely to accept donations of land or conservation easements rather than purchasing property unless warranted by special circumstances. Purchase of rights-of-ways or fee interest would be considered if required for trail rights-of-ways or other special purposes.
Contemporary Settlement Zone	Areas scattered throughout the park, typically on relatively small ownership parcels whose current uses are predominantly rural residences or suburban residential subdivisions. Such areas may contain historic structures and/or represent locations of events of significance. Unless findings of significance are determined by future study, areas in this zone are considered most appropriate for remaining in private ownership.	Educational and technical assistance would be made available to landowners in this zone whose lands may include Park-related resources. Emphasis would be placed upon measures to minimize the impacts of these areas on the park, e.g., by encouraging earth-tone colors on structures or by landscape screening. Unless warranted by special circumstances, the NPS and/or its partners would accept donations of conservation easements or fee-interest but not purchase them.
Large Events Zone	Areas designated for reenactments and other events requiring measures to accommodate relatively large numbers of visitors as well as accompanying actions to ensure that such events would not impair park resources. This zone is an overlay in a designated area within the park's cultural landscape zone. It fulfills one of the park's special mandates to allow for battle reenactments. The zone would allow for other large events, such as those held periodically at Belle Grove Plantation that contribute to the educational cultural, and historic richness of the park.	The NPS and the Key Partners would adopt policies and practices applicable to large event activities, to ensure the protection of cultural and natural resources. This zone may be especially suited for a landscape restoration program to represent conditions existing at the time of the Battle of Cedar Creek.
Visitor Services Zone	Areas where visitors can learn about the park, contact staff of the NPS or Key Partners, and access restrooms and emergency assistance. Visitor contact facilities would be in this zone.	Visitor service zones would be limited in numbers, and sited, designed and maintained by the NPS or the Key Partners to minimize potential adverse impacts on park resources.

Table 2.3 Management Zones (continued)

Subject	Desired Resource Conditions and Visitor Experience	Appropriate Types and Levels of Management	Appropriate Types of Visitor Facilities and Services
Cultural Landscape Zone	Visitors would have the opportunity to access a diversity of cultural sites reflecting the range of stories to be told in the park. Where possible, those sites would be located in larger protected field and woodland landscapes providing a broader understanding and appreciation of the park. Visitors would experience the park through a variety of interpretive media, including indoor and outdoor exhibits, self-guided tours, ranger contacts, and living history programs.	Management strategies would seek to protect all park-related cultural resources in this zone, in accordance with the Secretary of the Interior's standards and guidelines for the treatment of historic properties and protection of cultural landscapes. Wherever feasible, those strategies would be undertaken to protect the integrity of park resources.	Facilities and services would generally include those required to support the visitor interpretive experience, such as waysides and interpretive trails. Picnic areas and trails may also be provided if designed in a manner compatible with the visitor interpretive experience and resource protection goals. A visitor center, administrative facilities, and/or maintenance facility could occur in this zone if site selection criteria are satisfied.
Sensitive Resource Zone	Healthy natural communities and their habitats predominate. Visitors would have opportunities to access selected points along major waterways such as the North Fork of the Shenandoah River and Cedar Creek. Trails would be provided. Natural areas included in this zone, such as the Panther Conservation Site and the Keister Tract shale barrens, would enable visitors to obtain a broader understanding of the park's natural history and ecosystems and their strong relationships with the area's cultural history.	Best management practices would be used to protect, stabilize and restore naturally functioning ecological systems and promote native species and habitats. Cultural resources occurring in this zone would be treated in the same manner as in the cultural landscape zone.	Facilities and services would be limited to the minimum necessary to allow visitor pedestrian access, primarily trails and directional and interpretive signage. Certain areas within this zone may be closed temporarily for resource protection and visitor safety. The existing road in the Panther Conservation Site would be maintained for administrative and fire fighting access.
Town and Countryside Zone	Visitors would experience this zone from public roads or trails. Lands in this zone would generally not be accessible to the public. However, certain locations may offer opportunities for interpretation, told through waysides or other interpretive media.	Management strategies would be oriented towards promoting resource conservation planning associated with the design of land subdivision and development projects in this zone. Technical assistance would be provided to interested landowners and local government to promote compatible development and minimize adverse park impacts.	Visitor facilities and services would generally not be provided in this zone. The NPS or the Key Partners may provide technical assistance to others in designing interpretive waysides and trails contributing to or compatible with the park's purpose. A visitor center, administrative facilities, or maintenance facility could occur in this zone if site selection criteria are satisfied.
Contemporary Settlement Zone	Desired conditions would be associated with the support of private landowners to manage their properties in a manner consistent with the park's purpose. This zone would generally not have public access because of existing private residential development. However, the NPS would work cooperatively with owners of properties where the NPS seeks to locate interpretive media or to provide visitor access to a specific site where an historic event occurred.	Technical assistance would be provided to interested private landowners in identifying and protecting park-related resources, and in managing their properties in a manner compatible with the park.	Visitor facilities and services would generally not be provided in this zone. The NPS or the Key Partners may provide technical assistance to others in designing interpretive waysides and trails contributing to or compatible with the park's purpose. A visitor center, administrative facilities, or maintenance facility could occur in this zone if site selection criteria are satisfied.
Large Events Zone	Desired resource conditions would be associated with the management of large events in a manner that protects the zone's cultural and natural resources and causes minimum adverse impacts on adjoining management zones, as well as nearby areas outside of the park. Management of reenactments, e.g., providing necessary facilities and services, would also seek to provide an immersion experience for re-enactors and observers, with minimum intrusion from the outside world.	Management would focus on preparing resource protection strategies and guidance for events occurring within this zone.	Temporary facilities would be provided to accommodate events, including: tents, gravel roads, parking barriers, directional signage, and equestrian facilities. Temporary services would be provided during events, focusing on managing large crowds in a safe manner. Such services would include emergency services, traffic control, law enforcement, restroom facilities, and provision of food.
Visitor Services Zone	Desired conditions would include the design and management of facilities and services that meet the needs of park visitors, including park orientation, restrooms and other conveniences, and emergency services.	Management strategies would be oriented towards research and on-site surveys of potential park-related resources and the incorporation of such findings into facility planning for this zone.	Facilities and services may include visitor contact facilities, roads and parking areas, walkways, restrooms, emergency services, picnicking areas, and campgrounds. This zone would focus on visitor convenience and access to services. It would be managed to accommodate large numbers of people during large events or other peak visitation periods.

2.5 Appropriate Kinds and Levels of Management, Development, and Access

2.5.1 Area-Specific Desired Conditions

Area-specific desired conditions provide specific direction about the desired resource conditions, visitor experience opportunities, and appropriate kinds and levels of management, development, and access for particular areas of the park. Six areas of the park are addressed, including

- Belle Grove Plantation
- Cedar Creek Battlefield Foundation Headquarters
- Heater House
- Harmony Hall
- Keister Tract
- Hite-Whitham Farm

Table 2.4 provides a summary of the desired conditions within each of these six areas. The desired conditions statements focus on the park's fundamental and other important resources and values (see Table 1.2 above). They address the specific significant cultural and natural resources present at each site and the types of visitor experiences that would be offered.

The desired conditions for the six areas are common to Alternatives B, C, and D.

2.5.2 Area-Specific Needed and Allowable Changes

Area-specific needed and allowable changes identify the kinds of changes needed to achieve desired conditions. They are identified by comparing the desired conditions to what currently exists.

Table 2.4 provides a summary of the types of actions and changes that would be needed to achieve the desired conditions within the six specific areas identified in the park. The actions are meant to be a range of strategies that the NPS and the Key Partners might implement at each site. Consideration of the actions identified would occur during subsequent project planning, including consideration of alternatives and compliance with the National Environmental Policy Act (NEPA) and Section 106 of the National Historic Preservation Act, as appropriate.

The area-specific needed and allowable changes are common to Alternatives B, C, and D.

Table 2.4 Area Specific Desired Conditions and Needed Changes (Common to All Action Alternatives)

Location	Management Prescription(s)	Desired Conditions	Existing Conditions and Facilities	Examples of the Types of Appropriate Actions and Needed Changes
Belle Grove Plantation *(owned by the National Trust for Historic Preservation and operated by Belle Grove, Inc.)*	**Cultural Landscape/ Visitor Services**	▪ The Manor House, other historic structures, and the associated cultural landscape are preserved in good condition ▪ Visitors experience the life and times of the families and slaves who lived and worked at Belle Grove Plantation ▪ Visitors are oriented to the overall park ▪ Visitors can walk around the plantation as well as have access to the larger park trail system ▪ Visitation is moderate to extremely high during special events ▪ Collections are properly housed, curated, and made accessible for research	▪ Manor House (c.1797) largely restored to 1815 to 1825 period condition operated as a house museum and also includes gift shop, administrative offices, and collections of Belle Grove, Inc. ▪ Overseer's House, not restored, not open to the public ▪ Barn (c. early 1900), used for maintenance and storage ▪ Fields, leased for agriculture ▪ Visitor parking facilities ▪ Small picnic area	▪ Continue to operate the Manor House as a house museum, with other existing functions ▪ Consider rehabilitation and adaptive reuse of the Overseer's House ▪ Consider rehabilitation of the barn for adaptive reuses ▪ Implement other appropriate historic building and cultural landscape treatments ▪ Expand visitor contact to include orientation to the overall park ▪ Provide additional visitor facilities, such as a comfort station, parking, and picnicking facilities ▪ Develop a trail taking visitors to points of interest and that provides a connection to the larger park trail system
Cedar Creek Battlefield Foundation Headquarters *(owned and operated by Cedar Creek Battlefield Foundation)*	**Cultural Landscape/ Visitor Services**	▪ Visitors are oriented to the Battle of Cedar Creek and to the overall park ▪ Headquarters facilities for special events are provided ▪ Parking and comfort stations are provided during special events ▪ Visitation is moderately high to extremely high during special events ▪ Collections are properly housed and curated, and made accessible for research	▪ Building (c. 1970), used for visitor contact , museum, and bookstore; includes administrative offices of Cedar Creek Battlefield Foundation ▪ Visitor parking facilities ▪ Building and site used as headquarters during special events	▪ Continue to operate the building for existing functions ▪ Expand visitor contact to include orientation to the overall park
Harmony Hall *(owned and operated by Belle Grove, Inc.)*	**Cultural Landscape**	▪ Harmony Hall and the associated cultural landscape are preserved in good condition and reflect the mid-18th century in the Shenandoah Valley ▪ Visitors experience and learn about the life and times of families during the early settlement of the Shenandoah Valley in a quiet and contemplative setting ▪ Site setting is protected from over development of visitor facilities ▪ Visitors can walk around the property as well as have access to the larger park trail system ▪ Visitation is low to moderate during small special events ▪ Collections are properly housed and curated, and made accessible for research	▪ Harmony Hall (c. 1755), recently stabilized through historically appropriate repairs; open to occasional small group tours ▪ Farmhouse, poor condition ▪ Very limited visitor parking ▪ Historically significant Bowman Cemetery ▪ Fields, leased for agriculture ▪ Cedar Creek flows along property boundary; riparian area seriously impacted by invasive Russian Olive (*Elaeagnus angustifolia)*	▪ Continue to open the house to the public ▪ Restore the house and farmhouse to period condition ▪ Restore the adjoining cultural landscape to period condition ▪ Provide a small visitor parking facility and comfort station ▪ Provide shuttle service for visitors from off-site during small special events ▪ Install interpretive media ▪ Install an information kiosk orienting visitors to the overall park ▪ Restore riparian habitat along Cedar Creek ▪ Develop a trail that takes visitors to points of interest and that provides a connection to the larger park trail system

Table 2.4 Area Specific Desired Conditions and Needed Changes (Common to All Action Alternatives) (continued)

Location	Management Prescription(s)	Desired Conditions	Existing Conditions and Facilities	Examples of the Types of Appropriate Actions and Needed Changes
Heater House *(owned by Cedar Creek Battlefield Foundation)*	**Cultural Landscape/ Large Event Overlay**	▪ Heater House and the associated cultural landscape are preserved in good condition and reflect the Civil War at the time of the Battle of Cedar Creek ▪ Visitors experience the life and times of families during the Civil War ▪ Visitors can walk around the site as well as have access to the larger park trail system ▪ Visitation is extremely low to high during special events ▪ Collections are properly housed and curated, and made accessible for research	▪ Farmhouse, recently stabilized through roof and foundation repairs, interior in poor condition, not open to the public ▪ Spring house, in ruins ▪ Adjacent fields, leased for agriculture	▪ Restore house to period condition ▪ Restore the adjoining cultural landscape to period condition ▪ Open the house to the public and provide living history programs during special events ▪ Install interpretive media ▪ Develop a trail that takes visitors to points of interest and that provides a connection to the larger park trail system ▪ Reconstruct nearby spring house
Keister Tract *(owned by Shenandoah County)*	**Cultural Landscape/ Visitor Services**	▪ Visitor facilities provide opportunities for passive recreation ▪ Riparian and upland habitat is restored ▪ Visitors are oriented to the park and to the Battle of Cedar Creek ▪ Visitors can hike on a series of park trails as well as have access to the larger park and regional trail system	▪ Not currently open to the public ▪ Fields and woods, leased for agriculture (used for grazing) ▪ Farm buildings (3), abandoned and in poor condition ▪ North Fork of the Shenandoah River flows along property boundary; riparian area impacted by grazing and invasive plants ▪ Shale barrens, not protected	▪ Remove cattle from the site ▪ Remove non-historic buildings ▪ Restore upland forest ▪ Restore riparian habitat along the North Fork of the Shenandoah River ▪ Develop visitor facilities as included in the *Keister Tract Master Plan* and open the site for public passive recreational use ▪ Implement actions to protect the shale barrens from visitor use impacts ▪ Install interpretive media ▪ Develop a trail system on-site that connects to trails in the park with trails in George Washington National Forest and the town of Strasburg
Hite-Whitham Farm *(owned by the National Park Service)*	**Cultural Landscape/ Visitor Services**	▪ Structures are rehabilitated and adaptively reused ▪ Site is interpreted ▪ Visitor facilities are provided	▪ Property leased for residential and agricultural use ▪ Farmhouse (c. 1840), fair condition with modern wing ▪ Fields, used for grazing ▪ No visitor facilities or site interpretation	▪ Rehabilitate farmhouse for adaptive reuse for park offices ▪ Rehabilitate and adaptively reuse outbuildings to support park maintenance operations ▪ Provide visitor parking, picnicking facilities, and vault toilet ▪ Install interpretive media ▪ Install an information kiosk orienting visitors to the overall park ▪ Develop a trail that takes visitors to points of interest and that provides a connection to the larger park trail system

2.6 Alternative B

2.6.1 Concept (Alternative B)

In Alternative B, the cultural heritage and natural history stories of the park would be told through interpretive media and programs offered by the Key Partners and NPS at existing sites, with opportunities for visitors to explore rural areas of the park on interpretive self-guided auto routes (see Figure 2.2). Belle Grove Plantation, the Cedar Creek Battlefield Foundation Headquarters, and the Keister Tract would be the primary destinations within the park. Small group tours would be offered at Harmony Hall. Auto routes in the park's rural areas would have wayfinding signage, a wayside pull-off, and supporting interpretive materials made available at the Key Partner sites as well as through the internet. Visitors would also explore Belle Grove Plantation and lands owned by the Cedar Creek Battlefield Foundation on non-motorized trails. All of the park's stories would be told at sites throughout the park.

Most visitors would perceive the park as a unit of the national park system. NPS rangers would offer interpretive programs and activities at the Key Partner sites and possibly other properties in the park, as requested. The NPS would provide technical assistance to the Key Partners, the Community Partners, and private landowners regarding preservation of historic and natural resources within the park. The NPS would rehabilitate and adaptively reuse the farmhouse and barn at the Hite-Whitham Farm. The NPS park offices would be located outside the park or perhaps at the recently-acquired 8693 Valley Pike site.

The NPS and the Key Partners would develop a coordinated interpretive program that would identify the primary interpretive themes and their related stories, as well as places in the park where those stories would be told. There would be an informal collaborative relationship regarding natural and cultural resource protection. Written agreements would be entered into for special projects and special management programs. Other non-profit preservation organizations and land trusts would advocate for the park and assist the NPS in accomplishing its mission.

While the Key Partners would continue to purchase high-priority tracts of land, the current land status – about a third of the park owned and protected from development by the Key Partners – would not be expected to change significantly under Alternative B.

2.6.2 Partnerships (Alternative B)

The NPS and the Key Partners would have a generally informal relationship with written agreements for special projects and management programs.

The NPS and the Key Partners would continue to have a generally informal, collaborative relationship to share information, discuss issues of mutual concern, and coordinate responses to resource threats. In addition, the NPS would serve as a

facilitator among the Key Partners for land and resource protection and other shared goals. The NPS and the Key Partners would manage their lands cooperatively per written, shared strategies for managing natural and cultural resources. Additionally, the NPS and the Key Partners would develop written agreements to undertake special projects and manage various aspects of the park.

2.6.3 Land Protection (Alternative B)

The Key Partners would have primary responsibility for land acquisition and resource protection. The NPS would acquire land and interests in land by donation or from willing sellers as funds are available.

The land acquisition strategy under Alternative B would be the same as in Alternative A. Under Alternative B, the Key Partners would have the primary responsibility for land acquisition and resource protection. The NPS would not actively seek to be an owner of significant acreage within the park, but would accept donations of land or conservation easements and would continue to acquire land with appropriated funds. Assuming that existing funding levels for land acquisition continue, the NPS and the Key Partners would likely acquire an additional 200 acres of land within the park.

2.6.4 Resource Management (Alternative B)

- **Cultural Resource Management**

Cultural resource management actions in Alternative B would generally be the same as those described above for Alternative A.

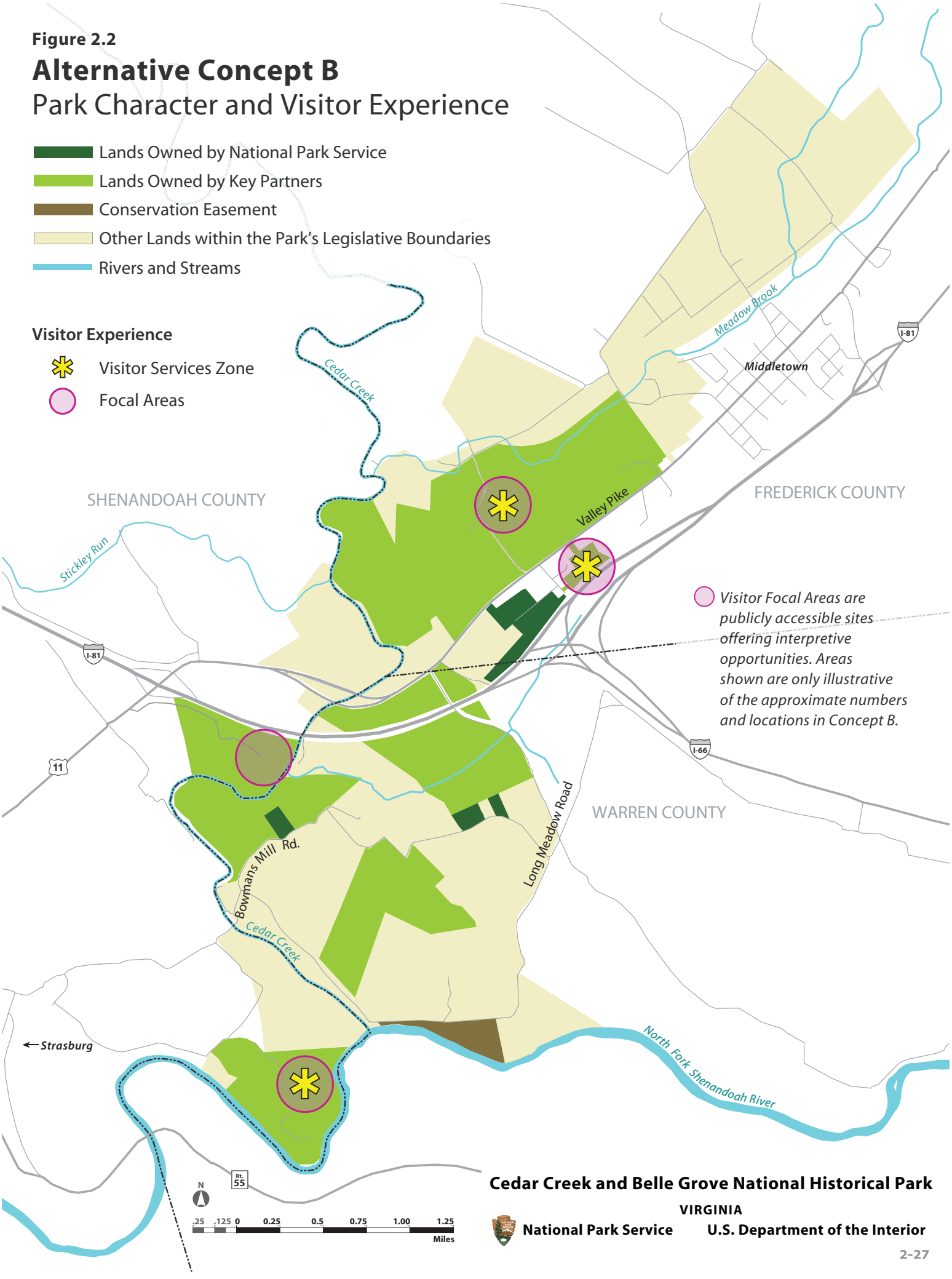
Under Alternative B, the NPS would manage the historic property that it owns in the park – Hite-Whitham Farm (c. 1840) – as well as all other cultural resources that it acquires in accordance with the NPS *Management Policies* (NPS 2006d) and NPS *Cultural Resource Management Guidelines* (NPS 1998). Within the timeframe of the GMP, the NPS would also likely rehabilitate and adaptively reuse the Hite-Whitham House (c. 1840) and farm-related outbuildings to support park operations and visitor interpretation. All management actions at Hite-Whitham Farm would be completed in accordance with the mitigation measures summarized below in Section 2.11.

In Alternative B, the NPS would extend its technical assistance to private owners of cultural resources in the park, helping them to understand the historic significance of their property, treatment options, historic preservation tax incentives, and the overall economic benefits of historic preservation. Technical assistance would include assistance with National Register nominations to owners of significant properties. The NPS would also educate private landowners regarding the need to protect collections and accept collections related to park resources from willing donors.

Figure 2.2

Alternative Concept B

Park Character and Visitor Experience



Cedar Creek and Belle Grove National Historical Park

VIRGINIA

National Park Service **U.S. Department of the Interior**

- **Natural Resource Management**

Natural resource management actions in Alternative B would generally be the same as those for Alternative A. In Alternative B, the NPS would acquire some property within the park using already appropriated funds and potentially through donations. Acquired properties would be managed in accordance with the NPS *Management Policies* (NPS 2006d) and other relevant NPS guidelines. Natural resources on NPS property would be managed to generally protect natural processes and population diversity. The types of management actions that would occur in Alternative B would be similar to those described for Alternative A.

In Alternative B, the NPS would extend its technical assistance to private owners of significant natural resources in the park, helping identify resources, conveying information about their significance, and assisting with resource management.

2.6.5 Visitor Experience, Interpretation, and Education (Alternative B)

Visitors would experience the park primarily at Key Partner-owned sites and via self-guided auto-touring routes.

Visitors would experience the park primarily at Belle Grove, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister Tract, as well as at reenactments. Opportunities to explore the park would also be made available through the development of self-guided auto-touring routes. The NPS and the Key Partners would collaborate on interpretive planning. The NPS would provide information to visitors through a system of electronic media, which could include a web-based orientation, AM radio broadcasts, cell phone tours, CD rentals, MP3/iPod downloads, etc. The NPS interpretive staff would focus on providing programs and ranger-led tours of the park. Publicly accessible visitor focal areas would offer interpretive and educational opportunities. The desired visitor experience for each zone is outlined in Table 2.3.

2.6.6 Park Facilities (Alternative B)

Park facilities would be provided by the Key Partners.

Visitor contact facilities would be provided by the Key Partners at Belle Grove, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister Tract. Interpretive and orientation materials on the park and the National Historic District would be available at these sites. Electronic media (see Section 2.6.5 above) would be used to enable visitors to take self-guided tours of the park. In addition, the NPS and the Key Partners would collaborate to develop auto touring routes on existing roads and a trail system on land owned by the Key Partners and possibly on rights-of-way acquired from willing sellers. Several miles of trail, with a few trailheads, would be developed and maintained. Park signage would guide visitors

to appropriate sites. An interpretive wayside would be developed. Ancillary facilities would be guided by the management zone prescriptions under "Appropriate Types of Visitor Facilities and Services" (see Table 2.3 above).

2.6.7 Transportation, Access, and Circulation (Alternative B)

Park access would be primarily vehicular, supplemented by trails on properties owned by the Key Partners. Wayfinding would assist visitors with accessing focal areas and the rural countryside within the park.

Interstate 81 and Valley Pike (Route 11) would provide regional access to the park. Once in the local area visitors would travel through the park on Valley Pike (Route 11) to access the network of rural county roads that would take them to the visitor contact facilities at the Key Partner's properties.

Visitors interested in exploring the park beyond the contact facilities of the Key Partners would do so via private vehicles following auto touring routes along Valley Pike (Route 11) and the park's rural county roads. Wayfinding signage would be installed to help visitors find attractions along the tour routes.

The park and the Key Partners would cooperate to develop approximately trails on land owned by the Key Partners, and possibly on rights-of-way acquired from willing sellers.

2.6.8 Park Operations and Staffing (Alternative B)

Park staff and operations would focus on developing and implementing interpretive programs as well as providing technical assistance.

The NPS would employ approximately six full-time employees, including the park superintendent, an historical landscape architect, an interpretive specialist, an interpretive ranger, an administrative officer, and a maintenance worker. Since this alternative calls for no NPS-managed visitor center and only minimal NPS land ownership, NPS staff would be focused on providing technical assistance to communities and the Key Partners, and interpretive programs and media on key partner- owned and privately owned lands within the park. The park would utilize NPS systemwide technical assistance from the NPS Regional and Washington Offices. Volunteers would play a role in providing administrative assistance to the NPS and assisting with park programs. The staffing of key partner organizations would not be expected to change substantially from its current levels.

The NPS administrative offices would be located in one of the park's adjacent communities, or possibly, at the recently-acquired 8693 Valley Pike site once that facility is appropriately rehabilitated. The offices of the Key Partners would continue to be located in their current locations (listed under Park Operations, Alternative A).

2.6.9 Technical Assistance (Alternative B)

The park would provide technical assistance on issues affecting resources within the park boundary.

NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to local governments in support of protecting resources within the park boundary. An important aspect of this technical assistance would be private landowners, with whom the NPS and the Key Partners would work on protection of sensitive natural and cultural resources. The NPS would also provide technical assistance to the Key Partners with property management, including resource protection, land stewardship, and use of best management practices. See Section 2.3, Management Element 9, for the types of technical assistance that could be offered.

2.6.10 Related Resources (Alternative B)

The park would rely on interest groups, local governments, and others to protect thematically related resources outside the park boundary.

Under Alternative B, the NPS and the Key Partners would collaborate with others to address threats to related resources outside the park as budgets and staffing allow. Related resources of interest would include scenic resources that provide the visual setting for the park, cultural resources that are thematically related to the park, and natural resources – such as hydrologic resources – that are functionally related to the park.

2.6.11 Costs (Alternative B)

Estimates of annual operating costs and one-time costs associated with Alternative B have been prepared using NPS and industry cost estimating guidelines (see Table 2.7 in Section 2.12 below). These costs are presented for comparative purposes only and will be refined at a later date based upon final design of facilities and other considerations. Actual costs will vary depending on if and when specific actions are implemented and on contributions by partners and volunteers.

- **NPS Annual Operating Costs**

NPS annual operating costs associated with Alternative B are estimated to be $701,956 (2007$). This includes the anticipated cost for staff salaries and benefits for 6 full-time equivalent staff plus one seasonal employee, utilities, supplies, leasing (including leased park offices, as in Alternative A), and other materials needed for park maintenance and operations.

- **NPS One-Time Costs**

NPS one-time costs associated with Alternative B are estimated to be $2,719,280 (2007$), including one-time facilities costs and non-facilities costs. Facilities costs are those required for rehabilitation of structures at Hite-Whitham Farm and for

development of trails, trailheads, picnic facilities, and wayside pull-offs. Non-facilities costs are those required for cultural landscape restoration at the Hite-Whitham Farm, historic resource studies, signage, and interpretive media.

- **Land Acquisition Costs**

Under Alternative B, the estimated cost to acquire land and interests in land is $4,000,000 (2007$). The Key Partners would have the primary responsibility for acquiring land and interests in land. Land acquisition cost estimates are preliminary and intended solely for general planning purposes. Actual land acquisition costs would be determined by detailed appraisals when lands are considered for acquisition.

- **NPS Deferred Maintenance Costs**

As in Alternative A, there are no deferred maintenance costs associated with Alternative B. Existing park assets include the Hite-Whitham Farm; costs to be incurred for rehabilitation and adaptive reuse of the Hite-Whitham Farm are in the NPS one-time facilities costs presented above.

2.7 Alternative C

2.7.1 Concept (Alternative C)

In Alternative C, the park's cultural heritage and natural history stories would be told at a central location with a unified message; this central hub would orient visitors to the park, the operations of the NPS and the Key Partners, and the National Historic District (see Figure 2.3). Focal areas elsewhere in the park would provide immersion experiences where stories would be told in more depth. Focal areas would include the existing Key Partner sites at Belle Grove Plantation, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister Tract. Several additional focal areas would be added as historically significant sites are acquired. Visitors would travel to focal areas via auto routes with wayfinding signage, several wayside pull-offs, and supporting interpretive materials made available at the Key Partner sites as well as through the internet. Visitors would also explore the park on trails that connect lands owned by the Key Partners and the NPS and that follow the course of the Battle of Cedar Creek and the historic mill road network. All of the park's stories would be told at sites throughout the park.

Visitors would perceive the park as a unit of the national park system. NPS rangers would offer interpretive programs and activities at its visitor's center and at NPS-owned focal areas, and at Key Partner sites and other properties in the Park, as may be requested. The NPS would provide technical assistance to the Key Partners, the Community Partners, and private landowners regarding preservation of historic and natural resources within and in proximity to the park, as well as its viewsheds. The NPS would rehabilitate and adaptively reuse the farmhouse and barn at the Hite-Whitham Farm for park operations and visitor interpretation. NPS park offices

would be located at a visitor center and possibly at the recently-acquired 8693 Valley Pike site.

The NPS and the Key Partners would develop a coordinated interpretive program that would utilize the primary interpretive themes and their related stories, as well as identify places in the park where those stories would be told. There would be an informal collaborative relationship regarding natural and cultural resource protection. Written agreements would be entered into for special projects and special management programs. Other non-profit preservation organizations and land trusts would advocate for the park and assist the NPS in accomplishing its mission.

The NPS and Key Partners would acquire land from willing sellers, providing resource protection at key historic sites that would become visitor focal areas.

2.7.2 Partnerships (Alternative C)

The NPS and the Key Partners would have a generally informal relationship with written agreements for special projects and management programs.

Under Alternative C, the NPS and the Key Partners would continue to have a generally informal, collaborative relationship to share information, discuss issues of mutual concern, and coordinate responses to resource threats. In addition, the NPS would serve as a facilitator among the Key Partners for land and resource protection and other shared goals. The NPS and the Key Partners would manage their lands cooperatively per written, shared strategies for managing natural and cultural resources. Additionally, the NPS and the Key Partners would develop written agreements to undertake special projects and manage various aspects of the park.

2.7.3 Land Protection (Alternative C)

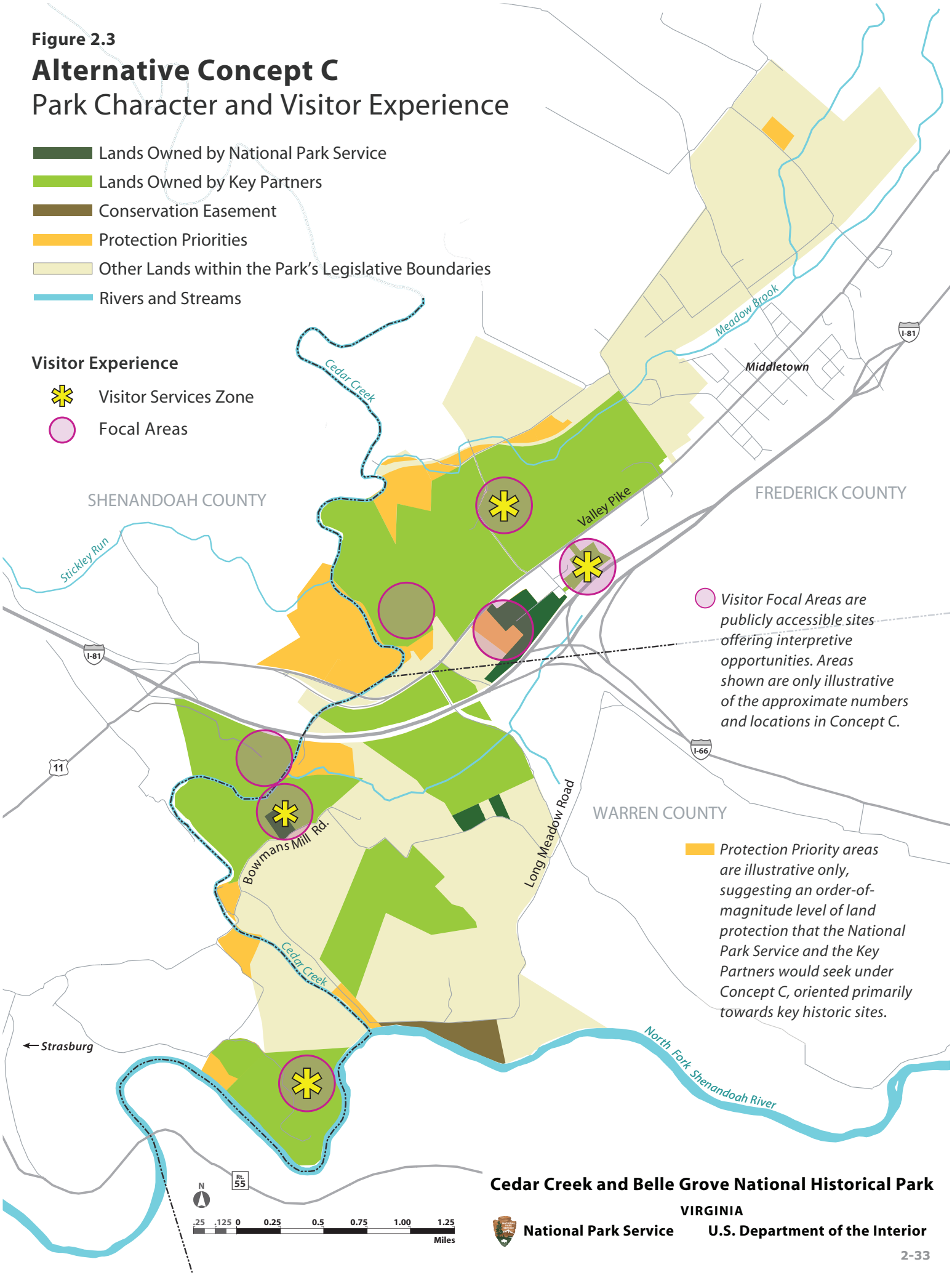
The NPS and the Key Partners would acquire land and interests in land in a phased approach based on land protection plan priorities. The highest priority or first phase would be to acquire key historic sites that would become visitor focal areas.

In Alternative C, the NPS and Key Partners would actively seek to acquire land or interests in land by donation or from willing sellers using appropriated funds. A land protection plan would be developed in consultation with the Key Partners and other interested stakeholders in which the top priority would be key historic sites that would become visitor focal areas. These sites would be purchased in a phased approach with both the NPS and the Key Partners seeking to acquire land or interests in land. The lands within the Contemporary Settlement and Town and Countryside zones – about 300 acres -- would be the lowest priority for land acquisition and would likely not be acquired, unless warranted by special circumstances. Assuming availability of funding, the NPS and the Key Partners would acquire approximately 2,000 additional acres of land or interests in land within the park over the life of the GMP. The NPS and the Key Partners would work

Figure 2.3

Alternative Concept C

Park Character and Visitor Experience



Visitor Focal Areas are publicly accessible sites offering interpretive opportunities. Areas shown are only illustrative of the approximate numbers and locations in Concept C.

Protection Priority areas are illustrative only, suggesting an order-of-magnitude level of land protection that the National Park Service and the Key Partners would seek under Concept C, oriented primarily towards key historic sites.

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together to acquire these lands and may collaborate on funding.

2.7.4 Resource Management (Alternative C)

- **Cultural Resource Management**

Cultural resource management actions in Alternative C would generally be the same as those described above for Alternatives A and B.

Under Alternative C, the NPS would manage the historic property that it owns in the park - Hite-Whitham Farm (c. 1840) – as well as all other cultural resources that it acquires in accordance with the *NPS Management Policies* (NPS 2006d) and *NPS Cultural Resource Management Guidelines* (NPS 1998). Within the timeframe of the GMP, the NPS would rehabilitate and adaptively reuse the Hite-Whitham House (c. 1840) and farm-related outbuildings to support park operations and visitor interpretation. All management actions at Hite-Whitham Farm would be completed in accordance with the mitigation measures summarized below in Section 2.11.

As in Alternative B, in Alternative C the NPS would also extend its technical assistance to private owners of cultural resources in the park.

In Alternative C, the NPS and Key Partners would acquire significant historic sites within the park. Implementation of cultural resource management actions (as outlined above in Alternative A) for these properties would require significantly increased operational support from the NPS when compared to Alternatives A and B. The NPS would provide technical assistance to the Key Partners in meeting the increased cultural resource management needs for these properties and in seeking financial support for their documentation, treatment, and long-term protection.

In Alternative C, the NPS would inventory the park's cultural landscapes and assess impacts both within and outside the park that compromise their integrity. Strategies would be developed to mitigate adverse impacts on the park's cultural landscapes.

- **Natural Resource Management**

Natural resource management actions in Alternative C would generally be the same as those described for Alternatives A and B. In Alternative B, the NPS would acquire significant historic sites within the park. Acquired properties would be managed in accordance with NPS *Management Policies* (NPS 2006d) and other relevant NPS guidelines. Natural resources on NPS property would be managed to generally protect natural processes and population diversity. The types of management actions that would occur in Alternative C would be similar to those described for Alternative A.

As in Alternative B, in Alternative C the NPS would extend its technical assistance to private owners of significant natural resources in the park, helping identify

resources, conveying information about their significance, and assistance with resource management.

2.7.5 Visitor Experience, Interpretation, and Education (Alternative C)

Visitors would be oriented to the park at a central location with a unified message. Then they could explore – by vehicle or on trails – protected sites where the park's stories would be told.

The NPS, Key Partners, and others would develop and implement a coordinated interpretive plan and programs throughout the park. Interpretation would occur at an NPS-managed visitor center, on NPS- and Key Partner-owned lands, and possibly on private lands owned by those willing to participate in the park's interpretation program. NPS would provide information to visitors through electronic media, which could include a web-based orientation, radio broadcasts, cell phone tours, CD rentals, MP3/iPod downloads, etc. Publicly accessible visitor focal areas would offer interpretive and educational opportunities. The desired visitor experience for each zone is outlined in Table 2.3.

2.7.6 Park Facilities (Alternative C)

Park facilities would be provided by the NPS and the Key Partners.

A new visitor center would orient visitors to the park and the National Historic District. The new facility would be built, maintained, and operated by the NPS, one of the Key Partners, or through a partnership between the NPS and one of more of the Key Partners.

The visitor center would be located within or near the park. Site selection criteria would include:

- road access that can accommodate visitors and park operations without adversely impacting local travel patterns
- access to utilities
- location away from significant natural or historic resources
- site conditions suitable for development without major adverse impacts on cultural, natural, and scenic resources
- location where the potential is low for inducing unsuitable private development within the park

Per Executive Order 13423 on sustainable practices, the visitor center would be designed to be energy efficient, reduce enclosed space, and when practical, export interior functions to exterior locations. The visitor center would attempt to meet Leadership in Energy and Environmental Design (LEED) standards for design, construction, and operation of high-performance green buildings. Re-use of an existing structure to serve as a park visitor center has not been ruled

out, but at this time, a suitable facility has not been found. The Hite-Whitham Farm, owned by the NPS, fails to meet several of the criteria for a visitor center outlined above.

Additional visitor contact facilities would be provided by the Key Partners at Belle Grove, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister Tract. The NPS and the Key Partners would collaborate to develop auto touring routes on existing roads and a trail system on land owned by the Key Partners, the NPS, and on rights-of-way acquired from willing sellers. Several miles of trail, with an appropriate number of trailheads, would be developed and maintained. Park signage would guide visitors to appropriate sites. Several interpretive waysides would be developed. Ancillary facilities would be guided by the zone prescriptions under "Appropriate Types of Visitor Facilities and Services" (see Table 2.3 above).

2.7.7 Transportation, Access, and Circulation (Alternative C)

Park access would be predominately vehicular, supplemented by a developed system of trails. Wayfinding would assist visitors with accessing the park's focal areas and rural countryside.

Interstate 81 and Valley Pike (Route 11) would provide regional access to the park. Once in the local area visitors would travel through the park on Valley Pike (Route 11) to access the park's visitor center and the network of rural county roads that would take them to the visitor contact facilities at the Key Partner's properties.

Visitors interested in exploring the park beyond the contact facilities of the Key Partners would do so via private vehicles following auto touring routes along Valley Pike (Route 11) and the park's rural county roads. Wayfinding signage would be installed to help visitors find attractions along the tour routes.

The NPS and the Key Partners would cooperate to develop trails on land owned by the NPS, the Key Partners, and possibly on rights-of-way acquired from willing sellers. These trails would (1) follow the course of the Battle of Cedar Creek and the historic mill road network, and (2) connect properties owned by the NPS and the Key Partners.

2.7.8 Park Operations and Staffing (Alternative C)

Park staff and operations would focus on managing a visitor center, protecting and maintaining park lands and facilities, developing and implementing interpretive programs and educational programs, and providing technical assistance.

Under Alternative C, the NPS would manage a visitor center and have a substantial increase in acres to manage over alternatives A and B. With increased facilities to staff and lands to manage comes the need for increased personnel. The NPS would employ approximately 10 full-time employees, including the park superintendent,

an historical landscape architect, a natural resource specialist, a cultural resource specialist, a visitor services and interpretation division (4 staff), a maintenance worker, an administrative officer, and seasonal employees. These positions would be phased in over the 20-year life of the plan as increased land holdings and facilities create the need for more staff. The NPS staff would focus on protecting natural and cultural resources, managing the visitor center, maintaining park lands and facilities, providing interpretive media and programs, providing educational programs, and providing technical assistance to communities and the Key Partners. The park would utilize NPS systemwide technical assistance from the NPS Regional and Washington offices. Volunteers would play a substantial role in staffing the visitor center, providing administrative assistance to the NPS, and assisting with park programs. The staffing of the Key Partner organizations would not be expected to change substantially from its current levels.

The NPS administrative offices would be located in the NPS managed visitor center, and possibly at the recently acquired 8693 Valley Pike site once that structure is appropriately rehabilitated.

2.7.9 Technical Assistance (Alternative C)

The NPS and the Key Partners would provide technical assistance for protection of the park's resources and viewsheds to one another, to private landowners, and to nearby communities.

The NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities to protect resources within the park boundary and important views in and around the park. The NPS would also provide technical assistance to the Key Partners with property management, including resource protection, land stewardship, and use of best management practices. See Section 2.3, Management Element 9, for the types of technical assistance that could be offered.

2.7.10 Related Resources (Alternative C)

The NPS and the Key Partners would develop proactive strategies to protect resources outside the park boundary that are functionally or thematically-related to the park

Resources of interest outside the boundary include scenic resources that provide the visual setting for the park, cultural resources that are thematically related to the park, and natural resources – such as hydrologic resources – that are functionally related to the park. Proactive strategies would include, but not be limited to protection of adjacent lands with conservation easements, consultation with local governments and businesses, working with conservation and preservation organizations, and consideration of a future park boundary adjustment.

2.7.11 Costs (Alternative C)

Estimates of annual operating costs and one-time costs associated with Alternative C have been prepared using NPS and industry cost estimating guidelines (see Table 2.7 in Section 2.12 below). These costs are presented for comparative purposes only and will be refined at a later date based upon final design of facilities and other considerations. Actual costs will vary depending on if and when specific actions are implemented and on contributions by partners and volunteers.

- **NPS Annual Operating Costs**

NPS annual operating costs associated with Alternative C are estimated to be $1,364,052 (2007$). This includes the anticipated cost for staff salaries and benefits for 10 full-time equivalent staff and 4 seasonal employees, utilities, supplies, leasing, and other materials needed for park maintenance and operations.

- **NPS One-Time Costs**

NPS one-time costs associated with Alternative C are estimated to be $12,981,943 (2007$), including one-time facilities costs and non-facilities costs. Facilities costs are those required for rehabilitation of structures at Hite-Whitham Farm and for development of a park building with visitor contact facilities and administrative space for 10 full-time staff, an operations facility, trails, trailheads, picnic facilities, and wayside pull-offs. Non-facilities costs are those required for cultural landscape restoration at the Hite-Whitham Farm and elsewhere in the park, historic resource studies, historic structures reports, cultural landscape reports, signage, and interpretive media.

- **Land Acquisition Costs**

Under Alternative C, the estimated cost for the NPS and the Key Partners to acquire land and interests in land is $40,000,000 (2007$). The NPS and the Key Partners would work together to acquire these lands and funding for their purchase would be a collaborative effort. Funding would also be sought from conservation trusts, friends groups, and other donors. Land acquisition cost estimates are preliminary and intended solely for general planning purposes. Actual land acquisition costs would be determined by detailed appraisals when lands are considered for acquisition.

- **NPS Deferred Maintenance Costs**

As in Alternatives A and B, there are no deferred maintenance costs associated with Alternative C. Existing park assets include the Hite-Whitham Farm; costs to be incurred for rehabilitation and adaptive reuse of the Hite-Whitham Farm are in the NPS one-time facilities costs presented above.

2.8 Alternative D (Preferred)

2.8.1 Concept (Alternative D)

In Alternative D, the park's cultural heritage and natural history stories would be told at a central location with a unified message (see Figure 2.4). This central hub would orient visitors to the park, the operations of the NPS and the Key Partners, and the National Historic District; and would support educational programs, research, and other activities that help the park realize its special mandates for resource conservation. Focal areas within protected cultural landscapes elsewhere in the park would provide immersion experiences where stories would be told in more depth. Focal areas would include the existing Key Partner sites at Belle Grove Plantation, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister Tract. Several focal areas would be added as historically significant sites and adjoining cultural landscapes are acquired. Visitors would travel to focal areas via auto routes with wayfinding signage, numerous wayside pull-offs, and supporting interpretive materials made available at NPS and Key Partner sites as well as through the internet. Visitors would also explore the park on trails that connect lands owned by the Key Partners and the NPS, that follow the course of the Battle of Cedar Creek and the historic mill road network, and that connect to the towns of Middletown and Strasburg and the George Washington National Forest. All of the park's stories would be told at sites throughout the park.

Visitors would perceive the park as a unit of the national park system. NPS rangers would offer interpretive programs and activities at its visitor's center and at NPS-owned focal areas, and at Key Partner sites and other properties in and outside the Park, as may be requested. The NPS would provide technical assistance to the Key Partners, the Community Partners, and private landowners regarding preservation of historic and natural resources within and in proximity to the park, as well as protection of the park's viewsheds and related resources outside the park boundary. The NPS would rehabilitate and adaptively reuse the farmhouse and barn at the Hite-Whitham Farm for park operations and visitor interpretation. NPS park offices would be located within a visitor center and possibly at the recently-acquired 8693 Valley Pike site.

The NPS and the Key Partners would develop a coordinated interpretive program that would utilize the primary interpretive themes and their related stories, as well as identify places in the park where those stories would be told. There would be a formal relationship among the NPS and the Key Partners regarding resource management, interpretive programs, and park operations. Other non-profit preservation organizations and land trusts would advocate for the park and assist the NPS in accomplishing its mission.

Protection of the park's resources would emphasize acquisition from willing sellers of cultural landscapes, sensitive natural resources, and connections between lands owned by the Key Partners and the NPS.

2.8.2 Partnerships (Alternative D)

The NPS and the Key Partners would have a formalized relationship.

The NPS and the Key Partners would enter into a formal relationship that defines a division of labor for various programs, events, and park operations.

2.8.3 Land Protection (Alternative D)

The NPS and the Key Partners would acquire land and interests in land in a phased approach based on land protection plan priorities. The highest priority or first phase would be cultural landscape and natural resource protection and providing connectivity between land owned by the Key Partners and the NPS.

In Alternative D, the NPS and Key Partners would seek to acquire substantial acreage within the park, actively acquiring land or interests in land by donation or from willing sellers using appropriated funds. In Alternative D, a land protection plan would be developed in consultation with the Key Partners and other interested stakeholders in which the top priority would be protecting the park's cultural landscapes and sensitive natural resources, and providing connectivity between parcels of land owned by the Key Partners and the NPS. These landscapes would be purchased in a phased approach with both the NPS and the Key Partners seeking to acquire land or interests in land. Land acquisition would be a high priority program for the NPS. Lands within the Contemporary Settlement and Town and Countryside zones would be the lowest priority for acquisition, and would likely not be acquired, unless warranted by special circumstances. Assuming availability of funding, the NPS and the Key Partners would acquire approximately 2,000 additional acres of land or interests in land within the park over the life of the GMP. The NPS and the Key Partners would work together to acquire these lands and may collaborate on funding.

2.8.4 Resource Management (Alternative D)

- **Cultural Resource Management**

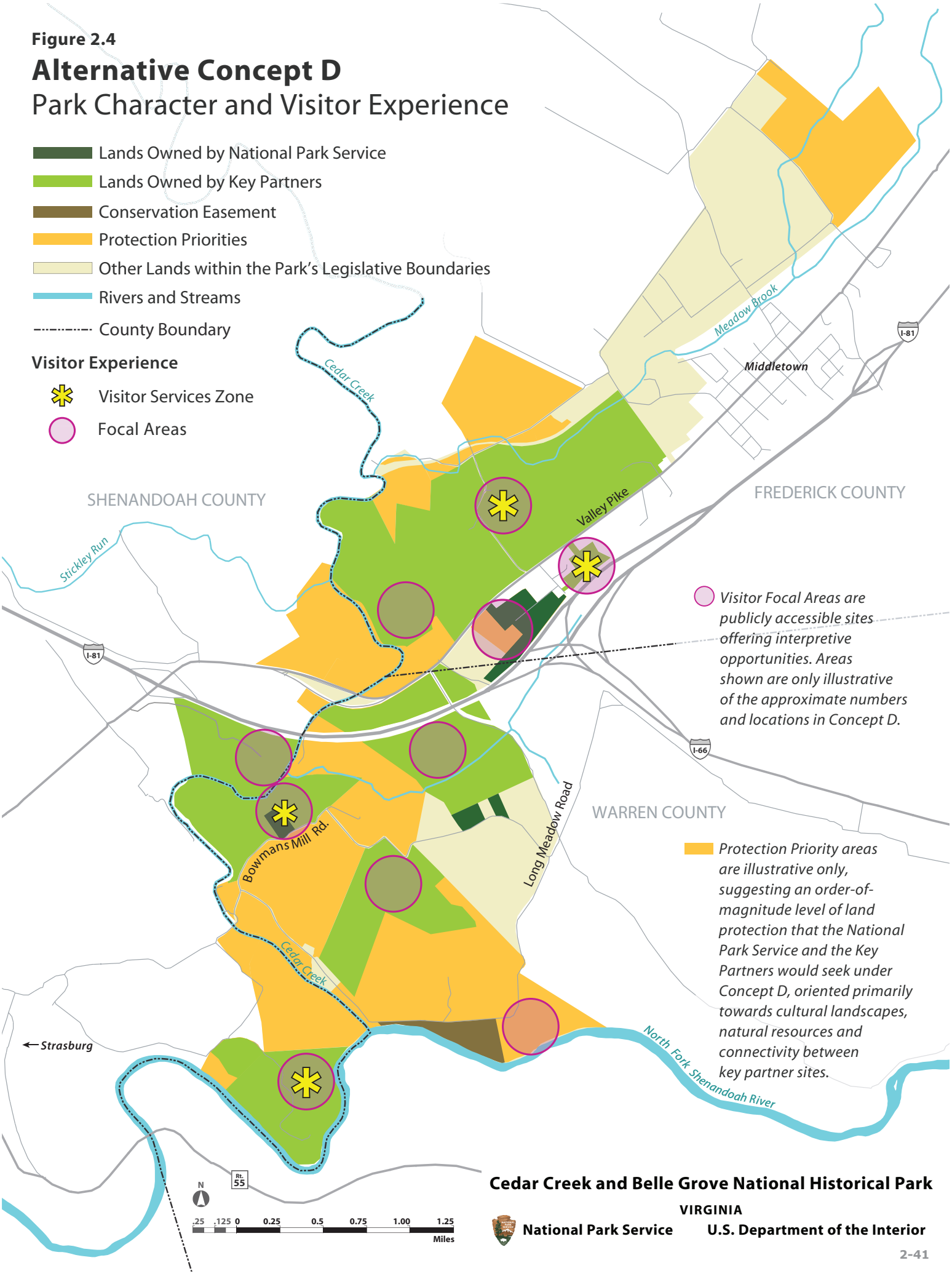
Cultural resource management actions in Alternative D would generally be the same as those described above for Alternatives A, B, and C.

Under Alternative D, the NPS would manage the historic property that it owns in the park - Hite-Whitham Farm (c. 1840) – as well as all other cultural resources that it acquires in accordance with NPS *Management Policies* (NPS 2006d) and *NPS Cultural Resource Management Guidelines* (NPS 1998). Within the timeframe of the GMP, the NPS would rehabilitate and adaptively reuse the Hite-Whitham House (c.

Figure 2.4

Alternative Concept D

Park Character and Visitor Experience



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1840) and farm-related outbuildings to support park operations and visitor interpretation. All management actions at Hite-Whitham Farm would be completed in accordance with the mitigation measures summarized below in Section 2.11.

As in Alternatives B and C, in Alternative D the NPS would also extend its technical assistance to private owners of cultural resources in the park.

In Alternative D, the NPS would acquire cultural landscapes as well as the significant historic sites in the park. Implementation of cultural resource management actions (as outlined above in Alternative A) for these properties would require significantly increased operational support from the NPS when compared to Alternatives A, B, and C. The Key Partners would also seek to acquire broader landscapes and historic sites. The NPS would provide technical assistance to the Key Partners in meeting the increased cultural resource management needs for these properties and in seeking financial support for their documentation, treatment, and long-term protection.

As in Alternative C, in Alternative D the NPS would inventory the park's cultural landscapes and assess impacts both within and outside the park that compromise their integrity. Strategies would be developed to mitigate adverse impacts on the park's cultural landscapes.

- **Natural Resource Management**

Natural resource management actions in Alternative D would generally be the same as those described for Alternatives A, B, and C. In Alternative D, the NPS would acquire land within the park, as funding allows. Acquired properties would be managed in accordance with NPS *Management Policies* (NPS 2006d) and other relevant NPS guidelines. Natural resources on NPS property would be managed to generally protect natural processes and population diversity. The types of management actions that would occur in Alternative D would be similar to those described for Alternative A.

As in Alternatives B and C, in Alternative D the NPS would extend its technical assistance to private owners of significant natural resources in the park, helping identify resources, conveying information about their significance, and providing assistance with resource management.

2.8.5 Visitor Experience, Interpretation, and Education (Alternative D)

Visitors would be oriented to the park at a central location with a unified message. Then they could explore – by vehicle or on trails – protected sites where the park's stories and those of the Shenandoah Valley Battlefields National Historic District would be told. Educational programs would be offered for school groups and others.

The NPS, the Key Partners, and others would develop and implement a coordinated interpretive plan and programs throughout the park; interpretation would occur at a

visitor center, on NPS- and Key Partner-owned lands, and on private lands owned by those willing to participate in the park's interpretation program. The NPS would provide interpretative media and sponsor occasional programs at selected sites in the National Historic District to assist in conveying the meaning of the park's resources and values as they relate to sites in the district. The NPS would provide information to visitors through a system of electronic media, which could include a web-based orientation, AM radio broadcasts, cell phone tours, CD rentals, MP3/iPod downloads, etc. Publicly accessible visitor focal areas would offer interpretive and educational opportunities. The desired visitor experience for each zone is outlined in Table 2.3.

2.8.6 Park Facilities (Alternative D)

Park facilities would be provided by the NPS and the Key Partners.

A new visitor center would orient visitors to the park and the National Historic District, tie the park together with a unified message, and support educational programs, research, and other activities that help the park realize its special mandates for resource conservation (see Section 1.6.5). The new facility would be built, maintained, and operated by the NPS, one of the Key Partners, or through a partnership between the NPS and one of more of the Key Partners.

The visitor center would be located within or near the park. Site selection criteria would include:

- road access that can accommodate visitors and park operations without adversely impacting local travel patterns
- access to utilities
- location away from significant natural or historic resources
- site conditions suitable for development without major adverse impacts on cultural, natural, and scenic resources
- location where the potential is low for inducing unsuitable private development within the park

Per Executive Order 13423 on sustainable practices, the visitor center would be designed to be energy efficient, reduce enclosed space, and when practical, export interior functions to exterior locations. The visitor center would attempt to meet Leadership in Energy and Environmental Design (LEED) standards for design, construction, and operation of high-performance green buildings. Re-use of an existing structure to serve as a park visitor center has not been ruled out, but at this time, a suitable facility has not been found. The Hite-Whitham Farm, owned by NPS, fails to meet several of the criteria for a visitor center outlined above.

Visitor contact facilities would be provided by the Key Partners at Belle Grove, the Cedar Creek Battlefield Foundation Headquarters, Harmony Hall, and the Keister

Tract. The NPS and the Key Partners would collaborate to develop auto touring routes on existing roads and a trail system on land owned by the Key Partners, the NPS, and on rights-of-way acquired from willing sellers. Multiple miles of trail, with an appropriate number of trailheads, would be developed and maintained. Park signage would guide visitors to appropriate sites. Several interpretive waysides would be developed. Ancillary facilities would be guided by the zone prescriptions under "Appropriate Types of Visitor Facilities and Services" (see Table 2.3 above).

2.8.7 Transportation, Access, and Circulation (Alternative D)

Park access would be largely vehicular, supplemented by a well-developed system of trails that provides connections to adjacent communities and regional trails. Wayfinding would assist visitors with accessing the park's focal areas and rural countryside.

Park vehicular access would be along state and county roads, and Valley Pike (Route 11). The park would develop auto touring routes along these roads, guiding visitors throughout much of the park. The park would develop a trail network that provides access to interpretation and recreation opportunities, that follows the course of the battle and the historic mill road network, and that connects to regional trails outside the park.

Interstate 81 and Valley Pike (Route 11) would provide regional access to the park. Once in the local area visitors would travel through the park on Valley Pike (Route 11) to access the park's visitor center and the network of rural county roads that would take them to the visitor contact facilities at the Key Partners' properties.

As in Alternative B, visitors interested in exploring the park beyond the contact facilities of the Key Partners would do so via private vehicles following auto touring routes along Valley Pike (Route 11) and the park's rural county roads. Wayfinding signage would be installed to help visitors find attractions along the tour routes.

The park and the Key Partners would cooperate to develop trails on land owned by the NPS, the Key Partners, and possibly on rights-of-way acquired from willing sellers. These trails would (1) follow the course of the Battle of Cedar Creek and the historic mill road network (2) connect properties owned by the NPS and the Key Partners, and (3) connect to the towns of Middletown and Strasburg and the George Washington National Forest.

2.8.8 Park Operations and Staffing (Alternative D)

Park staff and operations would focus on managing a visitor center, protecting and maintaining park lands and facilities, developing and implementing interpretive and educational programs, and providing technical assistance.

Under Alternative D, the NPS would manage a visitor center and have the largest amount of acres to manage among the alternatives; therefore, Alternative D calls

for the largest NPS staff. The NPS would employ approximately 14 full-time employees, including the park superintendent, an historical landscape architect, a volunteer coordinator, a natural resource specialist, a cultural resource specialist, an historian, a visitor services and interpretation division (5 staff), a maintenance division (2 staff), an administrative officer, and seasonal employees. These positions would be phased in over the 20-year life of the plan as increased land holdings and facilities create the need for more staff. NPS staff would focus on protecting natural and cultural resources, managing a visitor center, maintaining park lands and facilities, providing interpretive media and programs, providing educational programs, and providing technical assistance to communities and the Key Partners. The park would utilize NPS systemwide technical assistance from the NPS Regional and Washington Offices. Volunteers would play a substantial role in staffing the visitor center, providing administrative assistance to the NPS, and assisting with park programs. The staffing of the Key Partner organizations would not be expected to change substantially from its current levels.

The NPS administrative offices would be located in the NPS-managed visitor center, and possibly at the recently-acquired 8693 Valley Pike site.

2.8.9 Technical Assistance (Alternative D)

The NPS and the Key Partners would provide technical assistance with protection of the park's resources, viewsheds, and thematically related resources outside the park boundary to one another, to private landowners, and to nearby communities.

The NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities to protect resources within the park boundary, important views from the park, and thematically related resources in proximity to the park and within the Shenandoah Valley Battlefields National Historic District. The NPS would also provide technical assistance to the Key Partners with property management, including resource protection, land stewardship, and use of best management practices. See Section 2.3, Management Element 9, for the types of technical assistance that could be offered.

2.8.10 Related Resources (Alternative D)

The NPS and the Key Partners would develop proactive strategies to protect resources outside the park boundary that are functionally or thematically related to the park.

Resources of interest outside the boundary include scenic resources that provide the visual setting for the park, cultural resources that are thematically related to the park, and natural resources – such as hydrologic resources – that are functionally related to the park. Proactive strategies would include, but not be limited to, protection of adjacent lands with conservation easements, consultation with local

governments and businesses, working with conservation and preservation organizations, and consideration of a future park boundary adjustment.

2.8.11 Costs (Alternative D)

Estimates of annual operating costs and one-time costs associated with Alternative D have been prepared using NPS and industry cost estimating guidelines (see Table 2.7 in Section 2.12 below). These costs are presented for comparative purposes only and will be refined at a later date based upon final design of facilities and other considerations. Actual costs will vary depending on if and when specific actions are implemented and on contributions by partners and volunteers.

- **NPS Annual Operating Costs**

NPS annual operating costs associated with Alternative D are estimated to be $1,885,299 (2007$). This includes the anticipated cost for staff salaries and benefits for 14 full-time equivalent staff plus 6 seasonal employees, utilities, supplies, leasing, and other materials needed for park maintenance and operations.

- **NPS One-Time Costs**

NPS one-time costs associated with Alternative D are estimated to be $17,971,527 (2007$), including one-time facilities costs and non-facilities costs. Facilities costs are those required for rehabilitation of structures at Hite-Whitham Farm and for development of a park building with visitor contact facilities and administrative space for 14 full-time staff, an operations facility, trails, trailheads, picnic facilities, and wayside pull-offs. Non-facilities costs are those required for cultural landscape restoration at the Hite-Whitham Farm and elsewhere in the park, historic resource studies, historic structures reports, cultural landscape reports, signage, and interpretive media.

- **Land Acquisition Costs**

Under Alternative D, the estimated cost for NPS and the Key Partners to acquire land and interests in land is $40,000,000 (2007$). The NPS and the Key Partners would work together to acquire these lands and funding for their purchase would be a collaborative effort. Funding would also be sought from conservation trusts, friends groups, and other donors. Land acquisition cost estimates are preliminary and intended solely for general planning purposes. Actual land acquisition costs would be determined by detailed appraisals when lands are considered for acquisition.

- **NPS Deferred Maintenance Costs**

As in Alternatives A, B, and C, there are no deferred maintenance costs associated with Alternative D. Existing park assets include the Hite-Whitham Farm; costs to be incurred for rehabilitation and adaptive reuse of the Hite-Whitham Farm are in the NPS one-time facilities costs presented above.

2.9 Alternatives Comparison Table

Table 2.5 Comparison of Alternatives

	Management Objectives			
	Alternative A (Continuation of Current Management)	**Alternative B**	**Alternative C**	**Alternative D (Preferred)**
Partnerships	▪ The NPS and Key Partners would have an informal collaborative relationship ▪ Lands would be managed independently	▪ The NPS and Key Partners would have a generally informal relationship with written agreements for special projects and management programs ▪ The NPS would serve as a facilitator for land and resource protection ▪ The NPS and the Key Partners would manage the lands cooperatively per written, shared strategies for managing natural and cultural resources	▪ Same as Alternative B	▪ The NPS and Key Partners would enter into a formal relationship that defines a division of labor for various programs, events, and park operations
Land Protection *(as stated in Section 6 of the park's enabling legislation, land acquisition can occur only from willing sellers- see Appendix A)*	▪ Key Partners would have primary responsibility for land acquisition, as funding allows ▪ The NPS would accept donated lands and seek to purchase land from willing sellers using currently appropriated funds, but would not actively seek to be an owner of significant acreage within the park	▪ Same as Alternative A	▪ The NPS and Key Partners would share responsibility for acquisition of land and interests in land ▪ Focus of land acquisition would be on key historic sites that would become visitor focal areas ▪ The NPS and Key Partners would develop land protection plan ▪ Funding for land acquisition would be a collaborative effort between NPS and Key Partners	▪ The NPS and Key Partners would share responsibility for acquisition of land and interests in land ▪ Focus would be acquisition of cultural landscapes, sensitive natural resources, and connections between NPS and Key Partner properties ▪ The NPS and Key Partners would develop land protection plan ▪ Funding for land acquisition would be a collaborative effort between NPS and Key Partners
Cultural Resource Management	▪ A few significant historic properties would be acquired in the park using already appropriated funds ▪ Hite-Whitham Farm buildings would be rehabilitated and adaptively reused to support park operations and visitor interpretation ▪ NPS-owned cultural resources would be managed pursuant to NPS *Management Policies,* NPS *Cultural Resource Management Guidelines,* and DO-28A*: Archeology* ▪ Key Partners would be encouraged to follow NPS cultural resource management policies and guidelines	▪ A few significant historic properties would be acquired in the park using already appropriated funds ▪ Hite-Whitham Farm buildings would be rehabilitated and adaptively reused to support park operations and visitor interpretation ▪ Cultural resource management would occur pursuant to NPS *Management Policies,* NPS *Cultural Resource Management Guidelines,* and DO-28A: *Archeology* ▪ Key Partners would be encouraged to follow NPS cultural resource management policies and guidelines ▪ Private property owners would be assisted with management of significant cultural resources	▪ The NPS and Key Partners would protect the park's significant historic sites, as funding permits ▪ Hite-Whitham Farm buildings would be rehabilitated and adaptively reused to support park operations and visitor interpretation; cultural landscape would be restored ▪ Cultural resource management would occur pursuant to NPS *Management Policies,* NPS *Cultural Resource Management Guidelines,* and DO-28A: *Archeology* ▪ Key Partners would be encouraged to follow NPS cultural resource management policies and guidelines ▪ Private property owners would be assisted with management of significant cultural resources ▪ Lands adjoining the park significant to the park's cultural landscape would be identified along with strategies to work with adjoining property owners to protect park resources	▪ The NPS and Key Partners would protect the park's cultural landscapes and significant historic properties, as funding permits ▪ Hite-Whitham Farm buildings would be rehabilitated and adaptively reused to support park operations and visitor interpretation; cultural landscape would be restored ▪ Cultural resource management would occur pursuant to NPS *Management Policies,* NPS *Cultural Resource Management Guidelines,* and DO-28A*: Archeology* ▪ The NPS and Key Partners would have a formal agreement defining how cultural resources are managed ▪ Private property owners would be assisted with management of significant cultural resources ▪ Lands adjoining the park significant to the park's cultural landscape would be identified along with strategies to work with adjoining property owners to protect park resources

Table 2.5 Comparison of Alternatives (continued)

	Management Objectives			
	Alternative A (Continuation of Current Management)	**Alternative B**	**Alternative C**	**Alternative D (Preferred)**
Natural Resource Management	▪ Natural resources acquired by NPS would be managed pursuant to NPS *Management Policies* and NPS *Cultural Resource Management Guidelines* ▪ Significant natural resources on NPS property would be managed to protect natural processes and population diversity ▪ Key Partners would be encouraged to follow NPS natural resource management policies and guidelines ▪ The NPS would provide natural resource management technical assistance to Key Partners	▪ Natural resources acquired by NPS would be managed pursuant to NPS *Management Policies* and NPS *Cultural Resource Management Guidelines* ▪ Significant natural resources on NPS property would be managed to protect natural processes and population diversity ▪ Key Partners would be encouraged to follow NPS natural resource management policies and guidelines ▪ The NPS would provide natural resource management technical assistance to Key Partners ▪ The NPS would provide technical assistance to private landowners of significant natural resources	▪ Same management actions as for Alternative B	▪ Same management actions as for Alternative B
Visitor Experience, Interpretation, and Education	▪ Visitors would experience the park at Belle Grove, Harmony Hall, the Cedar Creek Battlefield Foundation Headquarters, and the Keister Tract ▪ Interpretive emphasis would vary by site, as determined by each Key Partner ▪ Very limited opportunities for picnicking and hiking would be available at the Key Partner's sites	▪ Visitors would experience the park at Belle Grove, Harmony Hall, the Cedar Creek Battlefield Foundation Headquarters, and the Keister Tract ▪ The NPS and Key Partners would collaboratively develop interpretive media ▪ The NPS would develop electronic media for providing general information to visitors and for self-guided tours of the park ▪ Opportunities for hiking would be added through development of trails on key partner properties	▪ Visitors would be oriented to the park and the National Historic District at an NPS visitor center ▪ Visitors would experience protected sites throughout the park, including those owned by the NPS and the Key Partners (including but not limited to Belle Grove, Harmony Hall, the Cedar Creek Battlefield Foundation Headquarters, and the Keister Tract) ▪ An integrated interpretive plan would guide where and how the park's stories are told ▪ The NPS would develop electronic media for providing general information to visitors and for self-guided tours of the park ▪ Opportunities for hiking would be added through development of trails	▪ Visitors would be oriented to the park and the National Historic District at an NPS visitor center ▪ Visitors would experience protected cultural landscapes and sites throughout the park, including those owned by the NPS and the Key Partners (including but not limited to Belle Grove, Harmony Hall, the Cedar Creek Battlefield Foundation Headquarters, and the Keister Tract) ▪ An integrated interpretive plan would guide where and how the park's stories are told ▪ The NPS would develop electronic media for providing general information to visitors and for self-guided tours of the park ▪ The park visitor center would support educational, research, and resource conservation programs ▪ Opportunities for hiking would be added through development of trails ▪ The NPS would provide interpretative media and sponsor occasional programs at selected sites in the National Historic District

Table 2.5 Comparison of Alternatives (continued)

	Management Objectives			
	Alternative A (Continuation of Current Management)	**Alternative B**	**Alternative C**	**Alternative D (Preferred)**
Park Facilities	▪ Visitor contact and orientation to the park would be provided by Key Partners ▪ Trails, trailheads, and waysides would be developed by Key Partners on their property, as funding allows	▪ Visitor contact and orientation to the park would be provided by Key Partners ▪ The NPS and Key Partners would collaboratively develop auto touring routes on existing roads ▪ The NPS and Key Partners would collaboratively develop trails on land owned by Key Partners and possibly on rights-of-way acquired from willing sellers ▪ The NPS and Key Partners would collaboratively develop park wayfinding and general signage	▪ Initial visitor contact would be directed to an NPS visitor center ▪ Additional visitor contact and orientation to the park would occur at Belle Grove, Harmony Hall, the Cedar Creek Battlefield Foundation Headquarters, and the Keister Tract ▪ The NPS and Key Partners would collaboratively develop auto touring routes on existing roads ▪ The NPS and Key Partners would collaboratively develop trails on land owned by Key Partners and possibly on rights-of-way acquired from willing sellers ▪ The NPS and Key Partners would collaboratively develop park wayfinding and general signage	▪ Initial visitor contact would be directed to an NPS visitor center ▪ Additional visitor contact and orientation to the park would occur at Belle Grove, Harmony Hall, the Cedar Creek Battlefield Foundation Headquarters, and the Keister Tract ▪ The park visitor center would support educational, research, and resource conservation programs. ▪ The NPS and Key Partners would collaboratively develop auto touring routes on existing roads ▪ The NPS and Key Partners would collaboratively develop trails on land owned by Key Partners and possibly on rights-of-way acquired from willing sellers ▪ The NPS and Key Partners would collaboratively develop park wayfinding and general signage
Transportation, Access, and Circulation	▪ Park access would be primarily vehicular ▪ Visitors exploring the park would rely on existing wayfinding on rural county roads	▪ Park access would be primarily vehicular ▪ Wayfinding and directional signage would be added to assist visitors with exploring the park on rural country roads ▪ Trail access at key partner properties would be enhanced through the addition of trails and trailheads	▪ Park access would be predominantly vehicular, supplemented by a developed system of trails ▪ Wayfinding and directional signage would be added to assist visitors with exploring the park on rural county roads ▪ New trails and trailheads would be developed that follow the course of the battle and connect protected properties	▪ Park access would be predominantly vehicular, supplemented by a well developed system of trails that provides connections to trails in the park's adjacent communities and in the region ▪ Wayfinding and directional signage would be added to assist visitors with exploring the park on rural country roads ▪ New trails and trailheads would be developed that follow the course of the battle, connect protected properties, and connect to outside resources
Park Operations	▪ 3 full-time NPS employees would work at the park: - administering the park - providing technical assistance ▪ Key Partner staffing would not substantially change from current levels ▪ Volunteers would provide administrative assistance ▪ NPS staff would utilize technical assistance from the NPS Regional and Washington Offices ▪ NPS operations would be based in one of the park's adjacent communities (with some functions potentially based at rehabilitated Hite-Whitham Farm)	▪ 6 full-time NPS employees would work at the park: - administering the park - providing interpretive media and programs - providing technical assistance ▪ Key Partner staffing would not substantially change from current levels ▪ Volunteers would be provide administrative assistance and assist with park programs ▪ NPS staff would utilize technical assistance from the NPS Regional and Washington offices	▪ 10 full-time NPS employees would work at the park: - administering the park - protecting park resources - managing the visitor center - maintaining NPS park land and facilities - providing interpretive media and programs - providing technical assistance ▪ Key Partner staffing would not substantially change from current levels	▪ 14 full-time NPS employees would work at the park: - administering the park - protecting park resources - managing the visitor center - maintaining NPS park land and facilities (more than Alt. C) - providing interpretive media and programs - providing technical assistance (more than Alt. C) ▪ Key Partner staffing would not substantially change from current levels

Table 2.5 Comparison of Alternatives (continued)

	Management Objectives			
	Alternative A (Continuation of Current Management)	**Alternative B**	**Alternative C**	**Alternative D (Preferred)**
Park Operations (continued)		▪ NPS operations would be based in one of the park's adjacent communities (with some functions potentially based at the at the recently-acquired 8693 Valley Pike site)	▪ Volunteers would be substantially involved in staffing the visitor center and generally assisting the NPS with operations ▪ NPS staff would utilize technical assistance from the NPS Regional and Washington Offices ▪ NPS operations would be based at the visitor center (with some functions potentially based at the recently-acquired 8693 Valley Pike site)	▪ Volunteers would be substantially involved in staffing the visitor center and generally assisting the NPS with operations ▪ NPS staff would utilize technical assistance from the NPS Regional and Washington Offices ▪ NPS operations would be based at the visitor center (with some functions potentially based at the recently-acquired 8693 Valley Pike site)
Technical Assistance	▪ NPS and Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities related to: - protection of significant resources inside the park - design and implementation of mitigation measures	▪ NPS and Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities related to: - protection of significant resources inside the park (including assisting private landowners with land conservation and communities with rural area land use planning) - design and implementation of mitigation measures	▪ NPS and Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities related to: - protection of significant resources inside the park(including assisting private landowners with land conservation and communities with rural area land use planning) - protection of park viewsheds - design and implementation of mitigation measures	▪ NPS and Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities related to: - protection of significant resources inside the park(including assisting private landowners with land conservation and communities with rural area land use planning) - protection of park viewsheds - protection of thematically-related resources outside the park boundary - design and implementation of mitigation measures
Related Resources	▪ The park would rely on interest groups, local governments, and others to protect related resources outside the park, including scenic resources that provide the visual setting for the park, cultural resources that are thematically-related to the park, and natural resources – such as hydrologic resources – that are functionally-related to the park	▪ Same as Alternative A	▪ NPS would develop and implement proactive strategies to protect related resources outside the park, including scenic resources that provide the visual setting for the park, cultural resources that are thematically-related to the park, and natural resources – such as hydrologic resources – that are functionally-related to the park	▪ Same as Alternative C

2.10 User Capacity

General management plans are required to identify and contain strategies for addressing user capacity for all areas in the park. The NPS defines user capacity as the type and level of use that can be accommodated while sustaining the quality of park resources and visitor opportunities consistent with the purposes of the park. It is not a set of numbers or limits, but rather a process of establishing desired conditions, monitoring impacts, evaluating the impacts against standards, and taking actions to ensure park values are protected. The premise behind this process is that with visitor use of park lands there would be a level of impact to natural or cultural resources, or visitor opportunities. The NPS would work in consultation with the Key Partners to determine what level of impact is acceptable and what actions are needed to keep impacts within acceptable limits, with the final determination being made by the landowner. Instead of solely tracking and controlling visitation, the NPS and Key Partners manage the levels, types, and patterns of visitor use and other public uses in a fashion that preserves the condition of the resources and the quality of the visitor experience. The monitoring component of the user capacity process keeps management in touch with the changing conditions in the park, and provides the basis for corrective actions.

The user capacity decision making process can be summarized by the following major planning and management steps:

- Establish desired conditions for resources, visitor experiences, and types/levels of development.
- Identify indicators and standards to measure success at achieving desired conditions.
- Monitor existing conditions in relation to indicators and standards.
- Take management action to maintain or restore desired conditions.

This plan addresses user capacity in the following ways:

- Management zones based upon desired resource conditions, desired visitor experiences, desired levels of development, and desired land uses have been established for all areas within the national park boundary.
- The plan identifies the existing and potential resource and visitor experience concerns in the park. These concerns serve as the foundation for determining which indicators should be monitored, and what management actions should be taken.
- This plan identifies potential indicators that could be monitored to determine if there are unacceptable impacts to cultural and natural resources and the quality of visitor experiences.
- An indicator is a measurable variable that can be used to track changes caused by human activity in the conditions of natural and cultural

resources. Tracking these indicators enables measuring the difference between actual conditions and desired conditions.

- When the park selects an indicator to monitor, a corresponding standard would be identified. A standard is the minimum acceptable condition for an indicator.
- The plan also suggests a general range of actions that may be taken to avoid or minimize unacceptable impacts.

Currently, public use of the park is focused on a few sites and special events. The overall use levels are relatively low and the diversity of experiences is limited to visiting historic sites (e.g., Belle Grove Plantation, the Cedar Creek Battlefield), attending special events (e.g., annual "Of Ale and History" Beer Tasting Festival and the reenactment of the Cedar Creek Battle), and driving tours (e.g., Battle of Cedar Creek and the Apple Trail). As the park continues to develop, however, the amount of public use would likely increase. In addition, the location of public use would likely be more dispersed throughout the park in relation to an increasing number of visitor focal areas, facilities and trails.

The NPS and Key Partners intend to work together to manage, coordinate and expand visitor opportunities, including interpretation of the important stories of the park. There is a hope and expectation that visitation would increase and the park would become a well-known unit of the national park system. With the potential for increasing and changing public use, the following summary identifies some scenarios that may occur as conditions change, challenging the ability of the NPS and the Key Partners to protect the values for which the park was established.

As the park expands as a heritage tourism site, existing facilities that support public use could experience unintentional resource damage, visitor crowding, and disturbance of private property. In particular, the increasing presence of tour bus activity that is not regulated or pre-arranged may overcrowd sites and create visitor conflicts. Further, the increasing use of rural roads for visitor access may at some point conflict with on-going activities associated with the park's working farm landscapes. If farm equipment or livestock need to be moved across or along these roads, high or frequent levels of public use may impede these activities, as well as present safety concerns.

In addition to overwhelming facilities, increasing public use may degrade visitor experiences by causing visitor crowding at sites throughout the park. If visitors can not gain access to an important vantage point or read an interpretive panel due to high volumes and density of use, visitor frustration may occur, along with a lost opportunity for understanding the park's important stories. Further, visiting historic structures with long wait times may impact the visitor experience resulting in frustration and eventual displacement. Finally, use conflicts or crowding on trails

and at the Keister site could be a problem at some point if these facilities become a heavily used resource for the local community.

Historic landscapes, resources, and structures are types of resources that can be interpreted to the visiting public. These resources are particularly sensitive to public use and are non-renewable, so care must be taken in planning and managing use in these areas. In general, impacts from theft and vandalism may affect all classes of cultural resources in the park. More specifically, future implementation planning may consider public trails in conjunction with historic road traces as a way for visitors to understand and experience the park's important history. If this were deemed desirable through future planning, these road traces would need to be monitored and managed to maintain their integrity with on-going regular visitor use, including the evaluation of soil erosion, vegetation changes, and road width.

Informal trail activity, where visitors leave designated park trails, may also be a concern in the future. Informal trails cause vegetation damage, soil erosion and disturbance of wildlife. However, more importantly for this park, informal trails may lead people to be in direct contact (intentionally or unintentionally) with sensitive cultural and natural resources. When access occurs in non-designated areas of the park in close or direct contact with sensitive resources, a variety of impacts such as trampling damage, erosion, site disturbance, exposure of sensitive materials, and illegal collection may occur. The park's battlefield earthworks, unearthed archeological resources, and certain types of plants and wildlife are particularly sensitive to these types of impacts.

Special events that cover large areas with intense levels of visitation may cause undesirable changes in the condition of park resources over time. Similar to the impacts associated with informal trail activity, this type of use may cause trampling damage, erosion, site disturbance, and exposure of sensitive archeological materials. In addition, campfire activities may leave burn scars on the landscape, and may unintentionally melt unearthed archeological resources. Horse use associated with these events may also cause impacts such as soil compaction, erosion, tree damage, and introduction of exotic weeds. Further, the large number of visitors at one time is hard to supervise which may lead to intentional or unintentional incidences of site damage, vandalism, and theft.

Currently, to minimize and contain these impacts, the Key Partners supervise special events and control vehicle parking. Other mitigation measures, such as using shuttle systems, disallowing fire pits, and designating horse camping areas, are used on an as needed basis. As the demand for new and larger special events increases, the Key Partners may collaborate on evaluating the appropriateness of future special events for the park and identifying measures needed to sustain park resources and provide an authentic visitor experience.

The historic structures in the park are also vulnerable to visitor impacts, especially the historic objects contained within the structures. The current system of guided tours through Belle Grove Manor House should continue, allowing for direct supervision of public use, as well as providing a greater understanding of the site's important stories. At Belle Grove, the current ratio of guide to visitors is 1:15, with a total people at one time capacity in the house of 25 persons. This type of management system should be applied to the other historic sites that may eventually receive visitation, with a possible adjustment to the numbers.

Natural resources may also be affected by changing public use in the park. In particular, the park contains sensitive and rare plants and wildlife in certain areas that may be affected by trampling and site disturbance, so it is important that trails, interpretive points, and special events are sited away from these resources. Further, Cedar Creek and its associated watershed is a fundamental resource of the park that may be influenced by visitation. In particular, if access to the creek is planned for interpretive, recreational, or special event purposes, the access points need to be well-sited and managed to avoid loss of vegetation, bank erosion, and sedimentation of the waterway.

Based on some of the most pressing existing or potential use concerns in the park, Table 2.6 outlines possible resource and visitor experience indicators that may be monitored to assess those impacts. The applicability of each indicator to management zones is also identified. In addition, a general range of potential management actions is identified for each indicator, but this list may not be inclusive of all management actions that may be considered in the future. Further, some management actions may not be appropriate in all zones. It is important to note that the indicators and management actions in Table 2.6 apply to lands owned by the NPS within the park. The NPS would encourage the Key Partners to manage their lands to minimize and avoid resource impacts using this user capacity framework, but taking such actions would be voluntary on the part of the Key Partners. The final selection of any indicators and standards for monitoring purposes or the implementation of any management actions that affect use would comply with the National Environmental Policy Act, the National Historic Preservation Act, and other laws, regulations and policy, as needed.

2.11 Mitigation Measures

Future resource management and development of visitor facilities at Cedar Creek and Belle Grove NHP would be undertaken by the NPS in accordance with its congressional mandate to manage the lands under its stewardship "in such manner and by such means as would leave them unimpaired for the enjoyment of future generations" (NPS Organic Act, 16 USC 1).

Table 2.6 Park User Capacity Indicators

	Management Zone(s)	Indicator	Management Actions that may be Considered
1	Sensitive Resource	**Impacts to river and stream banks, such as amount of erosion, loss of vegetation, informal trails**	Management actions that may be considered to avoid or minimize these impacts include information on encouraging low impact practices, directing use to designated areas or facilities, site management and/or rehabilitation, reduction of use levels
2	Sensitive Resource	**Water quality**	Management actions that may be considered to avoid or minimize these impacts include information on encouraging low impact practices, directing use to designated areas or facilities, cleaning of equipment before entering waterways, reduction/elimination of certain uses, activities or equipment, reduction of use levels
3	Sensitive Resource, Cultural Landscape, Town and Countryside, Large Events	**Informal trails or areas of trampling disturbance, especially in close proximity to sensitive natural and cultural resources**	Management actions that may be considered to avoid or minimize these impacts include policy on restricting off-trail travel in the park, information on the regulation for off-trail activity and the importance of staying on trails to protect resources, site management to better define appropriate use areas, signage to better define appropriate use areas or areas that are off-limits to use, increased enforcement, area closures, redirection of use to alternate areas, site rehabilitation, reduction of use levels
4	Sensitive Resource, Cultural Landscape, Large Events	**Incidences of site disturbance, trampling damage or exposure of material at cultural resource sites such as earthworks and archeological resources**	Management actions that may be considered to avoid or minimize these impacts include policy on restricting off-trail travel or climbing on above-ground cultural resources, information on the regulations and the importance of staying on trails and off resources to protect sites, site management to better define appropriate use areas, signage to better define appropriate use areas or areas that are off-limits to use, increased enforcement, institution of a volunteer watch program, area closures, redirection of use to alternate areas, site rehabilitation, reduction of use levels
5	All zones	**Incidences of vandalism or theft of cultural resources**	Management actions that may be considered to avoid or minimize these impacts include institute a no-collection policy for the public, increased information on the sensitivity and value of the park's cultural resources and on the no-collection policy, increased park staff and volunteer patrols in target areas, institution of a volunteer watch program, discourage the purchase of archeological resources, direction of use away from sensitive cultural resource areas, closure of areas with sensitive cultural resources

Table 2.6 **Park User Capacity Indicators** (continued)

	Management Zone(s)	Indicator	Management Actions that may be Considered
6	All zones (except Contemporary Settlement)	**Condition of historic road traces (e.g., width, incidences of erosion, change in vegetation, informal trails)**	Management actions that may be considered to avoid or minimize these impacts include increased information on the sensitivity and value of the park's cultural resources, site management, closure of specific sections of trails/road traces and re-route use, changes in allowed uses, reduction in use levels
7	Cultural Landscape, Large Events, Visitor Services	**Number or density of fire scars on cultural landscapes**	Management actions that may be considered to avoid or minimize these impacts include education on minimizing the impacts and number of fires, reduction of frequency of events with fire activity to allow sites to recover, fire containment techniques such as fire pans, restrictions on fire activities, reduction in use levels, participant limits on large events
8	Cultural Landscape, Town and Countryside	**Incidences of obstruction to private landowner and farming activities on rural roadways due to the presence of visitors**	Management actions that may be considered to avoid or minimize these impacts include education on visitor etiquette to provide the right of way to farming activities, temporal and/or spatial redistribution of visitor use during peak farming activities, permanent rerouting of visitor access points to avoid conflicts with farming activities, reduction in use levels
9	Town and Countryside, Contemporary Settlement	**Incidences of disruption to private property owners (e.g., parking on lawns, knocking on doors)**	Management actions that may be considered to avoid or minimize these impacts include education on minimizing disturbance to private property owners, signage of private property, site management to better define appropriate use areas, licensed/certified guide program, increased enforcement, area closures, redirection of use to alternate areas, reduction in use levels
10	Cultural Landscape, Large Events, Visitor Services	**People at one time (crowding) at important interpretive historic and interpretive sites and vantage points**	Management actions that may be considered to avoid or minimize these impacts include advanced planning information on encouraging visitation to lesser used areas or off-peak times, real-time information about parking availability, closure of areas when full and active redistribution of use to other sites, permanent re-routing of access points to better distribute use, reduction of use levels
11	Cultural Landscape, Visitor Services	**Wait times for accessing guided tours of historic structures**	Management actions that may be considered to avoid or minimize these impacts include advanced planning information on encouraging visitation to lesser used areas or off-peak times, real-time information about wait times, new opportunities on-site to mitigate wait times, closure of areas when full and active redistribution of use to other sites, reservation system (may include timed entry)

To ensure that implementation of actions associated with the GMP alternatives protect unimpaired the park's natural and cultural resources and the quality of the visitor experience, a consistent set of mitigation measures would be applied to all management actions in the park. These would be implemented by the NPS on lands that it owns anywhere within the park. Collaboration and agreements between the NPS and the Key Partners would seek to encourage that such mitigation measures are also implemented on lands owned by the Key Partners. The NPS would provide technical assistance to the Key Partners with meeting their responsibilities to mitigate resource and visitor experience impacts on non-NPS property within the park. The NPS and the Key Partners would avoid, minimize, and mitigate adverse impacts of management actions when practicable. The mitigation measures and best management practices that would generally be applied to avoid or minimize potential impacts from implementation of future management actions in the park are summarized below. These mitigation measures apply to all of the action alternatives (B, C, and D).

2.11.1 Cultural Resource Mitigation Measures

- All projects with the potential to affect historic properties and cultural landscapes would be carried out to ensure that their effects are adequately addressed. All reasonable measures would be taken to avoid, minimize, or mitigate adverse effects in consultation with the Virginia State Historic Preservation Officer and, as necessary, the Advisory Council on Historic Preservation and other concerned parties.
- All areas selected for construction would be surveyed to ensure that cultural resources (i.e., archeological, historic, ethnographic, and cultural landscape resources) in the area of potential effects are adequately identified and protected. Compliance with the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA) would apply in the unlikely event that human remains believed to be Native American would be discovered during pre-project surveys or inadvertently during construction. Archeological documentation would be done in accordance with the *Secretary of the Interior's Standards for Archeological Documentation*.
- New facilities would be constructed in previously disturbed areas whenever possible (note: some previously disturbed areas may contain historic resources and may not be appropriate locations for new facilities). Archeological surveys and/or monitoring, as appropriate, would precede any construction to ensure that potential impacts to archeological resources would be avoided or minimized to the greatest extent. Should construction unearth previously unknown archeological resources, work would stop in the area of discovery until the resources were properly recorded by the NPS and evaluated appropriately. Data recovery excavations and/or other mitigating measures would be carried out where site avoidance is not possible.

- New construction or alterations and rehabilitation of historic structures would be sensitively carried out in accordance with the *Secretary of the Interior's Standards for Treatment of Historic Properties* and the *Secretary of the Interior's Standards for Archeology and Historic Preservation* to ensure that character-defining features are protected.

- Vegetation screening and sensitive topographic or other site selection criteria would be used to minimize the visual intrusion of new construction on historic viewsheds or in historic areas.

- Ethnographic resources would be protected, and access would be maintained for recognized groups to traditional, spiritual/ceremonial, or resource gathering and activity areas.

- Cultural landscape rehabilitation measures might include vegetation thinning, removing exotic species, removing noncontributing or nonhistoric structures and landscape features, and incorporating compatible designs for new construction.

- Further background research, resource inventories, and National Register of Historic Places evaluation of historic properties would be carried out where management information is lacking.

- All options for preserving historic properties would be considered and evaluated.

- A user-capacity framework would be implemented to minimize and mitigate impacts to cultural resources from visitor use.

- Visitors would be educated on the importance of protecting the park's historic properties and leaving these undisturbed for the enjoyment of future visitors.

- Museum collections would be accessioned, catalogued, protected, and preserved in accordance with appropriate standards.

2.11.2 Natural Resource Mitigation Measures

- Cedar Creek and Belle Grove National Historical Park's resources, including air, water, soils, vegetation, and wildlife, would be periodically inventoried and monitored to provide information needed to avoid or minimize impacts of future development.

- Whenever possible, new facilities would be built in previously disturbed areas or in carefully selected sites with as small a construction footprint as possible. During design and construction periods, NPS staff would identify areas to be avoided.

- Fencing or other means would be used to protect sensitive resources adjacent to construction areas.

- Construction activities would be monitored by resource specialists as needed. Construction materials would be kept in work areas, especially if the construction takes place near streams, springs, natural drainages, or other water bodies.

- A user-capacity framework would be implemented to minimize and mitigate impacts to natural resources from visitor use.

- Visitors would be informed through signage, brochures, ranger contacts, and other media, of the importance of protecting the park's natural resources and leaving these unimpaired for enjoyment of future generations.

- A dust abatement program would be implemented. Standard dust abatement measures could include watering or otherwise stabilizing soils, covering haul trucks, employing speed limits on unpaved roads, minimizing vegetation clearing, and revegetating after construction.

- To prevent water pollution during construction, erosion control measures would be used, discharges to water bodies would be minimized, and construction equipment would be inspected for leaks of petroleum and other chemicals.

- Best management practices, such as the use of silt fences, would be followed to ensure that construction-related effects were minimal and to prevent long-term impacts on water quality, wetlands, and aquatic species.

- For new facilities, and to the extent practicable for existing facilities, stormwater management measures would be implemented to reduce nonpoint source pollution discharge from parking lots and other impervious surfaces. The park would keep the creation of impervious surfaces to a minimum.

- A park spill prevention and pollution control program for hazardous materials would be developed, followed, and updated on a regular basis.

- Wetlands potentially affected by new facilities would be delineated by qualified NPS staff or certified wetland specialists and marked before construction work. All new facilities would be sited to avoid wetlands or, if that is not practicable, to otherwise comply with Executive Order 11990, "Protection of Wetlands"; regulations of the Clean Water Act; and NPS 77-1: *Wetlands Guidance*.

- New facilities would be built on soils suitable for development. Soil erosion would be minimized by limiting the time soil is 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, construction areas would be revegetated with native plants in a timely period.

- Proposed sites for new facilities and trails would be surveyed for sensitive and special status plant and animal species before construction. If sensitive species were present, new developments would be relocated to avoid impacts, and appropriate consultations conducted.

- Best management practices would be devoted to preventing the spread of noxious weeds and other nonnative plants.

- Construction activities would be timed to avoid sensitive periods for wildlife, such as nesting or spawning seasons. Ongoing visitor use and NPS operational activities could be restricted if their potential level of damage or disturbance warranted doing so.

- Surveys would be conducted for special status species, including rare, threatened, and endangered species, before deciding to take action that might cause harm. In consultation with the U.S. Fish and Wildlife Service, Virginia Department of Game and Inland Fisheries, and the Virginia Department of Conservation and Recreation, appropriate measures would be taken to protect any sensitive species whether identified through surveys or presumed to occur.

- Facilities would be designed, sited, and constructed to avoid or minimize visual intrusion into the natural environment and/or landscape.

- Vegetative screening would be provided, where appropriate.

2.12 Cost Comparison

2.12.1 Estimated Costs for Implementing the Plan

Table 2.7 presents a summary of the annual operating and one-time costs for the four GMP alternatives. The cost figures are provided here and throughout the plan only to provide an estimate of the relative costs of the alternatives. The following statements apply to the cost estimates:

- The costs are presented as estimates and are not appropriate for budgeting purposes.

- The costs presented have been developed using NPS and industry standards to the extent available.

- Specific costs will be determined at a later date, considering the design of facilities, identification of detailed resource protection needs, and changing visitor expectations.

Table 2.7 Cost Comparison (2007$)

Subject	Alternative A (Continuation of Existing Management)	Alternative B	Alternative C	Alternative D
NPS Annual Operating Costs (ONPS)[1]	**$384,254**	**$701,956**	**$1,364,052**	**$1,885,299**
NPS Staffing – FTE[2]	**3**	**6**	**10**	**14**
NPS Deferred Maintenance[3]	**None**	**none**	**none**	**none**
Total One-Time NPS Costs[4]	**$875,197**	**$2,719,280**	**$12,981,943**	**$17,971,527**
NPS Facilities Costs[5]	$775,197	$1,674,828	$8,669,169	$12,475,805
NPS Non-Facilities Costs[6]	$100,000	$1,044,452	$4,312,774	$5,495,722
Land Acquisition Costs (NPS and Key Partners)[7]	**$4,000,000**	**$4,000,000**	**$40,000,000**	**$40,000,000**

1. NPS annual operating costs are the total NPS costs per year for maintenance and operations associated with each alternative, including utilities, supplies, staff salaries and benefits, leasing, and other materials. Cost and staffing estimates assume the alternative is fully implemented as described in Sections 2.2, 2.6, 2.7, and 2.8 above.
2. Total full-time equivalents (FTE) are the number of NPS person/years of staff required to maintain the assets of the park at a good level, provide acceptable visitor services, protect resources, and generally support the park's operations. These positions would be phased in over the 20-year life of the plan as increased land holdings and facilities create the need for more staff. The number of FTE indicates ONPS-funded NPS staff only, not volunteer positions. FTE salaries and benefits are included in the annual operating costs.
3. There are no deferred maintenance costs. Existing park assets include the Hite-Whitham Farm; costs to be incurred for rehabilitation and adaptive reuse of the Hite-Whitham Farm are included as NPS one-time facilities costs for each alternative.
4. Total one-time costs equal the sum of facility costs and non-facility costs.
5. NPS one-time facilities costs include those for design, construction, rehabilitation, or adaptive reuse of NPS facilities, including visitor centers, roads, parking areas, administrative facilities, comfort stations, educational facilities, entrance stations, fire stations, maintenance facilities, museum collection facilities, and other visitor facilities.
6. One-time NPS non-facility costs include actions for the preservation of cultural or natural resources not related to facilities, the development of visitor use tools not related to facilities, and other park management activities that would require substantial funding above the park annual operating costs.
7. Land acquisition costs include NPS and Key Partners acquiring land and interests in land. The NPS and the Key Partners would work together to acquire these lands and funding for their purchase would be a collaborative effort. Land acquisition costs are preliminary and are for general planning purposes only. Actual land acquisition costs would be determined by detailed appraisals when lands are considered for acquisition.

- Actual costs to the NPS will vary depending on if and when the actions are implemented, and on contributions by partners and volunteers
- Approval of the GMP does not guarantee that funding or staffing for proposed actions will be available.
- The implementation of the approved plan, no matter which alternative, will depend on future NPS funding levels and servicewide priorities, and on partnership funds, time, and effort.

2.12.2 Funding for Actions Identified in the GMP

The NPS develops 5-year deferred maintenance and capital improvement plans. These plans are developed by a systematic process of evaluating proposals from the field to determine which projects are of greatest need in priority order focusing on critical health and safety issues and critical resource protection requirements.

Actions that add specific projects to the 5-year plans inevitably result in other projects being displaced when budgets are limited.

Capital development, maintenance, and staffing proposals in this GMP would be evaluated in light of competing priorities for Cedar Creek and Belle Grove NHP and other units of the national park system. Because emphasis in the budget process is currently placed on addressing needs to maintain existing infrastructure, funding for new development is not likely within the next five years. However, the potential for implementing development and operational proposals in this plan may be improved if funding is available from partnerships that do not rely on the NPS's budget.

2.13 Alternatives Dismissed from Further Consideration

2.13.1 Alternatives Based on Visitor Interpretive Experiences

The GMP planning team explored the possibility of developing alternatives based upon different visitor interpretive experiences. Consideration was given to the following action alternatives:

- **Thematic Concept 1**. Park emphasis on preserving battlefield and antebellum landscapes, enabling visitors to experience authentic locations of the battle and retrace its course uninterrupted by contemporary development. The Battle of Cedar Creek would serve as a window for visitors to learn about the Shenandoah Valley Campaigns, the Civil War and the overall history of the Valley.
- **Thematic Concept 2**. Park emphasis on preserving resources and stories of life in the valley as a prism through which the Civil War would be interpreted to the visitor. The focus would be on the war's impact on domestic and social life. Visitors would experience discrete, non-contiguous historic sites, but each site would have a high degree of integrity.
- **Thematic Concept 3**. Park emphasis on the Key Partners and others inside and outside the park to tell the story of the Shenandoah Valley at their sites. The visitor experience would start at a central hub where visitors receive information about thematically related sites in the park and throughout the Valley. The NPS would not seek to be a major landowner but rely upon operations and resources of the Key Partners.

The GMP planning team presented these thematic concepts to the Park Advisory Commission in September 2006. The Commission felt generally that all park stories should be told in all management alternatives and therefore alternatives based on thematic concepts would not be an appropriate basis for distinguishing the GMP action alternatives.

2.14 Impact Comparison Table

Table 2.8 Comparison of Impacts of the Alternatives

	Alternative A (Continuation of Current Management)	Alternative B	Alternative C	Alternative D (Preferred)
Archeological Resources	▪ overall impact on NPS- and partner-owned lands would be long-term, minor to moderate, and potentially adverse ▪ overall impact on privately owned lands would be long-term, minor to moderate, potentially adverse	▪ overall impact on NPS- and partner-owned lands would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse	▪ overall impact on NPS- and partner-owned lands would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse (less adverse than in Alternative A)	▪ overall impact on NPS- and partner-owned lands would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse (less adverse than in Alternative A)
Ethnographic Resources	▪ overall impact on NPS- and partner-owned lands in the park would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse	▪ overall impact on NPS and partner-owned lands would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse	▪ overall impact on NPS- and partner-owned lands in the park would be long-term, minor to moderate, and beneficial (greater beneficial impact than in Alternative A) ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse	▪ overall impact on NPS- and partner-owned lands in the park would be long-term, minor to moderate, and beneficial (greater beneficial impact than in Alternative A) ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse
Historic Structures	▪ overall impact on NPS- and partner-owned lands in the park would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse	▪ overall impact on NPS- and partner-owned lands in the park would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse	▪ overall impact on NPS- and partner-owned lands would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse (less adverse impact than in Alternative A)	▪ overall impact on NPS- and partner-owned lands would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse (less adverse impact than in Alternative A)
Cultural Landscapes	▪ overall impact on NPS- and partner-owned lands in the park would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse	▪ overall impact on NPS- and partner-owned lands in the park would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse	▪ overall impact on NPS- and partner-owned lands would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse (less adverse impact than in Alternative A)	▪ overall impact on NPS- and partner-owned lands would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned lands would be long-term, minor to moderate, and potentially adverse (less adverse impact than in Alternative A)
Museum Collections	▪ overall impact on museum collections owned by the NPS and its partners would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned collections would be long-term, minor to moderate, and potentially adverse	▪ overall impact on museum collections owned by the NPS and its partners would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned collections would be long-term, minor to moderate, and potentially adverse	▪ overall impact on museum collections owned by the NPS and its partners would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned collections would be long-term, minor to moderate, and potentially adverse ▪ potential for a larger museum collection than in Alternative A because the NPS and its partners would acquire more land within the legislated boundaries of the park	▪ overall impact on museum collections owned by the NPS and its partners would be long-term, minor to moderate, and beneficial ▪ overall impact on privately owned collections would be long-term, minor to moderate, and potentially adverse ▪ potential for a larger museum collection than in Alternative A because the NPS and its partners would acquire more land within the legislated boundaries of the park

Table 2.8 Comparison of Impacts of the Alternatives (continued)

	Alternative A (Continuation of Current Management)	Alternative B	Alternative C	Alternative D (Preferred)
Scenic/ Visual Resources/ Viewsheds	▪ overall impact of visitor use would be local, long-term, minor to moderate, and adverse	▪ overall impact of visitor use would be local, long-term, minor to moderate, and adverse (generally the same impact as Alternative A)	▪ overall impact of visitor use would be local, long-term, minor to moderate, and adverse	▪ overall impact of visitor use would be local, long-term, minor to moderate, and adverse
	▪ overall impact of land use and management would be local, long-term, of unknown intensity, and beneficial or adverse	▪ overall impact of land use and management impacts would be local, long-term, minor, and beneficial or adverse (generally the same impact as Alternative A)	▪ overall impact of land use and management would be local, long-term, minor, and beneficial or adverse	▪ overall impact of land use and management would be local, long-term, moderate, and beneficial
	▪ overall impact of park facility development would be local, long-term, negligible to moderate, and adverse	▪ overall impact of park facility development impacts would be local, long-term, negligible to moderate, and adverse (greater adverse impact than in Alternative A)	▪ overall impact of park facility development would be local, long-term, negligible to moderate, and adverse (greater adverse impact than in Alternatives A and B)	▪ overall impact of park facility development would be local, long-term, negligible to moderate, and adverse (greater adverse impact than in Alternatives A, B, and C)
	▪ overall impact of land protection would be local, long-term, minor, and negligible	▪ overall impact of land protection would be local long-term, minor, and beneficial (generally the same impact as Alternative A)	▪ overall impact of land protection would be local, long-term, moderate, and beneficial (greater beneficial impact than in Alternatives A and B)	▪ overall impact of land protection would be long-term, moderate to major, beneficial impacts that would be localized (greater beneficial impact than in Alternatives A, B, and C)
	▪ overall impact of private land activities would be local, long-term, negligible to major, and adverse activities			
Soils	▪ overall impact of visitor use would be local, long-term, minor to moderate, and adverse	▪ overall impact of visitor use would be local, long-term, minor to moderate, and adverse (generally the same as Alternative A)	▪ overall impact of visitor use would be local, long-term, minor to moderate, and adverse	▪ overall impact of visitor use would be local, long-term, minor to moderate, and adverse
	▪ overall impact of land use and management would be local, long-term, minor to moderate, and adverse	▪ overall impact of land use and land management would be local, long-term, minor to moderate, and beneficial or adverse (generally the same as Alternative A)	▪ overall impact of land use and management would be local, long-term, minor to moderate, and beneficial or adverse	▪ overall impact of land use and management would be local, long-term, minor to moderate, and beneficial or adverse
	▪ overall impact of park facility development and maintenance would be local, long-term, negligible to moderate, and adverse	▪ overall impact of park facility development would be local, long-term, negligible to moderate, and adverse (greater adverse impact than in Alternative A)	▪ overall impact of park facility development would be local, long-term, negligible to moderate, and adverse (greater adverse impact than in Alternatives A and B)	▪ overall impact of park facility development would be local, long-term, negligible to moderate, and adverse (greater adverse impact than in Alternatives A, B, and C)
	▪ overall impact of land protection would be local, long-term, minor, and beneficial	▪ overall impact of land protection would be local, long-term, negligible to minor, and beneficial (generally the same as Alternative A)	▪ overall impact of land protection would be local, long-term, minor to moderate, and beneficial (greater beneficial impact than in Alternatives A and B)	▪ overall impact of land protection would be local, long-term, moderate to major, and beneficial (greater beneficial impact than in Alternatives A, B, and C)
	▪ overall impact of private land activities would be local, long-term, negligible to major, and adverse activities			

Table 2.8 Comparison of Impacts of the Alternatives (continued)

	Alternative A (Continuation of Current Management)	Alternative B	Alternative C	Alternative D (Preferred)
Groundwater	▪ overall impact of visitor use would be local, long-term, negligible to minor, and adverse	▪ overall impact of visitor use would be local, short- and long-term, negligible to minor, and adverse (generally the same as in Alternative A)	▪ Adverse impacts on groundwater from facility development would be slightly greater than those in alternatives A and B, but the beneficial impacts of land protection would also be greater	▪ overall impact of visitor use would be local, short- and long-term, negligible to minor, and adverse
	▪ overall impact of land use and management would be local, long-term, negligible to minor, and adverse	▪ overall impact of land use and land management would be local, long-term, minor, and adverse (generally the same as in Alternative A)	▪ overall impact of visitor use would be local, short- and long-term, negligible to minor, and adverse	▪ overall impact of land use and management would be local, long-term, negligible to minor, and adverse or beneficial
	▪ overall impact of facility development and maintenance would be parkwide, long-term, negligible to minor, and adverse	▪ overall impact of park facility development and maintenance would be local, long-term, negligible to minor, and adverse (greater adverse impact than in Alternative A)	▪ overall impact of land use and management would be local, long-term, negligible to minor, and adverse or beneficial	▪ overall impact of park facility development and maintenance would be local, long-term, negligible to minor, and adverse (greater adverse impact than in Alternatives A, B, and C)
	▪ overall impact of land protection would be local, minor, and beneficial	▪ overall impact of land protection would be local, long-term, minor, and beneficial (generally the same as in Alternative A)	▪ overall impact of park facility development and maintenance would be local, long-term, negligible to minor, and adverse (slightly greater adverse impact than in Alternatives A and B)	▪ overall impact of land protection would be local, long-term, moderate, and beneficial (greater beneficial impact than in Alternatives A, B, and C)
	▪ overall impact of private land activities would be local, long-term, negligible to moderate, and adverse		▪ overall impact of land protection would be local, long-term, minor, and beneficial (greater beneficial impact than in Alternatives A and B)	
Surface Water Quality	▪ overall impact of visitor use would be local, long-term, minor, and adverse	▪ overall impact of visitor use would be local, long-term, minor, and adverse (generally the same as in Alternative A)	▪ overall impact of visitor use would be local, long-term, minor, and adverse	▪ overall impact of visitor use would be local, long-term, minor, and adverse
	▪ overall impact of land use and management would be mostly local, long-term, minor to moderate, and adverse	▪ overall impact of land use and land management would be mostly local, minor to moderate, and adverse or beneficial (generally the same as in Alternative A)	▪ overall impact of land use and land management would be mostly local, long-term, minor to moderate, and adverse or beneficial	▪ overall impact of land use and management would be mostly local, long-term, minor to moderate, and adverse or beneficial
	▪ overall impact of park facility development would be local, short-term and long-term, minor and adverse	▪ overall impact of park facility development would be local, short-term, negligible to minor, and adverse (greater adverse impact than in Alternative A)	▪ overall impact of park facility development would be local, short-term, negligible to minor, and adverse (greater adverse impact than in Alternatives A and B)	▪ overall impact of park facility development would be local, short-term, negligible to minor, and adverse (greater adverse impact than in Alternatives A, B, and C)
	▪ overall impact of and protection would be local, long-term, minor, and beneficial	▪ overall impact of land protection would be local, long-term, minor, and beneficial (generally the same as in Alternative A)	▪ overall impact of land protection would be local, long-term, minor, and beneficial (greater beneficial impact than in Alternatives A and B)	▪ overall impact of land protection would be local, long-term, moderate, and beneficial (greater beneficial impact than in Alternatives A, B, and C)
	▪ overall impact of private land activities would be local, long-term, negligible to major, and adverse			

Table 2.8 Comparison of Impacts of the Alternatives (continued)

	Alternative A (Continuation of Current Management)	Alternative B	Alternative C	Alternative D (Preferred)
Vegetation	▪ overall impact of visitor use would be local, long-term, minor, and adverse ▪ overall impact of land use and management would be local, short- or long-term, minor to moderate, and adverse or beneficial ▪ overall impact of development would be local, short- and long-term, minor to moderate, and adverse ▪ overall impact of land protection would be local, long-term, negligible to minor, and beneficial ▪ overall impact of private land activities would be local, long-term, negligible to major, and adverse	▪ overall impact of visitor use would be local, long-term, minor, and adverse (generally the same as in Alternative A) ▪ overall impact of land use and management would be local, long-term, minor, and adverse or beneficial (generally the same as in Alternative A) ▪ overall impact of park facility development would be local, long-term, negligible to moderate, and adverse (greater adverse impact than in Alternative A) ▪ overall impact of land protection would be local, long-term, negligible to minor, and beneficial (generally the same as in Alternative A)	▪ overall impact of visitor use would be local, long-term, minor, and adverse or beneficial ▪ overall impact of land use and management would be long-term, minor, and adverse or beneficial ▪ overall impact of park facility development would be local, long-term, negligible to moderate, and adverse (greater adverse impact than in Alternatives A and B) ▪ overall impact of land protection would be local, long-term, minor, and beneficial (greater beneficial impact than in Alternatives A and B)	▪ overall impact of visitor use would be local, long-term, and adverse or beneficial ▪ overall impact of Land use and management would be local, long-term, minor to moderate, and adverse or beneficial ▪ overall impact of Development impacts would be long-term, adverse, negligible to moderate, and localized (greater adverse impact than in Alternatives A, B, and C) ▪ overall impact of Land protection impacts would be local, long-term, moderate, and beneficial (greater beneficial impact than in Alternatives A, B, and C)
Visitor Use and Experience	▪ overall impact would be long-term, moderate, and adverse	▪ overall impact would be long-term, moderate, and beneficial	▪ overall impact would be long-term, moderate, and beneficial	▪ overall impact would be long-term, major, and beneficial
Regional and Local Economy	▪ overall impact would be short-term and long-term, negligible to minor, and beneficial	▪ overall impact on the local and regional economy would be short-term and long-term, minor, and beneficial	▪ overall impact on the local and regional economy would be short-term and long-term, minor, and beneficial	▪ overall impact on the local and regional economy would be short-term and long-term, minor, and beneficial

2.15 Consistency with the National Environmental Policy Act

The NPS requirements for implementing NEPA include an analysis of how each alternative meets or achieves the purposes of NEPA, as stated in sections 101(b) and 102(1). Each alternative analyzed in a NEPA document must be assessed as to how it meets the following purposes:

1. Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations
2. Ensure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings
3. Attain the widest range of beneficial uses of the environment without degradation, risk of 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 that supports diversity and variety of individual choice
5. Achieve a balance between population and resource use that would 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 A, while accurately describing the current management direction and efforts of the NPS and the Key Partners, fails to satisfy the requirements outlined above. Shortage of funding for staff, programs, facilities, and services limits the existing NPS staff to minimal operational effectiveness. This alternative would only minimally meet the first two criteria as a result of further commercial or residential development of key land parcels within and adjacent to the park. Alternative A is unlikely to meet criteria 3 and 4 due to limited funding and staff, and limited collaboration with the park's community partners. Alternative A does not meet criteria 5 and 6 due to the higher potential for development and economic pressures that would encroach on park resources and values.

Alternative B better meets criterion 4 than does Alternative A – with increased staff and funding, NPS would be better able to protect important park resources, provide visitor programs, and enhance visitor experiences. However, Alternative B is similar to A in that it would only minimally meet the other five criteria.

Alternatives C and D can more fully meet the six criteria above due to an enhanced visitor experience and a stronger preservation and technical assistance mission. Both Alternatives C and D describe greater land ownership by NPS and the Key Partners, as well as increased collaboration with the park's community partners, resulting in a greater ability to protect park resources and values while increasing

opportunities for visitor enjoyment, education, and recreation commensurate with the park's mission. Under alternatives C and D, historic and natural resources, landscapes, viewsheds, and the wide range of beneficial uses of the environment referred to in the NEPA criteria are addressed, and funding adequate to fulfill the mission is requested.

2.15.1 Environmentally Preferred Alternative

In accordance with NPS Director's Order #12: *Conservation Planning, Environmental Impact Analysis, and Decision-making*, the NPS is required to identify the environmentally preferred alternative in its NEPA documents. The environmentally preferred alternative is the alternative that best promotes the national environmental policy expressed in NEPA (Section 101(b)) (516 DM 4.10). The Council on Environmental Quality's Forty Questions (Q6a) further clarifies the identification of the environmentally preferred alternative stating, "simply put, this means the alternative that causes the least damage to the biological and physical environment; it also means the alternative which best protects, preserves, and enhances historic, cultural, and natural processes."

After careful review of potential impacts as a result of implementing the management alternatives, and assessing proposed mitigation for cultural and natural resource impacts, it is determined that the environmentally preferred alternative is **Alternative D**. This alternative clearly surpasses alternatives A and B in the level of resource protection that would be achieved through a stronger NPS mission and technical assistance program, emphasis on collaborative protection with the Key Partners, and development of additional community partnerships. Compared to Alternative C, under Alternative D, the NPS would be better equipped to develop and implement proactive land protection strategies for resource protection within and outside park boundaries. Overall, Alternative D provides the highest level of protection of natural and cultural resources.

2.16 Selection of the Preferred Alternative

The NPS has identified **Alternative D** as the preferred alternative to guide long-term management of Cedar Creek and Belle Grove NHP. Selection of Alternative D as the preferred alternative is based on the analysis and findings completed by the GMP planning team, public comments received during the planning process, and input from the Key Partners and the Park Advisory Commission.

The GMP planning team also used the "Choosing by Advantages" (CBA) process to organize and evaluate the facts most relevant to the decision and to minimize the influence of individual biases and opinions in the decision-making process. Findings of the CBA determined that Alternative D would fulfill the NPS statutory mission and responsibilities at the park and would offer a greater overall advantage when compared to the other GMP alternatives considered (NPS 2007a). The advantages

offered by Alternative D relative to Alternatives A, B, and C are summarized as follows:

- **Protection of the park's natural and cultural resources** – Alternative D would be highly advantageous when compared to Alternatives A and B and moderately more advantageous than Alternative C. Alternative D provides the highest degree of land and resource protection within the park and related lands protection outside the park.

- **Enhanced interpretation, education, and understanding** – Alternative D would be highly advantageous when compared to Alternatives A and B and slightly more advantageous when compared to Alternative C. Alternative D best enables interpretation of the park's themes and the orientation of visitors to the park and the National Historic District.

- **Enhanced public use and enjoyment of the park** – Alternative D would be highly advantageous when compared to Alternatives A and B and moderately more advantageous when compared to Alternative C. Alternative D provides the greatest opportunities for visitors to explore and move about the park while learning its stories. Visitor services are most likely to be improved under Alternative D.

- **Effective organizational management** – Alternative D would be highly advantageous when compared to Alternatives A and B and slightly more advantageous when compared to Alternative C. Alternative D provides the greatest collaborative opportunities between the NPS and the Key partners.

- **Effective technical assistance –** Alternative D would be highly advantageous when compared to Alternatives A and B and moderately more advantageous when compared to Alternative C. Alternative D has the most extensive technical assistance between the NPS and Key Partners and for private landowners and nearby communities.

The implementation of the approved plan, no matter which alternative, would depend not only on future NPS funding and servicewide priorities, but also on partnership funds, time, and effort. The approval of a GMP does not guarantee that funding and staffing needed to implement the plan would be forthcoming. Full implementation of the plan could be many years in the future.



CHAPTER 3

AFFECTED ENVIRONMENT

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

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3.0 Affected Environment

3.1 Introduction

3.1.1 Park Setting

Cedar Creek and Belle Grove NHP (NHP) was established by Congress on December 19, 2002 (Public Law 107-373) as the 387th unit in the national park system. The park is located at the northern end of the scenic Shenandoah Valley between the towns of Strasburg and Middletown, Virginia. Portions of the park are within Frederick, Shenandoah, and Warren counties.

Cedar Creek and Belle Grove NHP is managed and operated as a partnership park as outlined in the park's enabling legislation (see Appendix A). The National Park Service (NPS) works with its Key Partners to conserve and interpret the park resources. The NPS helps promote the park and coordinate partner activities. The park's Key Partners include the Cedar Creek Battlefield Foundation, the National Trust for Historic Preservation, Belle Grove, Incorporated, Shenandoah County, and the Shenandoah Valley Battlefields Foundation. Local governments are also partners with the NPS at the park.

The park's legislated boundary encompasses 3,713.28 acres. The NPS and the Key Partners currently own about one-third of the land within the boundary. Presently the NPS owns 68.79 acres, and the Key Partners own 1,307.42 acres in fee and hold conservation easements on an additional 32 acres. About 2,305.07 acres of the park are privately owned.

The park is within the Shenandoah Valley Battlefields National Historic District, established in 1996 to preserve and interpret the Shenandoah Valley's Civil War legacy and historic landscapes. George Washington National Forest and Shenandoah National Park are located just south of the park.

3.1.2 Park Significance

The park's *Foundation for Planning and Management* (NPS 2006a) includes four significance statements that express why the park's resources and values are important enough to warrant national park designation.

> *The **Battle of Cedar Creek** was a principal strategic operation that had a decisive influence on the Valley Campaign of 1864 and a direct impact on the course of the Civil War. The Union victory contributed to the re-election of President Abraham Lincoln and nearly eliminated the Confederate military presence in the Shenandoah Valley. The battlefield and strategic landscapes at Cedar Creek retain a high degree of integrity, serve to memorialize the events of the battle, and contribute to greater understanding of the Civil War.*
>
> *Cedar Creek and Belle Grove NHP include well-preserved cultural and natural landscape features from the **early European settlement** of the Shenandoah*

Valley when the region was a frontier, including features associated with transportation, migration, and commerce.

*Cedar Creek and Belle Grove NHP contains historically significant examples of the **antebellum agricultural community** that defined the northern Shenandoah Valley, its ethnic and cultural traditions, merchant milling and market systems, and farm economy that included both slave labor and family farms, as well as examples of the post-Civil War transformation of a changing labor structure. A representative example of the valley's agricultural history and culture is preserved and interpreted at the nationally significant Belle Grove Manor House.*

*The park's **natural and cultural landscapes** are nationally and regionally significant. The panoramic views of the mountains, natural areas, waterways, and pastoral surroundings convey an aesthetic and historic sense of 19th and 20th century life in the Shenandoah Valley, provide visitors with an inspiring setting of great natural beauty, and offer outstanding opportunities for quiet and solitude in an ever expanding suburban area.*

These four statements describe why the park is important within a global, national, regional, and system-wide context and are directly linked to the purpose of the park. These statements, along with the fundamental resources and values described in the *Foundation*, are referenced and expanded upon in this chapter. Fundamental resources and values are elements that define and contribute to the character of the park, and are critical to achieving the park's purpose and maintaining its significance.

3.1.3 Organization of This Chapter

Typically, the "Affected Environment" chapter of an environmental impact statement (EIS) would address only those resources and values that may potentially be affected by actions proposed in the alternatives of the plan. However, since this general management plan (GMP) is the park's first comprehensive planning document produced since the park was established, this chapter was purposely written to be more encompassing of the park's resources and values, even if they will not be directly affected by any of the alternatives. Those resources and values that may potentially be affected by one or more of the plan's alternatives are analyzed in detail in Chapter 4, Environmental Consequences. The rationale for dismissing or retaining impact topics for detailed analysis is included in Chapter 1.

This chapter describes existing conditions based on the best available information on resources and values at the time this GMP was being prepared, and is intended to serve as a baseline of information from which to move forward. The "Cultural Environment" and "Natural Environment" sections provide an overview of the park's cultural and landscape settings, as well as the resource conditions and trends. The "Visitor Use and Experience" section describes the park's visitors and the experiences that they have in the park. The "Socioeconomic Environment" section describes the socioeconomic characteristics of the local area and the region.

3.2 Cultural Environment

As noted earlier, this chapter includes information on all cultural resources and values for the park for the purpose of compiling this information for this first GMP. Cultural resources will be analyzed for potential impacts according to regulations put forth by the Advisory Council for Historic Preservation, 36 CFR 800. The following resources and values may potentially be affected by the GMP alternatives: Archeological Resources, Ethnographic Resources, Historic Structures, Cultural Landscapes, and Museum Collections. The information presented here for these topics serves as the description of the Affected Environment in accordance with the requirements of the National Environmental Policy Act (NEPA). All other topics and information included in this section are presented as background but have been dismissed from further analysis in the EIS.

3.2.1 Historical Designations

Cedar Creek Battlefield and Belle Grove Plantation National Historic Landmark, consisting of some 900 acres, was designated on August 11, 1969. The boundaries of the national historic landmark included the core area of the battlefield where fighting occurred on October 19, 1864.

In 1993 the Civil War Sites Advisory Commission designated Cedar Creek as a Class A battlefield because it had a decisive influence on Sheridan's Shenandoah Valley Campaign (August-December 1864) and a direct impact on the course of the war. Furthermore, the commission classified Cedar Creek as a Preservation I.1 (Class A) battlefield. Such battlefields were defined as those having critical preservation needs requiring nationwide action because they retained good or fair integrity and faced high or moderate threats while less than 20 percent of their core areas were protected.

Cedar Creek and Belle Grove NHP lies within the Shenandoah Valley Battlefields National Historic District, established by Congress in 1996 (Public Law 104-333) to preserve and interpret the Shenandoah Valley's Civil War legacy and historic landscapes—the places, events, and people (soldier and civilian) before, during, and after the war. The national historic district comprises Augusta, Clarke, Frederick, Highland, Page, Rockingham, Shenandoah and Warren counties, and the independent cities of Harrisonburg, Staunton, Winchester, and Waynesboro, as well as ten battlefields (one of which is Cedar Creek) and a number of historically important transportation routes.

Cedar Creek and Belle Grove NHP is listed in the National Register of Historic Places in accordance with 36 CFR 60.1(b) (1) and Director's Order 28: *Cultural Resource Management Guideline*, Chap. 2, Art. B, which state: "Historical parks of the

National Park System are automatically listed in the National Register upon their legal authorization. National Register nomination forms and boundary maps nevertheless must be prepared for them to document and delineate the resources contributing to their significance."

Although national historic landmark and national register documentation for the park needs to be updated and completed, the park's enabling legislation states that its significance incorporates existing National Register of Historic Places and National Historic Landmark designations and "the rich story of Shenandoah Valley history from early settlement through the Civil War and beyond and the Battle of Cedar Creek and its significance in the conduct of the war in the Shenandoah Valley." Figure 3.1 depicts these significant historic resources.

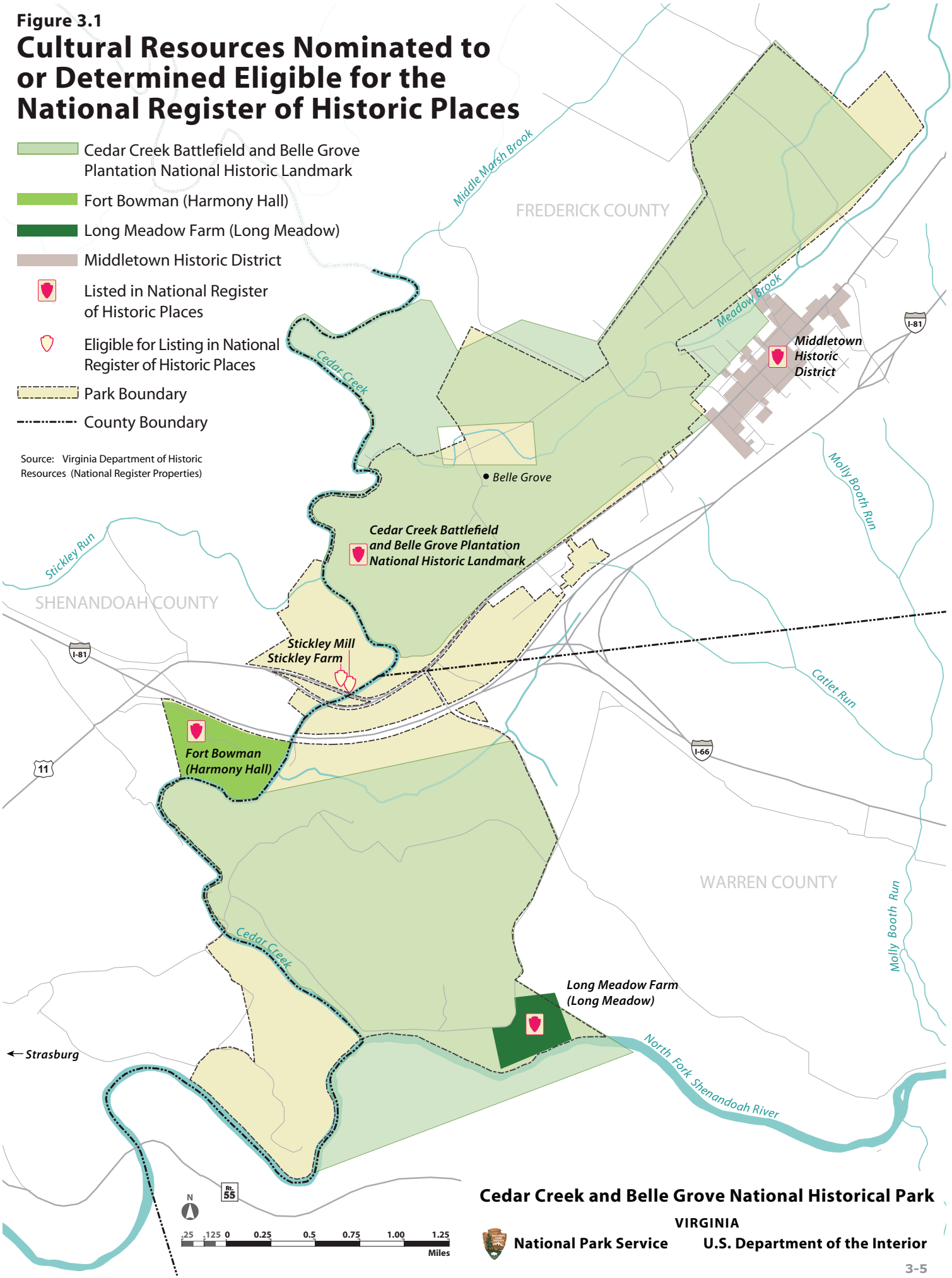
3.2.2 Historical Context

The physical landscape of the park lands has been shaped by natural and cultural forces for millennia. Geological strata, associated soil types, patterns of drainage and hydrography, and topography have combined to sculpt and shape a complex landform of scenic beauty to which American Indians, early settlers, advanced agriculturalists, and military strategists adapted their activities. The quality and productivity of the soils attracted agriculturalists, while water flow determined the placement of water-powered businesses and lumber mills. Farms were located with access to water, pasture, and fields to ensure survival and later profit. Growing prosperity brought architectural visibility with new and sometimes substantial homes being constructed on large agricultural properties or plantations that were situated and oriented to view magnificent mountain scenery and valley vistas. As settlers and entrepreneurs exploited and developed the land and its resources, road systems evolved and populations grew; towns and marketing centers formed at points of maximum local and regional access. As armies moved across the land, they followed the already existing road systems, using them as lines of movement and supply as well as points of military deployment and retreat. Open farmland became camps for small groups and massive armies, fields became battlefields and cemeteries for the dead in battle, and homes became headquarters and hospitals. While open fields facilitated military movement, deeply entrenched streams and creeks became defensive walls that hindered movement and became traps and killing fields.

Despite the threat of increasing encroachment by modern development, the park area is unique in that the historical landscape provides the nation with a vivid and continuous historical record of the region known as the Lower Shenandoah Valley, an area that extends from Winchester on the north to Middletown and Strasburg on the south, with the natural boundaries of the Blue Ridge to the east and the Allegheny Mountains to the west. The land appears much as it did a century ago.

Figure 3.1

Cultural Resources Nominated to or Determined Eligible for the National Register of Historic Places



Cedar Creek and Belle Grove National Historical Park

VIRGINIA

National Park Service **U.S. Department of the Interior**

Patterns of settlement, historic plantations and homes, pastoral farmsteads, and transportation systems are still largely within their original rural setting. Thus, a visitor can experience a variety of diverse physical and visual landscapes that have historical significance within a relatively small geographic area.

The Lower Shenandoah Valley has a long, rich history. The area is linked by a series of historic roadways and paths, the most famous once known as the "Great Warrior Path," which extended from New York and Pennsylvania into South Carolina. This trail, the major north-south trending route through the Shenandoah Valley, began to evolve into the "Great Wagon Road" after the 1744 Treaty of Lancaster, between representatives of the Iroquois and the colonies of Pennsylvania, Maryland, and Virginia, increased safety for pioneers moving south out of Pennsylvania. On March 3, 1834, the Valley Turnpike Company was incorporated by the Virginia General Assembly, which authorized construction of a new 68-mile turnpike from Winchester to Harrisonburg funded by public-private investment. The turnpike was surfaced with macadam pavement and eventually merged with a similar road from Harrisonburg to Staunton to form the "Valley Pike." Eventually spanning a distance of 93 miles, owners of the Valley Pike charged tolls to fund its ongoing maintenance. Later, in 1918, the Valley Pike was incorporated into the first Virginia state highway system and designated as State Route 3. In 1926, the highway was re-designated State Route 11, and three years later it was realigned and widened.

Native peoples of the eastern Woodlands region ranged extensively to the north and south along the Great Warrior Path, and from it could access east-west routes along the upper drainages of the Potomac and Susquehanna rivers. The Monacan occupied the Shenandoah and the upper James and Piedmont regions, but were under constant challenge from large tribes on all sides. To the north the powerful and dominant Susquehanna moved into the Valley at several points to travel south and hunt. To the east the Powhatan Confederacy loosely allied tribes in the upper coast plan. The section of the Great Warrior Path along the Shenandoah River was part of a larger regional network that extended southward from the Kanawha River of West Virginia toward present-day Kingsport, Tennessee. This natural travel route tied native communities to one another and enabled trade access and social interactions through vast portions of eastern North America from the Archaic Period (ca. 9500 to 1000 BC) to and beyond the arrival of European setters during the 17th century.

During the 17th century, this great path also beckoned European traders, explorers, and adventurers, including John Smith, one of the 144 English colonists who disembarked at Jamestown on May 24, 1607, and became a noted explorer, author, and member of the colony's governing council. Smith met native people from the Shenandoah region traveling eastward along the Potomac, and heard of many others who made their home in what is now called the Shenandoah Valley. Thus, when the first white homesteaders moved into the park area during the 1720s in what would become Frederick County, they encountered a tempered landscape

already shaped by centuries of human use and occupation. At the time of European contact, American Indian groups—including Piedmont Siouans, Catawbas, Shawnee, Delaware, Northern Iroquois (Mohawks, Oneidas, Onondagas, Cayugas, Senecas, and later Tuscarora), Cherokee, and Susquehannocks—are thought to have been active in the park area. Some of these groups had developed permanent and semi-sedentary villages along the broad flood plain levees where the best, most workable soils were to be found in the region. The native peoples routinely cultivated maize, beans, and squash, and also utilized the abundant natural resources of the area to sustain their communities.

After 1690, Virginia colonial government encouraged European settlement beyond the Atlantic seaboard and tidal rivers, in part to secure land against French encroachments and American Indian incursions. Shenandoah Valley settlement would become strategically important in the global imperial struggle during the first two-thirds of the 18th century and the subsequent rise of commercial grain agriculture as a function of an Atlantic-wide increase in flour prices. The first settlements near the park area were located near Opequon Creek. Using the sites and travel corridors previously used by American Indians, settlers representing a diverse mix of ethnic origins peopled the valley; the most prominent of these people were the German and Scots-Irish from Pennsylvania. Noticeably different from the plantation culture found east of the Blue Ridge Mountains, the German and Scots-Irish immigrants established communities of yeoman freeholders who took up and developed medium-sized tracts of land. They created socially and economically integrated settlements characterized by networks of kinship, trade, and religious affiliation. Thus, the open-country area of the Lower Shenandoah became a settled landscape consisting primarily of small towns and dispersed and enclosed farms. By the mid-1750s, three counties—Hampshire, Frederick, and Augusta—were formed west of the Blue Ridge Mountains. As the region's population increased, Shenandoah and Warren counties were established in 1772 and 1836, respectively.

When the first European settlers arrived in the Lower Shenandoah, large tracts of land bordering the Great Warrior Path were the property of Lord Fairfax, who had proprietorship of 5,282,000 acres in what is now Northumberland, Lancaster, Westmoreland, Richmond, Stafford, Rappahannock, Culpeper, Madison, Clarke, Warren, Page, Shenandoah, and Frederick counties. The celebrated first European settler of the region was Jost Hite, who was among the earliest of many German immigrants to emigrate from the Rhineland-Palatinate in 1709. After settling in the Germantown area of Philadelphia, Hite received a land grant from Virginia Governor Sir William Gooch in 1731 and led a group of 16 families to the Lower Shenandoah. Hite built a cabin and fort at Opequon Creek, near present-day Springdale along State Route 11. While Hite would remain at Springdale for the remainder of his life, his son would eventually settle at Long Meadow, a 900-acre tract near the North Fork of the Shenandoah River and one mile downstream from the mouth of Cedar

Creek on what contemporary records suggest was an American Indian campsite and burial ground.

In 1732 German pioneers George and Mary Hite Bowman settled on land bounded by present-day I-81 and Cedar Creek about 0.8 miles southeast of State Route 11 when Mary's father, Jost Hite, began the aforementioned colonizing venture in the Lower Shenandoah. About 1755 the Bowmans constructed a home on the property, originally known as Fort Bowman but later taking the name Harmony Hall. Hite and his son-in-law George Bowman had large families, the members of which acquired extensive landholdings in the area and became important in the social and political life of the region.

Following the War for American Independence, the Lower Shenandoah experienced significant economic, political, and social change. The rise in grain and flour prices throughout the Atlantic and Mediterranean economies during the last third of the 18th century and improvements to the Virginia's transportation network resulted in the region's growing prosperity beginning in the late 18th century and continuing into the 19th century. As a result of the improved road system, the subsistence farms of the Lower Shenandoah were connected with wider regional, national, and international markets, thus enabling them to transport cash crops to outside markets. These developments had a profound impact on life in the valley as the agriculturalists responded to the market demands of the wider world by transitioning from an exchange economy to commercial wheat and livestock production. As part of this socioeconomic transformation, the number of gristmills increased, and towns became centers for trade and commerce.

In 1783, Hite's grandson, Isaac, Jr., married Nelly Conway Madison, sister of James Madison and daughter of a wealthy tobacco planter and member of the Tidewater elite. Through the Madison family, Isaac, Jr., and Nelly were linked to the foremost political leaders of their day, including Thomas Jefferson. Upon his marriage, Isaac, Jr., received a 483-acre tract along the Great Wagon Road near Middletown from his father. As the late 18th and early 19th century agricultural economy of the Lower Shenandoah prospered, Hite's holdings grew to more than 7,500 acres on which he developed Belle Grove, one of the largest plantations in the Lower Shenandoah.

Belle Grove was a product of the sweeping economic and social changes in America that turned the isolated backcountry region of the Lower Shenandoah into a unique slave society enmeshed in the national and global market economy. What emerged in the region was a diversified economy in which the majority of the Valley's inhabitants were German-American and Scots-Irish yeoman farmers, entrepreneurs, small businessmen, and merchants rather than slaves and slave owners. Thus, the Lower Shenandoah economy veered away from the tobacco-driven plantation slave society that prevailed in the Tidewater regions of Virginia. The transition from an 18th century backcountry settlement to an established "New Virginia" community in

the Shenandoah Valley resulted in the creation of a unique slave society that had implications for the area's physical and cultural landscape as well as its relationship between town and countryside and racial and class relations.

Wheat production created economic opportunities for whites of all classes and allowed for broad participation in the consumer revolution that began in the late 18th century. However, the 19th century witnessed a hardening of class and racial lines in the Shenandoah Valley as the region became a mature slave society in which social and economic exchanges forged an increasingly hierarchical community composed of upper-class white slaveholders, lower-class yeoman farmers and freeholders, entrepreneurs and small businessmen, and slaves. Pre-Civil War free African American communities in the area also made important contributions to the region's economy.

With the outbreak of the Civil War in 1861 residents of the Shenandoah Valley remained largely aloof to the causes of the conflict. Although Confederate allegiance might have been strongest among the minority of slave owners, large numbers of valley residents asserted loyalty to the Union. Hence David Hunter Strother, an astute observer of Shenandoah Valley society at the time, described the valley as "a debateable ground" in 1862. Nevertheless wartime demands and wartime weariness increasingly alienated some elements in valley society. Among the dissident elements were those of German ethnicity, many of whom were members of the region's historic peace churches who conscientiously objected to participation in war.

By 1864 the civilian and military participants in the Lower Shenandoah had assumed a "hardened" view of war, exhibiting a grim resoluteness that enabled both sides to commit heinous acts toward each other while destroying the physical resources of the valley. During the early years of the war, the productive granary in the Shenandoah Valley had served as the "Breadbasket of the Confederacy," but regular conscriptions of food and livestock had slowly impoverished local landowners. Within the park area displays of Confederate support included soldier recruitment, intelligence gathering, provisioning of Southern units, and guerrilla activity against Union forces. The strategic as well as the agricultural importance of the Lower Shenandoah meant that it became the locale of many skirmishes and battles, thus devastating the landscape and leaving the area a wasteland in the war's aftermath. Additionally, the Union army's destructive ways, such as the methodical burning of barns, mills, crops, and livestock by order of Maj. Gen. Phillip H. Sheridan in October 1864, turned many ambivalent Southerners into ardent Confederates.

On October 19, 1864 the Confederates, under Lt. Gen. Jubal A. Early, surprised the federal army at Cedar Creek and routed the VIII and XIX Corps, implementing a masterfully conceived and brilliantly executed tactical plan. Sheridan arrived from Winchester to rally his troops, and in the afternoon, launched a crushing counterattack that succeeded in recovering the battlefield and control of the

Shenandoah Valley to Union forces. The Battle of Cedar Creek was a crucial Union victory that nearly annihilated Early's Confederate army while helping Abraham Lincoln secure his reelection at a time when the northern populace was divided over the war.

As a result of the large-scale destruction of farms and mills during the Civil War, grain and livestock production declined drastically in the Lower Shenandoah. Agricultural production slowly recovered during the postwar years, and during the late 19th and early 20th centuries, forested lands along the uplands, east of the Valley Pike, became increasingly fragmented as a result of extensive clearing for agricultural and pasture use. By the early 20th century, the Lower Shenandoah experienced a phenomenal rise in apple production as apples replaced wheat as the primary cash crop. Numerous facilities were developed to support apple production and processing.

The Lower Shenandoah underwent a revolution in land and labor because of the Civil War. The destruction of slavery forced whites and blacks to reconstruct social, political, and economic relations in a world of "free labor" as former slaveholders reconstituted themselves as a new ruling class in a new world in which freed people were allowed to buy and sell their labor and exercise their political rights as full citizens. During Reconstruction, African Americans made considerable social and economic progress, articulating a version of freedom that clashed with the interests of most whites who desired to create new forms of labor and social suppression. After the war, many emancipated slaves moved north and west, creating a labor shortage in the Lower Shenandoah, and bankrupting many whose fortunes had been tied to the prewar slave-based economy. A Freedmen's Bureau facility was established in Winchester, however, and some blacks remained in the region; they joined prewar free African American communities that survived the conflict and they thrived during Reconstruction, working small farms on a sharecropping or tenant basis, or employing their skills locally. However, African American equality was challenged during the late 19th century with the codification of Jim Crow legislation and enactment of the "separate but equal" doctrine into law, thus creating a sanctioned lower class and rigid racial segregation.

The historical landscape of Cedar Creek and Belle Grove NHP testifies to the South's reincorporation into the United States during the post-Civil War era in two important ways. First, the "New South" movement of the late 19th century was an attempt by Southern leaders to rebuild the former Confederacy with the cooperation and capital of Northern businessmen. In accepting Northern investment Southern leaders recognized the supremacy of federal authority, and they were allowed to do so without having to eradicate the memory of the failed Confederate experiment or give up home rule over African Americans and poor whites.

The development of Meadow Mills to the west of Belle Grove is a New South creation because it represents an example of the South's attempt to rebuild after the Civil War. During Reconstruction, northern companies successfully obtained charters and ultimately built a railroad line through the entire length of the Shenandoah Valley. In 1867, the Winchester and Strasburg Railroad connected Harpers Ferry to the rail line stretching south to Harrisonburg. The rail line, which was constructed west of the Valley Turnpike in the park area, eventually became part of the Baltimore and Ohio Railroad network, and its location contributed to establishment of the Meadow Mills community and its nearby limestone quarries. Small-scale limestone quarries, including the Conner Lime Kiln, were developed near Meadow Mills during the early 20th century, but large scale quarry production and other mining operations for limestone, shale, sand, and crushed stone, would not begin until after the 1930s.

The New South campaign also complemented a national reconciliation movement that sacrificed the rights of African Americans in exchange for sectional reunion and white Southern home rule. Crucial to this process was the commemoration of Civil War battlefields as places where American brothers showed their manly spirit and bravery on behalf of ideals for which they fought rather than as killing fields where the nation engaged in massive bloodletting over slavery. At Cedar Creek, three monuments were erected as event organizers invented a new past lacking the bitterness and controversy that animated the actions of Union and Confederate soldiers in the fall of 1864. For example, former Union Col. Henry A. DuPont, then serving as a U.S. Senator from Delaware, gave a sensitive and moving rendition of Maj. Gen. Stephen D. Ramseur's death at Belle Grove during the dedication of the Ramseur Monument in 1912. In death, Ramseur was portrayed as a valiant soldier doing his duty while engaged in an apolitical cause, its goal of disunion and slavery ignored. Thus, DuPont's dedication speech reflects how the Cedar Creek battlefield was transformed into a memorial landscape where Northerners and Southerners came to commemorate their wartime actions and spread the message of sectional healing and reunification as the people in the Lower Shenandoah adjusted to the powerful racial and class changes of the post-Civil War years.

During the early 20th century, mining for limestone, shale, sand, and crushed stone became important industries in the Lower Shenandoah, resulting in development of numerous quarries. Forested lands along the uplands, south of the Valley Pike, became fragmented from extensive clearing for agricultural and pasture use. In 1918 the Valley Pike was incorporated into the first state highway system. Designated initially as State Route 3, and later changed to State Route 11 in 1926, the road, which was realigned and widened in 1929, remained the regional north-south thoroughfare throughout the mid-20th century. As a result of the expanding population of Middletown during the 1910s-1930s, increasing development occurred along State Route 11 and secondary routes that terminated at Middletown.

During the latter decades of the 20th century, agricultural production in the Lower Shenandoah continued to decline, resulting in reforestation of many areas. The growth of Middletown and Strasburg, along with highway development and limestone mining expansion, during recent decades has resulted in the loss of open space and elements of the park area's rural character. These developments in turn have provided the backdrop for efforts to preserve the area's significant cultural landscape resources and historical legacy culminating in establishment of Cedar Creek and Belle Grove NHP.

3.2.3 Archeological Resources

A three-volume archeological overview and assessment of Cedar Creek and Belle Grove NHP prepared in 2006 includes information on 105 archeological sites and site complexes within the legislated boundaries of the park based on a review of previous research and selected field visits. Although comprehensive archeological research has not been conducted on park lands, various organizations, including the National Trust for Historic Preservation, Cedar Creek Battlefield Foundation, Shenandoah Valley Battlefields Foundation, Wayside Museum of American History and Arts, Chemstone, Inc., and the Shenandoah County Department of Parks and Recreation, have conducted significant cultural resource investigations on the properties they own; it is these investigations that serve as the basis for the aforementioned archeological overview and assessment.

With the exception of certain cultural features on the grounds of Belle Grove and the Solomon Heater Farm, only two of the sites within the legislated park boundaries have been archeologically tested or assessed. Both of these sites—Panther Cave and Bowman Site—have prehistoric associations and were found to have ceramic fragments in their assemblages. Panther Cave, which has been designated as a "Significant Cave" by the Virginia Cave Board because of its archeological significance, has yielded a rich assemblage of artifacts that suggest the site was used as a temporary encampment during hunting expeditions from the Middle Archaic through the Late Woodland periods. Only one military site—an 1862 Union Sibley tent encampment on the grounds of the Heater Farm—has been archeologically tested, and the line of earthwork defenses west of the XIX Corps encampment has been well documented and interpreted.

Twenty-two of the identified archeological sites in the park exhibit evidence of American Indian occupation. This number is not believed to be a true reflection of the extent of American Indian settlement, although the types of sites may be an accurate indication of the nature of occupation. Significant and broad terrace lands along the North Fork of the Shenandoah River and along Cedar Creek below Bowman's Mill remain to be investigated. These lands are particularly important because they possess a high probability for potentially significant American Indian agricultural settlements.

The sites that have been located suggest a fairly marginal level of American Indian occupation, with only one site (Bowman Site) possessing artifacts of a type or quantity indicative of a possible sedentary community. The remaining sites are identified as sparse and widespread lithic (stone tool) scatters suggesting fairly brief episodes of encampment, although some of the sites may have been visited more than once. Most, but not all, of the sites, including the Bowman Site, have been impacted by modern agricultural activity. Site placement throughout the park appears to clearly favor lands near water, and no data show evidence of significant American Indian occupation of the upland areas away from stream flows. Only three of the 22 recorded sites have possible temporal assignments which range from the Middle Archaic (6500-2500 BC) through the Late Woodland (900-1700 AD) eras.

Seventy-one recorded archeological sites in the park are deemed to have military significance. Of these, three relate to 1862 military activities, 57 relate to the Battle of Cedar Creek in 1864, and 11 are of uncertain affiliation. Approximately 18 of the sites are associated with what are thought to have been encampments, while several may be associated with hospitals and artillery and battery emplacements. Thirty-two archeological sites consist of landscape features. While the landscape-associated sites do not necessarily contain manmade military features, they contributed to the cultural landscape within which the Battle of Cedar Creek was fought.

Twenty-six recorded archeological sites in the park are associated with residential and agricultural development beginning in the late 18th century. The cultural geography of the park lands and contiguous areas was shaped by the emergence of highly profitable plantations and family farms, enhanced in the 20th century by the development of industrial quarrying. With the exception of the rise of the late 19th-early 20th century community of Meadow Mills, which also had ties to agriculture, non-agricultural related residential patterns did not emerge in the area of the park until later in the 20th century. Sites associated with residential and agricultural development in the park that have archeological components include plantations, such as Long Meadow, Harmony Hall, and Belle Grove, and smaller family farms and farmsteads, such as those associated with Solomon Heater; Daniel Stickley; C.I Hite (Whitham); and the McInturf, Davison/Wilson, and Keister families.

Several archeological sites in the park are related to water-powered milling. These include the Bowman Mill, constructed ca.1810-20 and utilized into the 20th century; George Bowman Mill, constructed ca. 1753 (including a saw mill); Daniel Stickley Mill, constructed during the early 19th century; Hite/Hottle Mill, a complex that included merchant and saw mills and a distillery constructed by the Hite family before the American War for Independence and which remained in use into the early 20th century; and Miller's Mill, constructed during the mid-19th century and utilized into the early 20th century.

Four archeological sites in the park are related to quarrying activities. These include quarry pits east of Cedar Creek of uncertain age; an isolated quarry pit east of Cedar Creek of uncertain age; a line of quarry pits that extend the length of the Hite-Hottle Mill complex north of Meadow Brook; and the Connor Lime Kiln, an early 20th-century quarry site that includes pits that are believed to date to the late 18th century.

Additionally, transportation-related archeological sites in the park include fords, bridges, roads, such as the Valley Pike, and rail lines.

3.2.4 Ethnographic Resources

A draft *Ethnographic Overview and Assessment*, prepared for the NPS in 2006, concluded that there are places within the park boundaries that have important significance for local landowners (mainly descendants of German and Scots-Irish settlers), certain non-conformist religious practitioners such as members of the Church of the Brethren, and commemorators of the Civil War. Other groups investigated during the research, including American Indians and African-Americans, have important historical connections to the park but maintain few, if any, recent or contemporary associations with park resources. The stories that emerge from the ethnohistorical research bring this long and complex history to life and demonstrate that the region in which the park is located constitutes the focus of diverse histories and multi-faceted cultural experiences.

American Indians had a presence in the area from the first human occupation of the Lower Shenandoah during the Paleo-Indian period (ca. 9500-10,000 BC) until the end of the 18th century. The valley served as a locale for settlement and resource harvest by American Indian communities as well as a major travel corridor along which tribal groups from more distant locations moved up and down the valley and migrated through the area for purposes of trade and raiding. Numerous American Indian tribal groups inhabited or passed through this portion of the Shenandoah Valley (along the "Great Warrior Path" that is now Route 11) during the 17th and 18th centuries, and their associations constitute an important component to the history and ethnographic landscape of the park.

Europeans began moving into the area and encroaching on Indian lands in the 1720s, and colonial and imperial officials began promoting non-Native settlement in the region during the 1740s. The arrival of European settlers resulted in profound changes for Native cultures in the Lower Shenandoah. Indians were taken from a largely self-sufficient, bartering economy characterized by low level chiefdoms to a quasi-market situation, marked by increasing dependency on an alien society that did not have a place for the original inhabitants. In addition, significant population losses from the introduction of new diseases radically altered the nature and structure of the indigenous population. Together these trends resulted in the dispersal of the Native inhabitants of the Lower Shenandoah Valley by the end of

the War for American Independence. Although there is little historical evidence of Native American presence in the park area during the 19th and 20th centuries, the region continues to have significance for Indian people. The very visible Massanutten Mountain, for example, continues to be a central feature of the Native American historical landscape, and the Monacan Indian Nation has many recollections about the mountain and about the valley and its inhabitants that contribute to its sense of cultural identity today.

One of the most significant characteristics of the park area is its long and continuing association with members of a variety of Protestant and Reformed denominations, including Methodists, Lutherans, Presbyterians, and the Church of the Brethren. German and Scots-Irish settlers, the predominant ethnic groups in the area, brought their Reformed religious practices with them. Among the first important Protestant denominations to reach the Lower Shenandoah were the Quakers who arrived by the mid-18th century. In 1844, Strasburg's oldest congregation built St. Paul's Lutheran Church. Today, the Quakers, Brethren, and Mennonites comprise three significant historic "peace" denominations for whom the Lower Shenandoah remains a stronghold. Scots-Irish settlers constituted another important immigrant group that arrived in the Lower Shenandoah shortly before the American War for Independence. Many arrived in the area through the influence of Methodist Reverend Robert Strawbridge and his followers whose ministry, characterized by circuit-riding preaching, drew a large following. Although the early Methodists often cooperated with the United Brethren, they participated actively in the various military conflicts that wracked the region, especially during the Civil War.

The Shenandoah Valley continues to be one of the principal centers of the Church of the Brethren in the United States. This area and Lancaster County, Pennsylvania, have the denomination's highest concentration of churches compared to other regions in the country. Brethren probably entered the valley during the mid-18th century. During the Civil War this denomination, a historic "peace church" that rejects participation in warfare, did not support either side although it was opposed to slavery. Brethren churches were often called "meeting houses" by their memberships. The park is situated within the Church of the Brethren Shenandoah District, a multi-county organization of the denomination's churches in the Shenandoah Valley and part of West Virginia which in 2005 numbered more than 14,000 members.

The Brethren church in closest proximity to park lands, located outside the boundary adjacent to the Belle Grove property, is Meadow Mills Church of the Brethren, a congregation that dates from the late 19th or early 20th century when that village was a prosperous crossroads community. This church practiced (and possibly still does) the denomination's distinctive dunking style of baptism in Cedar Creek and the Shenandoah River. It was the distinctive type of baptism practiced by the Church of the Brethren that led non-members to derisively call German

Baptist Brethren and their offshoots "Dunkers." The Meadow Mills church membership has fluctuated between 100 and 140 people since 1950, and it serves about 100 members today. This church continues to have important associations with the park and its environs.

In contrast to the tidewater region of Virginia, where the commonwealth's largest plantations and slave populations were concentrated, the Lower Shenandoah was home primarily to "middling" farmers who owned comparatively smaller numbers of slaves. By 1860, the vast majority of slaveholding families in the Frederick-Shenandoah-Warren County area owned 14 or fewer slaves. In contrast, the Hite family's Belle Grove Plantation, which by 1820 had 103 slaves – the most in the three county area – represented the southernmost extension of the Tidewater complex. In this borderland region of the upper south, the African American experience, both in slavery and in freedom, was fundamentally influenced by the Lower Shenandoah's commercial grain economy.

The region had a small but important community of free blacks, some of whom may have arrived prior to establishment of the first permanent German and Scots-Irish settlers. By the early 19th century, many free blacks were living in the Lower Shenandoah, often employed as day laborers, while others worked as skilled artisans. Once emancipated, freed African American men and women seized the initiative in organizing their own communities just as freed blacks had done during the antebellum period. During the mid-to-late 19th century, their corporate establishment of small freeholder communities in Frederick, Warren, and Shenandoah counties afforded a testament to African American family and community cohesion. Nevertheless, as a result of increasing discrimination and Jim Crow legislation during the late 19th and early 20th centuries, African Americans in the Lower Shenandoah would participate only marginally as landowners in the region's agrarian freeholder society. Today, the observable absence of black people in and around the park is explained by historic patterns of out-migration, continued segregation of schools and churches up to the 1970s, the tendency of modern African Americans to work in urban localities outside the valley, and the continued lack of local employment opportunities for blacks.

Belle Grove, Inc., a foundation established in 1974, funds and operates the Belle Grove plantation property, which is owned by the National Trust for Historic Preservation. The foundation and the National Trust have entered into a partnership to operate the plantation, provide a range of interpretive programs open to the public, and host Hite family reunions. Belle Grove Plantation has identified the names (and, in some cases, the origins) of the Hite family slaves and has developed genealogies of the slaves that were in residence during the plantation's early years, but information is lacking about existing relationships, if any, between these persons and the area's contemporary residents and groups. It is presumed that such contemporary persons, if located, may preserve important

knowledge of and associations with the Belle Grove Plantation that have been passed down in family histories or oral traditions. A slave cemetery is located on the plantation, but whether this site has ongoing cultural or religious significance to families and groups who may remember or visit the site requires further investigation.

Cedar Creek and Belle Grove is today the site of large-scale re-enactments of the Battle of Cedar Creek. Civil War re-enactors, the largest group which currently makes use of park lands, reflect a deep commitment to historical accuracy combined with a widespread interest in "immersion" history. Commemorative activities at Cedar Creek and Belle Grove go back to the 1870s and 1880s when people began to visit the plantation to commemorate the battle. The first of these groups were members (or descendents) of union forces who had participated in the decisive battle, and who were responsible for erecting monuments presently located near the entrance to the plantation. In Virginia, such commemoration soon became the province of ladies memorial associations which espoused the values and beliefs of the "Lost Cause" tradition that portrayed the south as a victim of northern aggression. As early as the 1880s Frederick Douglass warned against the growing tendency to interpret the Civil War in terms of romanticized notions of the Old South. This controversial viewpoint continues to be a dominant perspective among contemporary Civil War re-enactors.

The Cedar Creek Battlefield Foundation was established to protect and preserve the battlefield, restore the historic Solomon Heater House, and serve "as a forum for history buffs, re-enactors, and descendants of participants in the engagement." Each fall for more than a decade, thousands of men, women, and children have camped and engaged in battlefield tactics on the Cedar Creek Battlefield in commemoration of the lives and activities of those who fought in the Civil War. The foundation continues to host major battle re-enactments each year that interpret the battle and Civil War era life. These events have become an important element of local cultural life, and many historical organizations, preservation groups, and civic sponsors have become involved in ongoing evolution of the site's meaning. They have also brought Cedar Creek Battlefield national attention, as visitors from around the nation and the world travel to see the re-enactments and learn about the Civil War. Fees paid by re-enactors to participate in the events support the foundation and have been a major funding source for acquisition and preservation of lands owned by the organization.

Park landowners, current and former residents within the park boundaries, and park neighbors with long standing ties to the park area have strong persistent cultural associations with lands in Cedar Creek and Belle Grove NHP. Those who continue farming and livestock management practices that have their roots in the 19th century also have substantial knowledge about the park area and its resources. These landowners and long-time park neighbors, most of whom are descendants of

families whose ancestors settled the area prior to establishment of the park, have specialized knowledge about the land, farming techniques, and the area's social and cultural history, and retain knowledge of hunting, fishing and collecting wild foods.

3.2.5 Sacred Sites

The historical and ethnographic research conducted for the draft *Ethnographic Overview and Assessment*, prepared for the park area in 2006, indicates that American Indian sacred sites are not likely to be present within the park (Bragdon 2006). This research specifically asked members of the Monacan Indian Nation about the existence of sites with potential cultural and religious significance in or near the park. Studies of places of potential sacred significance to Indian tribes including state-recognized tribes will be conducted in collaboration with the appropriate tribes and groups if information about them becomes available through consultations or further research.

3.2.6 Historic Structures

Structures found in the park are a reflection of the community's cultural and building arts heritage, as well as the individual needs and inherent qualities and specific resources of the landscape. Historic buildings in the park represent all of the important historical eras relating to the area's development and reflect a variety of architectural styles. Some are significant as examples of certain types of architecture or construction technology; others are significant because they contribute to an understanding of park history.

Notable historic buildings within the park include residences, outbuildings, and industrial structures that have been listed in the National Register of Historic Places as well as the Virginia Landmarks Register. Belle Grove, a designated National Historic Landmark as well as a Virginia Historic Landmark, includes a variety of historic resources. The most significant of these are a manor house, overseer's house, dependency, slave quarters, springhead, stable and barn complexes, and Hite-Hottle Mill complex. The exterior of the manor house, one of the outstanding mansions in the Lower Shenandoah, shows Thomas Jefferson's influence from the Tidewater and Piedmont areas as well as Classical Revival elements, while the interior is distinguished by fine woodwork in a transitional style spanning the Georgian and Federal periods.

Other national register-listed properties in the park include Harmony Hall (Fort Bowman), Long Meadow, and portions of the Middletown Historic District, although the majority of the historic district is outside park boundaries. Harmony Hall, a two-story limestone structure, was built by George Bowman (ca.1753) and is an important example of the Pennsylvania German architectural influence in the Lower Shenandoah. Long Meadow is a noteworthy and well-preserved example of a transitional Federal-style to Greek Revival-style two-story brick plantation house.

The current dwelling, constructed by George W. Bowman in 1848, is the second structure to be built on the site. The original dwelling was built during the mid-18th century by Isaac Hite. The original dwelling no longer exists above ground, but it may continue to exist as below-ground archeological evidence. The Harmony Hall plantation features a tenant house as well as several other early structures. Long Meadow is significant as an example of a prosperous working plantation, with a fairly extensive collection of outbuildings that date from both the period of the original house and the period of the current one. It is also significant as one of the initial settlement sites in the Lower Shenandoah.

The Daniel Stickley Farm, consisting of a ca. late 1840s- to early 1850s-era brick, two-story, Federal-style dwelling and six outbuildings, and the Stickley Mill, which includes two stone ruins of a mill that was burned by federal troops during the Civil War, have been determined eligible for listing in the National Register of Historic Structures and potentially eligible for listing in the Virginia Landmarks Register. Although other historic properties in the park have not been formally evaluated for listing in the national register or Virginia Landmarks Register, smaller family farms or farmsteads in the park with 19th and 20th century structural components, such as houses, barns, outbuildings, and other agricultural features, include those associated with Solomon Heater; C.I. Hite (Whitham); and the McInturf, Davison/ Wilson, and Keister families.

One of the properties owned by the U.S. Government is the 8.0-acre Hite-Whitham tract, which was part of the 1,000-acre George Bowman patent of 1732. Located at the south end of the core battlefield, the Hite-Whitham property witnessed significant events associated with the Battle of Cedar Creek, including the strategic movement of Confederate Maj. Gen. Joseph B. Kershaw's left flank and the possible treatment and care of wounded troops. A preliminary assessment of the structures on the property was conducted in June 2006 for the park's List of Classified Structures Database and a draft cultural landscape inventory (DCLI) was completed in November 2007. The conclusions of these assessments related to historic structures are the following:

- Structures considered eligible for the National Register and contributing to the significance of the national historical park
  - Road Trace (date unknown – probably early 19th century – 1937)
  - Bank Barn (date unknown – probably late 19th century – 1937) – Building warrants a structural evaluation
  - Stone-Lined Well (date unknown – probably late 19th century – 1937)
  - Meat Shed (date unknown)
  - Farm House (date unknown – probably early-mid 19th century with later additions) The interior and exterior of the core brick structure

are substantially intact and later additions which obscure its visual integrity are external to it and reversible. In the future, these additions could be removed to reveal a resource with significance related to the Battle of Cedar Creek and the antebellum agricultural community in the northern Shenandoah Valley.

- Structures considered ineligible for the National Register because they either do not retain integrity or do not relate to the period of significance
  - Drilled Well (ca.1970)
  - Collapsed Outbuilding (date unknown)
  - Chicken House (ca. post-1937)
  - Driveway (date unknown) and Brick Gate Piers (ca. post-1969)
  - Manmade Pond (ca. post-1969)
  - Metal Storage Building (modern)
  - Additional Recently-Constructed Outbuildings – Chicken House, Loafing Sheds and Livestock Pen, and Wood Frame Shed
- Significance and National Register eligibility could not be evaluated due to insufficient information
  - Multiple Fence Remnants (dates unknown)

Whether vernacular or high style, these homes and structures are tangible reminders of the park community's past and the cultural heritage of their builders and users. Roads, too, are structures, and many of the primary and secondary roads in the park are historic. Other structures in the park include smaller-scale features such as historical monuments and cemeteries.

3.2.7 Cultural Landscapes

Historical settlement and development patterns and natural and cultural characteristics are important elements of the cultural landscape of the park. Landscape characteristics are the tangible evidence of the activities and habits of the people who occupied, developed, used, and shaped the landscape to serve human needs, and these characteristics may reflect the beliefs, attitudes, traditions, and values of the people. Collectively, landscape features and patterns, and their relationship over time, imprint and reflect human history and give it its character. Three land use history maps of the park area for 1864, 1937, and 2006, prepared as part of the *Land Use History for Cedar Creek and Belle Grove NHP*, provide useful data pertaining to cultural landscape resources—these maps are included as Figures 2, 3, and 4, respectively.

A draft cultural landscape inventory (DCLI) of the Hite-Whitham Farm was completed in November 2007. The DCLI identifies the following landscape

characteristics for the Hite-Whitham farmstead: natural systems, topography, spatial organization, land use, circulation, vegetation, buildings and structures, views and vistas, small-scale features, and archeological sites. The Hite-Whitham farmstead parcel is considered significant for National Register listing for its association with the Civil War. As noted above, the farmhouse has been extensively modified, but remains in the same location. The rural character of the farmstead remains preserved and the gently sloping land, road trace, farmhouse (excluding subsequent additions), and strategic views evoke the Civil War and are present to assist in understanding the strategic role of the landscape in the historic battle.

The following sections summarize the principal landscape characteristics that contribute to the character of the park.

- **Overall Spatial Organization/Response to the Natural Environment**

By 1864 the southern portion of the present-day park area remained heavily forested, while the majority of the landscape was agricultural. A network of roads connected residential, industrial, and agricultural land uses. The Valley Pike physically divided the landscape into two halves. The road served as the major north-south transportation corridor through the Lower Shenandoah for early settlers, as well as soldiers during the Civil War (in the area of the present-day park, the Valley Pike generally traversed in a southwesterly to northeasterly direction between Strasburg and Middletown). Dispersed along the turnpike were properties, including the Belle Grove Plantation, Solomon Heater Farm, and the Daniel Stickley Mill complex.

East of the Valley Pike, roads physically connecting settlements and mills included Long Meadow Lane, Bowman Road, and Hite Road. Settlements in the area included the J.A. Baldwin, McInturf, and C.I. Hite (Whitham) farms; the Long Meadow and Harmony Hall plantations; and Bowman's Mill. Adjoining these settlement clusters were open areas that were used for grain and livestock production. To the west of the Valley Pike, Belle Grove Lane, Hite Road, and two unnamed farm roads connected the Miller and Ridenour farms and Hottle Mill with the surrounding settlements and farmsteads.

The locations for plantations, farmsteads, and settlements within the present-day park boundaries were directly related to their proximity to the Shenandoah River and its principal tributaries, Cedar Creek and Meadow Brook. Many of the larger dwellings were constructed of limestone, thus implying the existence of quarries or natural outcroppings.

Located east of State Route 11, I-81 has become the major transportation corridor and underlying agent of suburbanization in the park area since 1971. Currently, increasing population growth from the expansion of the Washington, D.C.,

metropolitan area has encroached on lands within the park area, adversely affecting the historic character of the landscape.

- **Vegetation**

Early accounts of the Lower Shenandoah Valley during the 18th century indicate that the majority of the valley was forested and dominated by deciduous trees interspersed with a variety of flowering shrubs. Oaks and hickories comprised the majority of the forest in more fertile soils, while pines and conifers were found scattered throughout more sandy and stony soils. Besides areas in which hardwoods thrived, the Lower Shenandoah landscape included areas of poor land, known as barrens, where nothing but pine trees would grow.

Open meadows were also found in the valley. Although the origin of these open areas requires further research, they may have been the result of American Indians clearing the land, periodic flooding, accidental fire, or severe storms. These openings in the forests were of great value to both American Indians and European settlers who used them to locate dwellings, plant and cultivate crops, and raise livestock. Both native and non-native vegetation are present in the park and equally contribute to the character of the cultural landscape.

As a result of the large-scale destruction of farms and mills during the Civil War, grain and livestock production declined drastically in the Lower Shenandoah. However, agricultural and manufacturing production recovered rather quickly after the Civil War, and by 1870 production in most commodities in the agricultural and manufacturing sectors had exceeded their 1860 levels during the postwar years; during the late 19th and early 20th centuries, forested lands along the uplands, east of the Valley Pike, were fragmented as a result of extensive clearing for agricultural and pasture use. Figure 3.2 depicts the vegetation and land use character of the park for the year 1864, and Figure 3.3 depicts the vegetation and land use character of the park for the year 1937.

Agricultural activity in the Lower Shenandoah Valley declined during the late 20th century, resulting in a substantial decrease of farmland in many areas. The recent growth of towns, such as Middletown and Strasburg, along with highway development and limestone mining expansion, has resulted in the loss of open space and forested lands in the Lower Shenandoah. Figure 3.4 depicts the existing (2006) vegetative conditions and land use character of the park.

- **Land Use**

In the open meadows found in the Lower Shenandoah, American Indians typically grew corn, beans, and squash, while Scots-Irish and German settlers grew wheat, rye, barley, oats, corn, flax, hemp, and tobacco. Although the emphasis in agricultural production evolved over time from a locally contained agricultural economy to regionally and nationally based markets, grain and livestock production

remained integral components of the landscape throughout the 18th and 19th centuries.

Various features in the park contributed to the cultural landscape within which the Battle of Cedar Creek was fought and thus provide an understanding of how the park lands were used by military forces. In effect, the network of towns, roads, bridges, farms, plantations, mills, and quarries that shaped the mid-19th century landscape, in conjunction with the natural terrain over which those features were draped, defined the area and setting of military action. The region's rolling topography, including Pout's Hill, Hupp's Hill, Three Top Mountain, Signal Knob, and Massanutten Mountain, allowed military personnel to survey and observe the surrounding lands and strategize for battle. The existing road network, including the Valley Pike, provided an efficient means of transporting soldiers up and down the valley. While Cedar Creek and the Shenandoah River formed natural defensive walls with steep ravines and slopes, the fords and bridges previously built for industrial and residential needs served as crossing points for both armies. As a result, locations of fords influenced the construction of defensive earthworks. The Bowman's Mill, McInturff's, and Bowman fords are fundamental resources from which the general contours of one of the most complicated and daring flanking maneuvers of the war can be interpreted. While the forested areas provided opportunities for concealment, the presence of open farmlands enabled large numbers of troops to gather for battle. Many of the buildings and structures in the valley were used for military housing, headquarters, and field hospitals. A line of earthworks established by the Union VIII and XIX Corps as part of their encampment defenses in October 1864 has been documented. Exceptions to this might be the Valley Pike Bridge that was repeatedly burned and rebuilt during the course of the war, and the Daniel Stickley Mill complex that was deliberately destroyed to prepare the Union field of fire. Figure 3.2 depicts the vegetation and land use character of the park for the year 1864.

During the late 19th and early 20th centuries, agricultural production slowly recovered from the large-scale destruction of farms and mills during the Civil War. Fields surrounding many previously identified settlements were enlarged and apple orchards and other farmsteads were developed in the area. By the early 20th century, the Lower Shenandoah experienced a phenomenal rise in apple production as apples replaced wheat as the primary cash crop and apple orchards dotted the landscape. Figure 3.3 depicts the vegetation and land use character of the park for the year 1937.

During the 20th century, mining for limestone, shale, sand, and crushed stone developed into an important industry in the Lower Shenandoah, resulting in the opening and operation of many quarries. Construction of the Manassas Gap Railroad to Strasburg in 1867 contributed to the later establishment of the Meadow Mills community and development of limestone quarries in its vicinity. Although

small-scale quarries, including the Conner Lime Kiln, were in operation during the early 20th century, large-scale quarry activity commenced after the 1930s. Figure 3.3 depicts the vegetation and land use character of the park for the year 1937.

Agricultural activity in the Lower Shenandoah Valley declined during the late 20th century, resulting in a substantial decrease of farmland and a corresponding increase of reforestation in many areas. Vineyard cultivation and cattle production have become the predominant agricultural activities in recent decades. The recent growth of towns, such as Middletown and Strasburg, along with highway development and limestone mining expansion, has resulted in the loss of open space and elements of the Lower Shenandoah's rural character. Figure 3.4 depicts the existing (2006) vegetative conditions and land use character of the park.

- **Circulation**

The contemporary road system through the park is largely based on historic routes and patterns. Early roads were aligned based on functional need, proximity to natural landforms, and property lines. At a smaller scale, local roads were required to link families, farms and plantations, industrial sites, and towns.

Previously used by American Indians as a migratory route and for hunting, the major north-south trending route through the Shenandoah Valley, known as the Great Warrior Path and later as the Great Wagon Road and Valley Pike, became a major transportation corridor for European settlers. Because of its importance as well as its convenience, many European settlements were developed along this former American Indian trail.

From the beginning, the Great Wagon Road and Valley Pike served as the transportation spine through the Shenandoah Valley. Eventually, roads would branch from it to form a network of transportation corridors, connecting settlements with individual farms, industry, towns, and major cities. In 1918 the Valley Pike was incorporated into the first Virginia state highway system. Designated initially as State Route 3 and later changed to State Route 11 in 1926, the road, which was realigned and widened in 1929, remained the regional north-south thoroughfare through the Lower Shenandoah until the completion, in 1971, of I-81 (which generally followed State 11). While I-81 became the major transportation corridor through the valley, subsequent construction of I-66, which connected the Washington, D.C., metropolitan area with I-81 between Middletown and Strasburg, led to increasing population growth in the Lower Shenandoah during the late 20th and early 21st centuries. Thereafter, State Route 11 was realigned as a secondary transportation route.

Most railroads built in Virginia before the Civil War were located east of the Blue Ridge Mountains and designed to connect the Piedmont with the Tidewater cities of eastern Virginia. Even with the construction of the Baltimore and Ohio Railroad in

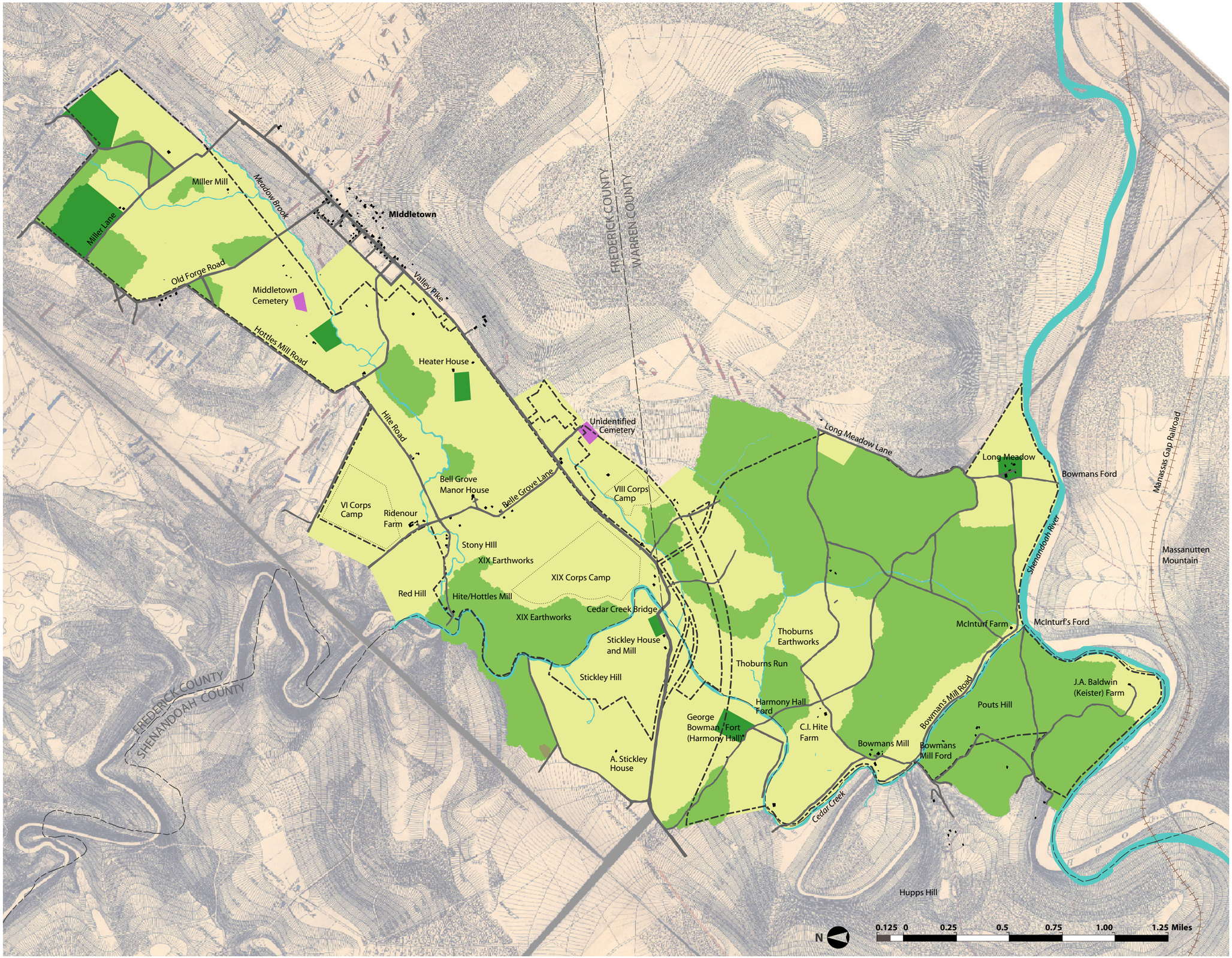


Figure 3.2

1864 Land Use

- Forest/Woodland
- Field / Grassland
- Orchard
- Cemetery
- Quarry
- Building / Structure
- Road
- Railroad
- Stream / Creek / Water
- NPS Park Boundary
- County Boundary

Sources:
Background: Battlefields of Fisher's Hill and Cedar Creek [19 October 1864], Virginia. Prepared by Bvt. Lt. Col. G. L. Gillespie.

Additional Mapping by Mike Commisso, Olmsted Center for Landscape Preservation, January 2007

Cedar Creek and Belle Grove National Historical Park

Virginia

U.S. Department of the Interior

National Park Service

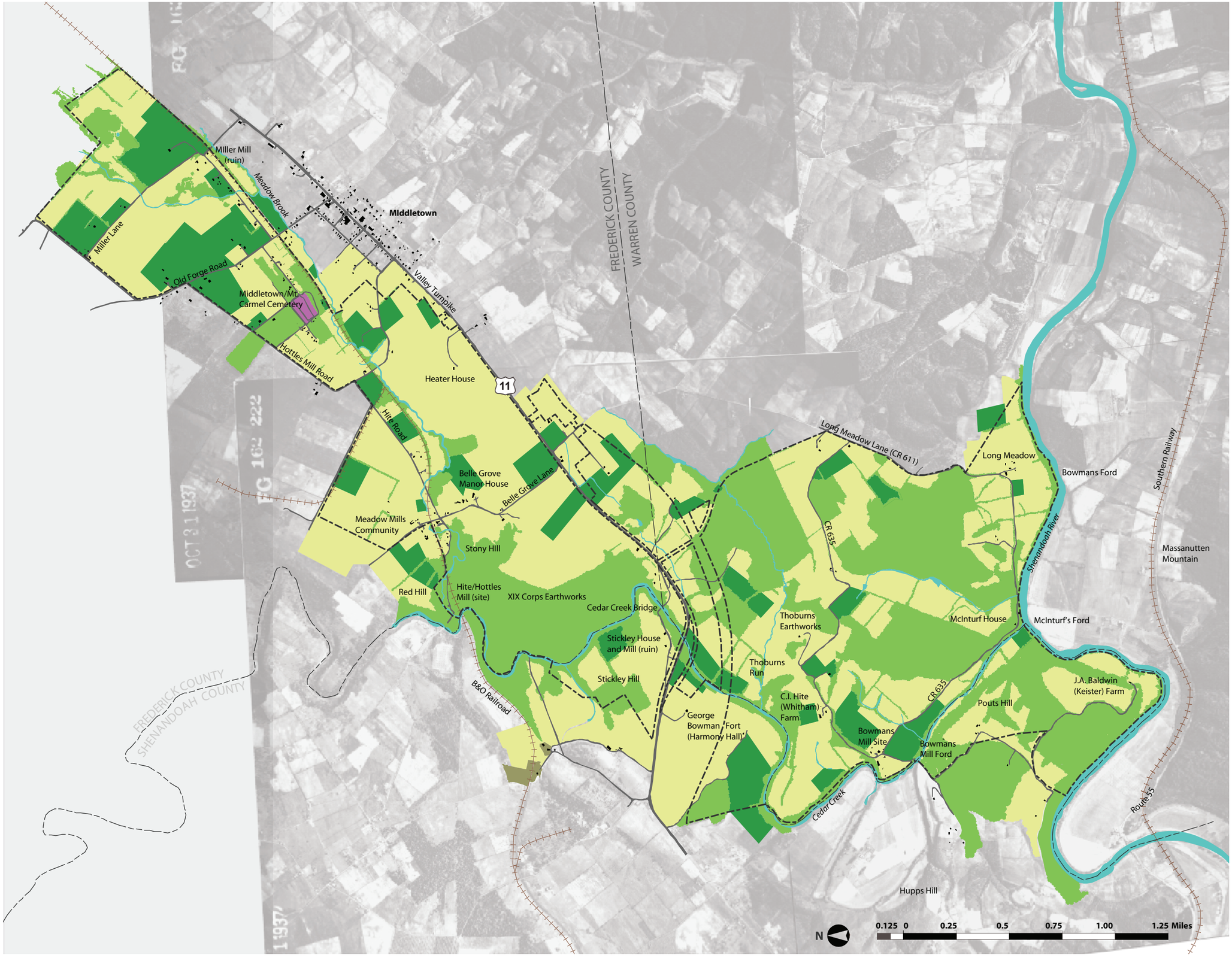


Figure 3.3

1937 Land Use

- Forest/Woodland
- Field / Grassland
- Orchard
- Cemetery
- Quarry
- Building / Structure
- Road
- Railroad
- Stream / Creek / Water
- NPS Park Boundary
- County Boundary

Sources:

Aerial: 1937 Aerial Photography, Virginia

Additional Mapping by Mike Commisso, Olmsted Center for Landscape Preservation, January 2007

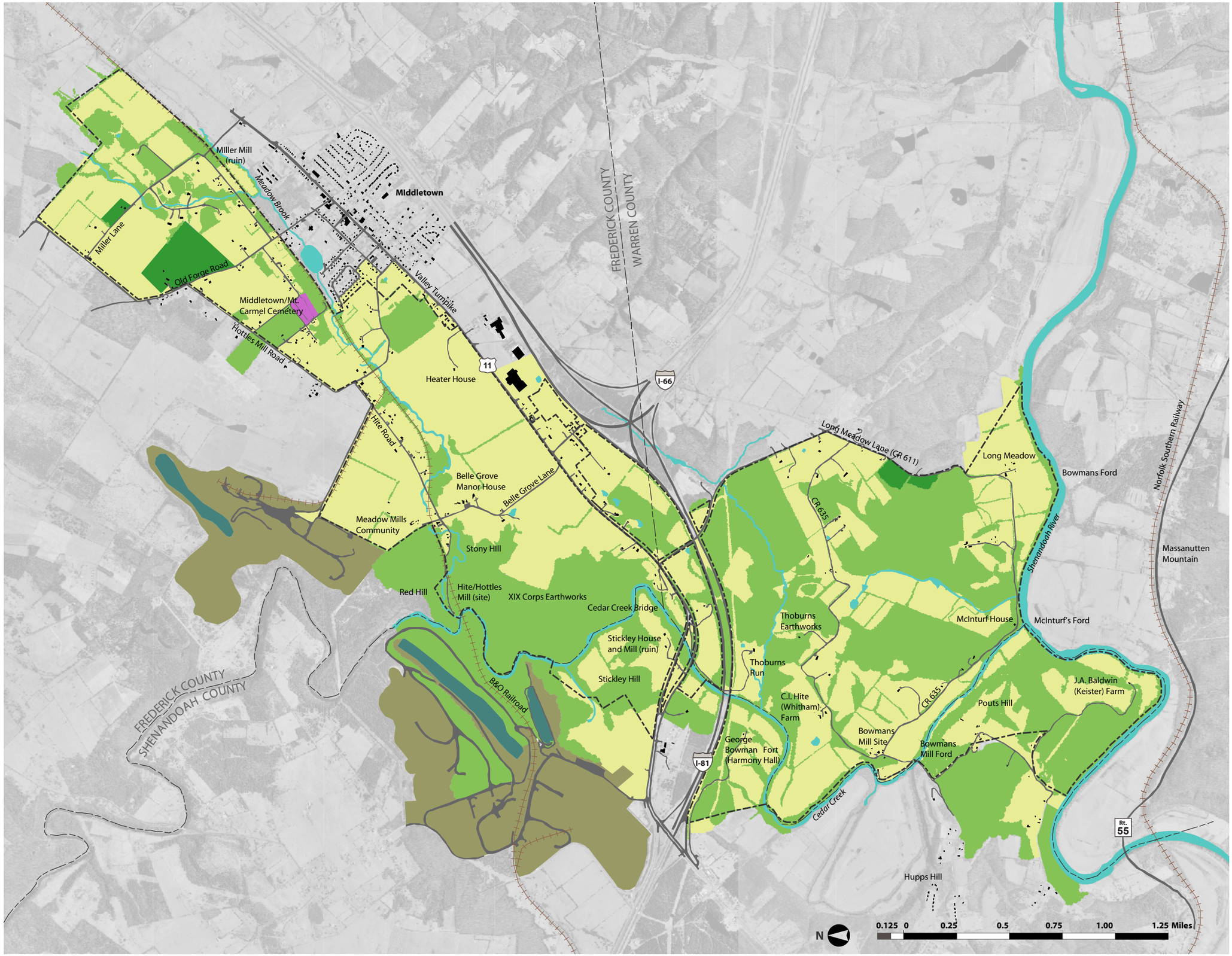
Cedar Creek and Belle Grove National Historical Park

Virginia

U.S. Department of the Interior

National Park Service

Figure 3.4
2002
Land Use



- Forest/Woodland
- Field / Grassland
- Orchard
- Cemetery
- Quarry
- Building / Structure
- Road
- Railroad
- Stream / Creek / Water
- NPS Park Boundary
- County Boundary

Sources:

Aerial: 2002 Aerial Photography, Virginia

Additional Mapping by Mike Commisso, Olmsted Center for Landscape Preservation, January 2007

National Park Service

Cedar Creek and Belle Grove National Historical Park

Virginia

U.S. Department of the Interior

National Park Service

1834 and the Manassas Gap Railroad in 1854, the majority of the Shenandoah Valley remained underserved by railroads until after the Civil War. In 1867, the Winchester and Strasburg Railroad connected Harpers Ferry to the rail line stretching south to Harrisonburg. The rail line, which was constructed west of the Valley Pike in the park area, eventually became part of the Baltimore and Ohio Railroad network, and its location contributed to establishment of the community of Meadow Mills and its nearby limestone quarries.

- **Building and Settlement Patterns**

Prior to European settlement, the Shenandoah Valley was occupied by various American Indian groups. Used as a central corridor for travel, migration, hunting, and planting, American Indian occupation was apparent throughout the valley based on the landscape features found by early European settlers. These features included fields, mounds, graves, and fire-cleared forests. Following American Indian precedents, European settlers located their dwellings in open areas near rivers and streams. In several instances, Europeans located their farmsteads, plantations, and settlements on abandoned American Indian sites.

Typical dwellings built in North America by early Scots-Irish immigrants were single-room dwellings constructed with stone located near adjoining fields containing gardens and crops. With the passage of time, however, the Scots-Irish adopted Germanic and Finnish log-building techniques. Many of the early more substantial dwellings, such as plantation homes, were constructed of limestone.

Prior to the Civil War the cultural geography of the park lands and contiguous areas was shaped by the emergence of highly profitable plantations and family farms. Dispersed along the turnpike between Middletown on the north and Strasburg on the south was Belle Grove Plantation, the Solomon Heater farm, and the Daniel Stickley Mill complex. East of the Valley Pike, roads physically connected settlements and towns, mills, and dispersed farmsteads. Adjoining these settlement clusters were open areas used for grain and livestock production. West of the Valley Pike, Belle Grove Lane, Hite Road, and two unnamed farm roads connected family farms and the Hottle Mill with the surrounding settlements and towns.

During the late 19th and early 20th centuries the Lower Shenandoah was the scene of a tremendous building boom. In addition to new construction, older structures were often enlarged and renovated using modern building techniques and styles. New communities, such as Meadow Mills, were established as a result of limestone quarrying and other economic activities, and towns such as Middletown and Strasburg grew in population as a result of railroad expansion and connections and the rise of the automobile era.

As a result of substantial growth and the construction of I-81 and I-66, the number of people moving to the Shenandoah Valley from the Washington, D.C. metropolitan

area and adjacent regions of West Virginia and western Maryland has increased significantly during the past several decades. During the post-World War II era, growth has occurred in many parts of the park area, especially along State Route 11 and Hite Mill Road. Currently, growth has affected the area west of I-81 more than the area to the east. The majority of recent development has occurred adjacent to Middletown, along State Route 11 and feeder roads that connect to Route 11. East of I-81, the primary growth pattern is widely scattered and found along Long Meadow and Bowman Mill roads. Development pressure is slowly occurring from Strasburg in the lower southeast portion of the park area.

- **Views and Vistas**

Historic scenes as well as contemporary perceptual qualities also contribute to the significance of the landscape. These views, which are based on character-defining features of the cultural landscape, can be treated as tangible resources.

The complex landforms, natural and cultural landscapes, and pastoral views within and adjacent to the park, as well as the scenic mountain views and vistas that one obtains from the park, are among the most beautiful in the Lower Shenandoah Valley. While the region's scenic beauty is something to be celebrated, it also provides context and meaning to the park because virtually all human activities in the region have been inseparable from the lands on which they evolved. Although American Indians and subsequent European settlers were attracted to the region by its abundance of resources, the Lower Shenandoah's scenic beauty also may have likely served as an inducement for settlement. Thus, the views and vistas associated with the Lower Shenandoah are significant for the role they played in the region's developmental history. Many of these landscapes and viewsheds, particularly along major highways and near nodes of settlement such as Strasburg and Middletown, are being altered by increasing modern development, thus threatening the continued existence of significant features that contribute to the region's beauty and historical context.

- **Small-Scale Features**

A variety of small-scale features found in the park add character and texture to the cultural landscape. Many of these features are associated with the Belle Grove Plantation as well as other plantations, homes, and farmsteads. Stonewall remnants associated with the Valley Pike, historic gates and fences, remnant orchards, hedgerows, building ruins, historic and commemorative monuments, such as the Ramseur Monument, and individual grave markers in cemeteries collectively give richness to the cultural landscape of the park.

By 1864 small family cemeteries were located on the Harmony Hall (Bowman Cemetery) and Long Meadow (Hite Cemetery) properties. A Hite family cemetery was located on the C.I. Hite (Whitham) property, and a slave cemetery was sited

north of the Belle Grove manor house overlooking Meadow Brook. In addition, two other identified cemeteries were located within the legislated park boundaries in 1864. These were the Middletown Cemetery (referred to as Mt. Carmel), located in the northeast section of the park, and an unidentified cemetery along Belle Grove/Long Meadow Lane. Although Civil War soldiers were buried in both cemeteries, the unidentified site along Belle Grove/Long Meadow Lane may have been used solely for that purpose. By 1937 the Mt. Carmel Cemetery, which had been expanded in size, was the only burial ground within the present-day park boundaries other than the small family cemeteries.

3.2.8 Museum Collections

Although the NPS currently does not possess any object, artifact, or archival collections relating to Cedar Creek and Belle Grove NHP, it is anticipated that archeological research will be conducted on NPS-administered lands in the future. Artifacts collected during that research, as well as associated materials, will result in park collections that require curation and preservation. A survey of the contents of the structures on the Hite-Whitham property should be conducted to identify potential government-owned artifacts. Additionally, during the life of the plan, the park may acquire lands that will likely generate collections that require management.

The park's Key Partners currently have collections of cultural resource objects, artifacts, and archives relating to the lands they own that have been compiled as a result of various archeological, historical, and architectural studies. The Cedar Creek Battlefield Foundation operates a visitor contact facility, with interpretive exhibits and a bookstore, in a commercial building on the heights along the Valley Pike overlooking the Cedar Creek Battlefield. The Shenandoah Valley Battlefields Foundation provides financial assistance to its partners for developing and expanding their interpretive, museum, and educational programs throughout the Shenandoah Valley Battlefields National Historic District.

The Belle Grove Manor House and surrounding grounds—owned by the National Trust for Historic Preservation and funded and operated by Belle Grove, Inc.—provide visitors with opportunities to experience a well-preserved 18th-century plantation, working farm, and architectural gem of the Lower Shenandoah Valley. All rooms in the manor house, which is operated as a historic house museum, contain objects and furnishings that are historically relevant to the Hite family or were characteristic of the Shenandoah Valley during the manor house's period of significance. In addition, Belle Grove maintains an extensive collection of research files, technical reports, and published works relating to historical development of the plantation. Belle Grove serves the Shenandoah Valley and Virginia as an educational center through the many interpretive programs it offers, and folkways

demonstrations maintain the presence of both the ethnic and Lower Shenandoah crafts heritage.

3.3 Natural Environment

As noted earlier, this chapter includes information on all natural resources and values for the park for the purpose of compiling this information for this first GMP. However, not all of the natural resources described here will be analyzed in the EIS portion of this document. The following resources and values may potentially be affected by the GMP alternatives: Soils, Groundwater, Surface Water Quality, Vegetation, and Scenic/Visual Resources/Viewsheds. The information presented here for these topics serves as the description of the Affected Environment in accordance with the requirements of the National Environmental Policy Act (NEPA). All other topics and information included in this section are presented as background but have been dismissed from further analysis in the EIS.

The park is mostly rural, but does contain incorporated, developed areas of Middletown and is influenced by adjacent development in Strasburg. The park consists of diverse biological communities, including forested uplands, open grasslands, and river valley bottoms. The park contains many streams and creeks and is bordered to the south by the North Fork of the Shenandoah River. In general, the park's landscapes are more natural and less disturbed to the south. The park's landscape features and natural setting have been identified as fundamental resources and values (NPS 2006a).

3.3.1 Topography

The topography of the area consists of long, parallel, narrow, even-crested ridges rising above intervening valleys of varying size. These elongated geologic structures produce a trellis (branching) drainage system, resulting in a relatively large number of streams occurring in the area. The park is situated in a valley that contains rolling uplands that are flanked by discontinuous ridges, bluffs, and foothills aligned in a northeasterly direction. Elevations in the park range between 500 and 700 feet (Donaldson 2005). The geography, topography, and landscape features of the region have been identified as fundamental values (NPS 2006a).

3.3.2 Climate

Considerable topographic heterogeneity in western Virginia induces a diversity of local weather conditions and microclimates. The climate of the Ridge and Valley province is moderate, being significantly warmer and drier than that of both the Blue Ridge and the mountains to the west. The average temperature in January is 32 degrees Fahrenheit (with an average low of 21 degrees), while summertime temperatures rise to an average of 75 degrees in July (with an average high of 88

degrees) (Weatherbase 2006). Prevailing westerly air masses are forced upward over the Appalachians and release most of their moisture on the windward side of the mountains, leaving the area in a "rain shadow" of the higher Alleghany ridges to the west. Annual precipitation averages about 35 inches. Of this, about 22 inches, or 63 percent, usually falls in April through September (USDA 1987). The growing season for most crops falls within this period. Average seasonal snowfall is just less than 30 inches (USDA 1984, 1987).

3.3.3 Air Quality

The park is a Class II area under the Clean Air Act. The park's air quality met Environmental Protection Agency (EPA) standards in 2003 for airborne particulate matter (PM10) and sulfur dioxide; however, ozone standards were exceeded that same year (Donaldson 2005). Currently, the area still is not in compliance with EPA standards for 8-hour ozone concentrations, but is in compliance for all other criteria pollutants (VDEQ 2006).

About 55 percent of the park's total land area is in Frederick County, which participates in the EPA's Early Action Compact (EAC) program that is designed to reduce ground-level ozone pollution. Communities with Early Action Compacts will start reducing air pollution one to at least two years earlier than required by the Clean Air Act. As long as EAC Areas meet agreed upon milestones, the impact of not being in compliance with EPA standards is deferred. Frederick County is required to meet ozone attainment standards no later than December 31, 2007 (EPA 2006).

3.3.4 Lightscape Management

As our cities and towns grow, the places where the public can find and enjoy clear views of our nighttime celestial skies are becoming fewer in number. Lightscape, or night sky, is an often overlooked part of the environment.

Light pollution is the visible intrusion of light into our nighttime environment. The source of much of this pollution can be attributed to poorly designed outdoor light fixtures that allow light to stray beyond the intended purpose. The impacts of poor nighttime lighting include urban sky glow (the brightening of nighttime skies and the decreased visibility at night), glare, the trespass of light, and wasted energy (International Dark Sky Association 2006). Light pollution can adversely affect night-flying migratory birds and other wildlife, and can impact visitor experience. The primary sources of light pollution are poorly designed building and roadway light fixtures and vehicle lights.

There are several sources of light that affect the park's lightscape, or night sky conditions. I-81 and U.S. 11 contribute unnatural light due to vehicle headlights. Trains contribute unnatural light as well. The Chemstone Plant, adjacent to park lands, is a significant source of light pollution. Nearby residential developments,

industrial parks, and the towns of Middletown and Strasburg also contribute additional light that is visible from the park and disrupts night sky viewing. Facilities in the park also contribute minimal light. Nearly all of the park is affected by non-natural sources of light; however, night sky conditions in portions of the interior of the southern half of the park are less disturbed.

3.3.5 Soundscape Management

Soundscapes include both natural and human components. Natural soundscapes include all naturally occurring sounds such as waves on the shoreline, running water, bird calls, wind blowing through trees, or thunder. It also includes "natural quiet" that occurs in the absence of natural or human-caused sound. The opportunity to experience natural sounds or natural quiet is an enjoyable part of some visitor experiences at the park.

Noise is generally defined as unwanted or intrusive sound. Sounds are described as noise if they interfere with an activity or disturb the person hearing them. Many factors affect how an individual responds to noise. In most cases, when noise is present in a park, it is considered a mild aggravation but in other cases that noise can disrupt the quality of a visitor's experience. Through the study of acoustic ecology, it has been determined that noise also has the potential to alter wildlife behavior and is important to species survival. Noise can also detract from the portrayal of historical events and in some circumstances alter the physical condition of park resources.

Nearly all of the park is affected by non-natural sounds. Several sources of intrusive sounds exist within and around the park. The major source of noise is attributed to vehicles on roads that pass through the park. I-81 and U.S. 11 bisect the park and contribute erratic, but permanent, sounds from highway traffic that can be heard from many areas of the park. Noise intrusions are greatest at sites that are immediately adjacent to the I-81 corridor, such as Harmony Hall. The expansion of I-81 through the park would contribute additional noise pollution during construction. In addition, trains that pass through the park can be heard throughout the park. The limestone quarry that is adjacent to the park probably also affects conditions for natural quiet within the park due to blasting and the operation of heavy equipment.

Maintenance activities, such as lawn mowing and leaf blowing, can produce noise and disrupt natural quiet in the park. Other sound disruptions could be created by visitors talking and shouting, primarily around developed areas like visitor contact facilities and popular interpretive sites; sounds generated during reenactments such as the firing of cannons and guns, and cavalry activities could be disruptive, as well. The presence of natural quiet and the natural soundscape is probably greatest in portions of the interior of the southern half of the park.

3.3.6 Scenic/Visual Resources/Viewsheds

Scenic resources and viewsheds are important elements of visitor experience. Natural landscapes and panoramic views, particularly of Massanutten Mountain, the Blue Ridge Mountains, and the Allegheny Mountains that flank the Shenandoah Valley, have been identified as fundamental to the park's purpose and significance (NPS 2006a). Scenic resources define the park's contextual setting and contribute to the integrity of the park's battlefields and other cultural resources. The once predominantly agrarian and rural landscape of the area is changing and rural and suburban development is slowly claiming the pastoral landscape.

The park's scenery is defined by a rural, pastoral landscape that is punctuated by elements of the built environment, such as plantation homes, farmsteads, church spires, and small town streetscapes. Interesting patterns of agricultural fields and woodlots add to the charm and quality of the area, while views of the many creeks and streams that flow through the park display its rich natural heritage. These natural features and vegetative patterns have been identified as fundamental values and other important values, respectively (NPS 2006a). In the southern portion of the park, views of Signal Knob and other prominent ridges and natural features typify the open landscape that was instrumental in the battles that took place there.

The park's scenic qualities are affected by a variety of permanent structures and land use activities within and adjacent to the park. Some of these structures, such as historic plantation homes and farm buildings, contribute to the pastoral landscape and scenic views. Others, like the towering Burger King sign along I-81 and the backdrop that the Chemstone Quarry and recent commercial developments provide, negatively impact the park's viewshed. Also impacting the park's scenic views are I-81, I-66 and other roadways, a railroad, an industrial business park, and expanding residential and commercial developments. In some areas, forested buffers help to block intrusive views; however, many of the permanent structures and activities are visible from the battlefield and other areas of the park (Lowe 1995). The section of the park south of I-81 probably has the highest visual integrity due to minimal access (Lowe 1995).

The expansion of transportation corridors in the park and in the region, in particular I-81, will affect the scenic qualities of the park. Increasing commercial and residential development in the area will also impact viewsheds in the park over time.

3.3.7 Geologic Resources

The park is located within the Ridge and Valley physiographic province. This province is characterized by folded beds of sedimentary rock that were deposited in the Iapetus Ocean during the Paleozoic Era and form long, narrow, parallel ridges and valleys (Scotese 2003). Generally, sandstones compose the ridge tops and carbonate rocks such as limestone form the valleys. The park is located in the Valley of Virginia, one of two subregions of the Ridge and Valley province. The

Valley of Virginia is a regional name for the larger Great Valley, which stretches from New York to Alabama (Woodward 1997).

The park includes six main geologic formations, most of which were deposited in the shallow, tropical, Iapetus Ocean that existed for at least 70 million years (Roberts 2003). Some of these formations are fossiliferous, and others produce high calcium limestone that is quarried in the area. The younger alluvium and terrace deposits occur along the floodplains of streams and rivers, particularly in the southern portion of the park, and consist of deposits of sand, silt, and clay with minor amounts of rounded gravel. The limestone geologic system of the region has been identified as an important park value (NPS 2006a).

- **Karst Features**

The dissolving of the carbonate rocks that underlie the park results in karst topography (Woodward 1997). Karst topography is typically identified on the ground surface by features such as cave openings, sinkholes, sinking streams, and springs. Caves in the area have the potential to host rare invertebrates and vertebrates.

Karst features are more commonly found outside the park boundary; however, there are a few examples inside the park. Panther Cave, located along the banks of Cedar Creek, is a prominent feature in the park and is a representative example of karst topography. Panther Cave has been designated a "Significant Cave" by the Virginia Cave Board due to its archaeological significance. Panther Cave is located on a steep stream embankment and is accessible only from Cedar Creek.

Sinkholes increase in size and become more abundant near incised (entrenched) streams. This is evident along Cedar Creek and the North Fork of the Shenandoah River. The greater development of sinkholes near streams has been attributed to the steepened hydraulic gradient and increased rate of ground water flow in these areas (Orndorff 2002). The difference in elevation between the surface of the ground and the stream level causes this phenomenon. Sinkholes are unique features that provide niche habitats and affect drainage networks in the area. A sinkhole complex located along the western boundary of the park near the Meadow Mills area is considered significant and has the potential to host rare natural resources (Orndorff 2006). One of the sinkholes is within the park; two others are located to the northwest just outside of the park boundary. There are no cave openings at these sites. Ogdens Cave, located about one mile north of this area, was recently acquired and protected by the state of Virginia because of its rare fauna. The Meadow Mills sinkhole complex is believed to have similar geologic and hydrologic conditions and, therefore, has the potential to host rare and endemic species (Orndorff 2006). Endemic species are those that are restricted to, or native, to one particular region.

3.3.8 Paleontological Resources

Geologic formations in the park are composed of parent material that contains paleontological resources. No formal resource inventories have been conducted in the park; however, the Valley and Ridge province is known to be fossiliferous. These fossils are typically well below the surface; however, some fossils in the area are exposed where road cuts and rock outcrops occur. Preliminary research indicates that the greatest potential for paleontological resources is on private property within the authorized park boundary or just outside of the park.

3.3.9 Soils

A variety of soil types exist in the park. Soils in the northern portion of the park were weathered from limestones and dolomites, which have high calcium carbonate content. These soils have a much higher capacity to buffer acidic water than those in the southern half of the park. The southern soils are weathered from sandstones, siltstones, and acidic shales, which have low calcium carbonate content.

In Frederick County, the soils were formed in material weathered from limestone; are located on terrain that ranges from gently sloping to steep; and are deep and well drained with fine textured subsoil. The major soil associations found in the park in Frederick County are Oaklet-Carbo-Chilhowie and Frederick-Poplimento-Oaklet. These soils occur in valley uplands that are dissected by drainages. The majority of the areas where these soils can be found have been cleared for agriculture use (USDA 1987). Those areas that have not been cleared generally are steep and rocky and have remained in mixed hardwoods.

In Shenandoah County, the major soil associations found in the park are Chilhowie-Carbo-Endcav, Weikert-Berks-Laidig, and Lehew-Gainesboro, Unison-Moomaw-Braddock. These soils are found in varying topographic environments with varying parent materials, including limestone-shale uplands, colluvial shale or sandstone found on uplands and mountain side slopes, and alluvial materials found on river terraces (USDA 1991). These soils range from gently sloping to steep; and are mostly deep and well drained with a loamy or clayey subsoil.

In Warren County, the soils were formed in residuum of shale and sandstone on uplands. They range from gently sloping to very steep; are shallow to deep; and are somewhat well drained with a loamy or clayey subsoil (USDA 1984). The major soil associations found in the park in Warren County are Berks-Blairton-Weikert and Berks-Weikert-Sequoia. Areas with these soils consist of hills and ridges with short to medium, smooth slopes that are highly dissected by small streams.

The park's valley soils are considered to be highly fertile and productive. The rich soils and natural resources of the area were what attracted early European settlers to the region, and allowed the Shenandoah Valley to be used for farming since the early 1700s (Heritage Partners, Inc. 2000).

Some areas of the park also contain hydric soils that may support wetlands. Hydric soil is defined as "a soil that formed under conditions of saturation, flooding, or ponding long enough during the growing season to develop anaerobic conditions in the upper part" (USDA 1991). Though the individual soil series within the park are not considered hydric, those series with flooding could have hydric soils in areas that are saturated.

Highly erodible soils as well as potentially highly erodible soils appear to be scattered throughout the park. Soils that are not highly erodible are located mainly along floodplains of streams and rivers where slopes are minimal.

Many of the soils in the park have been disturbed and altered. The causes of these changes include changes in vegetation, cultivation practices, grazing by non-native animals, and the construction of roads, residences, and other structures. Natural and human-caused soil erosion also has likely affected the park's soils.

Most of the soils in the park have limitations for building and recreational development. In general, limitations on building site development range from moderate to severe due to issues with depth to bedrock, slope, clay content, wetness, shrink-swell potential, low strength, and the presence of large stones (USDA 1991, 1987, 1984). Limitations on picnic areas range from moderate to severe due to slope, slow percolation, wetness, and the presence of small stones. Limitations for paths and trails range from slight to severe due to slope, the potential for erosion, and the presence of large stones (USDA 1991, 1987, 1984).

3.3.10 Prime and Unique Farmlands

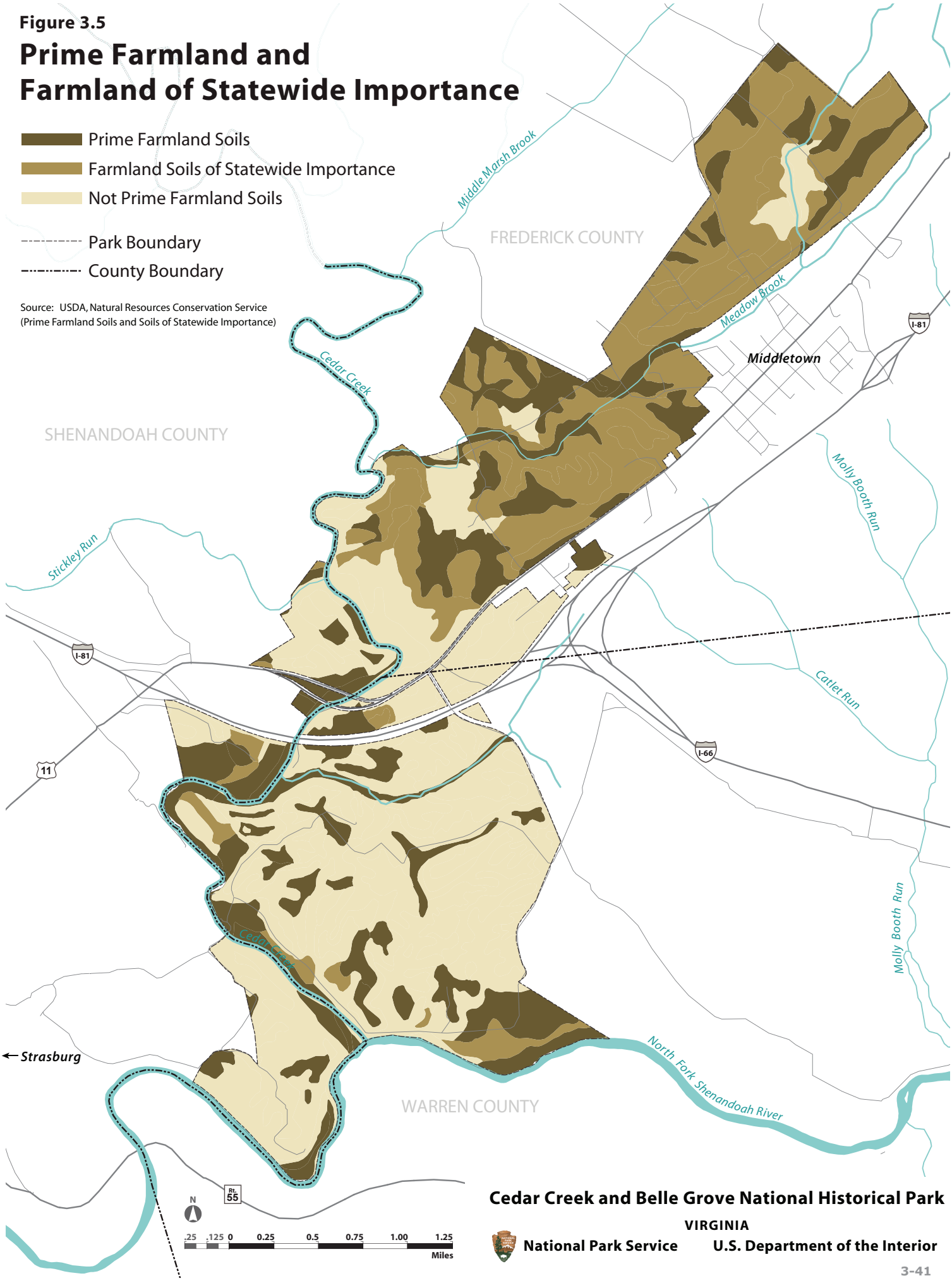
Prime farmlands are defined as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is also available for these uses. Prime farmlands have the soil quality, growing season, and moisture supply needed to produce economically sustained high yields of crops when treated and managed according to acceptable farming methods, including water management. In general, prime farmlands have an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, acceptable acidity or alkalinity, acceptable salt and sodium content, and few or no rocks. Prime farmlands are based on mapped soil types and are scattered throughout the park, primarily in floodplains. They represent approximately 15 percent of the park (Figure 3.5).

Unique farmlands are lands other than prime farmland that are used for the production of specific high value food and fiber crops. No unique farmlands have been identified in the park.

The park also contains farmland of statewide importance, which represents about 40 percent of the park (Figure 3.5). Farmland of statewide importance includes

Figure 3.5

Prime Farmland and Farmland of Statewide Importance



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soils defined by the state that are nearly prime and produce high crop yields when treated and managed according to acceptable farming methods.

Prime farmland and farmland of statewide importance generally occur in the northern portion of the park and appear to exist over more alkaline soils created from Pinesburg Station Dolomite and the Rockdale Run Formation (undivided) and the Edinburg Formation, Lincolnshire Limestone, and New Market Limestone (undivided).

3.3.11 Water Resources

The park is located within the watershed of the North Fork of the Shenandoah River, which drains approximately 3,000 square miles. The North Fork of the Shenandoah River drains into the Potomac River, which is part of the larger 64,000 square mile Chesapeake Bay watershed. The park contains over 19 miles of streams and rivers, including several major ones like Meadow Brook, Stickley Run, Cedar Creek, and the North Fork of the Shenandoah River (Figure 3.6). The park also contains numerous intermittent streams that are scattered throughout the park, many of which are unnamed. Surface water is limited to the waterways mentioned above, along with a few ponds or impoundments created for agricultural purposes. Subsurface water resources include groundwater and the Conococheague aquifer that underlies the park. Water resources are vital to plant and animal life, contribute to recreational opportunities, and provide water for agricultural production and domestic water supply. Hydrology, water quantity, and water quality are important parameters to be considered for both the park and the region.

- **Groundwater**

Subsurface waters include groundwater and the carbonate aquifer system of the northern Shenandoah Valley. The aquifer that underlies that park is referred to as the Conococheague aquifer, probably because it is partly located within the Conococheague geologic formation. The hydrogeology of the Conococheague aquifer is complex. The movement of groundwater through the aquifer is determined by a large number of variables, including rates of surface recharge, topography of the land surface, and the thickness and conductivity of rock layers within the aquifer. Movement of groundwater also is affected by numerous faults and folds in the aquifer.

The primary source of recharge to the Conococheague aquifer is precipitation that infiltrates the land surface. Some recharge also occurs through streambeds. The depth to water in the aquifer varies with location and season. Depth to the high water table ranges from 30 to 450 feet (USDA 1987). Discharge from the aquifer occurs as spring flows, base flow to streams, artesian well flow, and evapotranspiration. In places where limestone dominates in the Valley and Ridge

province, ground water yields can be as high as 3,000 gallons per minute (Virginia Water Resources Research Center 2002).

Groundwater is a major source of water supply for the area - over half of Frederick County residents rely on it as their sole source of domestic water (Frederick County 2003). Groundwater emerges as seeps or springs where the folded and faulted Risking Formation or other permeable bedrock comes into contact with less permeable strata such as the Marcellus shales (Bousquet *et al.* 2004). The flows of springs in the park have naturally fluctuated over time. Groundwater levels and spring flows vary in response to changes in precipitation. Currently, existing water sources and ground water barely meet the demands for water by area residents and farmers (Heritage Partners, Inc. 2000). Water supplies are under great pressure, and population growth in the region is exacerbating the problem. The future availability of water is a concern for area residents. The susceptibility of the area's groundwater, and thus the aquifer, to contamination due to the geologic conditions of the area further contributes to the concern about groundwater quality impacts.

- **Surface Water Quantity**

Surface water quantity in the area is measured by the United States Geologic Survey (USGS). They have three gauging stations in place on streams and rivers near the park: two on Cedar Creek (one in Frederick County and one in Warren County), and one on the North Fork of the Shenandoah River in Warren County. Flow measurements on Cedar Creek indicate that the highest discharges generally occur from February to June, when flows exceed 100 and even 200 cubic feet per second (Donaldson 2005). The lowest flows on Cedar Creek generally occur from July to December, when discharges do not exceed 100 cubic feet per second. Flow measurements on the North Fork of the Shenandoah River indicate that the highest discharges generally occur from February to April, when flows exceed 1,000 cubic feet per second (Donaldson 2005). The lowest flows on the North Fork generally occur from July to September, when discharges rarely exceed 400 cubic feet per second.

- **Surface Water Quality**

Water quality plays a major role in the importance of the area's water resources; water quality is essential for public health and the protection of the natural environment. Streams within the park are located within the North Fork of the Shenandoah River watershed, which is a part of the larger Chesapeake Bay watershed. The Chesapeake Bay watershed's biggest water quality problem is nutrient pollution from nitrogen and phosphorous, primarily from nonpoint sources. Two monitoring stations used to assess impairment of waters are located near the park: one is on Cedar Creek about seven miles upstream of the park boundary, and the other is on the North Fork of the Shenandoah River about ¾ mile from the southwest corner of the park.

Impaired waters, as defined by Section 303(d) of the federal Clean Water Act, are those waters that are not meeting the state's water quality standards (quantitative, numeric criteria or qualitative criteria including use designations). Every two years, states are required to submit a list of impaired waters to EPA for approval. The state of Virginia's list of impaired waters for the year 2004 did not include any stream reaches located in the park. Portions of Cedar Creek (upstream of the park) and the North Fork of the Shenandoah River (downstream of the park) are classified as impaired due to problems with PCBs, fecal coliform, elevated water temperature, organic enrichment, and other factors (VDEQ 2004).

Inside the park, Meadow Brook, a tributary to Cedar Creek, is considered to be of poor water quality (Bousquet 2004). According to fish sampling and field inspection that took place during the summer 2004, water quality was considered to be severely degraded; this was attributed to suburban and agricultural influences (Bousquet 2004). The Cedar Creek watershed has been identified as a fundamental resource that is essential to maintaining the significance of the park (NPS 2006a). It is valued for its important riparian areas and high-quality stream habitat. Periodic chemical and physical sampling of Cedar Creek indicated that it is one of the two cleanest streams in Shenandoah County (Friends of Shenandoah River 2003). Fish sampling in the park on Cedar Creek near Hupp's Hill (approximately two miles upstream of the junction with the North Fork of the Shenandoah River) in the summer 2004 confirmed that water quality is good and is comparable to reference streams that are considered to be minimally degraded (Bousquet 2004). Several species of freshwater mussels are present in waters of the park and the region, which is indicative of good water quality (VDCR 2006).

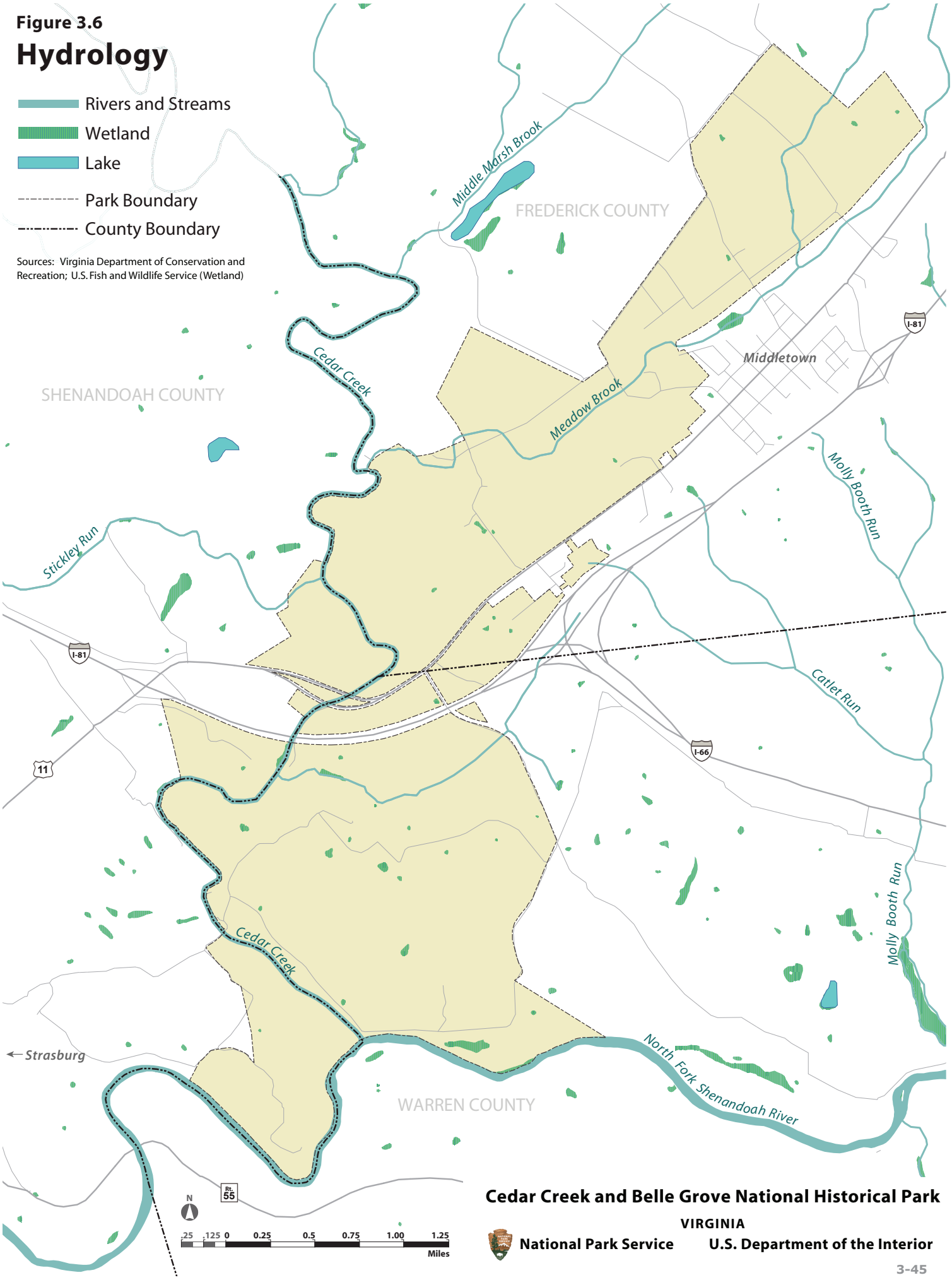
Potential sources of water pollution in the area include both point and nonpoint sources, such as runoff and spills of fuel, oil, or other hazardous materials on the roads, railroads, and highways that pass through the park; leaks from commercial and domestic sewer lines and septic systems in the area, as well as regulated storage tanks; disposal of household hazardous waste; runoff from adjacent lands that have commercial and agricultural activities; and runoff from adjacent residential areas that use lawn chemicals (e.g., fertilizer, pesticides, and herbicides). The likelihood of polluting water sources in a karst landscape is increased because sinkholes and other karst features have direct connections to subsurface waters.

- **Wetlands**

Wetlands are scattered throughout the park, with the highest concentration occurring in the southern third of the park (Figure 3.6). Figure 3.6 displays National Wetlands Inventory (NWI) data according to the Cowardin classification system. There are four categories of wetlands in the park: freshwater emergent, freshwater forested/shrub, freshwater pond, and riverine (Donaldson 2005). According to digitized NWI data, there are approximately 76.4 acres of wetlands in the park, with

Figure 3.6

Hydrology



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the majority (52.7 acres) being riverine wetlands (Donaldson 2005). Wetlands in the park are generally restricted to fringe wetlands around farm ponds, emergent wetlands near springs and seeps, and forested wetlands along floodplains. Much of the wetland vegetation in the park has been altered by livestock, agricultural, and flood control activities.

- **Floodplains**

The park contains several streams and rivers that have floodplains. It is believed that certain areas of the park are within 100-year flood zones. Due to the limitations of available floodplain data for the three-county area, and the inconsistencies in the level of detail and accuracy of the floodplain data that exists, the location and extent of floodplains is not known. The park's streams and rivers are subject to flooding following major storms and/or rapid snow melt. The floodplains of these drainages have been substantially modified by past agricultural and flood control activities, but the streams and rivers still contain important habitat for fish and wildlife, as well as for recreational uses. Efforts have been underway in the area to protect native riparian vegetation and to allow natural processes to occur.

- **Wild and Scenic Rivers**

Virginia contains no federally designated Wild and Scenic Rivers; however, a segment of Cedar Creek (at milepost 300 on I-81 at the Shenandoah and Frederick County line) is on the Nationwide Rivers Inventory (NRI), a national listing of river segments potentially eligible for inclusion in the National Wild and Scenic River System (FHWA 2005). The state of Virginia has also indicated that the U.S. Forest Service identified Cedar Creek and the North Fork of the Shenandoah River as eligible for study for federal Wild and Scenic River designation (VDCR 2007).

The state of Virginia has considered both Cedar Creek and the North Fork of the Shenandoah River for inclusion in the Virginia Scenic Rivers Program. Neither of these streams has been designated as a "Scenic River". Cedar Creek is described as "Worthy of Further Study" and designated a "Potential Component". The North Fork of the Shenandoah River, down to the confluence with Cedar Creek, is described as "Qualified, but Not Yet Joined" and is designated as a "Qualified Component". The North Fork of the Shenandoah River downstream of the confluence with Cedar Creek is described as "Worthy of Further Study" and is designated as a "Potential Component".

3.3.12 Vegetation

The vegetation and land use of the Lower Shenandoah Valley has changed over time, moving from heavily forested land to an open, agricultural setting and then back again to a mostly forested environment. Figures 3.2, 3.3, and 3.4 illustrate the changes in vegetative composition that have occurred over the last 150 years.

The natural vegetation of Virginia's Appalachian region was formerly characterized by various mixtures of oaks (*Quercus* sp.) and American chestnut (*Castanea dentata*), with smaller inclusions of mixed mesophytic forest in coves, ravines, and other fertile sites (Braun 1950). During the 18th century, the landscape was heavily forested, consisting mostly of oaks and hickories in fertile areas with scattered pines and conifers in sandy and stony soils.

By the late 19th and early 20th centuries, forest cover declined due to extensive clearing for pasture and agricultural use. Fields were enlarged and apple orchards were developed in the area. Following the elimination of the American chestnut due to an introduced fungal blight in the 1930s, the region has been mostly described as mixed oak forest. There is little evidence that chestnut was important in forests typical of the carbonate (limestone and dolomite) substrates of the region, and the general vegetation of limestone or dolomitic valley slopes in Virginia may be closer to an oak-hickory forest community.

By the late 20th century, agricultural activity had declined, resulting in a substantial decrease of farmland and a corresponding increase of reforestation in many areas. Today, the park supports a variety of vegetative communities, including forests and woodlands, grasslands, and riparian and wetland areas (Figure 3.7). A modest amount of the park is in agricultural production. Common row crops in the area include corn, wheat, oats, and barley. Orchards in the area typically grow apples and peaches. Pastures in the area produce grass hay crops or are used for grazing. Most of the farm acreage in the park today is used for hay production and pasture. Crops grown in the region over time have been identified as an important park value (NPS 2006a).

Vegetation is important because it provides wildlife habitat, protects riparian corridors that minimize flooding and improve water quality, and buffers air quality. The recent exclusion or suppression of fire has affected some of the vegetative communities of the region. In particular, the xeric woodlands are currently undergoing structural and compositional alterations (Virginia Division of Natural Heritage 2006).

Factors that have affected natural communities in the area include logging and cattle grazing, and the expansion of exotic and invasive plants and forest pests. The effects of land fragmentation due to population growth and increased development, including the expansion of transportation corridors, continues today and has compromised the richness and integrity of the park's biological communities.

- **Forests and Woodlands**

Forests and woodlands comprise approximately 40 percent of the park, with the majority occurring in the southern half of the park. The park's forests and woodlands are dominated by mixed deciduous hardwoods, with occasional conifers

adding to the forest canopy. At least 46 deciduous and angiosperm tree species may exist within the park (Donaldson 2005). Major forest communities include upland forests (both mesic and xeric) and bottomland forests that are found in floodplains.

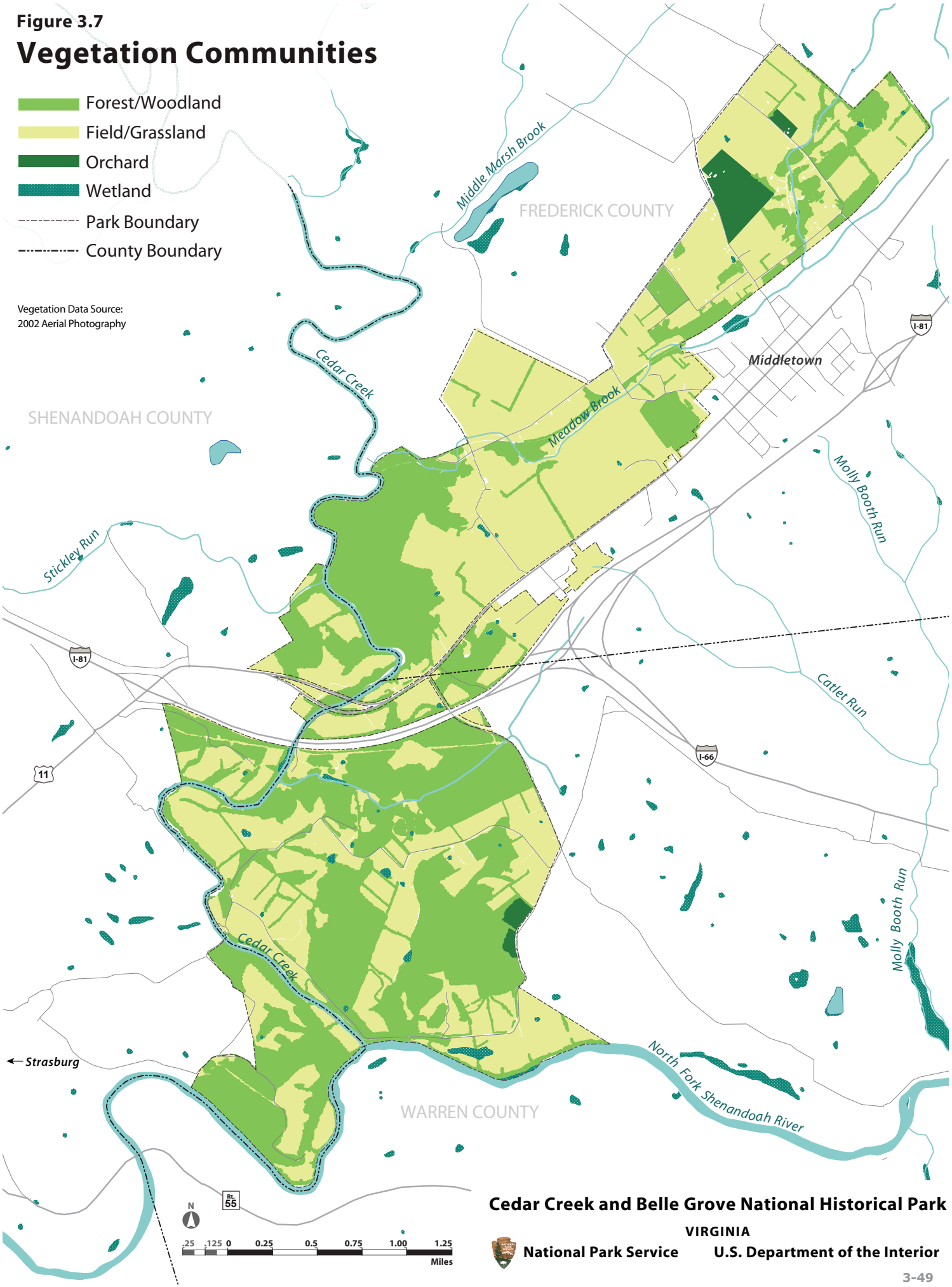
Upland mesic forest is comprised of tree species such as white oak (*Quercus alba*), red oak (*Quercus coccinea*), red hickory (*Carya ovalis*), pignut hickory (*Carya glabra*), bitternut hickory (*Carya cordiformis),* white ash (*Fraxinus americana),* chinquapin oak (*Quercus muhlenbergii*)*,* and redbud (*Cercis Canadensis*). The shrub layer is comprised of species like fragrant sumac (*Rhus aromatica*), dogwood (*Cornus florida*), hop hornbeam (*Ostrya virginiana*), and downy serviceberry (*Amelanchier arborea*). The herb layer includes such species as Enchanter's nightshade (*Circaea quadrisulcata),* wild ginger (*Asarum canadense),* shining bedstraw (*Galium concinnum)*; woody vines such as Virginia creeper (*Parthenocissus quinquefolia*) and poison ivy (*Toxicodendron radicans*); and woody seedlings of common forest trees. Upland mesic forests are uncommon in the region and in the park today because so much of the Shenandoah Valley has been settled and farmed.

Upland xeric forest is comprised of tree species such as red oak, shumard oak (*Quercus shumardii*), Virginia pine (*Pinus virginiana*), white ash*,* eastern red-cedar, and dogwood. The shrub layer is comprised of species like fragrant sumac, hop hornbeam, and fringe tree (*Chionanthus virginicus*). The herb layer includes such species as shale barren golden rod (*Solidago harrissii*), nodding onion (*Allium cernuum*), golden star (*Chrysogonum virginianum*), pearly everlasting (*Antennnaria plantaginifolia*), and round-leaved ragwort (*Seenecio obovatus*). Upland xeric forests can contain rock outcrops and limestone bluffs that support unique ecological communities.

Historically, forested bottomlands were much more common in the area, but have been dramatically reduced due to clearing and conversion to farms. Bottomland forest is comprised of tree species such as red oak, tulip poplar (*Liriodendron tulipifera*), American sycamore (*Platanus occidentails*), chinquapin oak, bitternut hickory, and the uncommon shumard oak. The shrub layer is comprised of species like spicebush (*Lindera benzoin*), wineberry (*Rubus phoenicolasius*), Japanese honeysuckle (*Lonicera japonica*), and pawpaw (*Asimina triloba*). The herb layer is typically dense and diverse, including such species as wild ginger (*Asarum canadense*), scotchmist (*Galium sylvaticum*), and seedlings of common forest trees. Spring ephemerals, or wildflowers, are also a major component of the forest floor, including species such as Virginia bluebells (*Mertensia virginica)*, toad trillium (*Trillium sessile*), bloodroot (*Sanguinaria canadensis*), early meadow rue (*Thalictrum dioicum*), and Canada violet (*Viola canadensis*). The southern portion of the park, near the junction of Cedar Creek and the North Fork of the Shenandoah River, contains a representative example of this productive forest community.

Figure 3.7

Vegetation Communities



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Forest and woodlands in the park have been logged and the present day forest canopy is thought to be at least third generation. Most of the forest and woodland cover is less than 24 inches dbh (diameter at breast height). There are no active logging operations in the park. In general, the steeper slopes in the park contain the larger and presumably older trees. The forested riparian corridors contain large, mature trees, but their extent is limited.

Forest pest threats include the fall cankerworm, gypsy moth, and hemlock woolly adelgids, all of which have impacted forests in the nearby region (VDOF 2002). Although impacts to forest cover in the park have not been documented, there are documented defoliations as near as four miles from the park.

Forest fire risk in the park is generally considered to be medium (VDOF 2003). The Virginia Department of Forestry used GIS to map residential communities, distance to fire stations, and high risk forest areas to arrive at this determination. The central part of the park and the northern boundary were considered low risk, while the southern boundary and parts of the northern portion of the park were considered high risk.

- **Grasslands**

Grasslands account for about 50 percent of the park and include pastures, old fields, and meadows that are used primarily for cattle grazing and hay production. Dominant plants include fescue grass (*Festuca* sp.), thistle (*Carduus* sp.), black-eyed Susan (*Rudbeckia heliopsidis*), blackberry (*Rubus* sp.), goldenrod (*Solidago* sp.), sheep-sorrel (*Rumex acetosella*), plantain (*Plantago* sp.), broome straw (*Andropogon* sp.), and vetch (*Vicia* sp.) (FHWA 2005). Primary grasses and legumes found in improved agricultural areas (for pasture and haying) include fescue, orchardgrass (*Dactylis glomerata*), Kentucky bluegrass (*Poa pretensis*), clover (*Trifolium* sp.*),* and alfalfa (*Medicago sativa*) (USDA 1991, 1987). Fence rows and abandoned fields often contain high concentrations of eastern red-cedar trees. Although native, these shrubby trees are invasive and often colonize open grasslands.

Nearly all of the park's grasslands are used for agriculture. Fields in the park are also used as orchards for growing fruit crops, and to a lesser extent for growing row crops such as corn for silage. Although actively cultivated and/or manipulated, these areas provide wildlife habitat when managed properly. Current management of grasslands in the park is variable since they are privately owned and managed. Prescribed fire would not likely be a tool for grassland management since most grasslands are privately owned, are often utilized for year-round grazing, and are situated in a residential interface. Grasslands north of I-81 owned by the park partners present the best opportunities for addressing grassland related preservation objectives.

- **Riparian and Wetland Areas**

Riparian and wetland areas make up less than 10 percent of the park, but are essential resources that contribute to the area's biological diversity. A large number of streams occur in the park, providing ribbons of riparian vegetation. These riparian areas contain trees, shrubs, and grasses that are water tolerant. Approximately 76 acres of wetlands exist in the park (Donaldson 2005). Wetlands are scattered and are generally restricted to fringe wetlands around farm ponds, emergent wetlands near springs and seeps, and forested wetlands along floodplains (Figure 3.6). Close to 60 percent of the park's wetlands are riverine wetlands that occur along the banks and in the floodplains of streams and rivers (Donaldson 2005). The highest concentration of wetlands occurs in the southern third of the park. Typical wetland plants include smartweed (*Polygonum amphibium*), arrowhead (*Sagittaria latifolia*), pickerel weed (*Pontederia cordata*), wild millet (*Pennisetum* sp.), wild rice (*Zizania aquatica*), saltgrass (*Distichlis spicata*), cordgrass (*Spartina* sp.), skunk cabbage (*Symplocarpus foetidus*), spotted jewelweed (*Impatiens capensis*), and various rushes (*Juncus* sp.), sedges (*Carex* sp.), and reeds (USDA 1984, 1987). Much of the wetland vegetation in the park has been altered by livestock, agricultural, and flood control activities. In recent times, there has been increased focus on riparian area preservation and enhancement.

- **Rare Plants**

The geology of the area supports rare plants. The term "rare plant" is not synonymous with classification as a threatened and endangered species and does not confer any special regulatory protection; however, rare plants require special attention in resource planning and protection efforts.

Dry, south- or west-facing shale slopes in the rain-deprived Ridge and Valley province can support several types of xerophilic vegetation, including the well known, but rare, shale barren communities. Shale barrens contain exposed rock outcrops that can host endemic plants such as bent milkvetch (*Astragalus distortus),* which has been documented in the area (Orndorff 2006). Seeps and cold spring runs in the area can support relict species from the glacial period. Areas of limestone bedrock (unexposed) can host distinctive species such as the prairie ragwort (*Senecio plattensis*) and rare species such as the pubescent sedge (*Carex hirtifolia*).

Field work was conducted in the Cedar Creek watershed during the summer 2004 by Shenandoah University and the Virginia Division of Natural Heritage. Several of their survey plots were within the park boundary and produced documentation of sensitive plants as well as new records for plants previously thought not to exist in the local area. The globally rare Canby's Mountain-lover (*Paxistima canbyi*) was perhaps the best find – occurring on a limestone bluff just west of Middletown. Canby's Mountain-lover is a creeping evergreen shrub that grows in small clumps at

the brow of partly shaded limestone cliffs. Canby's Mountain-lover is listed as a federal species of concern (USFWS 2005). Three plants that appear on the state of Virginia's Rare Vascular Plant List were also found in the course of Shenandoah University's field work within the park: lance-leaved buckthorn (*Rhamnia lamnceolata*), balsam ragwort (*Senecio pauperculus*), and pubescent sedge. The Rare Vascular Plant List is the equivalent of a watch-list for rare and declining plant species.

Within the same general area that the Canby's Mountain-lover was discovered, Virginia has designated a conservation interest area known as the Panther Conservation Site (VDCR 2006) (Figure 3.8). According to the state, conservation sites represent key areas of the landscape that warrant further review for possible conservation action due to the natural resources and habitat that they support. The Panther Conservation Site contains unique montane dry calcareous forest/woodland and is considered to be of "high biodiversity significance" (VDCR 2006).

- **Exotic and Invasive Species**

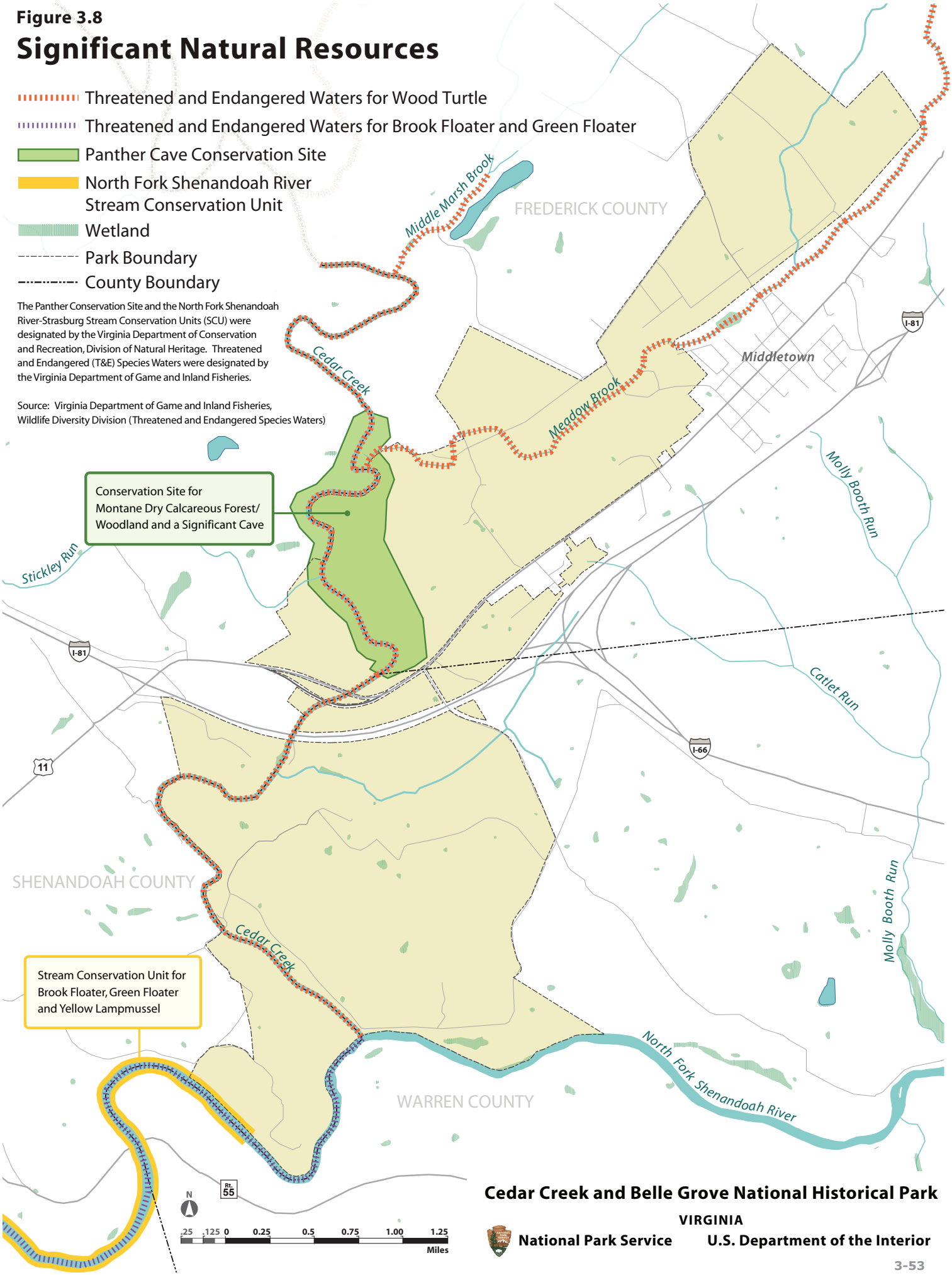
The park contains a number of exotic and invasive species. The invasion into natural landscapes by exotic and invasive plant species is one of the most serious threats that parks face today. Exotic and invasive species are usually non-native plant species that disrupt complex native ecological communities, jeopardize endangered native plants and animals, degrade native habitats, and reduce plant diversity. Hybridization with exotics can also alter the genetic integrity of native species. Exotic and invasive species that could be found within the park include tree of heaven (*Ailanthus altissima*), autumn olive (*Elaeagnus umbellata*), garlic mustard (*Alliaria petiolata*), Japanese honeysuckle (*Lonicera japonica*), Japanese stilt grass (*Microstegium vimineum*), Japanese knotweed (*Polygonum cuspidatum*), mile-a-minute (*Polygonum perfoliatum*), kudzu vine (*Pueraria Montana*), multiflora rose (*Rosa multiflora*), and Johnson-grass (*Sorghum halepense*). Some exotic and invasive plant species may be important elements of a cultural landscape. No formal inventory or mapping of exotic plant species in the park has been conducted. To date, no exotic and invasive plant control has been performed by the NPS in the park.

3.3.13 Wildlife

A variety of wildlife species occupy the park's diverse habitats. The habitat available to wildlife within the park consists of forest, patchy woodlands, agricultural areas, and riparian corridors. This habitat benefits species that prefer edge and early successional habitat. Wetland areas scattered throughout the park provide habitat for waterfowl and other birds. Streams and rivers in and around the park "are of particularly high ecological value" and contain significant biological diversity (VDGIF 2006, VDCR 2006).

Figure 3.8

Significant Natural Resources



Cedar Creek and Belle Grove National Historical Park

VIRGINIA

National Park Service **U.S. Department of the Interior**

Habitat loss and fragmentation in the region has caused displacement of wildlife; however, most of the common species are generalists and have adapted. Actions and activities outside of the park have probably affected wildlife more than NPS or partner uses. In many cases, lands within the park boundary have acted as a refuge for wildlife.

Wildlife using the park includes ungulates and other mammals, birds, reptiles, amphibians, and invertebrates. The most common species are white-tailed deer, rabbits, gray squirrels, chipmunks, bobcats, gray foxes, skunks, and raccoons, as well as numerous song birds, passerines, and raptors (Heritage Partners, Inc. 2000) Amphibians, reptiles, and numerous species of fish occur in forests, floodplains, rivers, and streams in the park.

The park's location in the Atlantic flyway makes it conducive to providing resting areas for migratory birds. It is possible that wetlands in the park could be utilized by migratory waterfowl such as the northern pintail (*Anas acuta*) and tundra swan (*Cygnus columbianus*) (VGDIF 2004). The North Fork of the Shenandoah River, Cedar Creek, and other smaller waterways provide another type of habitat for species that require aquatic resources.

Hunting of game species, including white-tailed deer, wild turkey, squirrels, rabbits, and other species, occurs on private lands within the park. Hunting is regulated by the Virginia Department of Game and Inland Fisheries (VGDIF). Hunting on NPS-owned land within the park is prohibited. Harvest levels are not believed to have adversely affected the park's wildlife populations. The deer and wild turkey populations are believed to be robust (Stubbs 2006).

Exotic wildlife species, such as the European starling (*Sturnus vulgaris*), are present in the park and can affect native species and their habitats. Domestic pets and human-tolerant predators such as the striped skunk, raccoon, coyote, and red fox, are presumed to be present in the park as well. Domestic pets can pose a threat to wildlife. Human-tolerant species may present conflicts with humans and can proliferate with increasing development resulting in a decline in less tolerant species.

Overall, the effects of continued land fragmentation due to increased development and the expansion of transportation corridors in the area will likely have the most profound impact on wildlife in the area.

3.3.14 Fisheries and Aquatic Life

The park contains several perennial streams that contain a variety of native and non-native fish. Fisheries in the waters of the park are comprised mostly of warm water species. Common species in Meadow Brook include the longnose dace (*Rhinicthys cataractae*), a chub species (*Nocomis* sp.), green sunfish (*Lepomis cyanellus*), and rock bass (*Ambloplites rupestris*) (Bousquet 2004). The reach of

Meadow Brook contained in the park is designated by the state as a Class V "Stockable Trout Water," which means that it could support stocked trout species (brook, brown, and rainbow trout) (Martin 2007). According to the state, Meadow Brook has not historically been stocked and there are currently no plans to initiate future fish stocking in this area (Martin 2007). Common species in Cedar Creek include Potomac sculpins (*Cottus girardi*), central stonerollers (*Campostoma anomalum*), red-breasted sunfish (*Lepomis auritus*), and rock bass (*Ambloplites rupestris*) (Bousquet 2004). Recreational fishing in the park is regulated by the Virginia Department of Game and Inland Fisheries.

Several species of mussels reside in the watershed of the North Fork of the Shenandoah; however, their population and distribution are not well understood. The Virginia Natural Heritage Program is planning to conduct an invertebrate survey of the watershed in summer 2007 (Watson 2006). The waters of Cedar Creek and the North Fork of the Shenandoah River provide habitat for a number of sensitive invertebrates, including two mussels: the brook floater (*Alasmidonta varicosa*) and green floater (*Lasmigona subviridis*). The state has designated a portion of the North Fork of the Shenandoah River near Strasburg as a "Stream Conservation Unit" (SCU) because it contains three sensitive mussels: the brook floater, yellow lampmussel, and green floater (VDCR 2006) (Figure 3.8). This SCU has been assigned a ranking of "general biodiversity significance." Mussels are sensitive to changes in water quality and are often used as indicators of water quality. Maintaining riparian buffers and implementing erosion and sediment control practices are two of the best things that can be done to preserve water quality for these species (Watson 2006).

The Price's Cave isopod (*Caecidotea priceii*) is a rare subterranean aquatic species that may also occur in the park (VDCR 2006).

3.3.15 Federally Listed Threatened and Endangered Species

Informal consultation on the effect that proposed actions in this plan would have on federally listed threatened and endangered species was conducted with the Virginia Field Office of the U.S. Fish and Wildlife Service (USFWS) pursuant to Sec. 7 of the Endangered Species Act. A letter from the USFWS dated December 20, 2006 stated that "no federally listed species are known to occur in the project area." Data provided by the Virginia Department of Conservation and Recreation, Division of Natural Heritage also do not identify any known current or historical occurrences of any federally listed plant or animal species in the park.

- **Federally Listed Plants**

Although there are no federally listed plants known to be present in the park, the three-county area where the park is located is home to several federally listed species (Table 3.1). No formal botanical surveys have been performed in the park

Table 3.1 Potential Listed Plant Species for Cedar Creek and Belle Grove NHP[1]

		Designated Status[2]	
Common Name	**Scientific Name**	**Federal**	**State**
Canby's Mountain-lover	*Paxistima canbyi*	**SC**	
Harperella	*Ptilimnium nodosum*	**E**	
Northeast bulrush	*Scirpus ancistrochaetus*	**E**	
Shale barren rock cress	*Arabis serotina*	**E**	

[1] *This table includes all listed species for Warren, Frederick, and Shenandoah Counties. It does not necessarily mean that they are present in the park.*

[2] ***E*** *= endangered* ***T*** *= threatened* ***SC*** *= species of concern (federal); species of special concern (state) [no regulatory authority]*

Sources: USFWS 2005; Virginia Field Office 2005; Virginia Department of Conservation and Recreation, Natural Heritage Program 2006

by the NPS or the Key Partners. Three endangered species [shale barren rock cress (*Arabis serotina*), northeastern bulrush (*Scirpus ancistrochaetus*), harperella (*Ptilimnium nodosum*)] are listed for Warren, Frederick, and Shenandoah counties. A brief description of each of these federally listed plants is provided below.

Shale barren rock cress occurs only in West Virginia and Virginia and grows on shale barrens, often above incised streams, of the Valley and Ridge Province of the mid-Appalachian Mountains. Threats to this species include destruction of habitat by road construction or by human activities; foraging by deer and insects, especially during dry conditions; and drought (USFWS 2002).

Northeastern bulrush is found in old mountain ponds. Threats include habitat loss and degradation caused by wetland drainage, dredging, and filling for residential development and agricultural use. Any modifications which reduce the water level or dry out a pond could eliminate all or most of the individuals in a population (USFWS 1999).

Harperella typically occurs in rocky or gravel shoals and margins of clear, swift-flowing stream sections. This plant tolerates and may actually require a very specific and unusual water regime, which includes moderately intense spring floods that reduce or eliminate competing vegetation. Threats include alterations of the water regime which result from impoundments, water withdrawal, and drainage or deepening of ponds (USFWS 1992). Other factors such as siltation, pollution, and shoreline development also threaten harperella populations. The Virginia Field Office of the USFWS lists this species as endangered; however, the Washington, D.C. office identifies the species as being federally listed, but not occurring in Virginia.

- **Federally Listed Animals**

Although there are no federally listed animals known to be present in the park, the three-county area where the park is located is home to a number of federally listed

species (Table 3.2). No formal wildlife surveys have been performed in the park by the NPS or the Key Partners. One endangered species [Indiana bat (*Myotis sodalis*)] and one threatened species [Madison Cave isopod (*Antrolana lira*)] are listed for Warren, Frederick, and Shenandoah counties. According to discussions with VDGIF biologists, neither of these species is likely to be present in the park (Reynolds 2006, Watson 2006). A brief description of each federally listed animal is provided below.

The Indiana bat is found in the western portion of Virginia during hibernation, but is seldom found in the state during summer. They hibernate from mid-October through April in large caves and abandoned mines that have stable, cold temperatures during the winter. These bats are sensitive to human disturbance; they are easily disturbed by activities such as vandalism, caving, and research during the hibernating months (USFWS 2000). Other threats are flooding of caves, blockage of cave entrances, and pesticide poisoning.

The Madison cave isopod inhabits flooded limestone caves beneath the Great Valley of Virginia. It spends much of its time swimming freely through calcite-saturated waters of deep karst aquifers (USFWS 2005). The species is sensitive to impacts from changes in water quality.

3.3.16 State Listed Threatened and Endangered Species

Scoping was conducted in 2006 with the several commonwealth of Virginia agencies that are responsible for environmental review and coordination with federal land management agencies, including the Department of Conservation and Recreation (VDCR) and the Department of Game and Inland Fisheries (VDGIF).

- **State Listed Plants**

According to the letters and GIS data provided by the state, there are no known current or historical occurrences of any state threatened or endangered plants in the park (VDCR 2006, VDGIF 2006). No formal botanical surveys have been performed in the park by the NPS or the Key Partners.

- **State Listed Animals**

State listed animals known to be present in the park include the brook floater, green floater, and wood turtle. The green floater and wood turtle are listed as state threatened, while the brook floater is listed as state endangered. The state has designated the North Fork of the Shenandoah River, Meadow Brook, Middle Marsh Brook, Buffalo Marsh Run, and Cedar Creek as "Threatened and Endangered Species Waters" due to the presence of the brook floater (*Alasmidonta varicosa*), green floater (*Lasmigona subviridis*), or wood turtle (*Glyptemys insculpta*) (VDGIF 2006, Martin 2007) (Figure 3.8).

Table 3.2 Potential Listed Wildlife Species for Cedar Creek and Belle Grove NHP[1]

		Designated Status[2]	
Common Name	**Scientific Name**	**Federal**	**State**
Mammals			
Indiana bat	*Myotis sodalis*	**E**	**E**
Northern river otter	*Lontra Canadensis lataxina*		**SC**
Birds			
Alder flycatcher	*Empidonax alnorum*		**SC**
Bald eagle	*Haliaeetus leucocephaus*		**T**
Barn owl	*Tyto alba pratincola*		**SC**
Bewick's wren	*Thryomanes bewickii*		**E**
Brown creeper	*Certhia americana*		**SC**
Common moorhen	*Gallinula chloropus cachinnans*		**SC**
Dickcissel	*Spiza americana*		**SC**
Golden-crowned kinglet	*Regulus satrapa*		**SC**
Golden-winged warbler	*Vermivora chrysoptera*		**SC**
Hermit thrush	*Catharus guttatus*		**SC**
Loggerhead shrike	*Lanius ludovicianus*		**T**
Magnolia warbler	*Dendroica magnolia*		**SC**
Migrant loggerhead shrike	*Lanius ludovicianus migrans*		**T**
Northern harrier	*Circus cyaneus*		**SC**
Peregrine falcon	*Falco peregrinus*		**T**
Purple finch	*Carpodacus purpureus*		**SC**
Red-breasted nuthatch	*Sitta canadensis*		**SC**
Upland sandpiper	*Bartramia longicauda*		**T**
Winter wren	*Troglodytes troglodytes*		**SC**
Amphibians			
Cow knob salamander	*Plethodon punctatus*		**SC**
Reptiles			
Wood turtle	*Glyptemys insculpta*		**T**
Invertebrates			
A cave amphipod	*Stygobromus* sp. 9	**SC**	
A cave pseudoscorpion	*Mundochthonius holsingeri*	**SC**	
A millipede	*Striaria columbiana*	**SC**	
Appalachian grizzled skipper	*Pyrgus wyandot*	**SC**	**T**
Appalachian springsnail	*Fontigens bottimeri*		**E**
Barrens tiger beetle	*Cicindella patruela*	**SC**	
Bigger's cave amphipod	*Stygobromus biggersi*	**SC**	
Brook floater	*Alasmidonta varicosa*		**E**
Green floater	*Lasmigona subviridis*		**T**
Madison cave isopod	*Antrolana lira*	**T**	**T**
Mud-dwelling cave beetle	*Pseudoanopthalmus limicola*	**SC**	

Table 3.2 Potential Listed Wildlife Species for Cedar Creek and Belle Grove NHP[1] (continued)

		Designated Status[2]	
Common Name	**Scientific Name**	**Federal**	**State**
Invertebrates (continued)			
Petrunkevitch's cave beetle	*Pseudoanoptalmus petrunkevitchi*	**SC**	
Shenandoah Valley Cave Amphipod	*Stygobromus gracilipes*		**SC**
Tennessee pigtoe	*Fusconaia barnesiana*	**SC**	
Thin-neck cave beetle	*Pseudoanopthalmus parvicollis*	**SC**	
Yellow lampmussel	*Lampsilis cariosa*		**SC**

[1] *This table includes all listed species for Warren, Frederick, and Shenandoah Counties. It does not necessarily mean that they are present in the park.*

[2] ***E*** *= endangered* ***T*** *= threatened*
SC *= species of concern (federal); species of special concern (state) [no regulatory authority]*
******* *= proposed for listing under the Virginia Endangered Plants and Insect Act*

Sources: USFWS 2005; Virginia Field Office 2005; Virginia Department of Conservation and Recreation, Natural Heritage Program 2006; Virginia Department of Game and Inland Fisheries – Wildlife Information Service, Biota of Virginia (BOVA) database 2006

Other state listed animals that are known to occur in the three-county area, but have not been documented in the park, include five threatened species and two endangered species. The threatened species are the peregrine falcon (*Falco peregrinus)*, upland sandpiper (*Bartramia longicauda)*, loggerhead shrike (*Lanius ludovicianus)*, migrant loggerhead shrike (*Lanius ludovicianus migrans)*, and Appalachian grizzled skipper (*Pyrgus wyandot)*. The two endangered species are the Bewick's wren (*Thryomanes bewickii)*, Appalachian springsnail (*Fontigens bottimeri*). No formal wildlife surveys have been performed in the park by the NPS or the Key Partners.

A brief description of those state listed animals that are present in the park (or documented just outside of the park boundary) is provided below.

The brook floater and green floater, both mussels, reside in the watershed of the North Fork of the Shenandoah River. They are known to occur in the North Fork of the Shenandoah River within the park boundary. Mussels are sensitive to changes in water quality and are often used as indicators of water quality. Maintaining riparian buffers and implementing erosion and sediment control practices are two of the best things that can be done to preserve water quality for these species (Watson 2006).

The wood turtle is known to reside in the North Fork of the Shenandoah River watershed. Within the park, sections of Cedar Creek, Meadow Brook, Middle Marsh Brook, and Buffalo Marsh Run have been designated by the state as "Threatened and Endangered Species Waters" for the wood turtle (VDCR 2006) (Figure 3.8). Data provided by the Virginia Department of Conservation and Recreation, Division of Natural Heritage identify at least one relatively recent occurrence of the wood

turtle in the park. Wood turtles are medium-sized and can be recognized by their sculpted shell with its distinctive pyramidal shapes and orange coloration on the legs and neck. They are semi-aquatic, living along forested rivers and streams. They utilize upland areas adjacent to streams during warmer weather for foraging and nesting (VDGIF 2006). They are active by day from April to November and hibernate over winter inside stream banks in large community burrows (Wisconsin DNR 2006). Threats to the wood turtle include impacts to water quality, stream bank erosion, development within riparian areas, and illegal collection (Kleopfer 2006).

The Appalachian springsnail was recently discovered just outside of the park boundary about a mile north of the park at Ogden's Cave. This species was listed by the state as endangered on July 1, 2006 (Orndorff 2006). Very little is known about the species, other than it is endemic to the area. State karst biologists believe that the geologic and hydrologic conditions of the Ogden's Cave site are similar to what is found in the park; however, there are no cave openings in the park where these similar resources occur. Threats to the species include habitat destruction and water quality impacts.

Potentially suitable habitat for other state listed species may exist in the park. These areas include thickets, scrubby areas, open woodlands and farmlands, and streams that may be used by the Bewick's wren; open fields, pastures, and early successional grasslands that could provide habitat for the upland sandpiper and loggerhead shrike; and shale barrens and early successional habitat that could provide habitat for the Appalachian grizzled skipper.

3.4 Visitor Use and Experience

The park is enmeshed within the local community and there is no single entrance or tour route that visitors follow. Some visitors may stop at the Belle Grove Plantation, Cedar Creek Battlefield Foundation Headquarters, or the Cedar Creek and Belle Grove NHP office where they can interact with staff of the park or its partner site. Others may travel the back roads of the park to view Signal Knob, Bowman's Mill Ford, and Middletown Cemetery or drive through on one of the driving routes, and have no interaction with staff from the park or the Key Partners. The primary source of visitor contact and interpretation is Belle Grove Plantation and the foundation's headquarters facility.

3.4.1 Types of Visitors

The park has a diverse group of visitor types, with varying interests and knowledge of local history, which reflect different ways of experiencing the park. The following visitor types were identified in the *Cedar Creek and Belle Grove NHP Transportation Synthesis*, May 2006.

- **Civil War Enthusiast**

Visitors who are interested in Civil War history will likely have a basic understanding of the Civil War and may be combining a trip to the park with other nearby battlefield sites. Civil War enthusiasts are most likely to visit sites that provide passive interpretation of the civil war battlefield landscape. Exhibits, reenactments and other active interpretation are of interest to these visitors. Hiking or other recreational activities are probably of less interest unless they provide a greater understanding of how and where the battle occurred. This group includes those participating in and attending reenactments.

- **Visitors with Other Historic Interests**

This visitor type has specific interests in American settlement patterns, the antebellum period or historic architecture. Belle Grove Plantation, Harmony Hall, the Bowman-Long Meadow area, and nearby sites outside of the park boundary are likely attractions. These visitors are somewhat knowledgeable about their specific interest, but may not know about other aspects of the park's history. In addition to a historical overview of the park, access to buildings and interpretation of landscapes will likely be the focus for this group of visitors.

- **National Park/National Historic Trust Property "Baggers"**

Some visitors may be drawn to the park because of its status as a national park, or to Belle Grove Plantation as a National Trust site. These visitors are often referred to as park 'baggers' and may have little background knowledge of the area. They are keenly interested in learning more and are usually receptive to a diverse set of experiences, including recreational activities, walking and driving through the landscape, touring buildings and other types of active interpretation. 'Baggers' generally represent a modest percentage of total visitation. For example, only 6 percent of visitors at Belle Grove Plantation are members of either the National Trust for Historic Preservation or Belle Grove Plantation.

- **Recreationalists**

The park encompasses a diverse landscape with numerous opportunities for recreational activities and enjoyment of its natural resources for both locals and a wider audience. This visitor type may be drawn to the park for a wide variety of recreational uses but typically there is little overlapping among activities. Currently, recreationalists are considered to be largely local, as recreational use in the park is generally informal and dependent on local knowledge of site access.

- **Visitors on Educational Tours**

Belle Grove Plantation currently attracts approximately 50 school groups and adult bus tours annually. Educational tours are likely to be focused on active interpretation and visitors unable to tour the entire park. Places visited need to relatively close to parking, with access roads and parking areas able to

accommodate larger tour vehicles. Open space for picnicking and space to play is of interest to school groups. College-level groups may have interest in archaeological and geologic research at the park.

- **"Curious"**

"Curious" visitors do not necessarily plan for their visit to the park. They may notice a highway sign, find material about the park in their hotel room, a visitor center, or another local site of interest; they may be staying locally or on a multi-day drive. Regardless of the reason for their visit, they are likely to know little about the park or local history and will appreciate easily accessible information. The initial park experience is very important for this group. Some curious visitors have very little time to visit the park; others with more time may be able to fully explore the park if their interest is stimulated by their initial experience.

3.4.2 Park Partner Visitation and Facilities

While most of the sites within the park are not currently staffed, there is information on visitation patterns from Belle Grove Plantation and the Cedar Creek Battlefield Foundation. With approximately 25,000 visits to the park counted by park partners, it is reasonable to estimate that approximately 35,000 to 50,000 people visit the park annually.

- **Cedar Creek and Belle Grove NHP**

Since 2004, the NPS as had an administrative office in a small strip of stores and offices on Route 11 in the town of Middletown. The NPS does not provide formal visitor services at this time, but the two-person staff provides visitor contact information. In 2006, about 350 mail or phone inquiries were received and 250 drop-in visitors recorded.

- **Belle Grove Plantation**

Belle Grove Plantation is open daily from April through October and on weekends in November and December for special events. Almost 10,000 visitors were reported in 2005, down slightly from a high of 13,000 visitors in 2004. During the April-October period, approximately 4,000 visitors came independently, primarily for tours of the house, and 1,600 came as a part of a larger adult or student tour group. Over 4,000 came to participate in special events, including private rentals. Belle Grove's Museum Shop, in the main house, reported gross sales of $42,113 in 2006.

Belle Grove, Inc. owns Harmony Hall, and recently took full responsibility for management of the site from the life estate tenant. Harmony Hall will soon be open for public tours on a limited basis.

Special Events. The larger special events at Belle Grove are the annual "Of Ale and History" Microbrew and Imported Beer Tasting Festival, which drew 3,000 in

May 2005; the Bluegrass Festival, drawing 500 in July 2005. The site hosts the Triennial Hite Family Reunion, which drew 270 visitors in July 2005. Other annual events include the Annual Easter Egg Hunt & Family Fun Day, 18th Century Encampment, Living History Camp for Kids, Ice Cream Social, Antiques Appraisal Fair, and Living History Days.

- **Cedar Creek Battlefield Foundation**

The Cedar Creek Battlefield Headquarters, operated by the Cedar Creek Battlefield Foundation, is located on Route 11. It is open daily for much of the year. There are interpretive displays, restrooms, and a retail operation that carries mainly books and pamphlets. The book shop reported total sales of $45,171 in 2006.

The Heater House, within the section of the Cedar Creek Battlefield owned by the foundation, is not open to the public. The foundation maintains the 135-acre wooded area known as the Bayliss Tract, which contains some of the few earthworks constructed during the war that are still in good condition. There is a half-mile walking trail with interpretive signs. The tract also provides more than a mile of frontage on Cedar Creek's northern bank and access to Panther Cave. No information is available on the number of users of the walking trail, as most groups do not check in with the foundation when visiting the Bayliss Tract. Student groups reportedly conduct archaeological research and caving within the park**.** Access to the tract is gained by a narrow road off Route 11. There is no signage identifying the site, which limits current use.

Special Events. The CCBF organizes an annual reenactment of the Battle of Cedar Creek, regularly held on the third weekend in October, which typically attracts approximately 12,000 people for the two-day event. An estimated 5,000 registered reenactors and 7,000 spectators attended in 2006. CCBF also hosted in 2006 a reenactment of the Battle of First Manassas in commemoration of its 145th anniversary, an event attended by 7,000 registered reenactors and 10,000 spectators. CCBF has scheduled the reenactment of Jackson's 1862 "Down the Valley" Campaign in 2007, in addition to the annual Battle of Cedar Creek reenactment.

The reenactments are held on battlefield lands off U.S. Hwy 11owned by CCBF and the National Trust. The battlefield is also the location for reenactors camps; temporary facilities for merchants, food vendors, and emergency services; and portable toilets, garbage dumpsters, and information booths. Parking space for thousands of spectators is provided on the battlefield and spectators move around the battlefield freely to view the reenactments and use facilities. Ancillary off-site parking for both re-enactors and spectators is available, and buses provide shuttle service on a loop route between the battlefield and the parking areas.

Foundation staff work closely with the town of Middletown to orchestrate the event and the sheriff receives assistance from Frederick County to monitor and direct traffic. There can be periods of heavy congestion over the reenactment weekend when traffic backs up through Middletown.

Middletown and Frederick County officials see the reenactments as a major economic boon, providing name recognition for the area, significant tax dollars, and substantial gross receipts for local merchants.

- **Shenandoah Valley Battlefields Foundation**

The Shenandoah Valley Battlefields Foundation is dependent on collaboration among the Key Partners to achieve its goals in the Shenandoah Valley Battlefields National Historic District and does not operate visitor facilities. It has developed an interpretive plan to facilitate coordination of individual site interpretation in the district. Concurrently, a marketing plan for the district was prepared for the foundation by the Heritage Tourism Program of the National Trust for Historic Preservation. The two plans provide a framework for implementing coordinated interpretation and over time, a high quality visitor experience in the district.

The initial phase of the interpretive plan proposes a physical structure for the interpretive presentation of the Shenandoah Valley that would be established through four elements: historic driving routes based on three primary north-south highways, including Route 11 (the Valley Turnpike), and a series of east-west connections; major regional attractions with visitor facilities that are open full time, involved in marketing and programming, able to draw visitors to the Valley, and provide visitor experiences that are of national quality; battlefields; and valley towns and landscapes. The proposed valley-wide themes of the broad history of the valley, Civil War battles, and the civilian experience during the Civil War would be applied across all four elements.

The park has been identified as a key component in the proposed structure due to its location on the Valley Turnpike, battlefield resources, the presence of regional attractions, scenic landscapes, and adjacency to the towns of Middletown and Strasburg.

- **Shenandoah County**

The Keister Tract is undeveloped and not open for visitor use. Subsequently, there are no records on visitor activities. The 2005 Master Plan for the 151-acre site proposes an interpretive center and comfort stations, walking and equestrian trails, tent camping, access to the North Fork of the Shenandoah River, an outdoor classroom and amphitheater, and an adventure course, as well as connections to regional trail systems. Once improvements are fully in place, annual visitation is projected to be between 50,000 to 100,000.

3.4.3 Other Visitor Use

- **Driving Tours**

The Battle of Belle Grove or Cedar Creek. The driving tour covers 12 locations on routes within and in the vicinity of the park and entails about 20 miles of driving. Presented in the "Self Guided Tour: The Battle of Belle Grove or Cedar Creek" pamphlet, the tour was developed in conjunction with the CCBF foundation by Dr. Joseph Whitehorne, history professor at Lord Fairfax Community College. There is no signage identifying the tour route.

Valley Campaign of 1864 (Virginia Civil War Trails). The Virginia Tourism Corporation's Virginia Civil War Trails program establishes interpreted driving routes featuring campaigns of the Civil War and other themes throughout the state. Wayside exhibits are installed at the sites where interpreted events occurred, and wayfinding signage helps travelers navigate from site to site along the identified routes or trails. The Valley Campaigns of 1864 driving route, which links sites between Fort Collier in Winchester and the Frontier Culture Museum in Staunton, goes through the park on Route 11. There are three sites with wayside exhibits: the Cedar Creek Battlefield Foundation Headquarters, Belle Grove, and Valley Turnpike at Cedar Creek. The Valley Campaign of 1864 is one of three thematic trails in the "Shenandoah Valley Avenue of Invasion' presentation of the Civil War Trails program.

Apple Trail Driving Tour. The Frederick County Convention and Visitors Bureau in Winchester has developed the "Apple Trail," a 45-mile self-guided driving tour that takes visitors to scenic and historic sites throughout the area, including the park.

- **Civil War Monuments and Interpretive Waysides**

Visitors may stop at roadside interpretive signs and the three monuments within the park as part of a driving route; other stops may be spurred by the sight of a state historic site marker or wayside along Route 11; or result from a planned visit to one of the monuments. The New York Monument is a short distance off Route 11 near the intersection of County Route 840, which leads to the Bayliss Tract. The monument and parking space for three to four cars are within the VDOT right-of-way. The Ramseuer Monument faces Route 11 at County Route 727 (Belle Grove Road). The intersection is narrow and heavily traveled, and the site has inadequate space for parking; cars tend to pull over along the highway at points north or south of the monument. The Vermont Monument is on privately owned land and is not readily accessible.

- **Camping, Hunting, and Fishing**

The privately owned Battle of Cedar Creek Campground is the single camping facility in the park. There is some recreational fishing, regulated by the Virginia Department of Game and Inland Fisheries, in the park. Hunting of game species,

including white-tailed deer, wild turkey, squirrels, and rabbits occurs on private lands within the park.

- **Regional Bike Network**

The Northern Shenandoah Valley Regional Commission adopted a report entitled "Walking and Wheeling the Northern Shenandoah" in 2004. Prepared with the support of the Shenandoah Valley Battlefields Foundation, the report identified a regional bike network and assessed biking conditions on existing roads. The network includes several routes to and through the park. The number of bicyclists using the network is not known, but organized biking groups in the Winchester area do make use of the network through the park.

3.4.4 Regional Sites and Attractions

- **Civil War Sites**

Cedar Creek and other Civil War battlefields in the Shenandoah Valley are part of the Shenandoah Valley Battlefield National Historic District. Cedar Creek has been clustered with Fisher's Hill and Tom's Brook battlefields within the management framework of the district. Currently, the only connectivity between the battlefields is the Virginia Civil War Trails driving route and signs.

- **George Washington National Forest**

The national forest is 1,064,562 acres managed by the U.S. Forest Service, part of the Department of Agriculture. It is close to the southern boundary of the park, across the North Fork of the Shenandoah River and U.S. Highway 55. Signal Knob, the high point at the northern end of the Massanutten Range, is a defining feature of the forest and visible from many areas within the park. Sweeping views of the Shenandoah Valley and a broad perspective of troop movements during the battle can be gained from the summit of Signal Knob. Adjacent to the trailhead that leads to it is the Elizabeth Furnace area, which contains individual and group campgrounds, hiking and equestrian trails, and the remains of an old iron furnace.

- **Shenandoah National Park**

Within Shenandoah NP is Skyline Drive, the area's most scenic roadway, which winds along the crest of the Blue Ridge Mountains. The drive offers vantage points of areas within Cedar Creek and Belle Grove NHP, and provides an overlook for Signal Knob. Also within the park is the Appalachian Trail, hiking trails, and wildlife viewing areas. Cedar Creek and Belle Grove NHP is accessible from the northern end of Skyline Drive.

- **Trails**

The major cross-region trails in the vicinity of the park are the Appalachian Trail, within Shenandoah NP, and the Tuscarora Trail, within the national forest. The trails

connect in Shenandoah NP. A hiking trail between the Keister Tract and Signal Knob has been proposed. It would connect to the loop trail that leads to the top of Signal Knob from the loop trail to the Tuscarora Trail, providing linkage between the park and the regional trail system.

3.5 Socioeconomic Environment

As noted earlier, this chapter includes information on the various elements of the socioeconomic environment relating to the park for the purpose of compiling this information for this first GMP. However, not all of the socioeconomic environment described here will be analyzed in the EIS portion of this document. The following elements may potentially be affected by the GMP alternatives: Economic Impact of the Park - Local and Regional Economy. The information presented here for these topics serves as the description of the Affected Environment in accordance with the requirements of NEPA. All other topics and information included in this section are presented as background but have been dismissed from further analysis in the EIS.

3.5.1 Population

Throughout its history the three-county region has been predominantly rural in nature, with mostly farms and forests and a few towns scattered along the valley. The combined population of Frederick, Shenandoah, and Warren counties, and the City of Winchester was about 125,400 in 1990 (Table 3.3). This was about 2 percent of Virginia's total population at the time. During the last decade the region's population grew by more than 24,000 people, a 19 percent increase (Table 3.4). The region is still mostly rural, although development in the region is increasing. The 2000 regional population of nearly 149,500 was about 2.1 percent of the state's total.

All three counties and Winchester experienced an increase in population during the last decade. Frederick County had the largest numerical growth gaining about 13,500 new residents or nearly 30 percent. Its growth rate was twice that of the state as a whole. Shenandoah County's growth is less than that of the state; the county saw an 11 percent increase at an annual growth rate of nearly 1 percent. Warren County gained more than 5,400 new residents, a more than 20 percent increase. Winchester is the largest city in the three-county region. Winchester's 2000 population was about 23,600, an increase of 7.5 percent since 1990. Population growth in different parts of the region has been varied. Middletown, the town closest to the park, had a slight decline in population in the 1990's (declining by 46 people or -4.6%), while Strasburg grew by less than 7 percent, only one-half the growth experienced by Virginia as whole.

Table 3.3 Population of the Park Region

Area	1990	% of State Population	2000	% of State Population	2005	% of State Population
Winchester[1]	21,947	0.4%	23,585	0.3%	25,119	0.3%
Frederick County	45,723	0.7%	59,209	0.8%	69,123	0.9%
Shenandoah County	31,636	0.5%	35,075	0.5%	39,184	0.5%
Warren County	26,142	0.4%	31,584	0.4%	35,556	0.5%
Virginia	**6,187,358**	**100%**	**7,078,515**	**100%**	**7,567,465**	**100%**
USA	**248,709,873**		**281,421,906**		**299,398,484**	

[1] *Winchester is an independent city in Virginia and census data are collected and reported separately from Frederick County.*
Source: U.S.D.C., U.S. Census Bureau 2000a, 1990a, 2006a and 2006b

Table 3.4 Population Growth of the Park Region

Area	Annual Rate of Growth 1990 to 2000	Total % Increase 1990 to 2000	Total % Increase 2000 to 2005
Winchester	0.7%	7.5%	6.5%
Frederick County	2.4%	29.5%	16.7%
Shenandoah County	0.9%	10.9%	11.7%
Warren County	1.7%	20.8%	12.6%
Virginia	**1.2%**	**14.4%**	**6.9%**
USA	**1.1%**	**13.2%**	**6.4%**

Source: U.S.D.C., U.S. Census Bureau 2000a, 1990a, 2006a and 2006b

From 2000 to 2005 populations continued to grow in the three counties and in Winchester. Winchester grew by more than 1,500 people, a 6.5 percent increase. Frederick County added more than 9,900 residents (16.7%), Shenandoah County increased by about 4,100 (11.7%), and Warren County's population expanded by nearly 4,000 (12.6%) (Table 3.3).

3.5.2 Race and Ethnicity

The racial and ethnic distribution of the three-county affected area (Frederick – including the City of Winchester, Shenandoah, and Warren counties), the state of Virginia, and the nation as a whole are displayed in Table 3.5. The percentages of population for seven racial groups (as determined by the U.S. Census Bureau) are shown. For the 2000 Census individuals were allowed to identify themselves as "Some other race" (not specified by the U.S. Census Bureau) or as belonging to "Two or more races." The total racial minority percentage figures are the sum of the other six non-white categories – Black or African American, American Indian and Alaskan Native, Asian, Native Hawaiian and Other Pacific Islander, "Some other race," and "Two or more races." In addition, the Hispanic or Latino populations, a minority ethnic group, are displayed. These figures are not counted in the totals to

Table 3.5 Population, Race and Ethnicity, 2000

Area	Frederick County		Shenandoah County		Warren County		Virginia		USA	
Race	Number	%[1]	Number	%[1]	Number	%[1]	Number	%[1]	Number	%[1]
White	56,240	95.0%	33,533	96.5%	29,280	92.7%	5,120,110	72.3%	211,460,626	75.1%
Black or African American	1,550	2.6%	412	1.2%	1,526	4.8%	1,390,293	19.6%	34,658,190	12.3%
American Indian and Alaskan Native	92	0.2%	62	0.2%	84	0.3%	21,172	0.3%	2,475,956	0.9%
Asian	388	0.7%	122	0.3%	136	0.4%	261,025	3.7%	10,242,998	3.6%
Native Hawaiian and Other Pacific Islander	10	0.02%	6	0.02%	7	0.02%	3,946	0.1%	398,835	0.1%
Some Other Race	329	0.6%	628	1.8%	145	0.5%	138,900	2.0%	15,359,073	5.5%
Two or More Races	600	1.0%	312	0.9%	406	1.3%	143,069	2.0%	6,826,228	2.4%
Total Population	**59,209**	**100%**	**35,075**	**100%**	**31,584**	**100%**	**7,078,515**	**100%**	**281,421,906**	**100%**
Hispanic or Latino[2]	1,004	1.7%	1,194	3.4%	494	1.6%	329,540	4.7%	35,305,818	12.5%

[1] *Figures may not add to 100 percent due to rounding*

[2] *People of Hispanic or Latino ethnicity may be of any race. These figures are not counted in the totals to avoid duplicate counting.*

Source: U.S.D.C., U.S. Census Bureau 2000a, 1990a, 2006a and 2006b

avoid duplicate counting since people of Hispanic or Latino ethnicity may be of any race.

Minorities made up about five percent of Frederick County's population, less than five percent of Shenandoah County's population, and about 7.3 percent of Warren County's population in 2000. In Frederick and Warren counties, the largest minority group was African Americans making up 2.6 percent and 4.8 percent, respectively, of the totals. Hispanic or Latino people, at 3.4 percent of the totals, were the largest minority group in Shenandoah County. White was by far the largest racial group in each of the three counties.

In Virginia, minorities made up 27.7 percent of the total population and African American or Black people comprised 19.6 percent of the total state population. Hispanic or Latino people made up 4.7 percent of Virginia's population. Nationally, racial minorities made up about one-fourth of the population and the ethnic minority Hispanic or Latino represented one-eighth of the total. The 2000 Census was the first time that Hispanics supplanted Black or African Americans as the largest minority group in the country.

3.5.3 Income

- **Per Capita Income**

In both 1989 and 1999, Virginia's per capita personal income (PCPI) was actually higher than that of the national as a whole (Table 3.6). The PCPIs of the selected areas of the affected region were all lower than the national PCPI and some were much lower than the state PCPI. This is to be expected in a rural region with a relatively low population. A lower population results in lower demand for goods,

Table 3.6 Per Capita Personal Income (PCPI)

Area	1989	% of 1989 State PCPI	1999	% of 1999 State PCPI	2004	% of 2004 State PCPI
Winchester	$14,214	90.5%	$20,500	85.5%	Included with Frederick County	
Frederick County	$13.671	87.0%	21,080	87.9%	30,686	84.9%
Shenandoah County	$12,686	80.7%	19,755	82.4%	26,880	74.3%
Warren County	$13.580	86.4%	19,841	82.8%	28,996	80.2%
Virginia	**$15,713**	**100.0%**	**23,975**	**100.0%**	**36,160**	**100.0%**
USA	**$14,420**	**91.8%**	**21.587**	**90.0%**	**33,050**	**91.4%**

Source: U.S.D.C., U.S. Census Bureau 1900d and 2000b

services, and labor than occurs where higher populations are concentrated in smaller geographic areas**.** Frederick County was closest to the 1999 national PCPO of $21,587 with a PCPI of $21,080. Its position relative to the state PCPI was about a percentage point better than it was in 1989. The average PCPI for all the selected areas did increase; however some areas improved relative to the state PCPI while others lost ground. Shenandoah County also increased relative to Virginia, but Warren County's percent of the state PCPI decreased.

In 2004, Frederick County and the City of Winchester had a PCPI of $30,686, which was 85 percent of the state PCPI of $36,160 and 93 percent of the national PCPI of $33,050. In the same year Shenandoah County's PCPI was $26,880, only 74 percent of the state figure and 81 percent of the national figure. At $28,996, Warren County's PCPI fell between the other two counties. This PCPI was 80 percent of the state and 88 percent of the national figure. The growth rates for the three counties were 4.4 percent for Frederick County and the City of Winchester, 3.8 percent for Shenandoah County, and 4.3 percent for Warren County. The state wide growth rate was 4.5 percent and the national rate was 4.1 percent.

- **Median Income**

Median household income is another measure of the economic condition of an area relative to other areas. The median income is the value at which one-half of the households have incomes above and one-half of the households have incomes below the median value. The state of Virginia's median income was about 111 percent of the national value in 1989 and 1999 (Table 3.7). In 1989 the selected area median incomes ranged from 78 percent to 98 percent of the state median. Frederick County nearly matched the state figure in 1989 and was actually slightly higher than the state in 1999. By 1999 the selected area median incomes ranged from nearly 74 percent to about 101 percent of the state median. While all median household incomes increased from 1989 to 1999, not all areas improved relative to the state. For the most part, the majority of the three-county area remained a less prosperous region than the state of Virginia as a whole.

Table 3.7 Median Household Income

Area	1989	% of 1989 State PCPI	1999	% of 1999 State PCPI	2004	% of 2004 State PCPI
Winchester	$26,086	78.3%	$34,335	73.6%	$39,142	76.6%
Frederick County	$32,806	98.4%	$46,941	100.6%	$49,193	96.3%
Shenandoah County	$26,527	79.6%	$39,173	83.9%	$43,893	85.9%
Warren County	$31,062	93.2%	$42,422	90.9%	$55,084	107.8%
Virginia	**$33,328**	**100.0%**	**$46,677**	**100.0%**	**$51,103**	**100.0%**
USA	**$30,056**	**90.2%**	**$41,994**	**90.0%**	**$44,334**	**86.8%**

Source: U.S.D.C., U.S. Census Bureau 1900d and 2000b

By 2004, Virginia state median income had increased to $51,103 (Table 3.7). This was 115 percent of the national median of $44,334. The median incomes for Winchester and the three counties also increased. The median income for Winchester increased by $4,800 but this median income was only 77 percent of the 2004 state median. Shenandoah's median income increased by about $4,700 and amounted to 86 percent of the 2004 state median. Frederick County's increase was about $2,250 which was 96 percent of the Virginia median. Warren County experienced tremendous improvement; its median income rose to nearly $55,100, an increase of more than $12,660. This was nearly 108 percent of the 2004 state figure and 124 percent of the national median.

3.5.4 Low Income Populations

Data readily obtainable from the U.S. Census Bureau are used to identify low income populations. The characteristics used are income (per capita and median household), and percentage of the population living below the poverty level (all persons).

The information presented in Table 3.8 (income and poverty data) identifies Virginia as a state with higher than average per capita and median household incomes. The

Table 3.8 Income and Poverty, 2000

	Money Income				Number and Percent Living Below the Poverty Level	
Area	Per Capita	% of U.S. Per Capita	Median Household	% of U.S. Median	Individuals	Individuals
Frederick County	21,080	97.7%	46,941	111.8%	3,727	6.4%
Shenandoah County	19,775	91.5%	$39,173	93.3%	2,837	8.2%
Warren County	19,841	91.9%	$42,422	101.0%	2,631	8.5%
Virginia	**23,975**	**111.1%**	**$46,677**	**111.2%**	**656,641**	**9.6%**
USA	**21,587**	**100.0%**	**$41,994**	**100.0%**	**22,899,812**	**12.4%**

Source: U.S.D.C., U.S. Census Bureau 2000c

percentage of people living in poverty in Virginia was lower than the national average as well. All three counties also had poverty rates that were considerably lower than the state and national rates. The figures for income were somewhat more ambiguous for the counties. Frederick County was the only county where the median household income was higher than both the state and national median household incomes. However, its per capita income was far below that of Virginia. Per capita incomes for all three counties were lower than the state and national per capita incomes.

3.5.5 Earnings by Major Industries

All three counties have somewhat diversified economies, since they all have some earnings and employment in each of the major industrial sectors. But as shown in Table 3.9, certain industrial sectors were more important than others. In Frederick County including the City of Winchester for this analysis, the top three industry sectors by earnings (in 2004) were manufacturing (23.5% of total earnings), retail trade (10.0%), and local government (7.9%). Total earnings for the area were $2.268 billion. These three sectors accounted for over 41 percent of the total. Two industry sectors are most closely associated with tourism—the arts, entertainment, and recreation sector and the accommodation and food services sector. Together these tourism sectors provided 3.1 percent of all earnings for the area,[1] and accounted for 3.0 percent of Virginia's total earnings of more than $213.341 billion for 2004.

While the population of Shenandoah County was less than one-half that of Frederick County and Winchester, total earnings were slightly more than one-fourth of the total for earnings in Frederick County and Winchester. The major industries, by earnings, in Shenandoah County, in 2004, were manufacturing (37.4% of total earnings), local government (9.4%), and retail trade (8.3%). Total earnings for the area were about $0.598 billion. These three sectors accounted for over 55 percent of the total. Tourism (the arts, entertainment, and recreation sector and the accommodation and food services sector) provided about 3.5 percent of all earnings.

With a population of about two-fifths the size of Frederick County and the City of Winchester, Warren County's total earnings in 2004 of approximately $0.442 billion was one fifth that of Frederick County and Winchester. The largest sectors were construction (13.4% of the total), local government (12.3%), and transportation and warehousing (10.9%). These three sectors provided about 37 percent of the total earnings for the county. Tourism (the arts, entertainment, and recreation

[1] *Not all of the earnings in these two industry segments are attributable to tourism as economic activity by locals and non-tourists will also contribute to earnings in these two sectors. It is also acknowledged that some spending by tourists in other sectors (e.g. retail trade and health care) will occur within the two-county region. However, the use of these two sectors as a proxy for tourism spending does provide a frame of reference for comparison.*

Table 3.9 Earnings by Industry, 2004 (thousands of $)

Industry	Frederick County and Winchester City	Shenandoah County	Warren County
Farming	$5,928	$14,350	$1431
Forestry, fishing, etc. and other	(D)	$2,010	(D)
Mining	(D)	$176	$176
Utilities	(D)	$4,817	$302
Construction	(D)	$44,257	$59,094
Manufacturing	$532,352	$223.702	(D)
Wholesale trade	$111.174	$12,989	(D)
Retail trade	$227,815	$49,524	$40,045
Transportation and warehousing	(D)	$22,282	$48,235
Information	$28,498	$19,122	$5,608
Finance and insurance	$70,957	$14,587	$13,424
Real estate and rental and leasing	$63,836	$7,776	$9,879
Professional and technical services	$90,225	$14,135	$16,126
Management of companies and enterprises	$58,740	$2,733	$5,490
Administrative and waste services	$67,306	$4,685	$9,818
Educational services	(D)	(D)	$11,428
Health care and social assistance	(D)	(D)	$43,917
Arts, entertainment and recreation	$12,707	$1,266	$4,965
Accommodation and food services	$57,833	$19,831	$12,647
Other services, except public administration	$66,047	$21,570	$29,295
Federal, civilian	$44,795	$9,355	$14,592
Military	$11,704	$4,763	$4,271
State government	$24,235	$7,553	$2,846
Local government	$178,145	$55,907	$54,491
Total	**$2,268,473**	**$597,825**	**$441,607**

(D) = Not shown to avoid disclosure of confidential information. However, the estimates are included in the totals.
Source: U.S. Department of Labor, Bureau of Economic Analysis 2006b

sector and the accommodation and food services sector) provided about 4.0 percent of all earnings.

Total earnings for the entire region were nearly $3.307 billion in 2004. Approximately 4.2 percent of this total is estimated to be related to tourism in the region.

3.5.6 Employment by Major Industries

The major sources of employment in Frederick County and Winchester were manufacturing (15.7% of the total), retail trade (13.8%), and local government (7.1%). These industries provided over one-third of all the nearly 62,100 positions

Table 3.10 Total Full- and Part-Time Employment by Industry, 2004

Industry	Frederick County and Winchester City	Shenandoah County	Warren County
Farming	$894	$1,262	$328
Forestry, fishing, etc. and other	(D)	$97	(D)
Mining	(D)	$10	10
Utilities	(D)	$79	(D)
Construction	(D)	$1,447	$1,685
Manufacturing	$9,733	$4,678	(D)
Wholesale trade	$2,402	$373	(D)
Retail trade	$8,560	$2,346	$1,963
Transportation and warehousing	(D)	$570	$1,263
Information	$582	$458	$127
Finance and insurance	$1,568	$498	$417
Real estate and rental and leasing	$2,620	$601	$531
Professional and technical services	$2,492	$534	$535
Management of companies and enterprises	$562	$41	$182
Administrative and waste services	$3,557	$387	$561
Educational services	(D)	(D)	$575
Health care and social assistance	(D)	(D)	$1,369
Arts, entertainment and recreation	$999	$209	$359
Accommodation and food services	$3,695	$1,441	$889
Other services, except public administration	$3,037	$1,219	$1,208
Federal, civilian	$477	$145	$167
Military	$334	$140	$126
State government	$730	$186	$74
Local government	$4,389	$1,567	$1,405
Total	**$62,147**	**$19,723**	**$14,757**

(D) = Not shown to avoid disclosure of confidential information. However, the estimates are included in the totals.
Source: U.S. Department of Labor, Bureau of Economic Analysis 2006b

in 2004 (Table 3.10.).[2] Tourism, including the arts, entertainment, and recreation sector, and the accommodation and food services sector provided 7.5 percent of the jobs in this county. These positions are often seasonal and/or part-time, rather than full-time, and can be relatively low paying. As a result, these sectors provide 7.5 percent of the jobs but only 3.1 percent of the earnings. The largest sources of jobs do not necessarily provide the largest earnings in a local economy.

[2] *Not all of the jobs in these two industry segments are attributable to tourism because economic activity by local residents and non-tourists will also help support positions in these two sectors. It is also acknowledged that some spending by tourists in other sectors (e.g. retail trade and health care) will occur within the two-county region. However, the use of these two sectors as a proxy for tourism's economic impact does provide a frame of reference.*

Again, while all three counties' economies are somewhat diversified, a few industry sectors account for most of the employment opportunities. Three of the 24 industrial sectors accounted for nearly 44 percent of the more than 19,700 jobs in Shenandoah County in 2004. The three major employers were manufacturing (15.7% of the total), retail trade (13.8%), and local government (7.1%). In this county tourism related positions in the arts, entertainment, and recreation sector and the accommodation and food services sector made up about 8.4 percent of the jobs.

The three sectors providing the most jobs in Warren County were retail trade (13.6% of the total), construction (11.7%), and local government (9.7%), accounting for 35 percent of the nearly 14,800 total jobs in the county.

The entire Virginia economy supported about 4,594,000 full- and part-time jobs in 2004. The total number of positions (about 97,000) in the region made up approximately 2.1 percent of this total. In the region, the two tourism sectors accounted for less than 0.2 percent of the total jobs in Virginia.

3.5.7 Unemployment

The unemployment situation in the region improved across the board between 1990 and 2000 (Tables 3.11 and 3.12). In 1990 unemployment in the three counties and the City of Winchester ranged from 3.8 percent in Shenandoah County to 5.1 percent in Warren County. Over 3,000 workers out of a labor force of about 66,700 were out of work (Table 3.11).[3] The unemployment rate for the three-county region (including Winchester) was about 4.4 percent. Winchester's unemployment rate separately was 4.8 percent. Unemployment at the state level was 4.5 percent and nationally it was 6.3 percent.

The situation improved in 2000 as the national unemployment rate dropped to 5.8 percent and Virginia's rate fell to 4.2 percent (Table 3.12). The unemployment rates for the three counties also improved as they ranged from 2.5 percent in Frederick County to 3.4 percent in Warren County. Regionally the labor forced increased to about 78,900 and yet only a little more than 2,400 workers were out of work, a 3.1 percent unemployment rate for the region. However, the City of Winchester's unemployment rate declined only slightly to 4.6 percent.

The employment situation in 2005 continued to improve for the state and the nation as the unemployment rate fell to 3.5 percent for Virginia, and fell to 5.1 percent for the nation as a whole (Table 3.13). The unemployment conditions improved for Winchester and Warren County as their rates fell to 3.0 percent and 2.9 percent. Frederick County's unemployment rate fell slightly to 2.9 percent while the rate for

[3] *Winchester is an independent city in Virginia and census data are collected and reported separate from Frederick County. The totals for the region include data for Frederick, Shenandoah, and Warren counties plus the data for the city of Winchester.*

Table 3.11 Employment and Unemployment Status, 1990

Area	Civilian Labor Force	Employed	Unemployed	Percent of Civilian Labor Force Unemployed
Winchester	11,977	11,405	572	4.8%
Frederick County	24,925	23,845	1,080	4.3%
Shenandoah County	16,233	15,622	611	3.8%
Warren County	13,554	12,856	698	5.1%
Virginia	**3,170,410**	**3,028,362**	**142,048**	**4.5%**
USA	**123,473,450**	**115,681,202**	**7,792,248**	**6.3%**

Source: U.S.D.C., U.S. Census Bureau 1990b

Table 3.12 Employment and Unemployment Status, 2000

Area	Civilian Labor Force	Employed	Unemployed	Percent of Civilian Labor Force Unemployed
Winchester	12,732	12,147	585	4.6%
Frederick County	31,720	30,930	790	2.5%
Shenandoah County	18,204	17,710	494	2.7%
Warren County	16,245	15,687	558	3.4%
Virginia	**3,563,772**	**3,412,647**	**151,125**	**4.2%**
USA	**137,668,798**	**129,721,512**	**7,947,286**	**5.8%**

Source: U.S.D.C., U.S. Census Bureau 2000b

Table 3.13 Employment and Unemployment Status, 2005

Area	Civilian Labor Force	Employed	Unemployed	Percent of Civilian Labor Force Unemployed
Winchester	14,198	13,770	428	3.0%
Frederick County	38,558	37,584	974	2.5%
Shenandoah County	19,697	19,153	544	2.8%
Warren County	18,594	18,056	538	2.9%
Virginia	**3,933,949**	**3,797,730**	**136,219**	**3.5%**
USA	**141,730,000**	**141,730,000**	**7,591,000**	**5.1%**

Source: U.S.D.C., U.S. Census Bureau 2006a

Shenandoah County remained the same. By 2005 the regional labor force had grown to more than 91,000 while less than 2,500 persons were unemployed—creating an unemployment rate of just 2.7 percent.

3.5.8 Poverty

Both Frederick and Warren counties experienced lower poverty rates than the state or nation in 1989 and in 1999 (Table 3.14). In 1989 Shenandoah County had an unemployment rate of 11 percent, falling between the Virginia rate of 10.2 percent and the national rate of 13.1 percent. Winchester also had a higher than state average of 11.3 percent in 1989, with nearly 2,400 people living below the poverty level. In the three-county region (including Winchester) over 10,900 people were living with incomes below the poverty level, an 8.9 percent poverty rate.

Table 3.14 Poverty Status, 1989, 1999 and 2004

Area	1989 Number of Individuals below the Poverty Level	1989 Percent below the Poverty Level	1999 Number of Individuals below the Poverty 1989	1999 Percent below the Poverty Level	2004 Number of Individuals below the Poverty 1989	2004 Percent below the Poverty Level
Winchester	2,364	11.3%	2,991	13.2%	2,811	11.5%
Frederick County	3,197	7.1%	3,727	6.4%	3,989	5.8%
Shenandoah County	3,414	11.0%	2,837	8.2%	3,349	8.6%
Warren County	1,965	7.7%	2,631	8.5%	3,114	8.9%
Virginia	**611,611**	**10.2%**	**656,641**	**9.6%**	**705,037**	**9.5%**
USA	**31,742,864**	**13.1%**	**33,899,812**	**12.4%**	**37,039,804**	**12.7%**

Source: U.S.D.C., U.S. Census Bureau, 1990b and 2000b

In 1999, the national and state poverty rates declined even though the numbers of people living in poverty increased. Frederick County and Shenandoah County experienced the same situation. The poverty rate declined from 7.1 percent to 6.4 percent in Frederick County but the number of people in poverty increased from 3,200 to 3,700 people. For Shenandoah County the rate declined from 11.0 percent to 8.2 percent and the number of people living in poverty also declined by nearly 600 people. Unfortunately, in Warren County the poverty rate and the number of people living in poverty both increased, from 7.7 percent to 8.5 percent and from 1,965 to 2,631 respectively. Winchester had the highest poverty rate at 13.2 percent, with nearly 3,000 people living below the poverty level.

Overall, in 1999, the number of people in poverty in the region had increased to almost 12,200, an 8.3 percent rate. However, this was still better than the state rate of 9.6 percent or the national rate of 12.4 percent.

By 2004, the number of people living in poverty in Winchester had fallen by 180; resulting in a lower poverty rate of 11.5 percent. This was still higher than the state poverty rate of 9.5 percent but lower than the national rate which had increased to 12.7 percent. Frederick County's poverty rate declined to 5.8 percent but the total number of people living in poverty rose by 262 people. Both the number of persons living in poverty and the poverty rate rose for Shenandoah (512 additional persons and an 8.6% rate) and Warren counties (483 additional persons and an 8.9% rate).

3.5.9 Economic Impact of the Park

- **Park Sites and Projected Park Visitation**

About one-third of the area of the park is composed of a variety of sites that are owned and operated independently by the NPS and its five major partners: the National Trust for Historic Preservation, Belle Grove, Inc., the Cedar Creek Battlefield Foundation, the Shenandoah Valley Battlefields Foundation, and Shenandoah County Parks and Recreation. The remaining two-thirds of the park is privately owned.

Transportation planning conducted for the park projected that annual visitation to all parts of the park could reach between 50,000 and 250,000 as the park is developed over the next two decades (USDOT 2006).

Whitham Tract. The NPS owns an 8.0-acre site that, currently, is not open to the public. This property is relatively out of the way, is leased as a private residence, and currently contains no NPS operated facilities.

Wilson House. The NPS owns a 1.78-acre site at 8693 Valley Pike with a 1950s era refurbished home, located on Valley Pike south of Middletown. While the property is currently not open to the public, NPS may use it in the future as an administrative office and possibly for public interpretive displays.

Belle Grove Plantation. Belle Grove Plantation, a 283-acre site, is owned by the National Trust for Historic Preservation. The property contains a manor house and gardens, outbuildings, an orchard, and agricultural fields. The manor house is open to the public from April to November. An admission fee is charged. The manor has been open to the public as a historic house museum since 1967. Visitation at Belle Grove Plantation is in the neighborhood of 10,000 annually (USDOT 2006). Belle Grove, Inc., a nonprofit corporation, operates and protects the historic resources and historic landscape on the property.

Harmony Hall. Historic Harmony Hall (Fort Bowman), located within the park on the Shenandoah River, is owned by Belle Grove, Inc. Belle Grove, Inc. is currently rehabilitating the house and will be making it available for small, infrequent tours in the near future. Larger, more frequent tours could occur depending on public

interest. The enabling legislation of the park states as a goal that the site should be open to the public.

Cedar Creek Battlefield. Portions of the Cedar Creek Battlefield are owned by the Cedar Creek Battlefield Foundation and the Shenandoah Valley Battlefields Foundation, both nonprofit corporations. Within the park, Cedar Creek Battlefield Foundation owns 308.59 acres, and Shenandoah Valley Battlefields Foundation owns 460.3 acres and a 32-acre conservation easement. Portions of the battlefield that are owned by the Shenandoah Valley Battlefields Foundation are leased for agricultural use and are not open to the public.

The Cedar Creek Battlefield is visited by large numbers of re-enactors and visitors, especially during the battle reenactments. The Cedar Creek Battle reenactment is hosted annually by the Cedar Creek Battlefield Foundation in early October on part of the original battle site. Estimates place the visitation at about 5,000 re-enactors and 7,000 visitors during the last reenactment in October 2005 (USDOT 2006). The Foundation has also hosted the reenactment of First Manassas battle (First Bull Run) in late July. The Manassas reenactment in July 2006 attracted about 7,000 re-enactors and 10,000 spectators. Interest in these reenactments is strong as people have come to recognize the importance of the Civil War as a defining event that helped shape the character of the United States.

Battlefield Headquarters. Located in Middletown, the Cedar Creek Battlefield Foundation owns and operates a visitor contact station that is open to the public on a limited seasonal basis.

Keister Tract. The 151-acre Keister Tract is owned by Shenandoah County Parks and Recreation Department and is located in the park along the North Fork of the Shenandoah River. The county plans to develop the site as part of the national historical park. Currently, the site is not open to the public—it is leased for agricultural use. The master plan completed for the site includes the development of an interpretive center and comfort stations, walking and equestrian trails, tent camping, river access, an outdoor classroom and amphitheater, and an adventure course (Shenandoah County Parks and Recreation 2005). Regional trail connections are also planned to link the site to other local and regional visitor attractions. Visitation to the Keister Tract is expected to reach 50,000 to 100,000 annually when the property is fully developed (USDOT 2006).

- **Staffing and Budgets**

National Park Service. NPS staffing is currently limited to two full-time equivalent (FTE) positions; the Park Superintendent and a Community Planner. NPS annual expenditures to support the park represent an input of federal funds into the regional economy. For the fiscal year 2007 the park budget was $277,000. The

park's recent annual budgets are displayed in Table 3.15. These funds are primarily used for park administration and planning at this time.

Partners. The total number of FTEs employed by the Key Partners that are specifically tied to land and facility administration in the park is estimated at six to seven. Several of the Key Partners have staff solely dedicated to park management issues, while other Key Partners have staff that divide their time between park issues and other lands outside of the park that are within their jurisdiction. The Key Partners also have volunteers that assist them with their work. Total annual budgets are not known, but annual operational expenses for the Key Partners are estimated at $660,000 (Stubbs 2007).

Table 3.15 Annual Budgets for Cedar Creek and Belle Grove NHP

Fiscal Year	Total
2007	$277,000
2006	$275,000
2005	$275,000
2004	$233,000

Source: National Park Service

- **Economic Impacts on the Local and Regional Economy**

The current economic impacts of the park consist of NPS and partner activities and contributions. Expenditures in the area by the NPS and the Key Partners result in direct economic effects and their employees' expenditures of wage and salary income result in further indirect effects as the funds re-circulate within the regional economy, adding additional amounts to sales, income, and jobs. Expenditures in the region include such things as employee salaries and benefits, office rent and utilities, office supplies, etc. These expenditures are direct impacts resulting from the onsite presence of the NPS and the Key Partners. Indirect economic impacts occur as employees spend their salaries for food, housing, etc.

National Park Service. Current fiscal and employment impacts of the NPS are primarily limited to the two FTE positions currently filled and the park budget ($277,000 in FY2007) used to support their work. Payments in Lieu of Taxes (PILT) are also made by the federal government (U.S. Treasury) to Warren County for the NPS-owned parcel. The law that mandates payments in lieu of taxes requires two types of payments: Section 6904 payments and Section 6902 payments. Section 6904 payments are based on a percentage of the fair market value of the land at the time of acquisition and are made annually for five years from the date of acquisition. The first Section 6902 payment of $973.52 was made to Warren County in June 2004 (Leisz 2007). The last 6902 payment will be made in the year 2008. Section 6904 payments are based on the number of acres of "entitlement

lands," or federal lands that exist in the county and are paid to the affected unit of government in perpetuity, subject to Congressional authorization. The first Section 6904 payment of approximately $11 that is attributed to park acreage was made to Warren County in 2004 (Leisz 2007).

Partners. Current fiscal and employment impacts of the partners are limited to the roughly six to seven positions currently filled and the estimated $660,000 annual operational expenditures used to support their work. The partner's activities represent the majority of any economic impacts that have occurred since the creation of the park.



CHAPTER 4

ENVIRONMENTAL CONSEQUENCES

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

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4.0 Environmental Consequences

4.1 Introduction

The National Environmental Policy Act (NEPA) requires that environmental documents discuss the environmental impacts of a proposed federal action, feasible alternatives to that action, and any adverse environmental impacts that cannot be avoided if a proposed action is implemented. In this case, the proposed federal action would be the adoption of a general management plan (GMP) for Cedar Creek and Belle Grove National Historical Park (NHP).

General management plans are programmatic, long-range documents and the actions described in the alternatives are often general in nature. Consequently, the impacts of these actions are analyzed in qualitative terms.

This "Environmental Consequences" chapter analyzes the environmental impacts of implementing the four alternatives on various topics related to cultural and natural resources, and the socioeconomic environment. The analysis is the basis for comparing the beneficial and adverse impacts of implementing the alternatives. For the purposes of analysis, in the environmental impact statement (EIS) it is assumed that all of the specific actions proposed in the alternatives would occur during the life of the plan. The effects of NPS and partner actions are addressed together. Private lands are analyzed separately as described below.

This EIS generally analyzes several actions, such as the development of a new visitor center, trails, and waysides; and the acquisition of parkland. Following the approval of the GMP, site-specific compliance will be required for any facility development actions included in the alternatives. Appropriate detailed environmental and cultural compliance documentation would be prepared in accordance with the National Environmental Policy Act of 1969 and the National Historic Preservation Act of 1966, both as amended, meeting requirements to identify and analyze each possible impact for the resources affected.

This EIS also generally addresses private lands within the park boundary. Over two-thirds of the park's total acreage is privately owned land (not owned by the NPS or park partners). Private lands in the park contain important resources and contribute to the significance and integrity of the park. Consequently, impacts on resources on private lands are analyzed in two ways: 1) the potential impacts on private lands of private land use activities are analyzed, and 2) the impacts on private lands of actions contained in this plan, namely land acquisition/protection and technical assistance, are analyzed in detail. This analysis of private lands is included in each of the alternatives under each of the impact topics.

This chapter begins with a description of the methods and assumptions for analyzing impacts, including cumulative impacts and impairment of park resources.

Then, the impact analysis (or environmental consequences) of each alternative is presented. All of the impact topics are assessed for each alternative. The existing conditions for all of the impact topics that are analyzed in detail were identified in the "Affected Environment" chapter.

The analysis of Alternative A: Continuation of Current Management identifies future conditions if no major changes to facilities or park management occurred. The three action alternatives (Alternatives B, C, and D) were then compared to Alternative A to identify the incremental changes that would occur as a result of changes in park facilities, uses, and management. Impacts of recent decisions and/or other approved plans were not evaluated as part of this environmental analysis, except as part of the cumulative impact analysis described below. Although these actions would occur during the life of the general management plan/environmental impact statement, they have been (or would be) evaluated in other environmental documents.

The impacts of each alternative are briefly summarized at the end of Chapter 2 in Table 2.8.

4.2 Methods and Assumptions for Analyzing Impacts

The planning team based the impact analysis and the conclusions in this chapter primarily on the review of existing literature and studies, information provided by experts in the NPS and other agencies, and staff insights and professional judgment. The team's method of analyzing impacts is further explained below. All impacts have been assessed assuming that mitigating measures have been implemented to minimize or avoid impacts.

The environmental consequences for each impact topic are identified and characterized based on impact type, intensity, context, and duration. Cumulative impacts also are identified.

Impact intensity refers to the degree or magnitude to which a resource would be beneficially or adversely affected. Each impact is identified as negligible, minor, moderate, or major in conformance with the definitions for these classifications provided in Table 4.1. Because this is a programmatic document, the intensities are expressed qualitatively.

Context refers to the setting within which an impact may occur, such as the affected region or locality. In this document, cultural and natural resource impacts are either localized (site-specific) or parkwide. Socioeconomic impacts are either local or regional. Local economic impacts affect businesses or individuals located mostly within or adjacent to the park's boundary. Regional economic impacts affect businesses or individuals mostly within Frederick, Shenandoah, and Warren

counties, and the city of Winchester. Local economic impacts are also a part of the regional economic impacts.

Impact duration refers to how long an impact would last. The planning horizon for this general management plan/environmental impact statement is approximately 20 years. Unless otherwise specified, in this document the following terms are used to describe the duration of the impacts:

Short-term: The impact would be temporary in nature, lasting one year or less, such as impacts associated with construction. For the purposes of the socioeconomic analysis, short-term impacts would last less than three years.

Long-term: The impact would last more than one year and could be permanent in nature, such as the loss of soil due to the construction of a new facility. Although an impact may only occur for a short duration at one time, if it occurs regularly over time the impact may be considered to be a long-term impact (e.g., the noise from a vehicle driving on a road would be heard for a short time and intermittently, but because vehicles would be driving the same road throughout the 20-year life of the plan, the impact to the natural soundscape would be considered to be long-term). For the purposes of the socioeconomic analysis, long-term impacts would last more than three years and may be permanent.

Impacts also can be direct or indirect. Direct impacts are caused by an action and occur at the same time and place as the action. Indirect impacts are caused by the action and occur later or farther away, but are still reasonably foreseeable. This document discloses and analyzes both direct and indirect impacts, but does not differentiate between them in the discussions.

The impacts of the action alternatives describe the *difference between* the continuation of current management (Alternative A) and the implementation of the action alternatives. To understand a complete "picture" of the impacts of implementing any of the action alternatives, the reader must also take into consideration the impacts that would occur under Alternative A (Continuation of Current Management), so an accurate comparison can be made.

4.2.1 Cultural Resources

- **Section 106 of the National Historic Preservation Act and Impacts on Cultural Resources**

In this environmental impact statement, impacts on cultural resources are described in terms of type, context, duration, and intensity, which is consistent with the regulations of the Council on Environmental Quality (CEQ) that implement the National Environmental Policy Act (NEPA). These impact analyses are intended, however, to comply with the requirements of both NEPA and Sections 106 and 110

of the National Historic Preservation Act (NHPA), while considering the differences between NEPA and NHPA language. In accordance with the Advisory Council on Historic Preservation's regulations implementing Section 106 of the NHPA (36 CFR Part 800, *Protection of Historic Properties*), impacts on cultural resources were also identified and evaluated by (1) determining the area of potential impacts; (2) identifying cultural resources present in the area of potential impacts that are either listed in or eligible to be listed in the National Register of Historic Places; (3) applying the criteria of adverse effect to affected National Register-eligible or National Register-listed cultural resources; and (4) considering ways to avoid, minimize, or mitigate adverse impacts.

Under the Advisory Council's regulations, a determination of either *adverse effect* or *no adverse effect* must also be made for affected cultural resources that are listed or eligible for listing in the National Register. An *adverse effect* occurs whenever an impact alters, directly or indirectly, any characteristic of a cultural resource that qualifies it for inclusion in the National Register, e.g., diminishing the integrity (or the extent to which a resource retains its historic appearance) of its location, design, setting, materials, workmanship, feeling, or association. Adverse impacts also include reasonably foreseeable impacts caused by the alternatives that would occur later in time, be farther removed in distance or be cumulative (36 CFR 800.5, *Assessment of Adverse Effects*). A determination of *no adverse effect* means there is an effect, but the effect would not diminish the characteristics of the cultural resource that qualify it for inclusion in the National Register.

CEQ regulations and the NPS's *Conservation Planning, Environmental Impact Analysis and Decision Making* (Director's Order 12) also call for a discussion of mitigation, as well as an analysis of how effective the mitigation would be in reducing the intensity of a potential impact, e.g., reducing the intensity of an impact from major to moderate or minor. Any resultant reduction in intensity of impact due to mitigation, however, is an estimate of the effectiveness of mitigation under NEPA only. It does not suggest that the level of impact as defined by Section 106 is similarly reduced. Cultural resources are non-renewable resources and adverse impacts generally consume, diminish, or destroy the original historic materials or form, resulting in a loss in the integrity of the resource that can never be recovered. Therefore, although actions determined to have an adverse impact under Section 106 may be mitigated, the impact remains adverse.

A Section 106 summary is included in the impact analysis sections. The Section 106 summary is an assessment of the effect of the undertaking (implementation of the alternative) on National Register-eligible or National Register-listed cultural resources only, based upon the criterion of effect and criteria of adverse effect found in the Advisory Council's regulations. Museum collections (prehistoric and historic objects, artifacts, works of art, archival documents, and natural history

specimens) are generally ineligible for listing in the National Register. As such, Section 106 determinations of effect are not provided.

The definitions of impact intensity for the selected impact topics (archeological resources, ethnographic resources, historic structures, cultural landscapes, and museum collections) are included in Table 4.1. Definitions for beneficial impacts for cultural resources that require Section 106 determinations of effect (archeological resources, historic structures, and cultural landscapes) are characterized by recognizing that although some actions may be beneficial under NEPA, they may still be technically categorized as an *adverse effect* under NHPA.

4.2.2 Natural Resources

Analysis of natural resources was based on research, knowledge of the area's resources, and the best professional judgment of planners and ecologists who have experience with similar types of projects. Information on the area's natural resources was gathered from several sources, including the U.S. Fish and Wildlife Service, Virginia Department of Conservation and Recreation, Virginia Department of Environmental Quality, Virginia Department of Game and Inland Fisheries, and the park's *Data Review and Synthesis of Natural Resource Information* completed by the Pennsylvania State University (Donaldson 2005).

4.2.3 Visitor Use and Experience

Analysis of visitor use and experience was based on research and best professional judgment of planners and staff who have experience with similar types of projects. Information on park visitors and Shenandoah Valley tourists is based on the *Cedar Creek and Belle Grove National Historical Park Transportation Synthesis* (U.S. Dept. of Transportation, 2006); interviews with park staff, advisory commissioners, and Key Partners; and published sources on the internet.

4.2.4 Socioeconomic Environment

Determinations of socioeconomic impacts were based on professional expertise and judgment. The factors used to identify and discuss potential impacts were economic data, historic visitor use data, expected future visitor use, and future developments within the park by the NPS or the partners. A mostly qualitative analysis is sufficient to compare the impacts of alternatives for decision-making purposes. However, the estimated costs of development projects do provide basic quantitative measures of the direct economic impacts on the region. Estimated changes in the park's base budget and staffing levels also provide quantitative data to consider.

The socioeconomic impact analysis considers direct and indirect impacts within the local and regional economies. The focus of the analysis is on the direct impacts. Direct impacts are generally those that occur when 1) the NPS and its Key Partners purchase goods and services, and 2) park visitors from outside the region spend

money in the local and regional economies. Indirect impacts occur when funds spent by the NPS, its Key Partners, and visitors re-circulate within the economy – this is referred to as the multiplier effect. It is likely that these indirect impacts occur; however, they are not quantifiable with the currently available data and are not used for decision-making purposes.

4.2.5 Cumulative Impact Analysis

A cumulative impact is described in the Council on Environmental Quality's regulation 1508.7 as follows:

> *Cumulative impacts* are incremental impacts of the action when added to other current and reasonably foreseeable actions, regardless of what agency (federal or nonfederal) or person undertakes such other action. Cumulative impacts can result from individually minor, but collectively significant, actions taking place over time.

To determine potential cumulative impacts, non-NPS projects within and surrounding Cedar Creek and Belle Grove NHP were identified. The area included Frederick, Shenandoah, and Warren counties, Virginia. Projects were identified by discussions with the NPS staff, park advisory commission, the park's Key Partners, and representatives of county and town governments. Potential projects identified as cumulative actions included any planning or development activity that was currently being implemented, or would be implemented in the future.

These actions are evaluated in conjunction with the impacts of each alternative to determine if they have any cumulative impacts on a particular cultural, natural, or socioeconomic resource. Because most of these cumulative actions are in the early planning stages, the qualitative evaluation of cumulative impacts was based on a general description of the project.

Potential cumulative impacts were considered in about a 10-mile area surrounding Cedar Creek and Belle Grove NHP. This area includes the communities of Winchester, Stephens City, Middletown, Strasburg, and Front Royal. Projects and actions that could contribute to cumulative impacts include ongoing and planned actions and projects in the park and on adjacent public and private lands, and activities in unincorporated areas of Frederick, Shenandoah, and Warren counties. These actions and projects are listed below.

- **I-81 Corridor Expansion**

The Virginia Department of Transportation, in cooperation with the Federal Highway Administration, is planning to increase capacity on I-81 through the park. Approximately two miles of the interstate pass through the park. Various alternatives are being explored, including expansion of the number of lanes and

Table 4.1 Impact Threshold Definitions

Impact Topic	Negligible	Minor	Moderate	Major
CULTURAL RESOURCES				
Archeological Resources	Impact is at the lowest levels of detection with neither adverse nor beneficial consequences. The determination of effect for Section 106 would be *no adverse effect*.	**Adverse impact** – Disturbance of a site(s) results in little, if any, loss of integrity. The determination of effect for Section 106 would be *no adverse effect*.	**Adverse impact** – Disturbance of a site(s) results in loss of integrity. The determination of effect for Section 106 would be *adverse effect*. A memorandum of agreement is executed among the NPS and applicable state or tribal historic preservation officer and, if necessary, the Advisory Council on Historic Preservation in accordance with 36 CFR 800.6(b). Measures identified in the memorandum of agreement minimize or mitigate adverse impacts and reduce the intensity of impact under NEPA from major to moderate.	**Adverse impact** – Disturbance of a site(s) results in loss of integrity. The determination of effect for Section 106 would be *adverse effect*. Measures to minimize or mitigate adverse impacts cannot be agreed upon and the NPS and applicable state or tribal historic preservation officer and/or Advisory Council are unable to negotiate and execute a memorandum of agreement in accordance with 36 CFR 800.6(b).
		Beneficial impact – Site would only be minimally disturbed. Action would contribute to maintenance or preservation of a site.	**Beneficial impact** – Action would result in a mitigation procedure and a comprehensive site condition assessment and data recovery. Action would result in stabilization of a site.	**Beneficial impact** – Action would result in a mitigation procedure and a comprehensive site condition assessment and data recovery. Action would result in active intervention to preserve a site(s).
Ethnographic Resources	Impact(s) would be barely perceptible and would neither alter resource conditions, such as traditional access or site preservation, nor the relationship between the resource and the affiliated group's body of practices and beliefs. The determination of effect for Section 106 would be *no adverse effect*.	**Adverse impact** – would be slight but noticeable but would neither appreciably alter resource conditions, such as traditional access or site preservation, nor the relationship between the resource and the affiliated group's body of practices and beliefs. The determination of effect for Section 106 would be *no adverse effect*.	**Adverse impact** – would be apparent and would alter resource conditions. Something would interfere with traditional access, site preservation, or the relationship between the resource and the affiliated group's practices and beliefs, even though the group's practices and beliefs would survive. The determination of effect for Section 106 would be *adverse effect*.	**Adverse impact** – would alter resource conditions. Something would block or greatly affect traditional access, site preservation, or the relationship between the resource and the affiliated group's body of practices and beliefs, to the extent that the survival of a group's practices and/or beliefs would be jeopardized. The determination of effect for Section 106 would be *adverse effect*.
		Beneficial impact – would allow access to and/or accommodate a group's traditional practices or beliefs.	**Beneficial impact** – would facilitate traditional access and/or accommodate a group's practices or beliefs.	**Beneficial impact** – would encourage traditional access and/or accommodate a group's practices or beliefs.

Table 4.1 Impact Threshold Definitions (continued)

Impact Topic	Negligible	Minor	Moderate	Major
Historic Structures	Impact is at the lowest levels of detection with neither adverse nor beneficial consequences. The determination of effect for Section 106 would be *no adverse effect*.	**Adverse impact** – Alteration of a feature(s) would not diminish the overall integrity of the resource. The determination of effect for Section 106 would be *no adverse effect*.	**Adverse impact** – Alteration of a feature(s) would diminish the overall integrity of the resource. The determination of effect for Section 106 would be *adverse effect*. A memorandum of agreement is executed among the NPS and applicable state or tribal historic preservation officer and, if necessary, the Advisory Council on Historic Preservation in accordance with 36 CFR 800.6(b). Measures identified in the memorandum of agreement minimize or mitigate adverse impacts and reduce the intensity of impact under NEPA from major to moderate.	**Adverse impact** – Alteration of a feature(s) would diminish the overall integrity of the resource. The determination of effect for Section 106 would be *adverse effect*. Measures to minimize or mitigate adverse impacts cannot be agreed upon and the NPS and applicable state or tribal historic preservation officer and/or Advisory Council are unable to negotiate and execute a memorandum of agreement in accordance with 36 CFR 800.6(b).
		Beneficial impact – Structure is altered in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. Integrity of a feature would be maintained.	**Beneficial impact** – Action would result in the alteration of a structure; however, all mitigation measures would be accomplished in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. Integrity of the structure would be enhanced.	**Beneficial impact** – Action would result in the alteration of a structure; however, all mitigation measures would be accomplished in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. Integrity and character of the structure would be restored.
Cultural Landscapes	Impact(s) is (are) at the lowest levels of detection with neither adverse nor beneficial consequences. The determination of effect for Section 106 would be *no adverse effect*.	**Adverse impact** – Alteration of a pattern(s) or feature(s) of the landscape would not diminish the overall integrity of the landscape. The determination of effect for Section 106 would be *no adverse effect*.	**Adverse impact** – Alteration of a pattern(s) or feature(s) of the landscape would diminish the overall integrity of the landscape. The determination of effect for Section 106 would be *adverse effect*. A memorandum of agreement is executed among the NPS and applicable state or tribal historic preservation officer and, if necessary, the Advisory Council on Historic Preservation in accordance with 36 CFR 800.6(b). Measures identified in the memorandum of agreement minimize or mitigate adverse impacts and reduce the intensity of impact under NEPA from major to moderate.	**Adverse impact** – Alteration of a pattern(s) or feature(s) of the landscape would diminish the overall integrity of the landscape. The determination of effect for Section 106 would be *adverse effect*. Measures to minimize or mitigate adverse impacts cannot be agreed upon and the NPS and applicable state or tribal historic preservation officer and/or Advisory Council are unable to negotiate and execute a memorandum of agreement in accordance with 36 CFR 800.6(b).

Table 4.1 Impact Threshold Definitions (continued)

Impact Topic	Negligible	Minor	Moderate	Major
Cultural Landscapes (continued)		**Beneficial impact** – Action would result in slight alteration of landscape patterns and features in accordance with *the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*.	**Beneficial impact** – Landscape patterns and features are altered; however, a treatment plan would be put in place in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*. Integrity of the landscape would be enhanced.	**Beneficial impact** – Landscape patterns and features are altered; however, a treatment plan would be put in place in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*. Integrity of the landscape would be restored.
Museum Collections	Impact on museum collections is at the lowest levels of detection – barely measurable, with no perceptible consequences, either adverse or beneficial.	**Adverse impact –** would affect the integrity of a few items in the museum collection but would not degrade the usefulness of the collection for future research and interpretation.	**Adverse impact –** would affect the integrity of many items in the museum collection and diminish the usefulness of the collection for future research and interpretation.	**Adverse impact –** would affect the integrity of most items in the museum collection and destroy the usefulness of the collection for future research and interpretation.
		Beneficial impact – would stabilize the current condition of the collection or its constituent components to minimize degradation.	**Beneficial impact** – would improve the condition of the collection or protect its constituent parts from the threat of degradation.	**Beneficial impact** – would secure the condition of the collection as a whole or its constituent components from the threat of further degradation.
NATURAL RESOURCES				
Scenic/Visual Resources/ Viewshed	Changes would be either barely detectable or would have impacts that would be considered slight and localized.	**Adverse impact** – would have measurable impacts on scenic resources. Small changes could occur to the park's cultural and natural landscapes that would contribute to the deterioration of scenic resources and viewsheds.	**Adverse impact** – would have clearly detectable impacts on scenic resources. Noticeable changes could occur to the park's cultural and natural landscapes that would deteriorate scenic and visual resources and could be detected by visitors.	**Adverse impact** – would have substantial impacts on scenic resources. Highly noticeable changes could occur to the park's cultural and natural landscapes that would result in the loss of fundamental scenic resources and viewsheds that could be easily detected by visitors.
		Beneficial impact – would have measurable impacts that would maintain or preserve scenic resources and viewsheds.	**Beneficial impact** – would have clearly detectable impacts that would maintain, enhance, or preserve scenic resources and viewsheds.	**Beneficial impact** – would have substantial impacts that would preserve and/or enhance the park's fundamental scenic resources and viewsheds.
Soils	The action would result in a change in a soil, but the change would be at the lowest level of detection, or not measurable.	**Adverse impact** – would result in a detectable change, but the change would be slight and local. There could be changes in a soil's profile in a relatively small area, but the change would not increase the potential for erosion.	**Adverse impact** – would result in a clearly detectable change in a soil. There could be a loss or alteration of the topsoil in a small area, or the potential for erosion to remove small quantities of additional soil would increase.	**Adverse impact** – would result in the permanent loss or alteration of soils in a relatively large area, or there would be a strong likelihood for erosion to remove large quantities of additional soil as a result of the action.

Table 4.1 Impact Threshold Definitions (continued)

Impact Topic	Negligible	Minor	Moderate	Major
Soils (continued)		**Beneficial impact** – would preserve or restore soil resources in a small area.	**Beneficial impact** – would preserve or restore soil resources in a moderately sized area.	**Beneficial impact** – would preserve or restore soil resources in a relatively large area.
Groundwater	Impacts on groundwater levels and quality would be imperceptible or, if detected, would be considered slight and localized.	**Adverse impact** – Measurable changes in groundwater levels and quality would occur, although the changes would be small and impacts would be localized. **Beneficial impact** – would preserve groundwater resources, but the impacts would be localized.	**Adverse impact** – Changes in groundwater levels and quality would be apparent, and have the potential to become larger, although the changes still would be fairly localized in area **Beneficial impact** – would preserve groundwater resources and the impacts would be widespread.	**Adverse impact** – Substantial changes in groundwater levels and quality would be evident, which could be regional in scope. Highly noticeable changes could occur to the area's aquifer. **Beneficial impact** – would preserve groundwater resources and the impacts would be realized by the region.
Surface Water Quality	Changes would be either barely detectable or would have impacts that would be considered slight and localized.	**Adverse impact** – would have measurable impacts on surface water quality. Water quality impacts could include increased loads of sediment, debris, chemical or toxic substances, or pathogenic organisms. The impacts would be localized and would not affect organisms outside the immediate area of influence. **Beneficial impact** – would include decreased loads of sediment, debris, chemical or toxic substances, or pathogenic organisms and the impacts would be localized.	**Adverse impact** – would have clearly detectable impacts on surface water quality and potentially would affect organisms or natural ecological processes. An impact could be visible to visitors. **Beneficial impact** – would improve or preserve surface water quality and the impacts would be widespread.	**Adverse impact** – would have substantial impacts on surface water quality and would affect organisms or natural ecological processes. An impact could be easily visible to visitors. **Beneficial impact** – would improve or preserve surface water quality and the impacts would extend beyond park boundaries and have implications to the watershed.
Vegetation	The action might result in a change in vegetation, but the change would not be measurable or would be at the lowest level of detection.	**Adverse impact** – might result in a detectable change, but the change would be slight and have a local effect on a vegetation community. This could include changes in the abundance, distribution, or composition of individual species in a local area, but not changes that would affect the viability of vegetation communities. Changes to local ecological processes would be minimal.	**Adverse impact** – would result in a clearly detectable change in a vegetation community and could have an appreciable effect. This could include changes in the abundance, distribution, or composition of local vegetation communities, but not changes that would affect the viability of regional plant populations. Changes to local ecological processes would be of limited extent.	**Adverse impact** – would be severely adverse to a vegetation community. The impacts would be substantial and highly noticeable, and they could result in widespread change. This could include changes in the abundance, distribution, or composition of a local vegetation community or regional plant population to the extent that the population would not be likely to recover. Significant ecological processes would be altered, and "landscape-level" (regional) changes would be expected.

Table 4.1 Impact Threshold Definitions (continued)

Impact Topic	Negligible	Minor	Moderate	Major
Vegetation (continued)		**Beneficial impact** – would restore or preserve vegetation in a relatively small area.	**Beneficial impact** – would restore or preserve vegetation in a substantial portion of the park.	**Beneficial impact** – would restore or preserve vegetation in large portions of the park, This could include changes in the abundance, distribution, or composition of a local vegetation community or regional plant population to the extent that the population would return to a sustainable level and/or contribute to the protection and enhancement of the park's fundamental natural and cultural landscapes.
VISITOR USE AND EXPERIENCE				
Visitor Use and Experience	Impacts would be barely detectable, or would occasionally affect the experience of few visitors in the applicable setting.	**Adverse impact** – Impacts would be slight but detectable; could be perceived as negative by visitors or would inhibit the achievement of visitor experience. Would negatively affect the experience of some visitors in the applicable setting.	**Adverse impact** – Impacts would be readily apparent and perceived as somewhat negative. Would affect the experience of many visitors in the applicable setting.	**Adverse impact** – Impacts would be highly negative, affecting the experience of a majority of visitors in the applicable setting.
		Beneficial impact – The action would positively affect the experience of some visitors in the applicable setting.	**Beneficial impact –** The action would positively affect the experience of many visitors in the applicable setting.	**Beneficial impact –** The action would positively affect the experience of a majority of visitors in the applicable setting.
SOCIOECONOMIC ENVIRONMENT				
Regional and Local Economy	The action would produce no impacts on socioeconomic conditions or it would be at or below the lowest level of detection.	**Adverse impact –** The action would result in small, but detectable, changes to socioeconomic conditions. Only a small number of firms and/or a small portion of the population would be affected. The impact is slight and not detectable outside the affected area.	**Adverse impact -** The action would result in readily apparent changes to socioeconomic conditions. Any impacts would be localized within the affected area, such as impacts on a gateway community.	**Adverse impact** – The action would result in readily apparent changes to socioeconomic conditions. Measurable changes in social or economic conditions at the county or three-county regional level would occur. The impact is severely adverse or within the affected area.
		Beneficial impact - The action would result in small, but detectable, positive changes to socioeconomic conditions. Only a localized area would be affected.	**Beneficial impact -** The action would result in readily apparent, positive changes to socioeconomic conditions. Impacts would be confined to the local area and gateway communities.	**Beneficial impact -** The action would result in readily apparent, positive changes to socioeconomic conditions. Impacts would occur throughout the three-county area.

reconfiguration of the I-81/I-66 interchange. The project could affect the park's natural, cultural, and scenic resources, as well as visitor experience.

- **Carmeuse Lime & Stone (Chemstone) Quarry Expansion**

Much of the land that lies immediately adjacent to the park's western boundary is owned by O-N Minerals Company, operator of the Chemstone rock quarry. In May 2008, the Frederick County Board of Supervisors on a 4-3 vote approved a rezoning and special use permit to allow for a major expansion of this limestone quarry operation. Specifically, the approval is to rezone 394 acres adjacent to the park from "Rural Area" (RA) to "Extractive Manufacturing" (EA) to allow for the operation of three new quarries. According to an analysis conducted by the NPS's Geologic Resources Division, the mine expansion would result in potential impacts on air quality, groundwater and surface water, traffic conditions, public safety, rural character and the historical scene, and local property values (NPS 2006c). Additionally, NPS's American Battlefield Protection Program provided an analysis of the potential impacts to historic and battlefield resources, concluding that, "Such a drastic change in land use will destroy significant portions of the Cedar Creek Battlefield landscape. Expanded mining will also intensify the existing adverse effects of quarry operations on the setting and viewshed of the protected, intact portions of the battlefield" (NPS 2008).

- **Upgrades of Power Transmission Lines**

Upgrades of electric power transmission lines are planned for the project area. Two separate projects are currently in the planning stages, both of which will connect to the Meadow Brook power substation located near Middletown, about one mile north of the park's northern boundary. Dominion Virginia Power is planning to construct a new 500,000-volt electric transmission line to connect the Meadow Brook substation to the Loudon substation in Loudoun County. The Dominion line will be an overhead line that will use an existing power line corridor running southeast of the park.

Allegheny Power is planning to construct a new 500,000-volt electric transmission line from the Meadow Brook substation into southwestern Pennsylvania (known as the Trans-Allegheny Interstate Line). The selected route of the Allegheny line is not known at this time; however, the route alternatives run in a northwesterly direction from the Meadow Brook substation. Although the proposed routes in both of these projects neither cross the park nor intersect the park boundary, the transmission lines could impact the park's scenic viewshed and rural character.

- **Encroaching Residential and Commercial Development**

Increased growth and development in the region is rapidly changing the look and feel of the area. The growth of surrounding towns and counties is changing the park's setting. The agrarian and rural landscapes of the park and its surroundings

are giving way to increased residential and commercial development. Large lot development (single-family homes on 1-acre lots), commercial development (chain restaurants), and development related to suburbanization (townhouses and lighted baseball fields) has affected the park's resources and would likely continue to pose threats to the preservation of resources, particularly viewsheds.

4.2.6 Impairment of Park Resources

In addition to determining the environmental consequences of implementing the alternatives, NPS *Management Policies 2006* (section 1.4) requires analysis of potential impacts on determine whether proposed actions would impair the park's resources and values.

The fundamental purpose of the National Park System, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve resources and values. Whether an impact meets this mandate 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 in question and other impacts. NPS managers must always seek ways to avoid, or to minimize to the greatest degree practicable, adverse impacts on resources and values. However, the laws give the NPS the management discretion to allow impacts on resources and values when necessary and appropriate to fulfill the purposes of the area, as long as the impact does not constitute impairment of the affected resources and values. Although Congress has given the NPS the management discretion to allow certain impacts within a unit, that discretion is limited by the statutory requirement that the NPS must leave resources and values unimpaired unless a particular law directly and specifically provides otherwise.

The prohibited impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of resources and values, including the opportunities that otherwise would be present for the enjoyment of those resources or values (NPS *Management Policies 2006,* section 1.4.5). An impact to any park resource or value may, but does not necessarily, constitute impairment. An impact would be more likely to constitute impairment if it

- affects a resource or value whose preservation is necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park, or
- is key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park, or
- is identified in the park's general management plan or other relevant NPS planning documents as being of significance

An impact would be less likely to constitute impairment if it is an unavoidable result of an action necessary to preserve or restore the integrity of park resources or values and it cannot be further mitigated.

An impact that may, but would not necessarily, lead to impairment may result from visitor activities; NPS administrative activities; or activities undertaken by concessionaires, contractors, and others operating in the park. Impairment may also result from sources or activities outside the park.

A determination on impairment is made in the "Conclusion" section of the impact analysis for each impact topic related to the park's resources and values. An impairment determination is not made for topics related to visitor use and experience, the socioeconomic environment, or park operations, because impairment determinations are resource-based. If, for example, visitor use was found to be impairing soils, the determination would be associated with "soils" and not with "visitor use."

4.3 Environmental Consequences of Alternative A (Continuation of Current Management)

4.3.1 Cultural Resources

- **Archeological Resources**

Direct and Indirect Impacts. Under Alternative A, archeological resources on NPS- and partner-owned lands would continue to be surveyed, inventoried, and evaluated under National Register of Historic Places criteria to determine their eligibility for listing in the National Register, a beneficial impact. This will be done as NPS and partner staffing and funding permit. All ground-disturbing activities would be preceded by site-specific archeological surveys and, where appropriate, subsurface testing to determine the existence of archeological resources and how best to preserve them. Known archeological resources would be avoided whenever possible and few, if any, adverse impacts would be anticipated. If, however, National Register-listed or National Register-eligible archeological resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the Virginia State Historic Preservation Officer (if the project was a federal undertaking). If previously undiscovered archeological resources were uncovered during construction (i.e., a federal undertaking), all work in the immediate vicinity of the discovery would be halted until the resources could be identified and documented and an appropriate mitigation strategy developed in consultation with the Virginia State Historic Preservation Officer. Large special events would continue to have the potential to adversely impact archeological resources because visitors, vehicles, ground fires, and horses would likely continue to affect archeological resources. Thus, implementation of Alternative A would result in potentially adverse, minor to moderate, long-term impacts on archeological resources on NPS- and partner-owned lands.

Additionally, under Alternative A, the integrity of archeological resources on privately owned lands, which constitute approximately two-thirds of the park, would likely continue to be adversely impacted by increasing residential, commercial, and industrial development; agricultural operations and other human activities; inadvertent disturbance; and natural processes. Although the NPS and its Key Partners would encourage and promote the protection of archeological resources on private lands and technical assistance would be available to private landowners to help them protect their lands, archeological resource preservation efforts on private lands would ultimately be subject to the discretion of landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, implementation of Alternative A would result in potential adverse, minor to moderate, long-term impacts on archeological resources on privately owned lands.

Archeological resources adjacent to or easily accessible from trails, roads, and developed areas could be vulnerable to surface disturbance, inadvertent damage,

and vandalism. A loss of surface archeological materials, alteration of artifact distribution, and a reduction of contextual evidence could result. However, visitor education would discourage vandalism and inadvertent destruction of cultural remains, and any adverse impacts, although long-term or permanent, would be expected to be minimal if they do occur.

Cumulative Impacts. In the past, human activities, lack of sufficient resource monitoring and protection programs, and climatic and natural processes have resulted in the loss or disturbance of archeological resources. Because much of the park was not surveyed and inventoried for archeological resources until recent years, some decisions about site development and permitted activities, such as large special events, have been made that, in hindsight, may have resulted in the loss or disturbance to an unknown number of archeological sites on lands in the park. Although ongoing and expanded archeological site monitoring programs would be initiated and efforts would be undertaken to minimize or mitigate potential impacts from human activities and natural causes, an unknown number of archeological sites on NPS- and partner-owned lands in the park would likely continue to be adversely impacted by current and ongoing human activities such as large special events; weather and climatic conditions; and natural processes such as erosion and the shifting and cutting of river channels.

Other recent, current, and reasonably foreseeable planning endeavors and undertakings on or near park lands, such as the expansion of the I-81 corridor through the park; encroaching residential, commercial, and industrial development on lands within the park boundaries resulting from regional growth; expansion of the O-N Minerals rock quarry adjacent to the park's western boundary; and construction of power transmission lines near the park, would likely contribute to disturbance or destruction of archeological resources. Thus, such undertakings would potentially have adverse impacts on archeological resources.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute adverse, minor to moderate, long-term impacts on any overall cumulative impact on archeological resources. The adverse impacts on such resources associated with Alternative A, however, would constitute a relatively small component of any overall cumulative impact.

Section 106 Summary. The Section 106 determination of effect on archeological resources on NPS- and partner-owned lands in the park would likely be *adverse effect*; the determination would be a potential *adverse effect* on archeological resources on privately owned lands.

Conclusion. Overall, implementation of Alternative A would result in potential adverse, minor to moderate, long-term impacts on archeological resources on NPS-

and partner-owned lands; and would result in potentially adverse, minor to moderate, long-term impacts on archeological resources on privately owned lands.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have cumulative adverse, minor to moderate, long-term impacts on archeological resources; however, this alternative's contribution to these impacts would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of archeological resources in the park.

- **Ethnographic Resources**

Direct and Indirect Impacts. Comprehensive studies that identify ethnographic resources have not been completed in the park area. However, a draft *Ethnographic Overview and Assessment*, prepared for the NPS in 2006, indicated the likelihood of resources within the park boundaries that have "great significance" in association with American Indians, African-Americans, Germans, Scots-Irish, non-conformist religious practitioners, and commemorators of the South's Lost Cause. Thus, while it is not known at present if ethnographic resources exist in the park, it is likely that some will be identified as a result of further research and future studies.

Under Alternative A, the NPS and its Key Partners will consult with concerned Indian tribes and other groups (once potentially affected tribes and groups are identified) to learn about and develop strategies for preserving and providing access to ethnographic resources on NPS- and partner-owned lands. The NPS and its Key Partners will 1) encourage archeologists, anthropologists, and researchers to consult with tribes and other groups regarding areas of interest that could be included in research efforts and 2) promote ethnographic involvement in excavations and anthropological research. Thus, implementation of this alternative would result in beneficial, minor to moderate, long-term impacts on ethnographic resources that were identified on NPS- and partner-owned lands.

If ethnographic resources were identified on privately owned lands in the park, protection and preservation of such resources would be subject to the discretion of landowners. In most cases, adverse impacts would be realized only when private lands are developed. The NPS and its Key Partners would encourage preservation of identified ethnographic resources and technical assistance would be available to private landowners to enable them to protect such resources, but ultimate decisions regarding preservation and use would rest with the landowners. Thus, implementation of this alternative would result in potential adverse, minor to moderate, long-term impacts on ethnographic resources on privately owned lands.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and establishment of the NHP, ethnographic resources were likely subjected to minor to moderate adverse impacts by a variety of human activities, such as large special events and agricultural operations, inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and processes have continued to the present and would likely continue if Alternative A were implemented.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park due to regional growth, would result in potential adverse, minor to moderate, short-term impacts on any identified ethnographic resources during periods of construction.

Additionally, these developments would likely contribute to an increase in park visitation and thus potentially disturb, or disrupt access to, ethnographic resources. Therefore, they would also result in potential adverse, minor to moderate, long-term impacts on identified ethnographic resources.

These developments, along with major expansion of the O-N Minerals rock quarry adjacent to the park's western boundary and construction of overhead power transmission lines near the park, would also result in potential adverse, minor to moderate, long-term impacts on ethnographic resources.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute minor to moderate, long-term adverse impacts on any overall cumulative impact on ethnographic resources. The adverse impacts on such resources associated with Alternative A, however, would constitute a relatively small component of any overall cumulative impact.

Conclusion. Overall, implementation of Alternative A would result in beneficial, minor to moderate, long-term effects on ethnographic resources on NPS- and partner-owned lands in the park; and would result in potentially adverse, minor to moderate, long-term effects on ethnographic resources on privately owned lands. Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to result in adverse, minor to moderate, long-term cumulative impacts on ethnographic resources; however, this alternative's contribution to these impacts would be a relatively small component of any overall cumulative effect.

Impacts from actions contained in this alternative would not likely result in impairment of ethnographic resources in the park.

- **Historic Structures**

Direct and Indirect Impacts. Under Alternative A, historic structures on NPS- and partner-owned lands would continue to be surveyed, inventoried, and evaluated under National Register of Historic Places criteria to determine their eligibility for listing in the National Register. This would be done as NPS and partner staffing and funding permit. To appropriately preserve and protect National Register-listed or National Register-eligible historic structures (i.e., Belle Grove Manor House, Harmony Hall, Solomon Heater House, and Hite-Whitham property) on NPS- and partner-owned lands, all preservation and rehabilitation efforts would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995) and ongoing Section 106 consultation with the Virginia State Historic Preservation Officer. Any materials removed during rehabilitation efforts would be evaluated to determine their value to the park's museum collections and/or for their comparative use in future preservation work at the sites. Stabilization, preservation, and rehabilitation would have *no adverse effect* on historic structures.

Nevertheless, some negligible to minor, adverse impacts on historic fabric in historic structures could result from climatic conditions and other natural processes as well as from anticipated increases in visitation levels and continued use of structures for residential, administrative, and interpretive activities. However, these impacts would be minimized to the extent possible by public education efforts as well as by preservation treatment and regular cyclic maintenance as NPS and partner funding and personnel permit. Few, if any, adverse impacts would be anticipated.

Protection and preservation of historic structures on privately owned property would continue to be subject to the discretion of private landowners. The NPS and its Key Partners would encourage preservation of historic structures on private lands and technical assistance would be available to private landowners to enable them to preserve such resources; however actions regarding preservation of such resources would ultimately be subject to the discretion of landowners. While some National Register-listed privately owned properties would continue to maintain their historic integrity as a result of landowner preservation activities, other listed properties on private lands would likely continue to deteriorate from lack of preservation treatment. This variable level of facility and resource management could contribute to the deterioration of historic structures in the park. In most cases, adverse impacts would be realized only when private lands are developed.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, historic structures were adversely impacted by a variety of human activities, such as large special events, inadvertent disturbance, and vandalism; and by natural processes, such as erosion, weathering, and other climatic conditions. Many of these activities and processes have continued to the present and would likely continue if Alternative A were implemented.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would have potentially adverse, minor to moderate, long-term impacts on historic structures because they would likely result in increasing park visitation and the potential for some loss of historic fabric from historic structures.

As described above, implementation of Alternative A would result in both beneficial and adverse impacts on historic structures. Yet, due to the adverse impacts of other current or reasonably foreseeable actions the cumulative impact would be adverse. Alternative A, however, would contribute only minimally to the adverse cumulative impact.

Section 106 Summary. The Section 106 determination of effect on historic structures on NPS- and partner-owned lands would be *no adverse effect*; on privately owned land the determination would be potential *adverse effect*.

Conclusion. Overall, implementation of Alternative A would result in beneficial, minor to moderate, long-term impacts on historic structures on NPS- and partner-owned lands in the park; and would result in potentially adverse, minor to moderate, long-term impacts on historic structures on privately owned lands.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to result in cumulative adverse, minor to moderate, long-term impacts on historic structures; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of historic structures in the park.

- **Cultural Landscapes**

Direct and Indirect Impacts. Comprehensive cultural landscape studies have not been completed for all NPS- and partner-owned lands in the park. A draft cultural landscape inventory (CLI) has been completed for the Hite-Whitham Farmstead, which is the only NPS-owned property within the park. Under Alternative A cultural landscapes on NPS- and partner-owned lands would continue to be surveyed, inventoried, and evaluated under National Register of Historic Places criteria to determine their eligibility for listing in the National Register as NPS and partner staffing and funding permit. To appropriately preserve and protect National Register-listed or National Register-eligible cultural landscapes on NPS- and partner-owned lands, all stabilization, preservation, and rehabilitation efforts would be

undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995) and ongoing Section 106 consultation with the Virginia State Historic Preservation Officer. Stabilization, preservation, and rehabilitation would have *no adverse effect* on cultural landscape resources.

Careful design would ensure that the expansion or development of trails would minimally affect the scale and visual relationships among landscape features. In addition, the topography, vegetation, circulation features, and land use patterns of cultural landscapes would remain largely unaltered. Few, if any, adverse impacts would be anticipated.

Nevertheless, some negligible to minor, adverse impacts on significant elements of cultural landscapes (such as vegetation, land use, building and settlement patterns, and views and vistas), could result from climatic conditions and other natural processes, as well as from anticipated increases in visitation levels, continued use of structures for residential, administrative, and interpretive activities, and encroaching highway, residential, and commercial development. However, these impacts would be minimized to the extent possible by public education efforts, as well as from preservation treatment as NPS and partner funding and personnel permit. Few, if any, adverse impacts would be anticipated. Thus, implementation of Alternative A would result in beneficial, minor to moderate, long-term impacts on cultural landscape resources on NPS- and partner-owned lands.

Protection and preservation of significant elements of cultural landscapes (such as vegetation, land use, building and settlement patterns, and views and vistas) on privately owned property would continue to be subject to the discretion of private landowners. The NPS and its Key Partners would encourage preservation of significant elements of cultural landscapes on private lands, and technical assistance would be available to private landowners to enable them to protect such resources; however actions regarding cultural landscape preservation would be subject to the discretion of landowners. While some National Register-listed privately owned properties would continue to maintain their historic integrity as a result of landowner preservation activities, other listed properties on private lands would likely continue to deteriorate from lack of preservation treatment. In most cases, adverse impacts would be realized only when private lands are developed. Thus, implementation of Alternative A would result in potential adverse, minor to moderate, long-term impacts on cultural landscape resources on privately owned lands.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, cultural landscapes were adversely impacted by a variety of human activities, such as large special events, agricultural operations (which have impacted Civil War-related resources), inadvertent disturbance, and vandalism; and by natural processes, such as erosion, weathering, and other

climatic conditions. Many of these activities and processes have continued to the present and would likely continue if Alternative A were implemented.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would have adverse effects on cultural landscape resources because they would likely result in increasing park visitation and the potential for loss of significant cultural landscape features. These developments, along with major expansion of the O-N Minerals rock quarry adjacent to the park's western boundary and construction of overhead power transmission lines near the park, would have adverse, minor to moderate, long-term impacts on cultural landscape resources because they would result in visual intrusions on the historic scene and would contribute to the loss of significant elements of the park's rural and pastoral landscape.

As described above, implementation of Alternative A would result in both beneficial and adverse impacts on cultural landscapes. Yet, due to the adverse impacts of other current or reasonably foreseeable actions, the cumulative impact would be adverse. Alternative A, however, would contribute only minimally to the adverse cumulative impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on cultural landscapes on NPS- and partner-owned lands; and the determination of effect would be potential *adverse effect* on cultural landscapes on privately owned lands.

Conclusion. Overall, implementation of Alternative A would result in beneficial, minor to moderate, long-term impacts on cultural landscapes on NPS- and partner-owned lands in the park; and would result in potential adverse, minor to moderate, long-term impacts on privately owned lands.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have cumulative adverse, minor to moderate, long-term impacts on cultural landscapes; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of cultural landscapes in the park.

- **Museum Collections**

Direct and Indirect Impacts. Under Alternative A, the NPS and its Key Partners would continue to preserve and manage collections of cultural and natural resource

objects, artifacts, and archives relating to the park lands they own within the legislated boundaries of the park. This would be done in compliance with NPS and other professional standards for collecting, managing, and preserving museum collections. As museum collections are acquired, the materials would be accessioned, cataloged, preserved, protected, and made available for access and use according to NPS and other professional standards and guidelines.

Privately owned collections of cultural and natural objects, artifacts, and archival materials would likely continue to remain in private ownership or be deposited with organizations or institutions at the discretion of landowners. As a result, such collections of historical and natural objects, artifacts, and archives could be potentially degraded, lost, or scattered, thus reducing or eliminating their future usefulness for research and interpretation.

Cumulative Impacts. Because conditions would not change, there would be no cumulative effects on museum collections under this alternative.

Conclusion. Overall, actions under this alternative would result in beneficial, minor to moderate, long-term impacts on museum collections possessed by the NPS and its Key Partners. Actions under this alternative would result in potential minor to moderate, long-term, adverse impacts on privately owned collections. There would be no cumulative impacts on museum collections under this alternative.

Impacts from actions contained in this alternative would not likely result in impairment of museum collections in the park.

4.3.2 Natural Resources

- **Scenic/Visual Resources/Viewsheds**

Direct and Indirect Impacts. Some of the existing visitor uses and recreational activities that occur in the park, including scenic driving, participation in large special events, and trail use, would continue to affect scenic resources. Visitation to the Cedar Creek Battlefield, Belle Grove Plantation, and other visitor attractions would continue to affect the scenic qualities of these areas. Impacts from scenic driving could include the creation of denuded areas and ruts along road corridors that may affect the scenic quality of the area. Large special events could continue to impact the scenic qualities associated with historic sites and cultural landscapes by affecting vegetation and landscape resources through vegetation trampling or loss. Trail use and general recreation could produce braided trails, denuded areas, and litter that would affect the visual qualities of the park.

Development of the Keister Tract would substantially increase visitor use in the southern portion of the park. Visitation at this site would increase after the area opens to the public and then would likely continue to gradually increase over the life of the plan. This increase in visitation and associated uses also would affect the

scenic and visual qualities of this site. Collectively, these recreational uses and activities would result in long-term, minor to moderate, adverse impacts on scenic resources that would be localized.

Land use and resource management activities in the park would continue to affect the scenic resources of the park. Under Alternative A, the NPS and its Key Partners would continue to manage scenic resources and viewsheds independently according to their own policies. Management of cultural landscapes, including the management of historic structures and natural resources that contribute to the cultural setting, would continue to be variable and could lead to adverse impacts to the scenic character of the park. Coordination between the NPS and its Key Partners on land and resource management in the park would continue to be informal and sporadic. For example, the management of open fields and grasslands could differ among partners and may lead to variations in vegetation patterns that may affect the visual integrity and scenic qualities of the pastoral landscape. Impacts are likely to be long-term and could be beneficial or adverse. The intensity of the impacts is unknown, although it is expected that it would be localized.

The construction of new facilities in the park, such as buildings, trails, and signs, has the potential to affect the scenic resources of the park. Decisions on facility development under Alternative A would continue to be left up to the respective partners and the NPS. Impacts on the rural and scenic character of the park could be realized from development that is either misplaced or out of context, injuring scenic resources and viewsheds. Depending on the nature and scope of facility development, impacts would be expected to be adverse and long-term in localized areas and could range from negligible to moderate intensity. The potential for impacts on scenic resources from facility development on partner- and NPS-owned lands in the park is low, given that the NPS and its Key Partners are committed to the protection and enhancement of scenic resources.

Land protection activities in the park would continue to affect the park's scenic resources and viewsheds. Land protection and acquisition activities would continue to be primarily driven by the partners with no overall plan. Acquisition of key historic sites within the park would continue to be the focus, in contrast to protecting key views, vistas, and scenic backdrops. Land and interests in land would be acquired by donation or from willing sellers as funds become available. The acquisition of key properties could result in the protection of important scenic resources and would prohibit development that could adversely impact these resources. Under Alternative A, technical assistance to Key Partners, private landowners, and nearby communities on scenic viewshed issues would continue to be limited or nonexistent. Lacking a coordinated land protection approach, the effect on scenic resource/viewshed protection and enhancement would be beneficial, but limited in extent. Continuation of the existing land protection approach would likely result in the protection of a core park area surrounded by a patchwork of

developed private lands. Land protection under Alternative A would be expected to result in long-term, minor, beneficial, localized impacts on scenic resources.

Scenic resources on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be affected by land-use and land-management activities, development, and land protection. Land-use and land-management activities, including general residential use, agriculture, or other inadvertent human activity, could adversely affect scenic resources by degrading the site conditions of an area. Increased residential and commercial development on private lands would adversely impact scenic resources and viewsheds through the placement of items or structures that may be incompatible with the historic, scenic qualities of an area. Land protection activities and initiatives assumed by private landowners would have a beneficial impact on scenic resources within the park. Although the NPS and its Key Partners would continue to encourage and promote the protection of scenic resources and viewsheds on private lands, resource preservation efforts would be subject to the discretion of individual landowners. Collectively, impacts on scenic resources and viewsheds from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on the scale of these activities. Adverse impacts would be major only if significant portions of the land are developed.

Cumulative Impacts. All of the actions and projects identified as "cumulative projects" would affect the park's fundamental scenic resources and values. The expansion of I-81 would increase the footprint of the highway corridor and related facilities in the park. The interstate would likely be more visible from more areas of the park. Expansion of the O-N Minerals rock quarry would likely include additional infrastructure and more stockpiles adjacent to the park boundary, which would affect the rural character and setting of the park. The upgrade of the power transmission lines that emanate from the Meadow Brook substation just north of the park would affect the park's rural character and scenic views from within the park. The impacts of increased land conversion and development in the region would continue to increase property values in the park, adding pressure to landowners that could result in increased development and loss of scenic resources. Increases in residential and commercial development near or adjacent to the park could result in impacts on the park's rural setting, scenic qualities, and viewsheds, primarily due to the intensity of land uses and the design of new developments. Collectively, these other actions would result in long-term, moderate to major, adverse impacts. The impacts would be localized, but could affect many sites.

When the likely effects of implementing the actions contained in Alternative A are added to the effects of other current and reasonably foreseeable actions described above, there would be a long-term, moderate to major, adverse cumulative impact

on the park's scenic resources and viewsheds. The actions in Alternative A would contribute a relatively small increment to this cumulative impact.

Conclusion. The park's scenic resources and viewsheds would be affected by the actions under Alternative A, including the continuation of existing policies and practices for visitor use, land use and management, development, and land protection. Activities on private lands would also continue to affect the park's scenic resources and viewsheds.

Visitor use would result in long-term, minor to moderate, adverse impacts on scenic resources that would be localized. Land use and management impacts on scenic resources would be long-term, beneficial or adverse, and localized, with unknown intensities. Development impacts would be long-term, adverse, negligible to moderate, and localized. Land protection would result in long-term, beneficial, minor impacts that would be localized. Private land activities would result in long-term, adverse, localized impacts, with intensities ranging from negligible to major depending on the scale of these activities.

When the impacts of Alternative A are added to the effects of other current and foreseeable future actions, there would be a moderate to major, long-term, adverse cumulative impact on the park's scenic resources and viewsheds. The impacts would be localized, but could affect many sites. The actions in Alternative A would add a small increment to this overall impact.

Impacts from actions contained in this alternative would likely result in potential impairment of scenic/visual resources/viewsheds in the park.

- **Soils**

Direct and Indirect Impacts. Under Alternative A, soils in the park would likely continue to be compacted and eroded from visitor use in localized areas, such as along existing trails, parking areas, and at reenactment and interpretive sites. In some areas, new human-created, unofficial social trails may form with increased visitation, particularly at popular sites. In sloped areas, unofficial social trails would result in increased soil erosion from storm water runoff. Large special events would continue to result in concentrated adverse impacts on soils from visitors, horses, and vehicles, especially in sensitive areas such as highly erodible and hydric soils. These long-term, adverse impacts would be of minor to moderate intensity and limited in extent.

Under Alternative A, the NPS and its Key Partners would continue to manage soil resources independently according to their own policies. Soils in the park would continue to be altered in areas that are in agricultural production. This alteration could include compaction and erosion from grazing cattle, as well as cultivation of fields and hay production and harvest. Cattle grazing in stream corridors would

continue to cause soil erosion. Under Alternative A, technical assistance to Key Partners, private landowners, and nearby communities on soil resource issues would continue to be limited to nonexistent. Collectively, these activities would result in long-term adverse minor to moderate impacts that would be limited in extent.

Soils could be altered due to the construction of new visitor facilities, such as buildings, trails, and signs. Soil alteration includes soil erosion and associated soil loss during construction activities (short-term) and long-term disruption of the soil profile at facility sites. Depending on the nature and scope of the development, impacts would be expected to be adverse and long-term in localized areas and could range from negligible to moderate intensity. Maintenance of existing facilities would probably result in some erosion and/or alteration of soil properties, resulting in a negligible to minor, long-term, adverse impact in localized areas.

Land protection activities in the park would continue to affect the park's soils. Land protection and acquisition activities would continue to be primarily driven by the partners with no agreed-to plan. Although acquisition of key historic sites within the park would continue to be the focus, these properties would also contain soil resources. Acquisition of these properties could result in the protection of important soils, including prime farmland or hydric soils, and would prohibit development that could adversely impact these resources, thus resulting in a beneficial impact. Lacking a coordinated land protection approach, the effect on the protection and enhancement of soils in the park would likely be beneficial, but limited in extent. Land protection under Alternative A would be expected to result in long-term, minor, beneficial impacts on soils.

Soils on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be impacted by land use, management, and development. Land-use and land-management activities, including general residential use, agricultural production, or some inadvertent human activity, could adversely affect soil resources. Land protection activities and initiatives assumed by private landowners would have a beneficial impact on soils within the park. Although the NPS and its Key Partners would continue to encourage and promote the protection of soils on private lands, resource preservation efforts would be subject to the discretion of individual landowners. Collectively, impacts on soils from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on the scale of these activities.

Cumulative Impacts. The expansion of I-81 through the park would result in the alteration and loss of soils in the park due to roadway construction and the impacts of heavy equipment use. The impacts of increased land conversion and residential and commercial development in the region would continue to increase property values in the park, adding pressure to landowners that could result in increased

development and loss of soil resources in the park. Collectively, these other actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative A are added to the effects of other current and reasonably foreseeable actions, there would be a long-term, minor to moderate, adverse cumulative impact on soils. The actions in Alternative A would contribute an appreciable increment to this cumulative impact.

Conclusion. Some of the park's soils would be affected by the actions under Alternative A, including the continuation of existing policies and practices for visitor use, land use and management, development, and land protection. Activities on private lands would also continue to affect the park's soils.

Visitor use impacts on soils would be long-term, adverse, minor to moderate, and localized. Land use and management impacts on soils would be long-term, adverse, minor to moderate, and localized. Facility development and maintenance impacts would be long-term, adverse, negligible to moderate, and localized. Land protection would result in long-term, beneficial, minor impacts and would be localized. Private land activities would result in long-term, adverse, localized impacts, with intensities ranging from negligible to major depending on the scale of these activities.

When the impacts of Alternative A are added to the effects of other current and foreseeable future actions, there would be a minor to moderate, long-term, adverse cumulative impact on soils in the park. The impacts would be localized. The actions in Alternative A would add an appreciable increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of soils in the park.

- **Groundwater**

Direct and Indirect Impacts. Increases in visitation to the partner-owned sites would likely increase the demand for domestic water. Development of the Keister Tract would substantially increase visitor use in the southern portion of the park. Visitation at this site would increase after the area opens to the public and then would likely continue to gradually increase over the life of the plan. These new uses and corresponding increases in park visitation could result in long-term, adverse impacts on groundwater and domestic water supplies. The impacts could extend beyond park boundaries. Predicting the intensity of this impact is difficult, but it is anticipated to be minor because the increase in water use above existing rates of consumption would be relatively small when compared to the size of the aquifer.

Groundwater quality in the park could continue to be affected by visitor use in locations such as along existing roads and at parking areas. Inadvertent chemical spills, including oil from automobiles, could enter the soil profile and impact

groundwater quality. Park visitors could also affect groundwater resources by improperly or inadvertently disposing of chemicals or other substances that may enter groundwater via the park's karst topography. Areas with karst features, such as sinkholes, that have more direct connections to groundwater and surface waters, would be more likely to facilitate adverse impacts on groundwater. These adverse impacts would likely be long-term, localized, and of negligible to minor intensity because they would be limited to discrete areas such as roads and parking areas.

Under Alternative A, the NPS and its Key Partners would continue to utilize and manage groundwater resources independently according to their own policies. Groundwater resources in the park would continue to be affected by the land use and management decisions of the NPS and its Key Partners. The NPS and its Key Partners would continue to employ agricultural practices that have the potential to affect groundwater quality and consequently the underlying aquifer. Under Alternative A, technical assistance to Key Partners, private landowners, and nearby communities on groundwater extraction and groundwater quality issues would continue to be limited to nonexistent. These long-term adverse impacts would be localized and intensities would be negligible to minor because the scope and frequency of impacts would be relatively small.

According to the Frederick County Comprehensive Plan, it is unknown how long the area aquifer will be able to meet domestic water supply needs. It is presumed that the quantity of groundwater being withdrawn for current NPS and partner purposes is relatively small compared to private uses in the park, and water use is not expected to increase substantially during the life of this plan. No new facility development would occur on NPS-owned land; therefore, no additional water withdrawals would be expected. New facility development in the park resulting from partner actions could lead to increased demands on water resources. The establishment of new wells or other water withdrawals in the park could adversely affect water supplies parkwide over the long-term; however, the impact would be expected to be negligible to minor because a relatively small amount of water would be required for new facility development.

Land protection activities in the park would continue to affect the park's groundwater. Land protection and acquisition activities would continue to be primarily driven by the partners with no agreed-to plan. Although acquisition of key historic sites within the park would continue to be the focus, these properties overlay groundwater. Acquisition of these properties could aid in the protection of groundwater by eliminating or reducing the development potential of the property. This would result in a reduction in demand for domestic water that would help with current water supply issues. Elimination or reduction of development would also reduce the potential for adverse impacts on groundwater quality by reducing human activities that could result in inadvertent chemical contamination. Lacking a coordinated land protection approach, the effect on the protection and enhancement

of groundwater in the park would likely be beneficial, but limited in extent. Land protection under Alternative A would be expected to result in long-term, minor, beneficial impacts on groundwater.

Groundwater on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be impacted by development and land use and management. Land protection activities and initiatives assumed by private landowners could have a beneficial impact on groundwater within the park. Increased residential and commercial development on private lands would adversely impact groundwater due to increased water extraction and the potential for groundwater quality impacts associated with residential and commercial activities. Land-use and land-management activities, including general residential use, agricultural production, or some inadvertent human activity, could adversely affect groundwater. Although the NPS and its Key Partners would continue to encourage and promote the protection of groundwater on private lands, resource preservation efforts would be subject to the discretion of individual landowners. Collectively, impacts on groundwater from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. Three of the four actions and projects identified as "cumulative projects" would affect groundwater resources. The expansion of I-81 would likely affect groundwater supply in the area in the short-term because the water required for construction would likely be withdrawn from the local aquifer. Expansion of the O-N Minerals rock quarry is anticipated to result in aquifer drawdown and could affect groundwater quality in the immediate area. Aquifer drawdowns of 10 feet could occur up to 9,600 feet from the quarry (NPS 2006b). Quarries are regulated facilities that must adhere to federal and state permit requirements that would serve to mitigate any adverse impacts. The impacts of increased land conversion and development in the region would continue to increase property values in the park, adding pressure to landowners that could result in increased development. Increases in residential and commercial development near or adjacent to the park could result in impacts on groundwater resources due to increased water demand and the potential for impacts on groundwater quality. Population growth in the area is already stressing existing water supplies. Collectively, these other actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative A are added to the effects of other current and reasonably foreseeable actions described above, there would be a long-term, adverse cumulative impact on groundwater resources. The impacts would extend beyond park boundaries and would include the region. It is difficult to predict and quantify the impacts, but they are anticipated to be moderate; the impacts would be more than imperceptible, but

substantial changes to aquifer resources would not be expected. The actions in Alternative A would add a very small increment to this overall impact.

Conclusion. Groundwater resources in the park would continue to be affected by the actions under Alternative A, including the continuation of existing policies and practices for visitor use, land use and land management, development, and land protection. Activities on private lands would also continue to affect the park's scenic resources and viewsheds.

Visitor use impacts on groundwater would be long-term, adverse, negligible to minor, and localized. Land use and management impacts on groundwater would be long-term, adverse, negligible to minor, and localized. Facility development and maintenance impacts would be long-term, adverse, negligible to minor, and experienced parkwide. Land protection would result in long-term, beneficial, minor impacts that would be localized. Private land activities would result in long-term, adverse, localized impacts, with intensities ranging from negligible to moderate depending on the scale of these activities.

When the impacts of Alternative A are added to the effects of other current and foreseeable future actions, there would be a moderate, long-term, adverse, cumulative impact on groundwater resources. The impacts could extend beyond park boundaries in some cases. The actions in Alternative A would add a very small increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of groundwater in the park.

- **Surface Water Quality**

Direct and Indirect Impacts. Under Alternative A, surface water quality in the park would continue to be affected by visitor use due to the potential for soil erosion and inadvertent chemical contamination. Trail use adjacent to surface waters would continue to cause soil erosion that would affect the turbidity and chemical integrity of surface waters. Large special events would likely continue to result in adverse impacts on surface water quality due to the concentration of visitor activities, including stock and vehicle use, and their potential to increase soil erosion. Concentrated or repeated visitor activities in riparian areas, such as the use of horses during battle re-enactments, would likely continue to result in adverse impacts on surface water quality due to vegetation loss and resultant increased erosion. This erosion would affect the turbidity and chemical integrity of surface waters. Chemical contamination of waters could occur due to surface water runoff from parking areas that may contain oil and heavy metals. These long-term adverse impacts would be of minor intensity and limited in extent because of the infrequency of impacts and the lack of proximity to surface waters.

Under Alternative A, the NPS and its Key Partners would continue to utilize and manage surface waters independently according to their own policies. Technical assistance to Key Partners, private landowners, and nearby communities on water resource management issues would continue to be limited to nonexistent. Surface waters and water quality in the park would continue to be affected by land use and management decisions of the NPS, its Key Partners, and private landowners. The NPS and its Key Partners would continue to employ agricultural practices that have the potential to affect surface water quality. Soils in the park would continue to be altered in areas that are in agricultural production, which would contribute to soil erosion. Cattle grazing in stream corridors would continue to cause soil erosion and nutrient input into streams. Chemical use could also affect surface waters.

Perennial streams in the park, including Cedar Creek, the North Fork of the Shenandoah River, and Meadow Brook, provide important habitat to aquatic organisms and sensitive wildlife species in the area; therefore, water quality within these streams is of concern. Impacts could include increased turbidity and water temperature, as well as altered chemical composition resulting from erosion and urban pollutants. These impacts could lead to the degradation of aquatic wildlife habitat and surface water resources available for agricultural use. Collectively, these long-term adverse impacts would be mostly localized, but could occur parkwide. The intensity of the impact would be minor to moderate because land management practices, especially agricultural practices, near streams and rivers would continue to contribute materials and substances that affect surface water quality.

Development of new facilities in the park, such as buildings, trails, and signs, would affect surface water quality. Should the respective partners choose to develop new facilities on the land they own, the impacts would depend on the nature and scope of the development and would be expected to include short-term adverse impacts from construction and long-term, adverse impacts from surface water runoff. Short-term impacts from construction include increased erosion and resultant sedimentation, while long-term impacts include increased nutrient and other chemical inputs from runoff generated by impervious surfaces. Facility development would likely be the greatest at the Keister Tract, which is adjacent to a reach of the North Fork of the Shenandoah River. The potential for adverse impacts on surface water quality would likely be greatest at this site. However, impacts would be reduced from the implementation of best management practices (BMPs) and mitigation measures. In general, impacts on surface water quality from actions in this plan would be localized and of minor intensity due to the relatively small amount of facility development.

Land protection and acquisition activities in the park would continue to affect the park's surface water quality. These activities would continue to be driven primarily by the partners with no agreed-to plan. Although acquisition of key historic sites

within the park would continue to be the focus, these properties could also contain surface waters or could influence nearby surface waters. Acquisition of these properties would aid in the protection of surface water quality by eliminating or reducing the development potential of the property over time. Elimination or reduction of development would reduce the potential for adverse impacts on surface water quality by reducing the potential for increased erosion, surface water runoff, and human activities that could result in inadvertent chemical contamination. Under Alternative A, technical assistance to Key Partners, private landowners, and nearby communities on groundwater issues would continue to be limited to nonexistent. Lacking a coordinated land protection approach, the effect on the protection and enhancement of surface water quality in the park would likely be beneficial, but limited in extent. Land protection under Alternative A would be expected to result in long-term, minor, beneficial impacts on surface water quality.

Surface water quality on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be impacted by land use, land management, and development. Land-use and land-management activities, including general residential use, agricultural production, or other inadvertent human activity, would continue to adversely affect surface water quality due to the potential for contamination of surface waters from runoff and inadvertent chemical spills. Land protection activities and initiatives assumed by private landowners would continue to have a beneficial impact on surface water quality within the park. Increased residential and commercial development on private lands would adversely impact surface water quality from the addition of urban pollutants in surface water runoff. Although the NPS and its Key Partners would continue to encourage and promote the protection of surface water quality on private lands, resource preservation efforts would be subject to the discretion of individual landowners. Collectively, impacts on surface water quality from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on the scale of these activities.

Cumulative Impacts. Three of the four actions and projects identified as "cumulative projects" would affect surface water quality. The expansion of I-81 would affect surface water quality in the park in the short-term due to construction activities. I-81 crosses Cedar Creek and one of its unnamed tributaries. It is reasonable to expect that some short-term adverse impacts on surface water quality would occur due to increased erosion, sediment loading, and channel manipulation; however, employing mitigation measures during construction should eliminate any long-term impacts. Expansion of the O-N Minerals rock quarry is anticipated to result in potential impacts on surface water quality resulting from the disposal of large volumes of intercepted groundwater (NPS 2006b). Quarries are regulated facilities that must adhere to federal and state permit requirements, which would serve to mitigate any adverse impacts. The impacts of increased land

conversion and development in the region would continue to increase property values in the park, adding pressure to landowners that could result in increased development. Increases in residential and commercial development near or adjacent to the park would result in impacts on surface water quality due to increased erosion from construction near waterways and from overall increases in impervious surfaces and associated urban pollutants within the area. Development in close proximity to Cedar Creek and the North Fork of the Shenandoah River could adversely affect sensitive aquatic organisms and lead to a loss of biodiversity in the area. These cumulative impacts would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative A are added to the effects of other current and reasonably foreseeable actions described above, there would be a long-term, adverse cumulative impact on surface water quality in the park. The impacts would be mostly localized but could extend further downstream into the watershed. It is difficult to predict and quantify the impacts, but they are anticipated to be minor to moderate. The actions in Alternative A would add an appreciable increment to this overall impact.

Conclusion. Surface water quality in the park would continue to be affected by the actions under Alternative A, including the continuation of existing policies and practices for visitor use, land use and management, development, and land protection. Activities on private lands would also continue to affect the park's surface water quality.

Visitor use impacts on surface water quality would be long-term, adverse, minor, and localized. Land use and land management impacts on surface water quality would be long-term, adverse, minor to moderate, and mostly localized. Development impacts would be both short-term and long-term, adverse, minor, and localized. Land protection would result in long-term, beneficial, minor impacts and would be localized. Private land activities would result in long-term, adverse, localized impacts, with intensities ranging from negligible to major depending on the scale of these activities.

When the impacts of Alternative A are added to the effects of other current and foreseeable future actions, there would be a minor to moderate, long-term, adverse cumulative impact on surface water quality. The impacts would be mostly localized, but could extend beyond park boundaries. The actions in Alternative A would add an appreciable increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of surface water quality in the park.

- **Vegetation**

Direct and Indirect Impacts. Under Alternative A, some of the existing visitor uses and recreational activities that occur in the park, including informal trail use and participation in large special events, would continue to affect vegetation. Some vegetation may be lost due to the formation of human-created, unofficial social trails in or near popular areas. General recreational use also could adversely affect native vegetation in local areas. Large special events would continue to impact vegetation by causing injury or mortality in isolated areas due to trampling from visitor use and damage to trees from horse activity and hitching. Impacts would likely continue to be greatest in sensitive areas such as riparian areas, wetlands, and rare plant communities. The volume of use and the effects of incompatible participant behavior generally lead to adverse impacts on native vegetation. Visitor use in the park, including automobile and human use, would continue to be a source of exotic and invasive plants and could facilitate the spread and proliferation of these species. Collectively, visitor use would result in long-term, adverse, minor impacts that would be localized.

Under Alternative A, the NPS and its Key Partners would continue to manage vegetation independently according to their own policies. Land use and resource management activities in the park would continue to affect vegetation. The management of vegetation that contributes to the park's cultural landscapes, agricultural lands, and natural areas would continue to be variable and could lead to impacts on vegetation. Managing vegetation to support cultural landscape values through agricultural use and/or mowing could impact plant communities. Agricultural lands in the park would continue to be used for cattle grazing, hay production, or crop cultivation. However, this would have a negligible effect on native vegetation, as native plants have been largely absent from these areas for many years. Conventional agricultural use could also produce unintended impacts on adjacent native vegetation due to chemical use, harvest activities, and general agricultural activity. Mowing could affect plant vigor and the presence and abundance of woody plant material. Management of natural areas, including riparian areas, wetlands, and sensitive plant communities, could have both adverse and beneficial impacts on vegetation. Adverse impacts could include vegetation trampling or loss due to year round grazing and agricultural use, intense deer browse, and the lack of integrated pest management (IPM). Beneficial impacts could result from implementing grazing management and livestock watering techniques, managing wildlife populations, and monitoring the impacts of exotic and invasive plants. The removal of cattle grazing at the Keister Tract would likely produce beneficial impacts on vegetation at this site.

Invasive and exotic plants would continue to affect vegetation in the park. Pockets of invasive and exotic plants would continue to be present in the park during the life of this plan. Alternative A does not contain any specific proposals or actions regarding integrated pest management. It is presumed that IPM on NPS-owned

land would be conducted in accordance with the requirements of NPS policy. IPM on partner-owned lands would be conducted according to their respective policies. The abundance and distribution of non-native plants in the park could increase. Although it is difficult to determine the impact on native species, due to the uncertainties about the type of species that might be introduced in the future and the locations and frequencies of introductions, it is expected that with adequate monitoring and weed control efforts, the impacts would be limited in extent and highest along areas such as trails, roads, and waterways.

Collectively, impacts on vegetation from land use and management would be localized, adverse, of minor to moderate intensity, and could be either short- or long-term.

Development and maintenance of park facilities, including buildings, trails, and signs, would continue to affect vegetation. Under Alternative A, decisions on new facility construction would continue to be left up to the respective partners and the NPS. Potential impacts on vegetation would include vegetation loss and increases in the introduction of exotic and invasive plants. The development of visitor facilities at the Keister Tract would cause permanent loss of vegetation in the footprint of a development and would likely cause short-term, adverse impacts on vegetation adjacent to the footprint due to construction activities. Depending on the nature and scope of facility development elsewhere in the park, impacts would be expected to be short- and long-term, adverse, localized, and could range from minor to moderate in intensity.

Land protection and acquisition activities in the park under Alternative A would continue to affect the park's vegetation. These activities would continue to be primarily driven by the partners with no agreed-to plan. Although acquisition of key historic sites within the park would continue to be the focus, these properties could also contain vegetation and associated natural landscapes. Acquisition of these properties could result in the protection of important vegetation communities and would prohibit development that could adversely impact these resources, a beneficial effect. Under Alternative A, technical assistance to Key Partners, private landowners, and nearby communities on vegetation management issues would continue to be limited to nonexistent. Lacking a coordinated land protection approach, the effect on the protection and enhancement of vegetation communities would likely be beneficial, but limited in extent. Continuation of the existing land protection approach would likely result in the protection of a core park area surrounded by a patchwork of developed private lands. Land protection under Alternative A would be expected to result in long-term, negligible to minor, beneficial impacts on vegetation.

Vegetation on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be impacted by land-use and

land-management activities, development, and land protection. Land-use and land-management activities, including general residential use, agriculture, or some inadvertent human activity, could adversely affect vegetation and result in plant injury or mortality. Increased residential and commercial development on private lands would adversely impact vegetation, resulting in the loss of vegetation and degradation of vegetation communities. Land protection activities and initiatives assumed by private landowners would have beneficial impacts on vegetation within the park by preventing vegetation loss due to development. Although the NPS and its Key Partners would continue to encourage and promote the protection of native vegetation on private lands, resource preservation efforts would be subject to the discretion of individual landowners. In most cases, adverse impacts would be realized only when private lands are developed. Collectively, impacts on vegetation from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on the scale of these activities.

Cumulative Impacts. All four actions and projects identified as "cumulative projects" could affect the park's vegetation. The expansion of I-81 would affect vegetation in the park due to construction activities and runoff. Road construction would result in the loss of vegetation where vegetation is cleared. Vegetation alongside the newly constructed interstate would also be affected by surface water runoff from the roadway. Expansion of the O-N Minerals rock quarry could result in impacts on vegetation due to potential impacts on surface water quality and groundwater drawdowns. The disposal of intercepted groundwater in nearby waterways could degrade surface water quality, which in turn could injure riparian and/or aquatic plants or cause mortality. Quarries are regulated facilities that must adhere to federal and state permit requirements, which would serve to mitigate any adverse impacts. Groundwater drawdowns would reduce the water table in affected areas, which could stress plants or even cause mortality in instances of long-term reductions in water availability. The maintenance of upgraded or newly constructed powerlines near the park could affect the park's vegetation due to potential impacts associated with vegetation management in the powerline corridors. Herbicides are routinely used in powerline corridors to eliminate woody vegetation. The application of herbicides that control woody plant growth could result in drift to non-target species in the park. Since the Meadow Brook power substation and the nearest powerline corridor are about one mile from the park's northern boundary, the likelihood of drift affecting park vegetation is very low, but it is possible. The impacts of increased land conversion and development in the region would continue to increase property values in the park, adding pressure to landowners that could result in increased development and permanent loss of native vegetation. Increases in residential and commercial development near or adjacent to the park could result in impacts on park vegetation. Vegetation adjacent to construction sites could be affected in the short-term by erosion, sedimentation, and impacts on surface water

quality resulting from construction activities. Vegetation adjacent to newly developed areas could be affected over the long-term by surface water runoff that may contain urban pollutants that may injure or kill plants. These cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative A are added to the effects of other current and reasonably foreseeable actions described above, there would be a long-term, adverse cumulative impact on vegetation in the park. The impacts would be localized. It is difficult to predict and quantify the impacts, but they are anticipated to be minor to moderate. The actions in Alternative A would add an appreciable increment to this overall impact.

Conclusion. Vegetation in the park would be affected by the actions under Alternative A, including those associated with visitor use, land use, land management, development, and land protection. Activities on private lands would also continue to affect the park's vegetation.

Visitor use impacts on vegetation would be long-term, adverse, minor, and localized. Land use and management would result in short- or long-term and adverse or beneficial impacts on vegetation that would be localized and of minor to moderate intensity. Development impacts would be short- and long-term, adverse, minor to moderate, and localized. Land protection impacts would be long-term, beneficial, negligible to minor, and localized. Private land activities would result in long-term, adverse, localized impacts, with intensities ranging from negligible to major depending on the scale of these activities.

When the impacts of Alternative A are added to the effects of other current and foreseeable future actions, there would be a minor to moderate, long-term, adverse cumulative impact on vegetation. The impacts would be mostly localized. The actions in Alternative A would add an appreciable increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of vegetation in the park.

4.3.3 Visitor Use and Experience

Direct and Indirect Impacts. Alternative A would continue the existing arrangement of visitor contact taking place primarily at Key Partner sites, including park headquarters. The Key Partners would be responsible for interpretation and visitor services at individual sites. The typical visitor would likely stop at a single Key Partner site, with contacts at multiple sites being less frequent. There would be limited opportunities for visitors with historical interests to be introduced to park-wide interpretive themes, to become aware of the full array of park resources, and to learn of its national significance. The NPS would have no role in providing formal services, and most visitors would not interact with NPS staff at park headquarters.

The park would not be readily identified as a unit of the National Park System by the public. The impact would be long-term, moderate, and adverse.

There would be a modest expansion of interpretive opportunities by the Key Partners. Belle Grove would rehabilitate Harmony Hall, and when that is completed, the site would be opened for public tours. The Cedar Creek Battlefield Foundation may further develop the trail on the Bayliss tract and others may be developed by NPS, Belle Grove, or the Shenandoah Valley Battlefields Foundation on their lands. Trails would be developed as individual segments, with little potential for physical or interpretive connections. These opportunities would provide a negligible to minor and beneficial long-term impact on the visitor experience.

Visitors would tend to focus their trip primarily around the northern battlefield area, which is the location of the contact sites. The southern portions of the park would be infrequently visited, although some visitors would continue to access this part of the park on an auto tour. The existing auto touring routes would be continued in this alternative. Auto tour visitors would, in general, experience the park as a series of individual sites, and like the visitors stopping at a contact site, would not have opportunities to be introduced to park-wide themes and the range of park resources. They would not be fully aware of the existence of a national park and its significance.

The Cedar Creek Battlefield Foundation would continue to sponsor the annual re-enactment of the Battle of Cedar Creek and possibly re-enactments of other Civil War battles. These events are not designed as venues for interpretation, although the Battle of Cedar Creek re-enactment may offer enhanced opportunities for learning about the events that took place in the park. There could be increased appreciation for the site on the part of participants and spectators, as visitors make the connection between the landscape and the military events and learn of the specific resources that influenced the outcomes of the battle. Re-enactments of other battles could provide opportunities for learning about the Civil War, but these events would take place without a connection to historical locations. Such re-enactments would provide limited opportunities to expose visitors to the park events, resources, and values that make it a significant place. Belle Grove would continue holding special events on an annual basis. Some of these events may have only a peripheral connection to the plantation, such as the "Of Ale and History" beer tasting festival, which draws a large crowd.

Taken as a whole, special events are enjoyed by thousands of visitors and account for a large proportion of current park attendance but do not appeal to all visitors with historical interests. Although held infrequently, they generate activity that precludes use and enjoyment of partner sites by other visitors in the northern battlefield area of the park. Visitors not interested in re-enactments could experience conflicts for the duration of the events, and conflicts would increase with

the frequency of large special events and re-enactments. For the re-enactment enthusiast and other special event attendees, the impact of park actions on the visitor experience would be beneficial. For visitors with other historical interests, the impact would be adverse. The duration in both cases is short-term. The level of intensity could vary from minor to major because there are a variety of factors, such as weather and traffic congestion, influencing these time-sensitive events.

The development of the Keister tract would increase opportunities for recreational uses of the park. This would lead to an increase in visits to the park. Park actions would have a long-term, minor, and beneficial impact on recreational opportunities.

During the public scoping process, many members of the public addressed the importance of scenic viewsheds and voiced general concerns about the protection of views and scenic landscapes. Visitor enjoyment of the park is to some extent dependent on being able to view scenic vistas and broad landscapes that may be fully or partially located on privately-owned lands. Some of these areas are located within the park; others are outside the park but visible from points within the boundary. This alternative would not take proactive steps to protect privately-owned lands; as development occurs, the absence of park actions in this area could lead to a lessening of visitor enjoyment and understanding of park resources.

Cumulative Impacts. Recent, current, and reasonably foreseeable planning endeavors and undertakings on or near park lands, such as expansion of the I-81 corridor through the park, encroaching residential, commercial, and industrial development on lands within the park boundaries resulting from the growth of Strasburg and Middletown, expansion of the Chemstone rock quarry adjacent to the park's western boundary, and construction of power transmission lines near the park, would likely contribute to disturbances in the visual landscape, increases in the ambient noise level, and traffic congestion. These factors would detract from the visitor's enjoyment of the park. Thus, such undertakings would be expected to have an adverse, long-term impact on visitor use and experience. To some extent, they may be localized. The level of intensity would range from minor to major, depending on the location.

When the likely effects of implementing the actions contained in Alternative A are added to the effects of other past, present, and reasonably foreseeable actions outside the park, there would be a long-term, moderate adverse cumulative impact on visitor use and experience. The absence of park actions in the area of land protection could contribute an appreciable increment to this cumulative impact.

Conclusion. While visitor services and interpretation would be available at individual contact sites managed by Key Partners, the typical visitor would not be exposed to full range of park resources at the park or to opportunities to learn about park-wide interpretive themes. Visitors may not reach an understanding of the park's national significance, and its identity as a unit of the National Park

System would not be clear. Park actions in Alternative A would lead to an increase in the ways that visitors could experience the park, but mainly for recreational use. Overall, the impact of Alternative A would be long-term, moderate, and adverse.

When the likely effects of implementing the actions contained in Alternative A are added to the effects of other past, present, and reasonably foreseeable actions outside the park, there would be a long-term, moderate adverse cumulative impact on visitor use and experience. The absence of park actions in the area of land protection could contribute an appreciable increment to this cumulative impact.

4.3.4 Socioeconomic Environment

Direct and Indirect Impacts. Under Alternative A, the park would continue to contribute to the tourism industry in the three-county area and be an important part of the local socioeconomic environment. Middletown, at the northeastern end of the park, and Strasburg, at the southwest end, are the two gateway towns most closely associated with the park. These communities provide a range of goods and services for the visiting public as well as for park employees and other workers employed in tourism-related businesses. Because of the proximity of these communities to the park and their distance from other visitor areas, these two individual gateway communities would continue to receive the greatest impacts from the actions in this alternative.

The scattered areas of the park that are currently accessible to the public are a result of its size, configuration, land ownership patterns, and the varying uses of land within the park. Visitors must travel through one or more of the three counties (Frederick, Shenandoah, Warren) to gain access to the park. Consequently, impacts would be expected to be confined to the three-county region or the smaller local area. Under Alternative A, it is expected that most visitors would continue to start their visit at the Belle Grove or the Cedar Creek Battlefield visitor contact facility in Middletown. Visitors would then begin their tour based upon their individual preferences. Visitation to the NPS-owned property (Hite-Whitham Farm) would continue to be discouraged, as it is currently leased as a residence and is relatively out-of-the-way. It is not likely that much visitor use would occur at the NPS site over time, unless its use changes from a private residence and further development occurs. Local visitors and others familiar with the park would continue to go directly to their desired destination, say the Belle Grove Plantation or Keister Tract, and would have little reason to include the visitor contact facility or the NPS site as part of their visit. It is expected that the NPS's association with the park would continue to result in increased public awareness, interest, and visibility to the park, but increases in total park visitation under this alternative would be expected to be the lowest among all of the alternatives.

Visitors from outside the region would continue to be attracted to the park because of the extant historic facilities (e.g., Belle Grove Plantation), the historic battlefield

itself, and the battle reenactments. Access to the battlefield and interpretation of the Civil War that are provided by the Key Partners and the NPS would continue to be the key attractions for tourists. The reenactments would continue to be the most significant events in terms of number of visitors on site at one time and visitor-related spending that occurs each year. The battlefield reenactments are important short-term activities that draw increasing numbers of participants (historic Civil War re-enactors) and spectators to the region. This infusion of 12,000 to 14,000 visitors each year from outside the three-county region (with their accompanying spending) has a beneficial impact on the regional economy because it provides customers and income for local businesses. An increase in visitation is expected as a result of the NPS and Key Partners' efforts and would continue to produce beneficial economic and fiscal impacts for the local economy. Increasing visitation to the park would probably cause some increases in expenditures by out-of-the region visitors, which would benefit a few businesses and individuals within the local economy. Firms in the accommodations, food service, and retail trade industries are the most likely to be affected.

The NPS level of work under Alternative A would be essentially as it is now – two full-time equivalent (FTE) positions and an annual operating budget of $284,500 (FY 2007). It is assumed that one additional NPS staff would be hired. The NPS annual operating budget would be expected to rise to about $366,000 under current management trends. The low level of NPS presence at the park would continue to result in heavy reliance on the Key Partners for providing visitor access and programs, interpretation, management, maintenance, land acquisition, etc.

Signs, trails, and a visitor center that are typically part of a traditional NPS park would not be developed. The only potential capital investment by the NPS under Alternative A would be rehabilitation of the Hite-Whitham Farm property to be used for park administrative purposes. The economic impact of this project would be beneficial, but minor.

The NPS would not actively seek to acquire additional land holdings, but could respond as opportunities arise. Further protection of the park and other historic resources through increased land acquisition, conservation easements, or other means, would continue to be left up to the Key Partners and any actions by individual landowners or local government. Impacts from land acquisition under Alternative A would be negligible. Payments in Lieu of Taxes (PILT) would continue to be made by the federal government to Warren County for the NPS-owned parcel.

Economic and fiscal impacts on the local economy (areas within and adjacent to the park's boundaries and specifically Middletown and Strasburg) due to NPS actions would be beneficial, minor, local in extent, and long-term in duration (staffing and operations funding is an ongoing commitment). NPS spending would continue to affect only a few individuals and business firms.

The Key Partners would continue to employ the equivalent of six or seven FTEs for administration and resource management, and would continue to use the dozens of volunteers that assist them with their work. The Key Partners' annual operating expenditures would continue at approximately $646,000. Development of the Keister Tract into a park would constitute the majority of any capital improvements by the Key Partners under Alternative A.

Economic and fiscal impacts on the three-county, regional economy are generally the same as the local impacts, with additional expenditures occurring in the region as out-of-region visitors travel to and from the park. Their spending for food, lodging, souvenirs, etc. in the region brings in income, which is vital to local businesses. These expenditures are also re-circulated within the economy as businesses pay staff and employees purchase goods and services within the three-county region. Total recurring costs by the NPS and Key Partners would be about $1.0 million annually, while total one-time costs would be about $7.3 million. A few businesses and individuals in the region would continue to benefit, but the overall impacts have much less importance due to the greater size of the economy of the three-county region. Impacts on the region—with over $3.3 billion in earnings and over 96,600 jobs in 2004—as measured by these or other economic indicators (e.g., a notable increase in income or a decrease in unemployment, poverty, etc.) would be negligible.

Changes in the three-county (plus the city of Winchester) regional economy would include impacts on the regional socioeconomic base due to changes in park operations and other management or development actions. The socioeconomic base includes such factors as population, income, employment, earnings, etc. The relatively small amount of park development and rehabilitation projects contained in this alternative would benefit the construction industry and associated workers.

Cumulative Impacts. Expansion of the I-81 corridor could increase the number of construction-related jobs in the area as well as increase spending within the local hospitality industry, a beneficial impact that would be short-term and of minor intensity. Expansion of the Chemstone quarry and upgrade of the power transmission lines could also increase jobs and spending in the local area, producing long-term, minor, beneficial impacts. The quarry expansion could also have adverse impacts on property values in the nearby area. Increased residential and commercial development would increase spending on land and construction materials while producing jobs in the region. The beneficial impact on socioeconomic conditions from this action would likely be long-term and of moderate intensity.

When the likely effects of implementing the actions contained in Alternative A are added to the effects of other current and reasonably foreseeable actions as described above, there would be a long-term, beneficial, minor to moderate,

cumulative impact on the local and regional economy. The actions in Alternative A would add a very small increment to this overall impact.

Conclusion. The small NPS effort of three FTEs and an annual operating budget of $366,000 would result in long-term, beneficial, negligible to minor fiscal impacts within the local and regional economies. The partners' $646,000 annual expenditures and others' efforts would provide most of the impetus that results in greater long- and short-term, minor, beneficial fiscal impacts within the local and regional economies. Rehabilitation of the Hite-Whitham Farm property and development of the Keister Tract into a park would constitute the majority of capital investments under Alternative A. The battle reenactments would continue to result in beneficial, short-term, regional economic impacts that are major events during the short time they occur. Overall tourism spending is expected to increase to a minor to moderate degree as visitor use of the park by people from outside the region increases. Total recurring costs by the NPS and Key Partners would be about $1.0 million annually, while total one-time costs would be about $7.3 million. Some local and regional businesses and individuals would benefit. Acquisition of land for the park becomes more expensive and more difficult as the region continues to grow.

When the likely effects of implementing the actions contained in Alternative A are added to the effects of other current and reasonably foreseeable actions as described above, there would be a long-term, beneficial, minor to moderate, cumulative impact on the local and regional economy. The actions in Alternative A would add a very small increment to this overall impact.

4.3.5 Unavoidable Adverse Impacts

Unavoidable adverse impacts are defined as impacts that cannot be fully mitigated or avoided. Alternative A could result in several unavoidable adverse impacts on cultural and natural resources with impact intensities that are greater than minor, such as illegal collection of archeological resources, plants, and animals within the park boundary. Increased education, interpretation, and outreach efforts would help lessen, but not eliminate, the likelihood of this potential impact. Some soils and vegetation could be lost or altered, due to the construction of new facilities in the park and to soil erosion from increased visitor use.

4.3.6 Irreversible and Irretrievable Commitments of Resources

New actions would be taken that would either result in the consumption of nonrenewable cultural or natural resources, or in the use of renewable resources that would preclude other uses for a period of time. In the construction of new facilities, including buildings and trails, limited amounts of nonrenewable resources would be used, including fuels and building materials. These resources would be essentially irretrievable once they were committed.

4.3.7 The Relationship between Short-Term Uses of the Environment and Long-Term Productivity

Lands in the park that are protected would remain in their current state and maintain their long-term productivity. The primary short-term uses of Cedar Creek and Belle Grove NHP would continue to be historic preservation, heritage tourism, and recreational use. Disturbance of the park's soils, water quality, vegetation, and wildlife, due to visitor use and the construction of new facilities, would reduce the long-term productivity of the park in localized areas; however, overall there likely would be only a small effect on the park's long-term productivity. Efforts to protect, restore, and enhance natural and cultural resources in the park would increase the long-term productivity of the environment in localized areas.

4.4 Environmental Consequences of Alternative B

4.4.1 Cultural Resources

- **Archeological Resources**

Direct and Indirect Impacts. The impacts of actions on archeological resources under Alternative B would be generally the same as those described under Alternative A. Although the NPS would acquire land and interests in land by donation or from willing sellers as funds are available, the partners would continue to have primary responsibility for land acquisition and resource protection. The current land status—approximately one-third of the park owned and protected from development by the NPS and its Key Partners and two-thirds of the park privately owned—would not be expected to change significantly.

Large special events would continue to have the potential to adversely impact archeological resources because visitors, vehicles, ground fires, and horses would likely continue to affect archeological resources. The development of new hiking/bicycling trails and auto touring routes in the park under Alternative B could affect archeological resources. However, trails and auto touring routes would be sited to avoid known archeological resources. Auto touring routes would be located within established rights-of-way. All ground-disturbing activities would be preceded by site-specific archeological surveys and, where appropriate, subsurface testing to determine the existence of archeological resources and how best to preserve them. If National Register-listed or National Register-eligible archeological resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the Virginia State Historic Preservation Officer (if the project was a federal undertaking). If previously undiscovered archeological resources were uncovered during construction, all work in the immediate vicinity of the discovery would be halted until the resources could be identified and documented and an appropriate mitigation strategy developed in consultation with the Virginia State Historic Preservation Officer. Few, if any, adverse impacts on archeological resources would be expected due to efforts to avoid all known sites.

Archeological resources adjacent to or easily accessible from trails, roads, and developed areas could be vulnerable to surface disturbance, inadvertent damage, and vandalism. A loss of surface archeological materials, alteration of artifact distribution, and a reduction of contextual evidence could result. However, continuing NPS staff presence, instituting and monitoring user capacity, and emphasizing visitor education would discourage vandalism and inadvertent destruction of cultural remains; any adverse impacts would be expected to be minimal if any.

Cumulative Impacts. In the past, human activities, lack of sufficient resource monitoring and protection programs, and climatic and natural processes have resulted in the loss or disturbance of archeological resources. Because much of the park was not surveyed and inventoried for archeological resources until recent years, some decisions about site development and permitted activities, such as large special events, have been made that, in hindsight, may have resulted in the loss or disturbance to an unknown number of archeological sites on lands in the park. Although ongoing and expanded archeological site monitoring programs would be initiated and efforts would be undertaken to minimize or mitigate potential impacts from human activities and natural causes, an unknown number of archeological sites on NPS- and partner-owned lands in the park would likely continue to be adversely impacted by current and ongoing human activities, such as large special events; weather and climatic conditions; and natural processes. Actions under Alternative B, such as development of new hiking/bicycling trails and new auto touring routes, could have minimal additional adverse impacts on archeological resources, although efforts would be undertaken to avoid all known sites. NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Other recent, current, and reasonably foreseeable planning endeavors and undertakings on or near park lands, such as the expansion of the I-81 corridor through the park; encroaching residential, commercial, and industrial development on lands within the park boundaries due to regional growth; expansion of the of the O-N Minerals rock quarry adjacent to the park's western boundary; and construction of power transmission lines near the park, would likely contribute to disturbance or destruction of archeological resources. Thus, such undertakings would be expected to have adverse, minor to moderate, long-term impacts on archeological resources.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute adverse impacts on any overall cumulative impact

on archeological resources. The adverse impacts on such resources associated with Alternative B, however, would constitute a relatively small component of any overall cumulative impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on archeological resources on NPS- and partner-owned lands in the park; the determination would be potential *adverse effect* on archeological resources on privately owned lands.

Conclusion. Overall, implementation of Alternative B would have beneficial, minor to moderate, long-term impacts on archeological resources on NPS- and partner-owned lands in the park; and would have potential adverse, minor to moderate, long-term impacts on archeological resources on privately owned lands.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have no adverse effect or a limited cumulative adverse, minor to moderate, long-term impacts on archeological resources; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of archeological resources in the park.

- **Ethnographic Resources**

Direct and Indirect Impacts. Under Alternative B the NPS and its Key Partners will consult with concerned Indian tribes and other groups (once ethnographic resources and potentially affected tribes and groups are identified) to identify, learn about, and develop strategies for preserving and providing access to ethnographic resources on NPS- and partner-owned lands. The NPS and its Key Partners would also continue to encourage archeologists, anthropologists, and researchers to consult with the tribes and other groups regarding areas of interest that could be included in research efforts, and to promote ethnographic involvement in excavations and anthropological research. The development of new hiking/bicycling trails and auto touring routes in the park under Alternative B could affect identified ethnographic resources; however, trails would be sited to avoid identified ethnographic resources and auto touring routes would be located in established rights-of-way. Few, if any, adverse impacts on such resources would be expected. Thus, implementation of this alternative would be expected to have beneficial, minor to moderate, long-term impacts on ethnographic resources on NPS- and partner-owned lands.

If ethnographic resources were identified on privately owned lands in the park, protection and preservation of such resources would be subject to the discretion of

landowners, although the NPS and its Key Partners would encourage preservation of identified ethnographic resources and technical assistance would be available to private landowners to enable them to protect such resources. In most cases, adverse impacts would be realized only when private lands are developed. Thus, implementation of this alternative could have potential adverse, minor to moderate, long-term impacts on ethnographic resources on privately owned lands.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and establishment of the NHP, ethnographic resources were likely subjected to minor to moderate adverse impacts by a variety of human activities, such as large special events, agricultural operations, inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and processes have continued to the present and would likely continue if Alternative B were implemented.

Actions under this alternative, such as development of new hiking/bicycling trails and new auto touring routes, could have minimal additional adverse impacts on ethnographic resources, although efforts would be undertaken to avoid all known sites and NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would potentially have adverse, minor to moderate, short-term impacts on identified ethnographic resources during periods of construction.

Additionally, these developments would likely contribute to an increase in park visitation and thus potentially disturb, or disrupt access to, ethnographic resources. Therefore, they would potentially result in adverse, minor to moderate, long-term impacts on identified ethnographic resources

These developments, along with major expansion of the O-N Minerals rock quarry adjacent to the park's western boundary and construction of overhead power transmission lines near the park, would also result in adverse, minor to moderate, long-term impacts on ethnographic resources.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute minor to moderate, long-term, adverse impacts on any overall cumulative impact on ethnographic resources. The adverse impacts on such resources associated with Alternative B, however, would constitute a relatively small component of any overall cumulative impact.

Conclusion. Overall, implementation of Alternative B would result in beneficial, minor to moderate, long-term impacts on identified ethnographic resources on NPS- and partner-owned lands. Implementation of Alternative B would result in potential adverse, minor to moderate, long-term impacts on ethnographic resources on privately owned lands. Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would generally result in cumulative adverse, minor to moderate, long-term impacts on ethnographic resources; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of ethnographic resources in the park.

- **Historic Structures**

Direct and Indirect Impacts. The impacts of actions on historic structures would be generally the same as those described under Alternative A. Although the NPS would acquire land and interests in land by donation or from willing sellers as funds are available, the partners would continue to have primary responsibility for land acquisition and resource protection, and the current status of publicly and privately owned lands in the park would not be expected to change significantly.

Development of new recreational opportunities in the park, such as hiking and bicycle trails and auto touring routes, would likely result in increased park visitation and the possible loss of some historic fabric from historic structures. However, instituting and monitoring user-capacity indicators and implementing potential management strategies to mitigate adverse impacts would help reduce impacts on historic structures caused by visitor use. Thus, implementation of this alternative would result in beneficial, minor to moderate, long-term impacts on historic structures on NPS- and partner-owned lands in the park.

Protection and preservation of historic structures on privately owned property would continue to be subject to the discretion of private landowners, thus resulting in potential adverse impacts on historic fabric on historic structures. The NPS and partners would encourage preservation of historic structures on private lands, and technical assistance would be available to private landowners to enable them to preserve such resources; however actions regarding preservation would ultimately be subject to the discretion of landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, actions under this alternative would result in potential adverse, minor to moderate, long-term impacts on historic structures on privately owned lands in the park.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, historic structures were adversely impacted by a variety

of human activities, such as large special events, inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and process have continued to the present and would likely continue if Alternative B were implemented, although NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Other recent, current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would have adverse, minor to moderate, long-term impacts on historic structures because they would likely result in increased park visitation and the potential for loss of historic fabric on historic structures.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute adverse impacts on any overall cumulative impact on historic structures. The adverse impacts on such resources associated with Alternative B, however, would constitute a relatively small component of any overall cumulative impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on historic structures on NPS- and partner-owned lands; the determination would be potential *adverse effect* on historic structures on privately owned lands.

Conclusion. Overall, the implementation of Alternative B would have beneficial, minor to moderate, long-term impacts on historic structures on NPS- and partner-owned lands in the park. The implementation of Alternative B would have potential adverse, minor to moderate, long-term impacts on historic structures on privately owned lands. Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have cumulative adverse, minor to moderate, long-term impacts on historic structures; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of historic structures in the park.

- **Cultural Landscapes**

Direct and Indirect Impacts. The impacts of actions on cultural landscapes under Alternative B would be generally the same as those described under Alternative A. Although the NPS would acquire land and interests in land by

donation or from willing sellers as funds are available, the partners would continue to have primary responsibility for land acquisition and resource protection, and the current status of publicly and privately owned lands in the park would not be expected to change significantly.

Development of new recreational opportunities in the park, such as hiking and bicycle trails and new auto touring routes, would likely result in increased park visitation and the possible loss of some cultural landscape elements. However, careful design would ensure that expansion or development of trails and touring routes would minimally affect the scale and visual relationships among landscape features. In addition, the topography, vegetation, circulation features, and land-use patterns of the cultural landscape would remain largely unaltered. Few if any adverse impacts would be anticipated. Instituting and monitoring user-capacity indicators, as well as implementing potential management strategies to mitigate adverse impacts, would help reduce impacts on cultural landscapes caused by visitor use. Thus, actions under this alternative would generally have beneficial, minor to moderate, long-term impacts on cultural landscapes on NPS- and partner-owned lands in the park.

Protection and preservation of significant elements of cultural landscapes, such as vegetation, land use, building and settlement patterns, and views and vistas, on privately owned property would continue to be subject to the discretion of private landowners, thus resulting in potential adverse impacts on historic properties. The NPS and partners would encourage preservation of significant elements of cultural landscapes on private lands, and technical assistance would be available to private landowners to enable them to preserve such resources; however actions regarding preservation would ultimately be subject to the discretion of landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, actions under this alternative would result in potential adverse, minor to moderate, long-term impacts on cultural landscapes on privately owned lands in the park.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, cultural landscapes were adversely impacted by a variety of human activities, such as large special events, agricultural operations (which have impacted Civil War-related resources), inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and processes have continued to the present and would likely continue if Alternative B were implemented. Actions under this alternative, such as development of new hiking/bicycling trails and new auto touring routes, could have minimal additional adverse impacts on cultural landscape elements, although efforts would be undertaken to avoid significant landscape components; NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Other recent, current, and reasonably foreseeable planning endeavors and undertakings on or near park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, commercial, and industrial development on lands within the park boundaries due to regional growth, would have adverse, minor to moderate, long-term impacts on cultural landscape resources because they would likely result in increased park visitation and the potential for loss of some landscape features. These developments, along with major expansion of the of the O-N Minerals rock quarry adjacent to the park's western boundary and construction of power transmission lines near the park, would have adverse, minor to moderate, long-term impacts on cultural landscape resources because they would result in visual intrusions on the historic scene and would contribute to the loss of significant elements of the park's rural and pastoral landscape.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute adverse impacts on any overall cumulative impact on cultural landscapes. The adverse impacts on such resources associated with Alternative B, however, would constitute a relatively small component of any overall cumulative impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on cultural landscapes on NPS- and partner-owned lands in the park; the determination would be potential *adverse effect* on cultural landscapes on privately owned lands.

Conclusion. Overall, implementation of Alternative B would result in beneficial, minor to moderate, long-term impacts on cultural landscapes on NPS- and partner-owned lands in the park; and would result in potential adverse, minor to moderate, long-term impacts on cultural landscapes on privately owned lands.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have cumulative adverse, minor to moderate, long-term impacts on cultural landscapes; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of cultural landscapes in the park.

- **Museum Collections**

Direct and Indirect Impacts. The impacts of actions under Alternative B on museum collections would be generally the same as those described under

Alternative A. Under Alternative B, the NPS and its Key Partners would continue to preserve and manage collections of cultural and natural resource objects, artifacts, and archives relating to the parklands they own within the designated boundaries of the park in compliance with NPS and other professional standards for collecting, accessioning, cataloging, managing, and preserving such collections.

Privately owned cultural and natural objects, artifacts, and archival materials would continue to remain in private ownership or be deposited with organizations or institutions at the discretion of the landowners. As a result, collections could be potentially degraded, lost, or scattered, thus reducing or eliminating their future usefulness for research and interpretation.

Cumulative Impacts. Because conditions would not change, there would be no cumulative effects on museum collections under this alternative.

Conclusion. Overall, implementation of Alternative B would result in beneficial, minor to moderate, long-term impacts on museum collections possessed by the NPS and its Key Partners; and would result in potential adverse, minor to moderate, long-term impacts on privately owned collections.

There would be no cumulative effects on museum collections under this alternative.

Impacts from actions contained in this alternative would not likely result in impairment of museum collections in the park.

4.4.2 Natural Resources

- **Scenic/Visual Resources/Viewsheds**

Direct and Indirect Impacts. The impacts of land protection in the park would be generally the same as in Alternative A. The partners would seek to acquire land within the park boundary as opportunities and funding allow—the current status of publicly and privately owned lands in the park would not be expected to change significantly. Under Alternative B, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including scenic resource protection. Lacking a coordinated land protection approach, the effect on scenic resource/viewshed protection and enhancement would be beneficial, but limited in extent. Continuation of the existing land protection approach would likely result in the protection of a core park area surrounded by a patchwork of developed private lands. Land protection under Alternative B would be expected to result in long-term, beneficial, minor impacts on scenic resources.

Impacts on scenic resources and viewsheds from visitor use, land use, and land management under Alternative B would be generally the same as those described in Alternative A. Scenic driving, large special events, trail use, and general

recreational use would be expected to cause adverse impacts on scenic and visual resources as described in Alternative A. Increases in park visitation resulting from the development of auto touring routes and new trail opportunities under Alternative B would likely increase the potential for adverse impacts on scenic resources. Visitor use under Alternative B would result in long-term, minor to moderate, adverse impacts on scenic resources that would be localized.

Land use and resource management activities in the park, including management of cultural landscapes and agricultural settings, would continue to affect the scenic resources of the park. Under Alternative B, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park, which would produce a beneficial long-term impact. The NPS and its Key Partners would collaborate to manage various aspects of the park, including scenic resources. As in Alternative A, resource management responsibilities would continue to be handled primarily by the Key Partners. Collectively, these actions would improve coordination and accountability for scenic resource management, which would result in long-term, beneficial, localized impacts on scenic resources and viewsheds. Predicting the intensity of this impact is difficult, but it is anticipated to be minor.

Alternative B utilizes existing facilities to conduct visitor contact and orientation functions, which would have no additional impact on scenic resources and viewsheds. However, some new visitor facilities would also be built under this alternative, including hiking and biking trails (with trailheads), auto touring routes (with waysides), and signs. Overall, facility development would be increased under Alternative B and would produce greater adverse impacts on scenic resources compared to Alternative A. The impacts on scenic resources from development under Alternative B would be expected to be long-term, adverse, localized, and of minor intensity.

Three Visitor Focal Areas have been proposed in this alternative. The locations of the proposed Visitor Focal Areas cross the boundaries of the following zones: Large Events, Cultural Landscape, and Natural Resource. Potential impacts on scenic resources from development in these areas could include obstructed views from poorly placed signs and interpretive structures. These impacts from development in Visitor Focal Areas would be expected to be long-term, adverse, localized, and of negligible to minor intensity.

The locations of the proposed Visitor Services Zone are fully contained inside the boundaries of the Cultural Landscape Zone. Potential impacts on scenic resources from development in these areas could include obstructed views from poorly placed facilities and structures that are incompatible with the surrounding landscape and rural character. Potential impacts from development in the Visitor Services Zone

would be expected to be long-term, adverse, localized, and of minor to moderate intensity.

Two conceptual trail corridors have been proposed in this alternative. Trails are planned to be four feet wide, constructed out of natural surfaces or gravel crusher fines, and used for hiking and bicycling only. Trails in this alternative pass through forested areas and traverse the borders of open fields. Trails themselves would have negligible impacts on scenic resources and viewsheds. However, trailhead development could have adverse impacts. This alternative proposes a total of two trailheads. Adverse impacts from trailheads have been minimized due to their placement along existing roads and highways. Potential impacts from trailhead development would be expected to be long-term, adverse, localized, and of negligible to minor intensity.

The development of auto touring routes could have adverse impacts on scenic resources and viewsheds. The routes themselves would use existing road rights-of-way and therefore would have no impact on scenic resources. The development of a wayside along U.S. 11 to support the touring routes has the potential to impact scenic resources. It is presumed that any construction required would be contained within the right-of-way. Even so, such a facility could affect the scenic qualities of the area due to increases in asphalt surfacing and the installation of new signs. If planned and constructed properly, adverse impacts from the development of a single wayside would be negligible. Impacts from auto tour routes could also include the creation of denuded areas and ruts along road corridors that may affect the scenic quality of the area. Impacts on scenic resources and viewsheds are expected to be long-term, adverse, minor, and localized.

Impacts on scenic resources and viewsheds from activities on private land would be generally the same as those described in Alternative A. Scenic resources on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be impacted by land-use and land-management activities, development, and land protection. Collectively, impacts on scenic resources and viewsheds from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on the scale of these activities. Adverse impacts would be major only if significant portions of the land are developed.

Cumulative Impacts. The impacts of cumulative actions on scenic resources and viewsheds would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, moderate to major, adverse impacts. The impacts would be localized, but could affect many sites.

When the likely effects of implementing the actions contained in Alternative B are added to the effects of other current and reasonably foreseeable actions, there would be a long-term, moderate to major, adverse cumulative impact on the park's

scenic resources and viewsheds. The adverse effects of projects and actions outside of the park would substantially outweigh the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative B would contribute a small increment to this resulting cumulative impact.

Conclusion. The park's scenic resources and viewsheds would be affected by the actions under Alternative B. Impacts from visitor use, land use, land management, and land protection would be generally the same as those described in Alternative A. Adverse impacts from facility development in Alternative B would be greater than in Alternative A.

Visitor use would result in long-term, minor to moderate, adverse impacts that would be localized. Land use and management impacts would be long-term, beneficial or adverse, minor, and would be localized. Development impacts would be long-term, adverse, localized, and intensities would range from negligible to moderate depending upon the type of development. Land protection would result in long-term, beneficial, minor impacts that would be localized.

When the impacts of Alternative B are added to the effects of other current and foreseeable future actions, there would be a moderate to major, long-term, adverse cumulative impact on the park's scenic resources and viewsheds. The impacts would be localized, but could affect many sites. The adverse impacts of projects and actions outside of the park would substantially outweigh the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative B would contribute a small increment to this overall cumulative impact.

Impacts from actions contained in this alternative would likely result in potential impairment of scenic/visual resources/viewsheds in the park.

- **Soils**

Direct and Indirect Impacts. The impacts of land protection on soils under Alternative B would be generally the same as in Alternative A. The partners would seek to acquire land within the park boundary as opportunities and funding allow—the current status of publicly and privately owned lands in the park would not be expected to change significantly. The land protection approach under Alternative B, which is the same as Alternative A, would be expected to result in long-term, negligible to minor, beneficial impacts on soils.

Impacts on soils from visitor use, land use, and land management under Alternative B would be generally the same as those described in Alternative A. Trail use would continue to cause soil compaction and erosion. Large special events would likely continue to cause soils compaction and erosion from people, vehicles, and horses. Increases in park visitation resulting from the development of auto touring routes and new trail opportunities under Alternative B would likely increase the potential

for adverse impacts on soils. These impacts would be long-term, adverse, minor to moderate, and localized.

Under Alternative B, instituting and monitoring user-capacity indicators, as well as implementing management strategies to mitigate adverse impacts, would help reduce soil erosion caused by visitor use. Compared to Alternative A, this would likely result in a minor, long-term, beneficial impact that would be localized.

Land use and resource management activities in the park would continue to affect soils. Agricultural production would produce soil compaction and erosion, both from field cultivation and livestock grazing. Under Alternative B, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource goals. Collectively, these activities would result in long-term, minor to moderate, adverse impacts that would be limited in extent.

Under Alternative B, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including soils. As in Alternative A, resource management responsibilities would continue to be handled primarily by the Key Partners. Collectively, these actions would improve coordination and accountability for soil resource management in comparison to Alternative A; this would result in long-term beneficial impacts on soils that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be minor.

Alternative B utilizes existing facilities to conduct visitor contact and orientation functions, which would have no additional impact on soils. As in all the alternatives, maintenance of existing facilities would probably result in some erosion and/or alteration of soil properties, resulting in a negligible to minor, long-term adverse impact in localized areas.

Some new visitor facilities would also be built under this alternative, including hiking and biking trails (with trailheads), auto touring routes (with waysides), and signs. Overall, facility development would be increased under Alternative B and would produce greater adverse impacts on soils compared with those of Alternative A.

Three Visitor Focal Areas have been proposed in this alternative. Proposed development in the Visitor Focal Areas and Visitor Services Zone would affect soils. The degree of impact would depend on the scale of development that occurred on the site. Impacts on soils in these areas would likely include the loss of soils due to the facility construction and the potential for compaction and alteration of soils adjacent to the sites due to heavy equipment use. Impacts from development in the Visitor Focal Areas and Visitor Services Zone would be expected to be long-term, adverse, localized, and of minor to moderate intensity.

Two conceptual trail corridors have been proposed in this alternative. The trails would traverse mostly upland soils. Site preparation work would disturb the soil profile and displace soils along the trail, generally down to the level where mineral soil can be found. Construction equipment also would likely disturb and compact adjacent soils in the project areas. The potential for soil erosion would increase in these areas. Construction of the trails would result in long-term, minor to moderate adverse impacts in localized areas. The implementation of best management practices (BMPs) would reduce the adverse impacts on soils. Trailhead development, which could include the clearing of areas to accommodate parking and trail access, would be expected to result in long-term, moderate, adverse impacts in localized areas.

The development of auto touring routes could have adverse impacts on soils. The routes themselves would use existing road rights-of-way and therefore would have no impact on soils. The development of a wayside along U.S. 11 to support the touring routes could adversely impact soils. It is presumed that any construction required would be contained within the road right-of-way; however, portions of the right-of-way may be undisturbed. Impacts from auto tour routes could also include the compaction of soil along road corridors and the potential for soil erosion. Increases in asphalt surfacing and the installation of new signs would disturb soils. Impacts on soils are expected to be long-term, adverse, moderate, and localized.

Impacts on soils from private land activities would be generally the same as those described in Alternative A. Soils on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be impacted by development, agricultural production, and visitor use in the park. Collectively, impacts on soils from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on soils would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative B are added to the effects of other current and reasonably foreseeable actions, there would be a long-term, moderate, adverse cumulative impact on soils. The actions in Alternative B would contribute an appreciable increment to this cumulative impact.

Conclusion. The park's soils would be affected by the actions under Alternative B. Impacts from visitor use, land use, land management, and land protection would be generally the same as those described in Alternative A. Adverse impacts from facility development would be greater in Alternative B than in Alternative A.

Visitor use would result in long-term, minor to moderate, adverse impacts on soils that would be localized. Land use and land management impacts on soils would be long-term, beneficial or adverse, minor to moderate, and localized. Development impacts would be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending upon the type of development. Land protection would result in long-term, negligible to minor, beneficial impacts that would be localized.

When the impacts of Alternative B are added to the effects of other current and foreseeable future actions, there would be a moderate, long-term adverse cumulative impact on soils in the park. The impacts would be localized. The actions in Alternative B would add a moderate increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of soils in the park.

- **Groundwater**

Direct and Indirect Impacts. The impacts of land protection under Alternative B would be generally the same as in Alternative A. The partners would seek to acquire land within the park boundary as opportunities and funding allow – the current status of publicly and privately owned lands in the park would not be expected to change significantly. Continuation of the existing land protection approach would be expected to result in long-term, minor, beneficial impacts on groundwater.

Impacts on groundwater from visitor use, land use, and land management under Alternative B would be generally the same as those described in Alternative A. Increased park visitation to the partner-owned sites would likely increase the demand for domestic water. Development of the Keister Tract would substantially increase visitor use in the southern portion of the park. Visitation at this site would increase after the site opens to the public and then would likely continue to gradually increase over the life of the plan. These new uses and corresponding increases in park visitation could result in long-term, adverse impacts on groundwater and domestic water supplies. The impacts could extend beyond park boundaries. Predicting the intensity of this impact is difficult, but it is anticipated to be minor because the increase in water use above existing rates of consumption would be relatively small when compared to the size of the aquifer.

As in Alternative A, visitor use would continue to affect groundwater quality in the park in locations such as along existing roads and at parking areas. Under Alternative B, new parking areas developed in the Visitor Focal Areas and/or the Visitor Services Zone would contribute to any potential impacts. Inadvertent chemical spills, including oil from automobiles, could enter the soil profile and impact groundwater quality. Areas with karst features, such as sinkholes, that have

more direct connections to groundwater and surface waters, would be more likely to experience adverse impacts on groundwater. These adverse impacts would likely be long-term, localized, and of negligible to minor intensity because they would be limited to discrete areas such as roads and parking areas. Under Alternative B, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource goals. Collectively, these activities would result in long-term, adverse, localized, minor impacts.

Under Alternative B, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including water resources. As in Alternative A, resource management responsibilities would continue to be handled primarily by the Key Partners. Collectively, these actions would improve coordination and accountability for water resource management, which would result in long-term, beneficial impacts on groundwater that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be negligible to minor.

Facility development under Alternative B would be increased and would produce greater adverse impacts on groundwater when compared to Alternative A. However, groundwater withdrawal for NPS and partner uses would continue to be relatively small compared to other uses in the park, and water consumption is not expected to increase substantially over the life of the plan. Impacts on groundwater from facility development under this alternative would be limited to those generated by facility development in the Visitor Services Zone. Facilities built in the Visitor Service Zone, such as restrooms and campgrounds, would likely require water to support visitor use. The number of new wells or the amount of domestic water that would be needed has not been determined and would be dependent on the scale of development that occurs. Overall, impacts would be expected to be long-term, adverse, mostly localized, and their intensity would be negligible to minor.

Impacts on groundwater from private land activities would be generally the same as those described in Alternative A. Groundwater on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be impacted by development, land use, and land management. In most cases, adverse impacts would be realized only when private lands are developed. Collectively, impacts on groundwater from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on groundwater would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative B are added to the effects of other current and reasonably foreseeable actions outside the park, there would be a long-term adverse cumulative impact on groundwater resources. The impacts could extend beyond park boundaries and could include the region. It is difficult to predict and quantify the impacts, but they are anticipated to be moderate. The actions in Alternative B would add a small increment to this overall impact.

Conclusion. Groundwater resources in the park would be affected by the actions under Alternative B. Impacts from visitor use, land use, land management, and land protection would be generally the same as those described in Alternative A. Adverse impacts from facility development in Alternative B would greater than in Alternative A.

Visitor use impacts would be short- and long-term, adverse, negligible to minor, and localized. Land use and land management impacts would be long-term, adverse, minor, and localized. Facility development and maintenance impacts would be long-term, adverse, negligible to minor, and localized. Land protection would result in long-term, minor, beneficial impacts that would be localized.

When the impacts of Alternative B are added to the effects of other current and foreseeable future actions, there would be a moderate long-term, adverse cumulative impact on groundwater resources. The impacts could extend beyond park boundaries in some cases. The actions in Alternative B would add a small increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of groundwater in the park.

- **Surface Water Quality**

Direct and Indirect Impacts. The impacts of land protection in the park would be generally the same as in Alternative A. The partners would seek to acquire land within the park boundary as opportunities and funding allow – the current status of publicly and privately owned lands in the park would not be expected to change significantly. Continuation of the existing land protection approach would be expected to result in long-term, minor, localized, beneficial impacts on surface water quality.

Impacts on surface water quality from visitor use, land use, and land management under Alternative B would be generally the same as those described in Alternative A. Trail use and large special events would continue to produce adverse impacts on surface water, such as vegetation loss with resultant increased erosion and inadvertent chemical contamination. Agricultural practices would continue to cause stream bank erosion and chemical inputs into surface waters. Impacts on surface

water quality from visitor use would be expected to be long-term, adverse, minor, and localized.

Under Alternative B, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource goals. The NPS and its Key Partners would also develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including water resources. As in Alternative A, resource management responsibilities would continue to be handled primarily by the Key Partners. Collectively, these actions would improve coordination and accountability for water resource management in comparison to Alternative A; this would result in long-term beneficial impacts on surface water quality that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be minor.

As in all of the action alternatives, the Natural Resource Zone is designed to protect areas of high biodiversity such as stream corridors and the state-designated Panther Conservation Site. This zone spans approximately 300 feet on both sides of all streams and rivers within the park boundary. This zone would preserve existing vegetation within this 600-foot corridor, providing a vegetated riparian buffer that would filter pollutants and reduce inputs into streams and rivers. The impact on surface water quality would be expected to be long-term, beneficial, moderate, and localized.

Facility development would be increased under Alternative B and would produce greater adverse impacts on surface water quality compared to Alternative A. Impacts on surface water quality from facility development proposed under Alternative B would be limited primarily to those generated by the construction of a trail that terminates at Cedar Creek—no other new facilities are proposed near surface waters. Site preparation work would disturb and displace soils along the trail, which could result in sediment inputs into the stream. There is also potential for inadvertent chemical contamination from the use of construction equipment. With the application of mitigation measures, such as the installation of erosion barriers, any adverse impacts on surface water quality would likely be short-term and negligible to minor in local areas.

New parking areas developed in the Visitor Focal Areas and/or the Visitor Services Zone under Alternative B could contribute to potential impacts on surface water quality through runoff. Inadvertent chemical spills, including oil from automobiles, could enter surface waters through runoff. These long-term, adverse impacts would likely be of negligible to minor intensity and localized because the sites are discrete and relatively small in area.

Impacts on surface water quality from private land activities would be generally the same as those described in Alternative A. Surface water quality on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be impacted by land use and management, development, and land protection. Collectively, impacts on surface water quality from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on surface water quality would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative B are added to the effects of other current and reasonably foreseeable actions outside the park, there would be a long-term, adverse cumulative impact on surface water quality in the park. The impacts would be mostly localized, but could extend further downstream into the watershed. It is difficult to predict and quantify the impacts, but they are anticipated to be minor to moderate. The actions in Alternative B would add an appreciable increment to this overall impact.

Conclusion. Surface water quality in the park would be affected by the actions under Alternative B. Impacts from visitor use, land use, land management, and land protection would be generally the same as those described in Alternative A. Adverse impacts from facility development would greater than Alternative A.

Visitor use impacts would be long-term, adverse, minor, and localized. Land use and land management impacts would be long-term, adverse or beneficial, minor to moderate, and mostly localized. Development impacts would be short-term, adverse, negligible to minor, and localized. Land protection would result in long-term, beneficial, minor impacts that would be localized.

When the impacts of Alternative B are added to the effects of other current and foreseeable future actions, there would be a minor to moderate long-term, adverse cumulative impact on surface water quality. The impacts would be mostly localized, but could extend beyond park boundaries. The actions in Alternative B would add an appreciable increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of surface water quality in the park.

- **Vegetation**

Direct and Indirect Impacts. The impacts of land protection in the park under Alternative B would be generally the same as those in Alternative A. The partners would seek to acquire land within the park boundary as opportunities and funding

allow—the current status of publicly and privately owned lands in the park would not be expected to change significantly. Land protection under Alternative B would be expected to result in long-term, negligible to minor, beneficial impacts on vegetation.

Under Alternative B, impacts on vegetation from visitor use, land use, and land management would be generally the same as those in Alternative A. General recreational use and trail use, along with large special events, would continue to adversely impact vegetation through trampling and vegetation loss. Large special events would continue to impact vegetation by causing injury or mortality in isolated areas due to trampling from visitor use and damage to trees from horse activity and hitching. Increases in park visitation resulting from the development of auto touring routes and new trail opportunities under Alternative B would likely increase the trampling of plants or loss of vegetation. Increased automobile and human use would also increase the potential for the spread and proliferation of exotic and invasive plants. Illegal collection of plants could also occur in the park. Collectively, this would result in long-term, adverse, localized, minor impacts on vegetation.

Under Alternative B, instituting and monitoring user-capacity indicators, as well as implementing management strategies to mitigate adverse impacts, would reduce impacts on vegetation caused by visitor use. In comparison with Alternative A, this alternative would likely result in a minor, long-term, beneficial impact that would be localized.

Impacts on vegetation from land use and land management under Alternative B would be generally the same as those described in Alternative A. The management of agricultural lands, natural areas, exotic and invasive plants, and cultural landscapes would continue to be variable and could lead to impacts on vegetation.

Under Alternative B, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource goals.

Under Alternative B, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would manage various aspects of the park, including vegetation. As in Alternative A, resource management responsibilities would continue to be handled primarily by the Key Partners. Collectively, these actions would improve coordination and accountability for vegetation management, which would result in long-term beneficial impacts on vegetation that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be minor.

As in all of the action alternatives, the Natural Resource Zone is designed to protect areas of high biodiversity such as stream corridors and the state-designated Panther Conservation Site. This zone spans approximately 300 feet on both sides of all streams and rivers within the park boundary. This zone would preserve existing vegetation within the 600-foot corridor and would act as a riparian buffer. The park would seek to develop a habitat management program for the Panther Conservation Site in cooperation with the Cedar Creek Battlefield Foundation (who owns the site) and the state of Virginia. Such a program would likely result in increased protection and enhancement of rare plant communities compared to Alternative A. The impact on vegetation from these actions would likely be long-term, beneficial, minor to moderate, and localized.

Overall, impacts on vegetation from land use and land management under Alternative B would be long-term, adverse, localized, and of minor intensity.

Facility development would be increased under Alternative B and would produce greater adverse impacts on vegetation compared to Alternative A. The construction of new facilities in the park under this alternative, including hiking and biking trails (with trailheads), auto touring routes (with waysides), and signs, has the potential to affect vegetation. As in all of the alternatives, the development of visitor facilities at the Keister Tract would cause permanent loss of vegetation in the footprint of a development and would likely cause short-term adverse impacts on vegetation adjacent to the footprint due to construction activities. Maintenance of existing facilities would likely result in some injury or loss of plant material, resulting in a negligible to minor, long-term, adverse impact in localized areas.

Three Visitor Focal Areas have been proposed in this alternative. New development to support interpretive experiences in the Visitor Focal Areas would result in negligible to minor impacts on vegetation due to the installation of signs or other similar interpretive facilities. Impacts would be limited mostly to agricultural lands where native vegetation has already been substantially altered or is not present. Some negligible to minor impacts on woodlands could be realized at the Keister Tract, such as tree removal and root damage from construction and visitation. These impacts would be long-term, adverse, and localized.

Development in the Visitor Services Zone could result in impacts on agricultural lands and woodlands. The intensity of the impacts would be greater than in the Visitor Focal Areas due to the potential impacts on woodlands. Impacts would be long-term, adverse, localized, and of minor to moderate intensity.

Two conceptual trail corridors have been proposed in this alternative. Trails are planned to be four feet wide, constructed out of natural surfaces or gravel crusher fines, and used for hiking and bicycling only. The trails would traverse mostly forested uplands. Some upland grasslands (open fields) would be affected, primarily along the field border, and some riparian vegetation could also be

affected. The removal of trees would be avoided to the extent possible. Trail construction would result in permanent loss of vegetation within the trail corridor, and some adverse impacts on adjacent vegetation could also be realized from the use of heavy equipment. Impacts on vegetation would be long-term, adverse, minor, and localized. Trailhead development would result in similar impacts.

The development of auto touring routes could have adverse impacts on vegetation. The routes themselves would utilize existing road rights-of-way and therefore would have no impact on vegetation. Development of a wayside along U.S. 11 to support the touring routes could adversely impact vegetation if additional clearing of vegetation is required. Impacts from auto tour routes could also include injury to or loss of vegetation along road corridors. Impacts on vegetation are expected to be long-term, adverse, minor, and localized, affecting a relatively small area.

Impacts on vegetation from private land activities under Alternative B would be generally the same as those described in Alternative A. Vegetation on private lands within the park, which constitute approximately two-thirds of the park's total acreage, would continue to be impacted by land-use and land-management activities, development, and land protection. In most cases, adverse impacts would be realized only when private lands are developed. Collectively, impacts on vegetation from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on vegetation would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative B are added to the effects of other current and reasonably foreseeable actions outside the park, there would be a long-term adverse cumulative impact on vegetation in the park. The impacts would be localized. It is difficult to predict and quantify the impacts, but they are anticipated to be minor to moderate. The actions in Alternative B would add an appreciable increment to this overall impact.

Conclusion. Vegetation in the park would be affected by the actions under Alternative B. Impacts from visitor use, land use, land management, and land protection would be generally the same as those described in Alternative A. Adverse impacts from facility development in Alternative B would be greater than in Alternative A.

Visitor use impacts would be long-term, adverse, minor, and localized. Land use and management would result in long-term, adverse or beneficial, localized impacts of minor intensity. Development impacts would be long-term, adverse, negligible to

moderate, and localized. Land protection impacts would be long-term, beneficial, negligible to minor, and localized.

When the impacts of Alternative B are added to the effects of other current and foreseeable future actions, there would be minor to moderate, long-term, adverse cumulative impacts on vegetation. The impacts would be mostly localized. The actions in Alternative B would add an appreciable increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of vegetation in the park.

4.4.3 Visitor Use and Experience

Direct and Indirect Impacts. In Alternative B, the NPS and the Key Partners would collaborate in the development of interpretive programming. Harmony Hall would be open to the public for tours after Belle Grove completes rehabilitation of the site, as in Alternative A. In Alternative B, there would be an increase in the NPS presence, and rangers would be involved at partner sites, including Harmony Hall, in activities such as talks or tours.

Visitors would still continue to access the northern battlefield area of the park with frequency due to the location of Key Partner sites. In general, this alternative would make more areas of the park accessible to the visitor through the expansion of auto touring routes, and hiking and biking trails. However, the trails would be located in selected or discrete areas. As in Alternative A, they would lack connectivity.

New auto touring routes would likely lead to connections to existing local and regional tours. Users of these auto routes would tour more areas of the park, and park visitors would be introduced to attractions and sites in the region. Due to the collaborative approach to interpretation, there would be more opportunity for users of auto routes and trails in this alternative to be exposed to park wide themes and stories. The impact would be long-term, minor, and beneficial.

The Cedar Creek Battlefield Foundation would continue to sponsor the annual re-enactment of the Battle of Cedar Creek and possibly re-enactments of other Civil War battles. The impacts of re-enactments and other special events held by Key Partners would be similar to Alternative A.

Under Alternative B, the development of the Keister tract would increase opportunities for recreational use. This would lead to an increase in recreational visitors, and provide a long-term, minor, and beneficial impact on visitor use.

This alternative, as in Alternative A, would not lead to proactive steps to protect privately-owned lands. As development occurs, the absence of park actions in this

area could lead to a lessening of visitor enjoyment and understanding of park resources.

Cumulative Impacts. Recent, current, and reasonably foreseeable planning endeavors and undertakings on or near park lands, such as expansion of the I-81 corridor through the park, encroaching residential, commercial, and industrial development on lands within the park boundaries resulting from the growth of Strasburg and Middletown, expansion of the Chemstone rock quarry adjacent to the park's western boundary, and construction of power transmission lines near the park, would likely contribute to disturbances in the visual landscape, increases in the ambient noise level, and traffic congestion. These factors would detract from the visitor's enjoyment of the park. Thus, such undertakings would be expected to have an adverse, long-term impact on visitor use and experience. To some extent, they may be localized. The level of intensity would range from minor to major, depending on the location.

When the likely effects of implementing the actions contained in Alternative B are added to the effects of other past, present, and reasonably foreseeable actions outside the park, there would be a long-term, moderate adverse cumulative impact on visitor use and experience. The absence of park actions in the area of land protection could contribute an appreciable increment to this cumulative impact on visitor use and experience.

Conclusion. In Alternative B the visitor experience would be enriched through a collaborative approach to interpretation among the Key Partners. Overall, park actions in Alternative B would have a long-term, minor, and beneficial impact on visitor use and experience.

When the likely effects of implementing the actions contained in Alternative B are added to the effects of other past, present, and reasonably foreseeable actions outside the park, there would be a long-term, moderate adverse cumulative impact on visitor use and experience. The absence of park actions in the area of land protection could contribute an appreciable increment to this cumulative impact on visitor use and experience.

4.4.4 Socioeconomic Environment

Direct and Indirect Impacts. Under Alternative B, the park would continue to contribute to the tourism industry in the three-county area and be an important part of the local socioeconomic environment. Beneficial impacts on the local and regional economy from actions contained in Alternative B would be slightly greater than those in Alternative A.

Middletown, at the northeastern end of the park, and Strasburg, at the southwest end, are the two gateway towns most closely associated with the park. These

communities provide a range of goods and services for the visiting public as well as for park employees and other workers employed in tourism-related businesses. Because of the proximity of these communities to the park and their distance from other visitor areas, these two individual gateway communities would continue to receive the greatest impacts from the actions in this alternative.

As in Alternative A, only scattered areas of the park would be accessible to the public due to its size, configuration, land ownership patterns, and the varying uses of land within the park. Visitors must travel through one or more of the three counties (Frederick, Shenandoah, Warren) to gain access to the park.

The battle reenactments would continue to be the most significant events in terms of the number of visitors on site at one time and visitor-related spending that occurs each year. The Key Partners and local merchants would continue to provide goods and services to the visiting public. The battlefield reenactments are important short-term activities that would likely continue and could draw increasing numbers of participants (historic Civil War re-enactors) and spectators to the region. This infusion of 12,000 to 14,000 visitors each year from outside the three-county region (with their accompanying spending) has a beneficial impact on the local and regional economy because it would continue to provide customers and income for local businesses. Increasing visitation is expected as a result of NPS and Key Partners' efforts and would continue to produce beneficial economic and fiscal impacts for the local economy.

Alternative B includes a low level of development sponsored by the NPS. There would not be an NPS visitor center. It is expected that most visitors would continue to start their visit at the Cedar Creek Battlefield visitor contact facility in Middletown as they do under Alternative A. Park staff would provide services and interpretation through ranger led tours and talks. Most contacts by park staff would be at sites owned by the Key Partners or other locations within the park. Visitation patterns and the resulting economic impacts would be expected to be generally the same as in Alternative A. Hiring a staff of six FTEs (about $600,000 for salaries, benefits, utilities, equipment, and consumables such as office supplies, etc.) would provide the primary recurring fiscal impact. Short-term expenditures (one-time costs) of about $2.7 million would be used to develop NPS facilities in the park. These capital investments would constitute the major portion of the NPS development of the park over the next 20 years. As in Alternative A, the only capital investment by the Key Partners would be developing the Keister Tract into a park – the economic impact would be the same as in Alternative A.

Relative to Alternative A, park visitation would be expected to increase moderately under Alternative B. Table 4.2 presents the visitation figures for 1996 through 2005 for some NPS battlefield parks that are in Virginia and/or relatively close to Cedar Creek and Belle Grove NHP It is not likely that visitor use at Cedar Creek and Belle

Table 4.2 Visitor Use at NPS Civil War Battlefield Parks near Cedar Creek and Belle Grove National Historical Park

Year	Antietam NB	Appomattox Courthouse NHP	Fredericksburg & Spotsylvania NMP	Gettysburg NMP	Harpers Ferry NHP	Manassas NBP	Petersburg NB	Richmond NBP
1996	246,082	205,938	477,991	1,632,720	314,548	725,086	171,312	77,807
1997	275,639	204,862	464,773	1,727,070	340,246	1,025,826	177,325	77,707
1998	275,385	201,874	449,798	1,701,660	371,094	972,709	155,993	82,187
1999	268,897	198,665	480,820	1,641,838	333,738	815,338	148,676	87,957
2000	286,896	196,363	489,833	1,542,184	317,699	692,006	171,099	90,422
2001	303,599	190,422	465,323	1,792,380	325,156	822,684	161,999	108,244
2002	303,209	177,219	464,890	1,833,033	286,289	779,147	167,563	106,397
2003	279,694	155,031	443,634	1,769,688	264,478	759,953	162,547	96,014
2004	237,885	152,453	443,030	1,724,420	260,783	722,132	158,167	84,876
2005	295,309	136,827	534,636	1,705,601	241,807	715,622	143,455	68,438
Average	**277,260**	**181,965**	**471,473**	**1,707,059**	**305,584**	**803,050**	**161,814**	**88,005**
Maximum	**303,599**	**205,938**	**534,636**	**1,833,033**	**371,094**	**1,025,826**	**177,325**	**108,244**
Minimum	**237,885**	**136,827**	**443,030**	**1,542,184**	**241,807**	**692,006**	**143,455**	**68,438**

[1] *All figures are recreation visits based on the Fiscal Year.*

Source: National Park Service, Public Use Statistics Office.

Grove NHP would approach the range for better known parks like Gettysburg National Military Park (averaging 1.7 million recreation visits annually) or Manassas National Battlefield Park (averaging 0.8 million recreation visits annually). Petersburg National Battlefield and Richmond National Battlefield Park are most similar to Cedar Creek and Belle Grove NHP in that they have multiple units separated by distance, requiring motorized transportation (perhaps an auto tour) for the visitor to experience all the parts of the park. These two parks are well established and have had annual visitation in the 70,000 to 177,000 range during the period 1996-2005. Over the next 20 years, as Cedar Creek and Belle Grove NHP becomes established, more developed, and better known to the public, annual visitation at the lower end of the range of 50,000 to 200,000 could be reasonably expected.

Increasing visitation is expected as a result of NPS and Key Partners' efforts and would continue to produce beneficial economic and fiscal impacts for the local economy, affecting only a few businesses and individuals within the local economy. Overall, increases in visitation would be expected to produce greater beneficial economic impacts compared to Alternative A. It is presumed that the staffing levels and annual operating budgets of the Key Partners could increase slightly under Alternative B (estimated at $660,000 annually), but would remain at least the same as in Alternative A.

As development of the park moves from the planning stage to implementation of the approved GMP, additional fiscal impacts would occur as funds are spent for facilities development and additional staff. People being drawn to the park because of the NPS presence would also result in additional beneficial fiscal and employment impacts due to increased spending by visitors from outside the three-county region.

The impacts of land acquisition would be expected to be the same as in Alternative A. Payments in Lieu of Taxes (PILT) would be generally the same as described in Alternative A. Land acquisition efforts would continue to have a negligible impact on the local economy. The Key Partners would seek to acquire lands as opportunities and funding allow, but the amount of parkland acquired would not be expected to change much compared to existing conditions. Further protection of the park and other historic resources through increased land acquisition, conservation easements, or other means, would continue to be left up to the Key Partners and any actions by individual landowners or local government. Land acquisition would be on a willing seller-willing buyer basis. Private owners would receive fair market value in exchange for any land bought by the federal government. Acquisition of any privately owned land by the federal government would remove this property from the local tax rolls, but federal PILT payments would increase and partially offset the decrease in property taxes collected by the local governments.

Locally, businesses and individuals in the towns of Middletown and Strasburg, and in other nearby local commercial centers, would probably benefit the most from implementation of Alternative B. Most goods and services needed for the park would be acquired from this local area or the greater three-county region. The demand for goods and services by the NPS and the Key Partners would increase compared to the current levels under Alternative A. Businesses and individuals in the local/regional construction industry and related suppliers of materials would benefit in the short-term during construction activities. These developments would happen over a number of years and the resulting beneficial impacts (e.g., increases in income and the creation of some jobs) would be moderate to major for some business firms and individuals within the local economy. Firms in the accommodations, food service, and retail trade industries are the most likely to be affected. The annual NPS operating budget would increase to approximately $730,000 (in 2007 dollars), which would provide the primary recurring fiscal impact.

The 2005 economic impact of all the NPS parks (that report visitor use according to NPS standards and methodology) was calculated based upon the Money Generation Model Version 2.[1] Data for some relatively close battlefield parks are displayed in Table 4.3. For fiscal year 2005, Petersburg NB had nearly 150,000 recreation visits and Richmond NBP received about 72,000 recreation visits. Non-local visitor

[1] *Stynes, Daniel J. August 2006.*

Table 4.3 Economic Impacts for NPS Battlefield Parks near Cedar Creek and Belle Grove NHP
(estimated using Money Generation Model 2)

Park	2005* Recreation Visits	Visitor Spending 2005*		Jobs	Personal income	Value added
		All visitors	Non-local Visitors			
Antietam NB	281,009	$12,791,000	$11,482,000	258	$4,754,000	$7,523,000
Appomattox Court House NHP	142,009	6,943,000	6,480,000	146	2,683,000	4,246,000
Fredericksburg & Spotsylvania NMP	532,369	26,029,000	24,294	546	10,058,000	15,917,000
Gettysburg NMP	1,716,467	97,123,000	96,439,000	2,999	33,782,000	53,840,000
Harpers Ferry NHP	242,116	11,838,000	11,049,000	248	4,574,000	7,239,000
Manassas NBP	718,712	12,006,000	11,594,000	251	5,422,000	8,581,000
Petersburg NB	149,911	7,330,000	6,841,000	154	2,832,000	4,482,000
Richmond NBP	71,695	4,271,000	3,849,000	86	1,594,000	2,522,000
Average	**481,786**	**22,291,375**	**18,469,787**	**586**	**8,212,375**	**13,043,750**
Maximum	**1,716,467**	**97,123,000**	**96,439,000**	**2,999**	**33,782,000**	**53,840,000**
Minimum	**71,695**	**$4,271,000**	**$24,294**	**86**	**$1,594,000**	**$2,522,000**

** Data for Recreation Visits and Visitor Spending are from Fiscal Year 2005.*
Source: Stynes, Daniel J. August 2006.

spending in the local region associated with these parks was more than $6.8 million and $3.8 million, respectively. About 150 jobs were supported by visitation to Petersburg NB and over 80 jobs by visitors to Richmond NBP.[1] Respectively, over $2.8 million and nearly $1.6 million in personal income in the regions surrounding these parks can be attributed to park visitors.[2] Visitor use and spending associated with visitor use at these two parks generated $4.4 million and $2.5 million, respectively, in value added.[3] Based on this information, the economic impact of Cedar Creek and Belle Grove NHP (including both NPS and Key Partner activities and contributions) could be expected to fall within these ranges after the park is further developed, becomes better known, and average visitation reaches the 70,000 to 150,000 range. Economic and fiscal impacts on the three-county, regional economy are the local impacts identified above with some additional expenditure occurring in the region as out-of-region visitors travel to and from the park. Total recurring costs by the NPS and Key Partners would be about $1.4 million annually, while total one-time costs would be

[1] "Jobs are the number of jobs in the region supported by the visitor spending. Job estimates are not full time equivalents, but include part time and seasonal positions." Stynes, et al May 2000.
[2] "Personal income includes wage and salary income, proprietor's income and employee benefits." Stynes, et al May 2000.
[3] "Value added is a commonly used measure of the contribution of an industry or region to gross national or gross state product. Value added is personal income plus rents and profits, plus indirect business taxes. As the name implies, it is the "value added" by the region to the final good or service being produced." Stynes, et al May 2000.

about $9.1 million. Some businesses and individuals in the region would benefit, but the overall impacts have much less importance due to the greater size of the economy of the three-county region. Impacts on the region – with over $3.3 billion in earnings and over 96,600 jobs in 2004 – as measured by these or other economic indicators (e.g., a notable increase in income or a decrease in unemployment, poverty, etc.) would be negligible.

Changes in the three-county (plus the city of Winchester) regional economy would include impacts on the regional socioeconomic base due to changes in park operations and other management or development actions. The socioeconomic base includes such factors as population, income, employment, earnings, etc. Park development and rehabilitation projects during the life of the plan would generally benefit the construction industry and associated workers.

Cumulative Impacts. Expansion of the I-81 corridor could increase the number of construction-related jobs in the area as well as increase spending within the local hospitality industry, a beneficial impact that would be short-term and of minor intensity. Expansion of the Chemstone quarry and upgrade of the power transmission lines could also increase jobs and spending in the local area, producing long-term, minor, beneficial impacts. The quarry expansion could also have adverse impacts on property values in the nearby area. Increased residential and commercial development would increase spending on land and construction materials while producing jobs in the region. The beneficial impact on socioeconomic conditions from this action would likely be long-term and of moderate intensity.

When the likely effects of implementing the actions contained in Alternative B are added to the effects of other current and reasonably foreseeable actions as described above, there would be a long-term, beneficial, minor to moderate, cumulative impact on the local and regional economy. The actions in Alternative B would add a very small increment to this overall impact.

Conclusion. The NPS expansion to six FTEs and an annual operating budget of $730,000 would result in minor, long-term, beneficial fiscal impacts within the local and regional economies. Short-term expenditures (one–time costs) of approximately $2.7 million by the NPS for facility development would occur under Alternative B. This spending would benefit a few businesses and individuals, mostly in the construction industrial sector. The Key Partners' annual operating costs would be about $660,000. The Key Partners' and others' efforts would provide most of the impetus that results in greater long- and short-term, minor, beneficial recurring fiscal impacts within the local and regional economies, but the increased NPS presence would also contribute to these results. The battle reenactments would continue to result in beneficial, short-term, regional, economic impacts that are major events during the short time they occur. Overall tourism spending is expected to increase to a minor to moderate degree as use of the park by people

from outside the region increases. Total recurring costs by the NPS and Key Partners would be about $1.4 million annually, while total one-time costs would be about $9.1 million. Some local and regional businesses and individuals (most likely in the accommodations and food service, and retail trade industries) providing goods and services to the park and the visiting public would benefit. Acquisition of land for the park would become more expensive and more difficult as the region continues to grow.

When the likely effects of implementing the actions contained in Alternative B are added to the effects of other current and reasonably foreseeable actions as described above, there would be a long-term, beneficial, minor to moderate, cumulative impact on the local and regional economy. The actions in Alternative B would add a very small increment to this overall impact.

4.4.5 Unavoidable Adverse Impacts

Unavoidable adverse impacts are defined as impacts that cannot be fully mitigated or avoided. Alternative B could result in several unavoidable adverse impacts on cultural and natural resources with impact intensities that are greater than minor, such as illegal collection of archeological resources, plants, and animals within the park boundary. Increased education, interpretation, and outreach efforts would help lessen, but not eliminate, the likelihood of this potential impact. Some soils and vegetation could be lost or altered due to the construction of new facilities in the park and to soil erosion from increased visitor use.

4.4.6 Irreversible and Irretrievable Commitments of Resources

New actions would be taken that would either result in the consumption of nonrenewable cultural or natural resources, or in the use of renewable resources that would preclude other uses for a period of time. In the construction of new facilities, including buildings and trails, limited amounts of nonrenewable resources would be used, including fuels and building materials. These resources would be essentially irretrievable once they were committed.

4.4.7 The Relationship between Short-Term Uses of the Environment and Long-Term Productivity

Lands in the park that are protected would remain in their current state and maintain their long-term productivity. The primary short-term uses of Cedar Creek and Belle Grove NHP would continue to be historic preservation, heritage tourism, and recreation. Disturbance of the park's soils, water quality, vegetation, and wildlife, due to visitor use and the construction of new facilities, would reduce the long-term productivity of the park in localized areas; however, overall there likely would only be a small effect on the park's long-term productivity. Efforts to protect, restore, and enhance natural and cultural resources in the park would increase the long-term productivity of the environment in localized areas.

4.5 Environmental Consequences of Alternative C

4.5.1 Cultural Resources

- **Archeological Resources**

Direct and Indirect Impacts. Actions under Alternative C would be expected to have beneficial, minor to moderate, long-term impacts on archeological resources on NPS- and partner-owned lands because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of key historic sites

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Alternative C, when compared with Alternative A, holds the potential for greater protection and preservation of archeological resources because the NPS and its Key Partners would own more land within the legislated boundaries of the park and develop collaborative proactive land protection strategies for resource preservation within and outside park boundaries.

Large special events would continue to have the potential to adversely impact archeological resources because visitors, vehicles, ground fires, and horses would likely continue to affect archeological resources. Development of new hiking/bicycling trails, auto touring routes, and a visitor center (either in or near the park) under Alternative C could affect archeological resources. However, the facilities would be cited to avoid known archeological resources. All ground-disturbing activities would be preceded by site-specific archeological surveys and, where appropriate, subsurface testing to determine the existence of archeological resources and how best to preserve them. If National Register-listed or National Register-eligible archeological resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the Virginia State Historic Preservation Officer (if the project was a federal undertaking). If previously undiscovered archeological resources were uncovered during construction, all work in the immediate vicinity of the discovery would be halted until the resources could be identified and documented and an appropriate mitigation strategy developed in consultation with the Virginia State Historic Preservation Officer. Few, if any, adverse impacts on archeological resources would be expected due to efforts to avoid all known sites.

Archeological resources adjacent to or easily accessible from trails, roads, and developed areas could be vulnerable to surface disturbance, inadvertent damage, and vandalism. A loss of surface archeological materials, alteration of artifact distribution, and a reduction of contextual evidence could result. However, NPS staff presence, instituting and monitoring user capacity, and emphasizing visitor education would discourage vandalism and inadvertent destruction of cultural remains, and any adverse impacts would be expected to be minimal if any.

While anticipated growth in park visitation and the continuation of large special events could result in rising levels of inadvertent disturbance to archeological resources, these impacts would be expected to be negligible because the NPS and its Key Partners would initiate efforts to educate the general public and private landowners about the importance and value of archeological resources.

Under this alternative, activities to protect and preserve archeological resources on privately owned lands within the park boundaries, which would constitute less than 10% of the park's total acreage, would ultimately remain at the discretion of the landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, implementation of Alternative C would be expected to have potential adverse, minor to moderate, long-term impacts on archeological resources on privately owned lands.

Cumulative Impacts. In the past, human activities, lack of sufficient resource monitoring and protection programs, and climatic and natural processes have resulted in the loss or disturbance of archeological resources. Because much of the park was not surveyed and inventoried for archeological resources until recent years, some decisions about site development and permitted activities, such as large special events, have been made that, in hindsight, may have resulted in the loss or disturbance to an unknown number of archeological sites on lands in the park. Although ongoing and expanded archeological site monitoring programs would be initiated and efforts would be undertaken to minimize or mitigate potential impacts from human activities and natural causes, an unknown number of archeological sites on NPS- and partner-owned lands in the park would likely continue to be adversely impacted by current and ongoing human activities, such as large special events, weather and climatic conditions, and natural processes, such as erosion and the shifting and cutting of river channels. Actions under this alternative, such as development of new hiking/bicycling trails and auto touring routes, could have minimal additional adverse impacts on archeological resources, although efforts would be undertaken to avoid all known sites, while NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Other recent, current, and reasonably foreseeable planning endeavors and undertakings on or near park lands, such as the expansion of the I-81 corridor

through the park, encroaching residential, commercial, and industrial development on lands within the park boundaries due to regional growth, expansion of the of the O-N Minerals rock quarry adjacent to the park's western boundary, and construction of power transmission lines near the park, would likely contribute to disturbance or destruction of archeological resources. Thus, such undertakings would be expected to have adverse, minor to moderate, long-term impacts on archeological resources.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute adverse effects to any overall cumulative impact on archeological resources. The adverse impacts on such resources associated with Alternative C, however, would constitute a relatively small component of any overall cumulative impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on archeological resources on NPS- and partner-owned lands; the determination would be potential *adverse effect* on privately owned lands.

Conclusion. Overall, implementation of Alternative C would result in beneficial, minor to moderate, long-term impacts on archeological resources on NPS- and partner-owned lands and potential adverse, minor to moderate, long-term impacts on archeological resources on privately owned lands. The adverse impacts under this alternative, however, would be less than those resulting from Alternative A because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park and develop proactive strategies for resource and viewshed protection within and outside the park boundaries.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have potential cumulative adverse, minor to moderate, long-term impacts on archeological resources; however, this alternative's contribution to these impacts would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of archeological resources in the park.

- **Ethnographic Resources**

Direct and Indirect Impacts. Actions under Alternative C would be expected to have beneficial, minor to moderate, long-term impacts on ethnographic resources (once they are identified) on NPS- and partner-owned lands because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach

based on land protection priorities, with the highest priority being given to acquisition of key historic sites

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Alternative C, when compared with Alternative A, holds the potential for greater protection and preservation of ethnographic resources because the NPS and its Key Partners would own more land within the legislated boundaries of the park and would develop collaborative proactive land protection strategies for viewshed and resource preservation within and outside park boundaries. The NPS and its Key Partners will consult with concerned Indian tribes and other groups (once ethnographic resources and potentially affected tribes and groups are identified) to identify, learn about, and develop strategies for preserving and providing access to ethnographic resources on NPS- and partner-owned lands.

The development of new facilities, such as hiking/bicycling trails, auto touring routes, and a visitor center (either in or near the park) under Alternative C would be expected to have negligible impacts on ethnographic resources because the facilities would avoid known resources. While anticipated growth in park visitation could result in rising levels of inadvertent disturbance to ethnographic resources, these impacts would be expected to be negligible because the NPS and its Key Partners would initiate efforts to educate the general public and private landowners about the importance and value of such resources.

Under this alternative, activities to protect and preserve ethnographic resources on privately owned lands within the park, which would constitute less than 10% of the park's total acreage, would ultimately remain at the discretion of the landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, implementation of Alternative C would be expected to have potential adverse, minor to moderate, long-term impacts on ethnographic resources on privately owned lands.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, ethnographic resources were likely subjected to minor to moderate adverse impacts by a variety of human activities, such as large special events, agricultural operations, inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and processes have continued to the present and would likely continue if Alternative C were implemented. Actions under this alternative, such as the development of new hiking/bicycling trails and new auto touring routes, could have minimal additional adverse impacts on ethnographic

resources, although efforts would be undertaken to avoid all known sites, while NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism, and inadvertent destruction.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would potentially have adverse, minor to moderate, short-term impacts on identified ethnographic resources during periods of construction.

Additionally, these developments would likely contribute to an increase in park visitation and thus potentially disturb, or disrupt access to, ethnographic resources. Therefore, they would potentially result in adverse, minor to moderate, long-term impacts on identified ethnographic resources.

These developments, along with major expansion of the O-N Minerals rock quarry adjacent to the park's western boundary and construction of overhead power transmission lines near the park, would also have potential adverse, minor to moderate, long-term impacts on ethnographic resources.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute minor to moderate, long-term to permanent, adverse impacts on any overall cumulative impact on ethnographic resources. The adverse impacts on such resources associated with Alternative C, however, would constitute a relatively small component of any overall cumulative impact.

Conclusion. Overall, implementation of Alternative C would result in beneficial, minor to moderate, long-term impacts on ethnographic resources on NPS- and partner-owned lands in the park. Implementation of Alternative C would result in potential adverse, minor to moderate, long-term impacts on such resources on privately owned lands. However, this alternative, when compared with Alternative A, holds the potential for greater protection and preservation of ethnographic resources because the NPS and its Key Partners would own more land within the legislated boundaries of the park and develop proactive strategies for viewshed and resource protection within and outside the park boundaries.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have cumulative adverse, minor to moderate, long-term impacts on ethnographic resources; however, this alternative's contribution to these impacts would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of ethnographic resources in the park.

- **Historic Structures**

Direct and Indirect Impacts. Actions under Alternative C would be expected to have beneficial, minor to moderate, long-term impacts on historic structures on NPS- and partner-owned lands because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of key historic sites
- develop proactive strategies to protect related resources outside the park boundary
- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Alternative C, when compared with Alternative A, holds the potential for greater protection and preservation of historic structures because the NPS and its Key Partners would own more land within the legislated boundaries of the park and develop collaborative proactive protection strategies for resource protection and preservation within and outside park boundaries. Few, if any, adverse impacts on historic structures would be anticipated.

While anticipated growth in park visitation and the continuation of large special events could result in the loss of some historic fabric in historic structures. NPS and partner acquisition of lands and key historic sites, as well as development of proactive strategies to protect resources within and outside the park, would be expected to result in beneficial, minor to moderate, long-term impacts on historic structures. Nevertheless, activities to protect and preserve historic structures on privately owned lands within park boundaries, which would constitute less than 10% of the park's total acreage, would ultimately remain subject to the discretion of landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, actions under this alternative would have potential adverse, minor to moderate, long-term impacts on such resources on privately owned lands.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, historic structures were adversely impacted by a variety of human activities, such as large special events, inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and processes have continued to the present and would likely continue if Alternative C were

implemented. NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would potentially result in adverse, minor to moderate, long-term impacts on historic structures because these developments would likely result in increased park visitation and the potential for loss of historic fabric from historic structures.

As described above, implementation of Alternative C would result in both beneficial and adverse impacts on historic structures. Yet, due to the adverse impacts of other current or reasonably foreseeable actions, the cumulative impact would be adverse, minor to moderate, and long-term. Alternative C, however, would contribute only minimally to the cumulative adverse impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on historic structures on NPS- and partner-owned lands; the determination would be potential *adverse effect* on privately owned lands.

Conclusion. Overall, implementation of Alternative C would result in beneficial, minor to moderate, long-term impacts on historic structures on NPS- and partner-owned lands. Implementation of Alternative C would result in potential adverse, minor to moderate, long-term impacts on historic structures on privately owned lands. The adverse impacts under this alternative, however, would be less than those resulting from Alternative A because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park and develop proactive strategies for resource preservation within and outside the park boundaries.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have potential cumulative adverse, minor to moderate, long-term impacts on historic structures; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of historic structures in the park.

- **Cultural Landscapes**

Direct and Indirect Impacts. Actions under Alternative C would be expected to have beneficial, minor to moderate, long-term impacts on cultural landscapes on NPS- and partner-owned lands because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of key historic sites

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Alternative C, when compared with Alternative A, holds the potential for greater protection and preservation of cultural landscapes because the NPS and its Key Partners would own more land within the legislated boundaries of the park and would develop collaborative proactive land protection strategies for viewshed and resource preservation within and outside park boundaries.

Although development of new auto touring routes, trails, and a visitor center (either in or near the park) under Alternative C could potentially impact some elements of cultural landscapes. These impacts would be negligible because efforts would be undertaken to avoid significant cultural landscape elements and ensure that the facilities would blend with their natural surroundings as well as the park's pastoral and rural landforms. Careful design would ensure that expansion or development of trails on NPS- and partner-owned lands would minimally affect the scale and visual relationships among landscape features. In addition, the topography, vegetation, circulation features, and land use patterns of the cultural landscape would remain largely unaltered. Few, if any, adverse impacts would be anticipated.

While anticipated growth in park visitation and the continuation of large special events could result in the loss of some cultural landscape elements, NPS and partner acquisition of lands and key historic sites, as well as development of proactive strategies to protect resources and viewsheds within and outside the park, would be expected to have beneficial, minor to moderate, long-term impacts on cultural landscapes. Nevertheless, activities to protect and preserve cultural landscapes on privately owned lands within park boundaries, which would constitute less than 10% of the park's total acreage, would ultimately remain subject to the discretion of landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, actions under this alternative would have

potential adverse, minor to moderate, long-term impacts on cultural landscapes on privately owned lands.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, cultural landscapes were adversely impacted by a variety of human activities, such as large special events, agricultural operations (which have impacted Civil War-related resources), inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and processes have continued to the present and would likely continue if Alternative C were implemented. Actions under this alternative, such as development of new hiking/bicycling trails and new auto touring routes, could have minimal additional adverse impacts on cultural landscapes, although efforts would be undertaken to avoid all known sites, while NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would have adverse, minor to moderate, long-term impacts on cultural landscape resources because they would likely result in increasing park visitation and the potential for loss of some significant cultural landscape features. Additionally, these developments, along with major expansion of the O-N Minerals rock quarry adjacent to the park's western boundary and construction of overhead power transmission lines near the park, would have adverse, minor to moderate, long-term impacts on cultural landscape resources because the developments would result in visual intrusions on the historic scene and contribute to the loss of significant elements of the park's rural and pastoral landscape.

As described above, implementation of Alternative C would result in both beneficial and adverse impacts on cultural landscapes. Yet, due to the adverse impacts of other current or reasonably foreseeable actions, the cumulative impact would be adverse, minor to moderate, and long-term. Alternative C, however, would contribute only minimally to the adverse cumulative impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on cultural landscapes on NPS- and partner-owned lands; the determination would be potential *adverse effect* on cultural landscapes on privately owned lands.

Conclusion. Overall, implementation of Alternative C would result in beneficial, minor to moderate, long-term impacts on cultural landscapes on NPS- and partner-owned lands. Implementation of Alternative C would result in potential adverse, minor to moderate, long-term impacts on cultural landscapes on privately owned lands. The adverse impacts under this alternative, however, would be less than

those resulting from Alternative A because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park and develop proactive strategies for resource and viewshed protection within and outside the park boundaries.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have potential cumulative adverse, minor to moderate, long-term impacts on cultural landscapes; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of cultural landscapes in the park.

- **Museum Collections**

Direct and Indirect Impacts. The impacts of actions under Alternative C on museum collections would be generally the same as those described under Alternative A. However, this alternative holds the potential for enlarged museum collections compared with Alternative A, because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park. All NPS- and partner-owned collections would be accessioned, cataloged, preserved, protected, and made available for access and use according to NPS and other professional standards and guidelines. Under Alternative C, some items in the collections would likely be displayed in the NPS visitor center or at the partner-owned or privately owned sites that participate in the park's interpretive program.

Privately owned collections of cultural and natural objects, artifacts, and archival materials would likely continue to remain in private ownership or be deposited with organizations or institutions at the discretion of the landowners. As a result, such collections of historical and natural objects, artifacts, and archives could potentially be degraded, lost, or scattered, thus reducing or eliminating their future usefulness for research and interpretation.

Cumulative Impacts. Because conditions would not change, there would be no cumulative effects on museum collections under this alternative.

Conclusion. Overall, implementation of Alternative C would result in beneficial, minor to moderate, long-term impacts on museum collections possessed by the NPS and its Key Partners. Implementation of Alternative C would result in potential adverse, minor to moderate, long-term impacts on privately owned collections. However, this alternative holds the potential for enlarged museum collections compared with Alternative A, because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park.

Impacts from actions contained in this alternative would not likely result in impairment of museum collections in the park.

4.5.2 Natural Resources

- **Scenic/Visual Resources/Viewsheds**

Direct and Indirect Impacts. Alternative C holds the potential for greater protection and preservation of scenic resources and viewsheds because the NPS and its Key Partners would own more land in the park and develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on scenic resources under Alternative C would be expected to be less than those under Alternative A because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of key historic sites

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's scenic resources and viewsheds. Relative to Alternative A, coordination of land protection and acquisition activities would be improved under Alternative C. The NPS and its Key Partners would protect and acquire about 2,000 acres of land. The acquisition of key properties could result in the protection of important scenic resources and would prohibit development that could adversely impact the scenic resources and viewsheds of the park. Acquisition of key historic sites within the park would continue to be the focus, in contrast to protecting key views, vistas, and scenic backdrops. However, the NPS and its Key Partners would develop proactive strategies to protect related resources outside the park boundary, utilizing conservation easements and consulting with local governments. Under Alternative C, the NPS and the Key Partners would also provide technical assistance to one another, to private landowners, and to nearby communities specifically related to viewshed protection issues in the park. The beneficial impacts on scenic resources from land protection would be greater than those under Alternatives A and B. Collectively, this land protection approach would be expected to result in long-term, beneficial, moderate, localized impacts.

Visitor use, including trail use, scenic driving, and participation in large special events, would continue to affect scenic resources. Increases in park visitation, resulting from the development of auto touring routes and new trail opportunities under Alternative C, would likely increase the potential for adverse impacts on scenic resources. The acquisition of key historic properties would also increase the visitor opportunities available in the park, which, in turn, would likely increase total park visitation. Collectively, this would result in long-term, minor to moderate, adverse impacts on scenic resources that would be localized.

Land use and resource management activities in the park would continue to affect the scenic resources of the park. The management of cultural landscapes and agricultural settings would continue to affect scenic resources. Impacts are likely to be long-term and could be beneficial or adverse. The intensity of the impacts is unknown; however the impacts are expected to be localized.

Under Alternative C, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including scenic resources. Collectively, these actions would improve coordination and accountability for scenic resource management compared to Alternative A; this would result in long-term beneficial localized impacts on scenic resources and viewsheds. Predicting the intensity of this impact is difficult, but it is anticipated to be minor.

Facility development under Alternative C would increase and could produce greater impacts on scenic resources compared to Alternative A. The types of impacts would be generally the same as in Alternative A, but the impacts would be greater and would affect more areas of the park.

The construction of new facilities under this alternative, including hiking and biking trails (with trailheads), auto touring routes (with waysides), and signs, has the potential to affect the scenic resources of the park. As in all alternatives, maintenance of existing facilities would probably result in some erosion and/or alteration of soil properties, resulting in a negligible to minor long-term adverse impact in localized areas.

This alternative includes the development of a visitor center in, or near, the park in an undetermined location. The visitor center would not be an imposing structure on the landscape and would not be located in key viewsheds - potential impacts to scenic resources would be expected to be negligible. Appropriate studies and NEPA compliance would be required to move forward with implementation.

Eight Visitor Focal Areas have been proposed in this alternative. Potential impacts on scenic resources from development in these areas could include obstructed views from poorly placed signs and interpretive structures. Potential impacts from

development in Visitor Focal Areas would be expected to be long-term, adverse, localized, and of negligible to minor intensity.

The locations of the proposed Visitor Services Zone are fully contained inside the boundaries of the Cultural Landscape Zone. Potential impacts on scenic resources from development in these areas could include obstructed views from poorly placed facilities and structures that are incompatible with the surrounding landscape and rural character. Potential impacts from development in the Visitor Services Zone would be expected to be long-term, adverse, localized, and of minor to moderate intensity.

Several conceptual trail corridors have been proposed in this alternative, including one that follows the course of the battle. Trails in this alternative pass through forested areas and traverse the borders of open fields. Trails are planned to be four feet wide, constructed out of natural surfaces or gravel crusher fines, and used for hiking and bicycling only. Trails themselves would have negligible impacts on scenic resources and viewsheds. However, trailhead development could have adverse impacts. This alternative proposes a total of seven trailheads. Adverse impacts from trailheads have been minimized due to their placement at sites with previous disturbance—along existing highways, roads, and driveways. Some new disturbance would still be required, which could affect the pastoral landscape and its scenic qualities. Potential impacts from trailhead development would be expected to be long-term, adverse, minor, and localized.

The development of auto touring routes could have adverse impacts on scenic resources and viewsheds. The routes themselves would utilize existing road rights-of-way and therefore would have no impact on scenic resources. The development of two waysides along existing roadways to support the touring routes has the potential to impact scenic resources. It is presumed that any construction required would be contained within the right-of-way. Even so, such a facility has the potential to affect the scenic qualities of the area due to increases in asphalt surfacing and the installation of new signs. If wayside developments are planned and constructed properly, adverse impacts would likely be negligible. Impacts from auto tour routes could also include the creation of denuded areas and ruts along road corridors that may affect the scenic quality of the area. Impacts on scenic resources and viewsheds are expected to be long-term, adverse, minor, and localized.

Impacts on scenic resources from activities on private land would be less than those described in Alternative A due to increased land protection. Scenic resources on private lands within the park, which would constitute less than half of the park's total acreage under Alternative C, would continue to be impacted by land-use and land-management activities, development, and land protection. The types of impacts would be generally the same as those described in Alternative A.

Collectively, impacts on scenic resources and viewsheds from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on the scale of these activities. Adverse impacts would be major only if significant portions of the land are developed.

Cumulative Impacts. The impact of cumulative actions on scenic resources and viewsheds would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, moderate to major, adverse impacts.

When the likely effects of implementing the actions contained in Alternative C are added to the effects of other current and reasonably foreseeable actions outside the park described above, there would be a long-term, moderate, adverse cumulative impact on the park's scenic resources and viewsheds. The adverse impacts of projects and actions outside of the park would be substantially mitigated by the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative C would contribute an appreciable increment to this resulting cumulative impact.

Conclusion. The park's scenic resources and viewsheds would be affected by the actions under Alternative C, including those associated with visitor use, land use, land management, development, and land protection. Adverse impacts on soils from facility development would be greater than those in Alternatives A and B, but the beneficial impacts of land protection would also be greater.

Visitor use would result in long-term, minor to moderate, adverse impacts on scenic resources that would be localized. Land use and management impacts on scenic resources would be long-term, beneficial or adverse, minor, and would be localized. Development impacts would be long-term, adverse, localized, and intensities would range from negligible to moderate depending upon the type of development. Land protection would result in long-term, beneficial, moderate impacts that would be localized.

When the impacts of Alternative C are added to the effects of other current and foreseeable future actions, there would be a moderate to major, long-term, adverse cumulative impact on the park's scenic resources and viewsheds. The impacts would be localized. The adverse impacts of projects and actions outside of the park would be substantially mitigated by the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative C would contribute an appreciable increment to this overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of scenic/visual resources/viewsheds in the park.

- **Soils**

Direct and Indirect Impacts. Alternative C holds the potential for greater protection and preservation of soils because the NPS and its Key Partners would own more land in the park and would develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on soils under Alternative C would be expected to be less than those under Alternative A because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of key historic sites

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's soils. Relative to Alternative A, coordination of land protection and acquisition activities would be improved under Alternative C. Together the NPS and its Key Partners would protect and acquire about 2,000 acres of land. Although acquisition of key historic sites within the park would continue to be the focus, these properties would also contain soil resources. Acquisition of these properties could result in the protection of important soils, including prime farmland or hydric soils, and would prohibit development that could adversely impact these resources. The beneficial impacts on soils from land protection would be greater than those under Alternative A and Alternative B. Under this alternative the NPS and its Key Partners would also develop proactive strategies to protect related resources outside the park boundary, utilizing conservation easements and consulting with local governments. Under Alternative C, the NPS and Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities specifically related to viewshed protection issues in the park. Collectively, this land protection approach would be expected to result in long-term, beneficial, localized impacts on soils of minor to moderate intensity.

Impacts on soils from visitor use would continue to affect soils in the park. Trail use and large special events such as battle reenactments would continue to compact soils and cause erosion from people, vehicles, and horses. Soils along existing trails and near parking areas would likely experience the same effect.

Increases in park visitation, resulting from the development of auto touring routes and new trail opportunities under Alternative C, would likely increase the potential for adverse impacts on soils as described above. The acquisition of key historic properties would also increase the visitor opportunities available in the park, which, in turn, would likely increase total park visitation. The potential for increased development of unofficial social trails created by visitors would likely increase under this alternative since the development of more trails in the park would allow visitors to access previously inaccessible areas of the park and may encourage them to go off trail, especially near the Visitor Focal Areas. On the other hand, it could be argued that the development of the trail system will formalize access and minimize impacts from visitor use. Overall, visitor use would result in long-term, minor to moderate, adverse impacts on soils and would be localized.

Under Alternative C, instituting and monitoring user-capacity indicators, as well as implementing management strategies to mitigate adverse impacts, would reduce soil erosion caused by visitor use. Compared to Alternative A, implementing Alternative C would likely result in a minor, long-term, beneficial impact that would be localized.

Land use and resource management activities in the park would continue to affect soils. Agricultural production and livestock grazing would continue to cause soil compaction and erosion. Under Alternative C, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource goals. Collectively, these activities would result in long-term, minor to moderate, adverse impacts that would be limited in extent.

Under Alternative C, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including soils. Collectively, these actions would improve coordination and accountability for scenic resource management compared to Alternative A; this would result in long-term beneficial impacts on soils that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be minor.

Facility development under Alternative C would increase and would produce greater impacts on soils compared to Alternatives A and B. The construction of new facilities under this alternative, including a visitor center, hiking and biking trails (with trailheads), auto touring routes (with waysides), and signs, would affect soils. As in all alternatives, maintenance of existing facilities would probably result in some erosion and/or alteration of soil properties, resulting in a negligible to minor, long-term, adverse impact in localized areas.

This alternative includes the development of a visitor center in, or near, the park in an undetermined location outside of the park. If establishment of the visitor center

required new construction, some soils would be lost to erosion and/or substantially altered in local areas where ground disturbance occurs. Mitigation measures, such as installing erosion matting and silt fences, would help reduce the impacts. The impact on soils would be long-term, adverse, moderate, and localized.

Eight Visitor Focal Areas have been proposed in this alternative. Proposed development in the Visitor Focal Areas and Visitor Services Zone would affect soils. The degree of impact would depend on the scale of development that occurred on the site. Impacts on soils in these areas would likely include the loss of soils due to the facility construction and the potential for compaction and alteration of soils adjacent to the sites due to heavy equipment use. Impacts from development in the Visitor Focal Areas and Visitor Services Zone would be expected to be long-term, adverse, localized, and of minor to moderate intensity.

Several conceptual trail corridors have been proposed in this alternative. Trails are planned to be four feet wide, constructed out of natural surfaces or gravel crusher fines, and used for hiking and bicycling only. These trails would traverse mostly upland soils. Site preparation work would disturb the soil profile and displace soils along the trail, generally down to the level where mineral soil can be found. Construction equipment also would likely disturb and compact adjacent soils in the project areas. The potential for soil erosion would increase in these areas. Construction of the trails would result in long-term, minor to moderate adverse impacts in localized areas. The implementation of best management practices (BMPs) would reduce the adverse impacts on soils. Trailhead development, which could include the clearing of areas to accommodate parking and trail access, would be expected to result in long-term, moderate, adverse impacts in localized areas.

The development of auto touring routes could have adverse impacts on soils. The routes themselves would utilize existing road rights-of-way and therefore would have no impact on soils. The development of two waysides along existing roadways to support the touring routes could adversely impact soils. It is presumed that any construction required would be contained within the road right-of-way; however, portions of the right-of-way may be undisturbed. Impacts from auto tour routes could also include the compaction of soil along road corridors and the potential for soil erosion. Increases in asphalt surfacing and the installation of new signs would disturb soils. Impacts on soils are expected to be long-term, adverse, moderate, and localized.

Impacts on soils on private lands in the park would be less than those described in Alternative A due to increased land protection. Soils on private lands within the park, which would constitute less than half of the park's total acreage under Alternative C, would continue to be impacted by development and agricultural production. The types of impacts would be generally the same as those described in Alternative A. Collectively, impacts on soils from activities that occur on private

lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on soils would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative C are added to the effects of other current and reasonably foreseeable actions outside the park, there would be a long-term, moderate, adverse cumulative impact on soils. The actions in Alternative C would contribute an appreciable increment to this cumulative impact.

Conclusion. The park's soils would be affected by the actions under Alternative C, including those associated with visitor use, land use, land management, development, and land protection. Adverse impacts on soils from facility development would be greater than those in Alternatives A and B, but the beneficial impacts of land protection would greater.

Visitor use would result in long-term, minor to moderate, adverse impacts on soils that would be localized. Land use and management impacts on soils would be long-term, beneficial or adverse, minor to moderate, and would be localized. Development impacts would be long-term, adverse, localized, and intensities would range from negligible to moderate depending upon the type of development. Land protection would result in long-term, minor to moderate, beneficial impacts that would be localized.

When the impacts of Alternative C are added to the effects of other current and foreseeable future actions, there would be a moderate, long-term, adverse cumulative impact on soils in the park. The impacts would be localized. The actions in Alternative C would add an appreciable increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of soils in the park.

- **Groundwater**

Direct and Indirect Impacts. Alternative C holds the potential for greater protection and preservation of groundwater because the NPS and its Key Partners would own more land in the park and would develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on groundwater under Alternative C would be expected to be less than those under Alternative A because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of key historic sites

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's groundwater. Relative to Alternative A, coordination of land protection and acquisition activities would be improved under Alternative C. The NPS and its Key Partners would protect and acquire about 2,000 acres of land. Although acquisition of key historic sites within the park would continue to be the focus, these properties would also overlay groundwater. Acquisition of these properties could aid in the protection of groundwater by eliminating or reducing the development potential of the property. This would result in a reduction in demand for domestic water that would help with current water supply issues. Elimination or reduction of development would also reduce the potential for adverse impacts on groundwater quality by reducing human activities that could result in inadvertent chemical contamination. The beneficial impacts on groundwater from land protection would be greater than those under Alternative A, but still minor. Land protection under Alternative C would be expected to result in long-term, beneficial, minor, localized impacts.

Impacts on groundwater from visitor use under Alternative C would be greater than under Alternative A due to increased park visitation and corresponding increases in water consumption. Increased park visitation resulting from increased visits to the partner-owned sites would likely increase the demand for domestic water. Development of the Keister Tract would also substantially increase visitor use in the southern portion of the park. Visitation at this site would increase after the area opens to the public and then would likely continue to gradually increase over the life of the plan. The acquisition of key historic properties would also increase the visitor opportunities available in the park, which, in turn, would likely increase total park visitation. These new uses and corresponding increases in park visitation could result in long-term, adverse impacts on groundwater and domestic water supplies. The impacts could extend beyond park boundaries. Predicting the intensity of this impact is difficult, but it is anticipated to be minor because the increase in water use above existing rates of consumption would be relatively small when compared to the size of the aquifer.

As in Alternative A, groundwater quality in the park, in locations such as along existing roads and at parking areas, would continue to be affected by visitor use. Under Alternative C, new parking areas developed in the Visitor Focal Areas and/or the Visitor Services Zone would contribute to potential impacts. Inadvertent chemical spills, including oil from automobiles, could enter the soil profile and impact groundwater quality. Areas with karst features, such as sinkholes, that have more direct connections to groundwater and surface waters, would be more likely to experience adverse impacts on groundwater. These adverse impacts would likely be long-term, localized, and of negligible to minor intensity because they would be limited to discrete areas such as roads and parking areas.

Land use and resource management activities in the park could continue to affect groundwater. Groundwater quality could be affected by chemicals used in agricultural production. The impact would likely be long-term, adverse, minor, and localized. Under Alternative C, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource goals. Collectively, these activities would result in long-term, adverse, minor, localized impacts.

Under Alternative C, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including water resources. Collectively, these actions would improve coordination and accountability for water resource management in comparison to Alternative A, which would result in long-term beneficial impacts on groundwater that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be negligible to minor.

Facility development would increase under Alternative C and the impacts on groundwater would be slightly greater than in Alternatives A and B. Groundwater withdrawal for NPS and partner uses would continue to be relatively small compared to other uses in the park, and water consumption is not expected to increase substantially over the life of the plan. Impacts on groundwater from facility development under this alternative would be limited to those generated by the establishment of a visitor center and facility development in the Visitor Services Zone. The visitor center would require domestic water to support visitor use and staff operations. Increased water withdrawals required for domestic water use would adversely impact groundwater supply and/or aquifer levels in the area. Facilities built in the Visitor Service Zone, such as restrooms and campgrounds, would likely require water to support visitor use. The number of new wells or the amount of domestic water that would be needed has not been determined and would be dependent on the scale of development that occurs. Overall, impacts would be expected to be long-term, adverse, mostly localized, and their intensity

would be negligible to minor. Trailhead development on NPS-owned land is not expected to require additional water consumption over the long-term.

Adverse impacts on groundwater on private lands in the park would be less than those described in Alternative A due to increased land protection. Groundwater on private lands within the park, which would constitute less than half of the park's total acreage under Alternative C, would continue to be impacted by development, land use, and land management. The types of impacts would be generally the same as those described in Alternative A. In most cases, adverse impacts would be realized only when private lands are developed. Collectively, impacts on groundwater from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on groundwater would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative C are added to the effects of other current and reasonably foreseeable actions outside the park, there would be a long-term, adverse cumulative impact on groundwater resources. The impacts could extend beyond park boundaries and could include the region. It is difficult to predict and quantify the impacts, but they are anticipated to be moderate. The actions in Alternative C would add a small increment to this overall impact.

Conclusion. Groundwater resources in the park would be affected by the actions under Alternative C, including those related to visitor use, land use, land management, development, and land protection. Adverse impacts on groundwater from facility development would be slightly greater than those in Alternatives A and B, but the beneficial impacts of land protection would also be greater.

Visitor use impacts on groundwater would be short- and long-term, adverse, negligible to minor, and localized. Land use and management impacts on groundwater would be long-term, adverse or beneficial, negligible to minor, and localized. Facility development and maintenance impacts would be long-term, adverse, negligible to minor, and localized. Land protection would result in long-term, beneficial, minor impacts that would be localized.

When the impacts of Alternative C are added to the effects of other current and foreseeable future actions, there would be a moderate long-term adverse cumulative impact on groundwater resources. The impacts could extend beyond park boundaries in some cases. The actions in Alternative C would add a small increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of groundwater in the park.

- **Surface Water Quality**

Direct and Indirect Impacts. Alternative C holds the potential for greater protection and preservation of surface water quality because the NPS and its Key Partners would own more land in the park and develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on surface water quality under Alternative C would be expected to be less than those under Alternative A because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of key historic sites
- develop proactive strategies to protect related resources outside the park boundary
- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's surface water quality. Relative to Alternative A, coordination of land protection and acquisition activities would be improved under Alternative C. The NPS and its Key Partners would protect and acquire about 2,000 acres of land. The beneficial impacts on surface water quality from land protection under Alternative C would be greater than those under Alternatives A and B. Many of the tracts identified as protection priorities in Alternative C contain creek and stream frontage. Acquisition of the properties provides the NPS and its Key Partners with the ability to control land uses adjacent to surface waters and thereby minimize inputs into waterways. Land use and/or management practices would likely transition from rural agricultural use to visitor use and preservation over the life of the plan, which would produce beneficial impacts. Land protection under Alternative C would be expected to result in long-term, beneficial, minor, localized impacts.

Under Alternative C, surface water quality in the park would continue to be affected by visitor use due to the potential for soil erosion and inadvertent chemical contamination. Trail use and large special events would continue to produce adverse impacts on surface water, such as vegetation loss with resultant increased erosion, and inadvertent chemical contamination. The acquisition of key historic properties would also increase the visitor opportunities available in the park, which,

in turn, would likely increase total park visitation. Visitor use under Alternative C would result in long-term, adverse, minor, localized impacts.

Compared to Alternative A, adverse impacts on surface water quality from land use and resource management would be reduced; however, surface water quality would continue to be affected. Agricultural practices would continue to cause stream bank erosion and chemical inputs into surface waters. Under Alternative C, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including assistance on natural resource issues. Collectively, these activities would result in long-term, adverse, minor to moderate, localized impacts.

Under Alternative C, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including water resources. Collectively, these actions would improve coordination and accountability for water resource management in comparison to Alternative A; this would result in long-term beneficial impacts on surface water quality that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be minor.

As in all of the action alternatives, the Natural Resource Zone is designed to protect areas of high biodiversity such as stream corridors and the state-designated Panther Conservation Site. This zone spans approximately 300 feet on both sides of all streams and rivers within the park boundary. This zone would preserve existing vegetation within this 600-foot corridor, providing a vegetated riparian buffer that would filter pollutants and reduce inputs into streams and rivers. The impact on surface water quality would be expected to be long-term, beneficial, moderate, and localized.

Facility development would increase under Alternative C and would produce greater impacts on surface water quality compared to Alternatives A and B. Impacts on surface water quality from facility development proposed under this alternative would be generally limited to the construction of trails, trail crossings, and trailheads—no other new facilities are proposed near surface waters. Trail construction adjacent to Cedar Creek, Meadow Brook, and the North Fork of the Shenandoah River could affect surface water quality. With the implementation of mitigation measures, such as erosion control, impacts would be reduced. Impacts from trail construction would be short-term, adverse, localized, and of minor intensity.

The conceptual trail corridors identify three crossings of Cedar Creek and two crossings of Meadow Brook. Construction of trail crossings would affect surface water quality. There is also potential for inadvertent chemical contamination from

the use of construction equipment. Impacts from the construction of trail crossings would be short-term, adverse, localized, and of minor intensity. Seven trailheads are proposed under this alternative; however, they are all located away from surface waters and mitigation measures should reduce or eliminate any impacts on surface water quality. The impacts from construction of trailheads would be short-term, adverse, localized, and of negligible to minor intensity.

New parking areas developed near surface waters in the Visitor Focal Areas would contribute to any potential impacts on surface water quality. Inadvertent chemical spills, including oil from automobiles parked at Visitor Focal Areas or in the Visitor Services Zone, could enter surface waters through runoff. The impacts would be long-term, adverse, localized, and of negligible to minor intensity.

Impacts on surface water quality on private lands in the park would be less than those described in Alternative A. Surface water quality on private lands within the park, which would constitute less than half of the park's total acreage under Alternative C, would continue to be impacted by development, land use, land management, and land protection. The types of impacts would be generally the same as those described in Alternative A. Collectively, impacts on surface water quality from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on surface water quality would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative C are added to the effects of other current and reasonably foreseeable actions outside the park, there would be a long-term adverse cumulative impact on surface water quality in the park. The impacts would be mostly localized and could extend further downstream into the watershed. It is difficult to predict and quantify the impacts, but they are anticipated to be minor to moderate. The actions in Alternative C would add a small increment to this overall impact.

Conclusion. Surface water quality in the park would be affected by the actions under Alternative C, including actions associated with visitor use, land use, land management, development, and land protection. Adverse impacts on surface water quality from facility development would be greater than those in Alternatives A and B, but the beneficial impacts of land protection would also be greater.

Visitor use impacts on surface water quality would be long-term, adverse, minor, and localized. Land use and land management impacts on surface water quality would be long-term, adverse or beneficial, minor to moderate, and mostly localized. Development impacts would be short-term, adverse, negligible to minor, and

localized. Land protection would result in long-term, beneficial, localized, minor impacts.

When the impacts of Alternative C are added to the effects of other current and foreseeable future actions, there would be a minor to moderate, long-term, adverse cumulative impact on surface water quality. The impacts would be mostly localized, but could extend beyond park boundaries. The actions in Alternative C would add a small increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of surface water quality in the park.

- **Vegetation**

Direct and Indirect Impacts. Alternative C holds the potential for greater protection and preservation of vegetation because the NPS and its Key Partners would own more land in the park and would develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on vegetation under Alternative C would be expected to be less than those under Alternative A because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of key historic sites

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's vegetation. Relative to Alternative A, coordination of land protection and acquisition activities would be improved under Alternative C. The NPS and its Key Partners would protect and acquire about 2,000 acres of land. Although acquisition of key historic sites within the park would continue to be the focus, these properties would also contain vegetation. Acquisition of these properties could result in the protection of important vegetation, including wetlands, riparian areas, and other unique or rare plant communities, and would prohibit development that could adversely impact these resources. The beneficial impacts on vegetation from land protection would be greater than those under Alternatives A and B. Land protection under Alternative C would be expected to result in long-term, beneficial, minor, localized impacts.

General recreational use and trail use, along with large special events, would continue to adversely impact vegetation through trampling and vegetation loss. Large special events would continue to impact vegetation by causing injury or mortality in isolated areas due to trampling from visitor use and damage to trees from horse activity and hitching. Increases in park visitation, resulting from the development of auto touring routes and new trail opportunities under Alternative C, would likely increase the trampling of plants or loss of vegetation. The acquisition of key historic properties would also increase the visitor opportunities available in the park, which in turn, would likely increase total park visitation. Increased automobile and human use would also increase the potential for the spread and proliferation of exotic and invasive plants. The potential for development of unofficial social trails caused by visitors would likely increase under this alternative since the development of more trails in the park would allow visitors to access previously inaccessible areas of the park and may encourage them to go off trail, especially near the Visitor Focal Areas. On the other hand, it could be argued that the development of the trail system will formalize access and minimize impacts on vegetation from visitor use. Illegal collection of plants could also occur in the park. Visitor use under Alternative C would result in long-term, adverse, localized, minor impacts on vegetation.

Under Alternative C, instituting and monitoring user-capacity indicators, as well as implementing management strategies to mitigate adverse impacts, should reduce impacts on vegetation caused by visitor use. Compared to Alternative A, Alternative C would likely result in a minor, long-term, beneficial impact that would be localized.

Land use and resource management activities in the park would continue to affect vegetation. Although the management of agricultural lands, natural areas, exotic and invasive plants, and vegetation that contribute to the park's cultural landscapes would continue to be variable and could produce adverse impacts, the beneficial impacts on vegetation from land use and land management under Alternative C would be greater than those under Alternative A due to increased coordination between the NPS and its Key Partners.

Under Alternative C, the NPS and Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource and vegetation management goals. The NPS and its Key Partners would also develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including vegetation. Collectively, these actions would improve coordination and accountability for vegetation management, which would result in long-term beneficial impacts on vegetation that are localized. Predicting the intensity of these impacts is difficult, but they are anticipated to be minor.

As in all of the action alternatives, the Natural Resource Zone is designed to protect areas of high biodiversity such as stream corridors and the state-designated Panther Conservation Site. This zone spans approximately 300 feet on both sides of all streams and rivers within the park boundary. This zone would preserve existing vegetation within the 600-foot corridor and would act as a riparian buffer. The park would seek to develop a habitat management program for the Panther Conservation Site in cooperation with the Cedar Creek Battlefield Foundation (who owns the site) and the state of Virginia. Such a program would likely result in increased protection and enhancement of rare plant communities compared to Alternative A. The impact on vegetation from these actions would likely be long-term, beneficial, minor to moderate, and localized.

Collectively, impacts on vegetation from land use and management under Alternative C would be long-term, adverse or beneficial, localized, and of minor intensity.

Facility development would increase under Alternative C and would produce greater impacts on vegetation compared to Alternatives A and B. The construction of new facilities under this alternative, including a visitor center, hiking and biking trails (with trailheads), auto touring routes (with waysides), and signs, has the potential to affect vegetation. As in all of the alternatives, the development of visitor facilities at the Keister Tract would cause permanent loss of vegetation in the footprint of a development and would likely cause short-term adverse impacts on vegetation adjacent to the footprint due to construction activities. Maintenance of existing facilities would likely result in some injury to, or loss of, plant material, resulting in a negligible to minor, long-term, adverse impact in localized areas.

This alternative includes the development of a visitor center in, or near, the park in an undetermined location. The citing of the new facility would likely be in a previously disturbed and developed area with limited native vegetation. Construction of the visitor center would result in permanent loss of vegetation, which would be a long-term, adverse, minor, localized impact.

Eight Visitor Focal Areas have been proposed in this alternative. New development to support interpretive experiences in the Visitor Focal Areas would result in negligible to minor impacts on vegetation due to the installation of signs or other similar interpretive facilities. Impacts would be limited mostly to agricultural lands where native vegetation has already been substantially altered or is not present. Some negligible to minor impacts on woodlands, such as tree removal and root damage from construction and visitation, could be realized at the Keister Tract. These impacts would be long-term, adverse, and localized.

Development in the Visitor Services Zone could result in impacts on agricultural lands and woodlands similar to those described above. The intensity of the impacts would be greater in this zone than in the Visitor Focal Areas due to the potential

impacts on woodlands. Impacts would be long-term, adverse, localized, and of minor to moderate intensity.

Several conceptual trail corridors have been proposed in this alternative. Trails are planned to be four feet wide, constructed out of natural surfaces or gravel crusher fines, and used for hiking and bicycling only. The trails would traverse forested uplands and upland grasslands (open fields). Trails in open fields travel primarily along the field border. Trails near waterways could affect riparian vegetation. The removal of trees would be avoided to the extent possible. Trail construction would result in permanent loss of vegetation within the trail corridor, and some adverse impacts on adjacent vegetation could also be realized from the use of heavy equipment. Trail construction in the Panther Conservation Site could result in impacts on rare or unique plant communities due to the loss of vegetation and the indirect impacts on vegetation from the use of heavy equipment. Impacts on vegetation would be long-term, adverse, minor, and localized. Development of seven trailheads under this alternative would result in similar impacts.

The development of auto touring routes could have adverse impacts on vegetation. The routes themselves would utilize existing road rights-of-way and therefore would have no impact on vegetation. The development of two waysides along existing roadways to support the touring routes could adversely impact vegetation if additional clearing of vegetation is required. Impacts from auto tour routes could also include injury to or loss of vegetation along road corridors. Impacts on vegetation are expected to be long-term, adverse, minor, and localized, affecting a relatively small area.

Impacts on vegetation on private lands in the park under Alternative C would be less than those described in Alternative A due to increased land protection. Vegetation on private lands within the park, which would constitute less than half of the park's total acreage under Alternative C, would continue to be impacted by development, land use, land management, and land protection. The types of impacts would be generally the same as those described in Alternative A. In most cases, adverse impacts would be realized only when private lands are developed. Collectively, impacts on vegetation from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on vegetation would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative C are added to the effects of other current and reasonably foreseeable actions outside the park, there would be a long-term adverse cumulative impact on vegetation in the park. The impacts would be localized. It is difficult to predict and quantify the

impacts, but they are anticipated to be minor to moderate. The actions in Alternative C would add an appreciable increment to this overall impact.

Conclusion. Vegetation in the park would be affected by the actions under Alternative C, including those associated with visitor use, land use, land management, development, and land protection. Adverse impacts on vegetation from facility development under Alternative C would be greater than those in Alternatives A and B, but the beneficial impacts of land protection would also be greater.

Visitor use impacts on vegetation would be long-term, adverse or beneficial, minor, and localized. Land use and management would result in long-term, adverse or beneficial, minor impacts on vegetation that would be localized. Development impacts would be long-term, adverse, negligible to moderate, and localized. Land protection impacts would be long-term, beneficial, minor, and localized.

When the impacts of Alternative C are added to the effects of other current and foreseeable future actions, there would be a minor to moderate long-term adverse cumulative impact on vegetation. The impacts would be mostly localized. The actions in Alternative C would add an appreciable increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of vegetation in the park.

4.5.3 Visitor Use and Experience

Direct and Indirect Impacts. Under Alternative C, the NPS and the Key Partners would collaborate in the development of interpretive programming and sites operated by the Key Partners would remain open. There would be an increase in the NPS presence, and rangers would be involved at partner sites, including Harmony Hall, in activities such as talks or tours. The NPS identity and presence in the region would be promoted. Under this alternative, the NPS would develop a visitor center in, or near, the park, providing a focus for orientation, visitor services, and interpretation. The visitor center would serve as a central hub for visitors to learn the stories of the park and be oriented to the National Historic District. The Key Partners would continue to operate their sites, effectively serving as visitor facilities within the park. The visitor center would clearly identify the park as a unit of the National Park System. More visitors would be drawn to the park due to the presence of the NPS visitor center, which would likely function as an attraction in the region. Park actions would lead to increased visitation due to interest among NPS 'baggers', curious visitors drawn by the NPS visitor center or other interpretive sites, and visitors with historical interests who want to see more of the National Historic District. The impact would be long-term, moderate, and beneficial.

Alternative C proposes a substantial increase in interpretive opportunities over Alternatives A and B by developing venues or focal areas for interpretation at key historic sites and trails that follow the course of the battle of Cedar Creek and the historic mill road network. The trails and focal areas would guide visitors throughout the park for an immediate on-site experience of key historic sites, enriching the interpretation of significant events. Park actions to expand interpretive experiences would provide a long-term, major and beneficial impact.

The Cedar Creek Battlefield Foundation would continue to sponsor the annual re-enactment of the Battle of Cedar Creek and possibly re-enactments of other Civil War battles. The impacts of re-enactments and other special events held by Key Partners would be similar to Alternative A.

Under Alternative C, new auto touring routes would likely lead to connections to existing local and regional tours through park and non-park actions. Users of these auto routes would tour more areas of the park, and park visitors would be introduced to attractions and sites in the region. The impact would be long-term, minor and beneficial.

Visitors would continue to access the northern battlefield area of the park with frequency due to the location of Key Partner sites. Alternative C provides greater accessibility to the southern portions of the park through the trail system. Several visitor focal areas are proposed in the southern portions of the park, and would serve as a visitor draw to that area.

The development of the Keister tract would increase opportunities for recreational use, as in Alternatives A and B. Recreational use would also increase on the trail system. The trails would attract more bicyclists and hikers using the park for recreational use and using it more frequently. The impact on recreational use would be long-term, moderate, and beneficial.

The focus of land and resource protection under Alternative C would be key historic sites. The park would either acquire or assure the preservation of several discrete historic sites, which would then be available for visitor use and enjoyment over the long term. However, lands around focal areas that are in private ownership and unprotected may be developed, so over time there could be some diminishment of the visitor experience and understanding of historical events. The impact of park actions on visitor use and experience would be long-term, minor to moderate and beneficial.

Cumulative Impacts. Recent, current, and reasonably foreseeable planning endeavors and undertakings on or near park lands, such as expansion of the I-81 corridor through the park, encroaching residential, commercial, and industrial development on lands within the park boundaries resulting from the growth of Strasburg and Middletown, expansion of the Chemstone rock quarry adjacent to the

park's western boundary, and construction of power transmission lines near the park, would likely contribute to disturbances in the visual landscape, increases in the ambient noise level, and traffic congestion. These factors would detract from the visitor's enjoyment of the park. Thus, such undertakings would be expected to have an adverse, long-term impact on visitor use and experience. To some extent, they may be localized. The level of intensity would range from minor to major, depending on the location.

When the likely effects of implementing the actions contained in Alternative C are added to the effects of other past, present, and reasonably foreseeable actions outside the park, there would be a long-term, moderate adverse cumulative impact on visitor use and experience. The beneficial effect is likely to be at a minor to moderate level, due to the focus on individual sites. Park actions in the area of land protection would help to reduce the adverse cumulative impact on visitor use and experience.

Conclusion. The visitor would benefit from a central, NPS managed visitor center, an expanded interpretive experience and multiple ways to access and use the park. However, park actions would not be sufficient to protect landscape settings. Overall, park actions in Alternative C would have a long-term, moderate, and beneficial impact on visitor use and experience.

When the likely effects of implementing the actions contained in Alternative C are added to the effects of other past, present, and reasonably foreseeable actions outside the park, there would be a long-term, moderate adverse cumulative impact on visitor use and experience. The beneficial effect is likely to be at a minor to moderate level, due to the focus on individual sites. Park actions in the area of land protection would help to reduce the adverse cumulative impact on visitor use and experience.

4.5.4 Socioeconomic Environment

Direct and Indirect Impacts. Under Alternative C, the park would continue to contribute to the tourism industry in the three-county area and be an important part of the local socioeconomic environment. Beneficial impacts on the local and regional economy from actions contained in Alternative C would be greater than from those contained in Alternatives A and B.

Middletown, at the northeastern end of the park, and Strasburg, at the southwest end, are the two gateway towns most closely associated with the park. These communities provide a range of goods and services for the visiting public as well as for park employees and other workers employed in tourism-related businesses. Because of the proximity of these communities to the park and their distance from other visitor areas, these two individual gateway communities would continue to receive the greatest impacts from the actions in this alternative.

The reenactments would continue to be the most significant events in terms of number of visitors at the site at one time and visitor-related spending that occurs each year. The battlefield reenactments are important short-term activities that would likely continue and could draw increasing numbers of participants (historic Civil War re-enactors) and spectators to the region. This infusion of 12,000 to 14,000 visitors each year from outside the three-county region (with their accompanying spending) would continue to have a beneficial impact on the local and regional economy because it would continue to provide customers and income for local businesses. Increasing visitation is expected as a result of NPS and Key Partners' efforts and would continue to produce beneficial economic and fiscal impacts for the local and regional economy, affecting some businesses and individuals within the local/regional economy.

Compared to Alternative A, public accessibility to the park is improved under Alternative C. Limitations on accessibility to park lands would continue, due to land ownership patterns and the varying uses of land within the park. Visitors must still travel through one or more of the three counties (Frederick, Shenandoah, Warren) to gain access to the park.

Under Alternative C, an NPS visitor center would be constructed and would be the focal point for visitor orientation. It is anticipated that most visitors would start their visit at the new visitor center and then begin their tour to major visitor attractions within the park. Relative to Alternative A, this would result in increased public awareness, interest, and visibility to the park over time, which would result in increased visitation to the park as a whole.

Under Alternative C, the NPS would hire 18 FTEs (about $1.6 million for salaries, benefits, utilities, and consumables such as office supplies, etc.) to operate the visitor center, provide interpretation and other visitor services, and implement the actions contained in this alternative.

Short-term development projects would include building a visitor center and developing a variety of park facilities, including trails, trailheads, waysides, interpretive media, etc. for a total of about $13.2 million in one-time NPS costs. These facility investments (one-time costs) would constitute the major portion of the NPS development of the park over the next 20 years. As in Alternative A, the only capital investment by the Key Partners would be developing the Keister Tract into a park – the economic impact would be the same as in Alternative A.

It is presumed that the staffing levels and annual operating budgets of the Key Partners could increase slightly under Alternative C (estimated at $660,000 annually), but would remain at least the same as in Alternative A.

As development of the park moves from the planning stage to implementation of the approved GMP, additional fiscal impacts would occur as funds are spent for

facilities development and additional staff. People drawn to the park because of the NPS presence would also result in additional beneficial fiscal and employment impacts due to increased spending by visitors from outside the three-county region.

Land acquisition under Alternative C would have an impact on the local economy. Approximately 2,000 acres of and would be acquired by the NPS and the Key Partners at a projected cost of $40 million. Spending by the NPS on land required for the development of the visitor center is estimated at $250,000. Land acquisition would be on a willing seller-willing buyer basis. Private owners would receive fair market value in exchange for any land bought by the federal government. Acquisition of privately owned land by the federal government would remove this property from the local tax rolls, but federal Payments in Lieu of Taxes (PILT) would increase and partially offset the decrease in property taxes collected by the local governments.

Relative to Alternative A, park visitation would be expected to increase substantially under Alternative C. Table 4.2 above presents the visitation figures for 1996 through 2005 for some NPS battlefield parks that are in Virginia and/or relatively close to Cedar Creek and Belle Grove NHP. It is not likely that visitor use at Cedar Creek and Belle Grove NHP would approach the range for better known parks like Gettysburg National Military Park (averaging 1.7 million recreation visits annually) or Manassas National Battlefield Park (averaging 0.8 million recreation visits annually). Petersburg National Battlefield and Richmond National Battlefield Park are most similar to Cedar Creek and Belle Grove NHP in that they have multiple units separated by distance, requiring motorized transportation (perhaps an auto tour) for the visitor to experience all the parts of the entire park. These two parks are well established and have had annual visitation in the 70,000 to 177,000 range during the period 1996 - 2005. Over the next 20 years, as Cedar Creek and Belle Grove NHP becomes more developed, well established, and better known to the public, annual visitation in the middle of the range of 50,000 to 200,000 could be reasonably expected. Overall, increases in visitation would be expected to produce greater beneficial economic impacts on the local and regional economy compared to Alternative A.

Locally, businesses and individuals in the towns of Middletown and Strasburg, and other local commercial centers, would probably benefit the most from implementation of Alternative C. Most goods and services needed for the park would be acquired from this area or the greater three-county region. The demand for goods and services by the NPS and the Key Partners would increase compared to the current levels under Alternative A. Spending would happen over a number of years and the resulting impacts (e.g., increases in income and the creation of some jobs) would be moderate to major for some business firms and individuals within the local economy. The NPS annual operating budget would increase to

approximately $2.0 million (in 2007 dollars), providing the primary long-term recurring fiscal impact.

The 2005 economic impact of all the NPS parks (that report visitor use according to NPS standards and methodology) was calculated based upon the Money Generation Model Version 2.[1] Data for some relatively close battlefield parks are displayed in Table 4.3 above. For fiscal year 2005 Petersburg NB had nearly 150,000 recreation visits and Richmond NBP received about 72,000 recreation visits. Non-local visitor spending in the local region associated with these parks was more than $6.8 million and $3.8 million, respectively. About 150 jobs were supported by visitation to Petersburg NB and over 80 jobs by visitors to Richmond NBP.[2] Respectively, over $2.8 million and nearly $1.6 million in personal income in the regions surrounding these parks can be attributed to park visitors.[3] Visitor use, and spending associated with visitor use, at these two parks generated $4.4 million and $2.5 million, respectively, in value added.[4] Based upon this information, the economic impact of Cedar Creek and Belle Grove NHP (including both NPS and partner activities and contributions) could be expected to fall within these ranges after the park is further developed and becomes better known, and average visitation reaches the 70,000 to 150,000 range.

Economic and fiscal impacts on the three-county, regional economy are the local impacts identified above with some additional expenditures occurring in the region as out-of-region visitors travel to the park. Total recurring costs by the NPS and Key Partners would be about $2.7 million annually, while total one-time costs would be about $55.6 million. Some businesses and individuals in the region would benefit, but the overall impacts have much less importance due to the greater size of the economy of the three-county region. Impacts on the region—with over $3.3 billion in earnings and over 96,600 jobs in 2004—as measured by these or other economic indicators (e.g., a notable increase in income or a decrease in unemployment, poverty, etc.) would be negligible.

Changes in the three-county (plus the city of Winchester) regional economy would include impacts on the regional socioeconomic base due to changes in park operations and other management or development actions. The socioeconomic base includes such factors as population, income, employment, earnings, etc. Park development and rehabilitation projects during the life of the plan would generally benefit the construction industry and associated workers.

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[1] Stynes, Daniel J. August 2006.

[2] "Jobs are the number of jobs in the region supported by the visitor spending. Job estimates are not full time equivalents, but include part time and seasonal positions." Stynes, et al May 2000.

[3] "Personal income includes wage and salary income, proprietor's income and employee benefits." Stynes, et al May 2000.

[4] "Value added is a commonly used measure of the contribution of an industry or region to gross national or gross state product. Value added is personal income plus rents and profits, plus indirect business taxes. As the name implies, it is the "value added" by the region to the final good or service being produced." Stynes, et al May 2000.

Cumulative Impacts. Expansion of the I-81 corridor could increase the number of construction-related jobs in the area as well as increase spending within the local hospitality industry, a beneficial impact that would be short-term and of minor intensity. Expansion of the Chemstone quarry and upgrade of the power transmission lines could also increase jobs and spending in the local area, producing long-term, minor, beneficial impacts. The quarry expansion could also have adverse impacts on property values in the nearby area. Increased residential and commercial development would increase spending on land and construction materials while producing jobs in the region. The beneficial impact on socioeconomic conditions from this action would likely be long-term and of moderate intensity.

When the likely effects of implementing the actions contained in Alternative C are added to the effects of other current and reasonably foreseeable actions as described above, there would be a long-term, beneficial, moderate to major, cumulative impact on the local and regional economy. The actions in Alternative C would add an appreciable increment to this overall impact.

Conclusion. The NPS expansion to 18 FTEs and an annual operating budget of $2.0 million (in 2007 dollars) would result in minor, long-term, beneficial fiscal impacts within the local and regional economies. Short-term expenditures (one-time costs) by the NPS of approximately $13.2 million for a visitor center and park facility development would occur. About 2,000 acres of land would be acquired under Alternative C by the NPS and Key Partners for a total of about $40 million. PILT payments to the affected local governments would increase. Acquisition of land for the park will become more expensive and more difficult as the region continues to grow. The Key Partners' annual operating costs would be about $660,000. The Key Partners' and others' efforts would provide most of the impetus that results in greater long- and short-term, minor beneficial fiscal impacts within the local and regional economies, but the increased NPS presence would also contribute to these results. The battle reenactments would continue to result in beneficial, short-term, regional, economic impacts that are major events during the short time they occur. Overall tourism spending is expected to increase to a minor to moderate degree as use of the park by people from outside the region increases. Total recurring costs by the NPS and Key Partners would be about $2.7 million annually, while total one-time costs would be about $55.6 million. Some local and regional businesses and individuals (most likely in the accommodations and food service, and retail trade industries) providing goods and services to the park and the visiting public would benefit.

When the likely effects of implementing the actions contained in Alternative C are added to the effects of other current and reasonably foreseeable actions as described above, there would be a long-term, beneficial, moderate to major,

cumulative impact on the local and regional economy. The actions in Alternative C would add an appreciable increment to this overall impact.

4.5.5 Unavoidable Adverse Impacts

Unavoidable adverse impacts are defined as impacts that cannot be fully mitigated or avoided. Alternative C could result in several unavoidable adverse impacts on cultural and natural resources with impact intensities that are greater than minor, such as illegal collection of archeological resources, plants, and animals within the park boundary. Increased education, interpretation, and outreach efforts would help lessen, but not eliminate, the likelihood of this potential impact. Some soils and vegetation could be lost or altered due to the construction of new facilities in the park and due to soil erosion from increased visitor use.

4.5.6 Irreversible and Irretrievable Commitments of Resources

New actions would be taken that would either result in the consumption of nonrenewable cultural or natural resources, or in the use of renewable resources that would preclude other uses for a period of time. In the construction of new facilities, including buildings and trails, limited amounts of nonrenewable resources would be used, including fuels and building materials. These resources would be essentially irretrievable once they were committed.

4.5.7 The Relationship between Short-Term Uses of the Environment and Long-Term Productivity

Lands in the park that are protected would remain in their current state and maintain their long-term productivity. The primary short-term uses of Cedar Creek and Belle Grove NHP would continue to be historic preservation, heritage tourism, and recreation. Disturbance of the park's soils, water quality, vegetation, and wildlife, due to visitor use and the construction of new facilities, would reduce the long-term productivity of the park in localized areas; however, overall there likely would be only a small effect on the park's long-term productivity. Efforts to protect, restore, and enhance natural and cultural resources in the park would increase the long-term productivity of the environment in localized areas.

4.6 Environmental Consequences of Alternative D (Preferred)

4.6.1 Cultural Resources

- **Archeological Resources**

Direct and Indirect Impacts. Actions under Alternative D would be expected to have beneficial, minor to moderate, long-term impacts on archeological resources on NPS- and partner-owned lands because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of the park's broader landscapes and connectivity between parcels of land currently owned by the partners

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection within the park and outside park boundaries

Alternative D, when compared with the other alternatives, holds the greatest potential for protection and preservation of archeological resources, because the NPS and its Key Partners would own more land within the legislated boundaries of the park and would develop collaborative proactive land protection strategies for viewshed and resource preservation within and outside the park boundaries.

Large special events would continue to have the potential to adversely impact archeological resources because visitors, vehicles, ground fires, and horses would likely continue to affect archeological resources. Under Alternative D, the development of new hiking/bicycling trails in the park with connections to regional trails outside the park, new auto touring routes, and a visitor center (either in or near the park) could affect archeological resources. However, the facilities would be sited to avoid known archeological resources. All ground-disturbing activities would be preceded by site-specific archeological surveys and, where appropriate, subsurface testing to determine the existence of archeological resources and how best to preserve them. If National Register-listed or National Register-eligible archeological resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the Virginia State Historic Preservation Officer (if the project was a federal undertaking). If previously undiscovered archeological resources were uncovered during construction, all work in the immediate vicinity of the discovery would be halted until the resources could be identified and documented and an appropriate mitigation strategy could be developed in consultation with the Virginia State Historic Preservation Officer. Few,

if any, adverse impacts on archeological resources would be expected due to efforts to avoid all known sites.

Archeological resources adjacent to or easily accessible from trails, roads, and developed areas could be vulnerable to surface disturbance, inadvertent damage, and vandalism. A loss of surface archeological materials, alteration of artifact distribution, and a reduction of contextual evidence could result. However, continued NPS staff presence, instituting and monitoring user capacity, and emphasizing visitor education would discourage vandalism and inadvertent destruction of cultural remains; any adverse impacts would be expected to be minimal.

While anticipated growth in park visitation and continuing large special events could result in rising levels of inadvertent disturbance to archeological resources, such impacts would be expected to be negligible because the NPS and its Key Partners would initiate efforts to educate the general public and private landowners about the importance and value of archeological resources.

Nevertheless, activities to protect and preserve archeological resources on privately owned lands in the park, which would represent less than 10% of the park under Alternative D, would ultimately be subject to the discretion of landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, implementation of this alternative would be expected to have potential adverse, minor to moderate, long-term impacts on archeological resources on privately owned lands.

Cumulative Impacts. In the past, human activities, lack of sufficient resource monitoring and protection programs, and climatic and natural processes have resulted in the loss or disturbance of archeological resources. Because much of the park was not surveyed and inventoried for archeological resources until recent years, some decisions about site development and permitted activities, such as large special events, have been made that, in hindsight, may have resulted in the loss or disturbance to an unknown number of archeological sites on lands in the park. Although ongoing and expanded archeological site monitoring programs would be initiated and efforts would be undertaken to minimize or mitigate potential impacts from human activities and natural causes, an unknown number of archeological sites on NPS- and partner-owned lands in the park would likely continue to be adversely impacted by current and ongoing human activities, such as large special events; weather and climatic conditions; and natural processes, such as erosion and the shifting and cutting of river channels. Actions under this alternative, such as development of new hiking/bicycling trails and auto touring routes, could have minimal additional adverse impacts on archeological resources, although efforts would be undertaken to avoid all known sites; NPS staff presence,

monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Other recent, current, and reasonably foreseeable planning endeavors and undertakings on or near park lands, such as the expansion of the I-81 corridor through the park; encroaching residential, commercial, and industrial development on lands within the park boundaries due to regional growth; expansion of the of the O-N Minerals rock quarry adjacent to the park's western boundary; and construction of power transmission lines near the park, would likely contribute to disturbance or destruction of archeological resources. Thus, such undertakings would be expected to have adverse, minor to moderate, long-term impacts on archeological resources.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute adverse, minor to moderate, long-term impacts on any overall cumulative impact on archeological resources. The adverse impacts on such resources associated with Alternative D, however, would constitute a relatively small component of any overall cumulative impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on archeological resources on NPS- and partner-owned lands; the determination would be potential *adverse effect* on archeological resources on privately owned lands.

Conclusion. Overall, implementation of Alternative D would result in beneficial, minor to moderate, long-term impacts on archeological resources on NPS- and partner-owned lands. Implementation of Alternative D would result in potential adverse, minor to moderate, long-term impacts on archeological resources on privately owned lands. The adverse effects under this alternative, however, would be less than those resulting from Alternative A because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park and would develop proactive strategies for resource protection within and outside the park boundaries.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have cumulative adverse, minor to moderate, long-term impacts on archeological resources; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of archeological resources in the park.

- **Ethnographic Resources**

Direct and Indirect Impacts. Actions under Alternative D would be expected to have beneficial, minor to moderate, long-term impacts on ethnographic resources (once they are identified and documented) on NPS- and partner-owned lands because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of the park's broader landscapes and connectivity between parcels of land currently owned by the partners

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Alternative D, when compared with the other alternatives, holds the greatest potential for protection and preservation of ethnographic resources because the NPS and its Key Partners would own more land within the legislated boundaries of the park and develop collaborative proactive land protection strategies for viewshed and resource preservation within and outside park boundaries. The NPS and its Key Partners will consult with concerned Indian tribes and other groups (once ethnographic resources and potentially affected tribes and groups are identified) to identify, learn about, and develop strategies for preserving and providing access to ethnographic resources on NPS- and partner-owned lands.

Under Alternative D, the development of new facilities in the park, such as hiking/bicycling trails, auto touring routes, and a visitor center, would be expected to have negligible impacts on ethnographic resources because the facilities would be cited to avoid such resources. While anticipated growth in park visitation could result in rising levels of inadvertent disturbance to ethnographic resources, these impacts would be expected to be negligible because the NPS and its Key Partners would initiate efforts to educate the general public and private landowners about the importance and value of such resources.

Under this alternative, activities to protect and preserve ethnographic resources on privately owned lands within the park , which would represent less than 10% of the park under Alternative D, would ultimately remain at the discretion of the landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, implementation of this alternative would be expected to have potential adverse, minor to moderate, long-term impacts on ethnographic resources on privately owned lands.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, ethnographic resources were likely subjected to minor to moderate adverse impacts by a variety of human activities, such as large special events, agricultural operations, inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and processes have continued to the present and would likely continue if Alternative D were implemented. Actions under this alternative, such as development of new hiking/bicycling trails and new auto touring routes, could have minimal additional adverse impacts on ethnographic resources, although efforts would be undertaken to avoid all known sites; NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would potentially have adverse, minor to moderate, short-term impacts on identified ethnographic resources during periods of construction.

Additionally, these developments would likely contribute to an increase in park visitation and thus potentially disturb, or disrupt access to, ethnographic resources. Therefore, they would potentially result in adverse, minor to moderate, long-term impacts on identified ethnographic resources.

These developments, along with major expansion of the O-N Minerals rock quarry adjacent to the park's western boundary and construction of overhead power transmission lines near the park, would also have potential adverse, minor to moderate, long-term impacts on ethnographic resources for similar reasons.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to contribute minor to moderate, long-term to permanent, adverse impacts on any overall cumulative impact on ethnographic resources. The adverse impacts on such resources associated with Alternative D, however, would constitute a relatively small component of any overall cumulative impact.

Conclusion. Overall, implementation of Alternative D would result in beneficial, minor to moderate, long-term impacts on ethnographic resources on NPS- and partner-owned lands in the park. Implementation of Alternative D would result in potential adverse, minor to moderate, long-term impacts on such resources on privately owned lands. However, this alternative, when compared with Alternative A, holds the potential for greater protection and preservation of and access to ethnographic resources because the NPS and its Key Partners would own more land within the legislated boundaries of the park and would develop proactive strategies for viewshed and resource protection within and outside the park boundaries.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have cumulative adverse, minor to moderate, long-term impacts on archeological resources; however, this alternative's contribution to these impacts would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of ethnographic resources in the park.

- **Historic Structures**

Direct and Indirect Impacts. Actions under Alternative D would be expected to have beneficial, minor to moderate, long-term impacts on historic structures on NPS- and partner-owned lands because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of the park's broader landscapes and connectivity between parcels of land currently owned by the partners

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Alternative D, when compared with the other alternatives, holds the greatest potential for protection and preservation of historic structures because the NPS and its Key Partners would own more land within the legislated boundaries of the park and would develop collaborative proactive protection strategies for resource preservation within and outside park boundaries. Few, if any, adverse impacts would be anticipated.

While anticipated growth in park visitation and the continuation of large special events could result in the loss of some historic fabric in historic structures, NPS and partner acquisition of lands focused on the park's broader landscapes, as well as development of proactive strategies to protect historic structures within and outside the park boundaries, would be expected to have beneficial, minor to moderate, long-term impacts on historic structures. Nevertheless, activities to protect and preserve historic structures on privately owned lands within the park, which would represent less than 10% of the park under Alternative D, would continue to be subject to the discretion of landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, actions under this alternative

would potentially have adverse, minor to moderate, long-term impacts on such resources on privately owned lands.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, historic structures were adversely impacted by a variety of human activities, such as large special events, inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and processes have continued to the present and would likely continue if Alternative D were implemented. NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would have adverse, minor to moderate, long-term impacts on historic structures because they would likely result in increasing park visitation and the potential for loss of historic fabric on some historic structures.

As described above, implementation of Alternative D would result in both beneficial and adverse impacts on historic structures. Yet, due to the adverse impacts of other current or reasonably foreseeable actions, the cumulative impact would be adverse, minor to moderate, and long-term. Alternative D, however, would contribute only minimally to the adverse cumulative impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on historic structures on NPS- and partner-owned lands and potential *adverse effect* on historic structures on privately owned lands.

Conclusion. Overall, implementation of Alternative D would result in beneficial, minor to moderate, long-term impacts on historic structures on NPS- and partner-owned lands. Implementation of Alternative D would result in potential adverse, minor to moderate, long-term impacts on such resources on privately owned lands. The adverse impacts under this alternative, however, would be less than those resulting from Alternative A because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park and would develop proactive strategies for resource and viewshed protection within and outside the park boundaries.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have cumulative adverse, minor to moderate, long-term impacts on historic structures; however, this alternative's contribution to these effects would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of historic structures/cultural landscapes in the park.

- **Cultural Landscapes**

Direct and Indirect Impacts. Actions under Alternative D would be expected to have beneficial, minor to moderate, long-term impacts on cultural landscapes on NPS- and partner-owned lands because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of the park's broader landscapes and connectivity between parcels of land currently owned by the partners

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Alternative D, when compared with the other alternatives, holds the greatest potential for protection and preservation of cultural landscapes because the NPS and its Key Partners would own more land within the legislated boundaries of the park and develop collaborative proactive land protection strategies for viewshed and resource preservation within and outside park boundaries. Although development of new auto touring routes, trails, and a visitor center (either in or near the park) under Alternative D could potentially impact some elements of cultural landscapes, these impacts would be negligible because efforts would be undertaken to ensure that the facilities would avoid significant landscape features and blend with their natural surroundings as well as the park's pastoral and rural landforms and features. Careful design would ensure that the expansion and development of trails and auto touring routes on NPS- and partner-owned lands would minimally affect the scale and visual relationships among landscape features. In addition, the topography, vegetation, circulation features, and land use patterns of the cultural landscape would remain largely unaltered. Few, if any, adverse impacts would be anticipated.

While anticipated growth in park visitation and the continuation of large special events could result in the loss of some cultural landscape elements, NPS and partner acquisition of lands focused on the park's broader landscapes, as well as development of proactive strategies to protect resources and viewsheds within and outside the park boundaries, would be expected to have beneficial, minor to moderate, long-term impacts on cultural landscapes. Nevertheless, activities to

protect and preserve cultural landscapes on privately owned lands within the park, which would represent less than 10% of the park under Alternative D, would continue to be subject to the discretion of landowners. In most cases, adverse impacts would be realized only when private lands are developed. Thus, actions under this alternative would potentially have adverse, minor to moderate, long-term impacts on cultural landscape resources on privately owned lands.

Cumulative Impacts. Prior to partner acquisition of lands in the park area and the establishment of the NHP, cultural landscapes were adversely impacted by a variety of human activities, such as large special events, agricultural operations (which have impacted Civil War-related resources), inadvertent disturbance, and vandalism; and by natural processes. Many of these activities and processes have continued to the present and would likely continue if Alternative D were implemented. Actions under this alternative, such as development of new hiking/bicycling trails and new auto touring routes, could have minimal additional adverse impacts on cultural landscapes, although efforts would be undertaken to avoid all known sites, and NPS staff presence, monitoring programs, and visitor education would be expected to discourage vandalism and inadvertent destruction.

Current, ongoing, and reasonably foreseeable projects and developments on or adjacent to park lands, such as the expansion of the I-81 corridor through the park and encroaching residential, industrial, and commercial development within the park boundaries due to regional growth, would have adverse, minor to moderate, long-term impacts on cultural landscape resources because these developments would likely result in increasing park visitation and the potential for loss of some significant cultural landscape features. These developments, along with major expansion of the O-N Minerals rock quarry adjacent to the park's western boundary and construction of overhead power transmission lines near the park, would have adverse, minor to moderate, long-term impacts on cultural landscape resources because they would result in visual intrusions on the historic scene and would contribute to the loss of significant elements of the park's rural and pastoral landscape.

As described above, implementation of Alternative D would result in both beneficial and adverse impacts on cultural landscapes. Yet, due to the adverse impacts of other current or reasonably foreseeable actions the cumulative impact would be adverse, minor to moderate, and long-term. Alternative D, however, would contribute only minimally to the cumulative adverse impact.

Section 106 Summary. The Section 106 determination of effect would be *no adverse effect* on cultural landscapes on NPS- and partner-owned lands; the determination would be *adverse effect* on such resources on privately owned lands.

Conclusion. Overall, implementation of Alternative D would result in beneficial, minor to moderate, long-term impacts on cultural landscapes on NPS- and partner-

owned lands. Implementation of Alternative D would result in potential adverse, minor to moderate, long-term impacts on such resources on privately owned lands. The adverse impacts under this alternative, however, would be less than those resulting from Alternative A because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park and develop proactive strategies for resource and viewshed protection within and outside the park boundaries.

Actions under this alternative, when combined with other current and reasonably foreseeable future undertakings in the park and surrounding area, would be generally expected to have cumulative adverse, minor to moderate, long-term impacts on cultural landscapes; however, this alternative's contribution to these impacts would constitute a relatively small component of any overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of cultural landscapes in the park.

- **Museum Collections**

Direct and Indirect Impacts. Actions under Alternative D would have beneficial, minor to moderate, long-term impacts on museum collections associated with NPS- and partner-owned lands and would have potential adverse, minor to moderate, long-term impacts on collections associated with privately owned lands. However, this alternative holds the potential for enlarged museum collections compared with Alternative A, because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park. All NPS- and partner-owned collections would be accessioned, cataloged, preserved, protected, and made available for access and use according to NPS and other professional standards and guidelines. Under Alternative D, some items in the collections would likely be displayed in the NPS visitor center or at the partner- and privately owned sites that participate in the park's interpretation program.

Privately owned collections of cultural and natural objects, artifacts, and archival materials would likely continue to remain in private ownership or be deposited with organizations or institutions at the discretion of the landowners. As a result, such collections of historical and natural objects, artifacts, and archives could be potentially degraded, lost, or scattered, thus reducing or eliminating their future usefulness for research and interpretation.

Cumulative Impacts. Because conditions would not change, there would be no cumulative impacts on museum collections under this alternative.

Conclusion. Overall, implementation of Alternative D would result in beneficial, minor to moderate, long-term impacts on museum collections possessed by the NPS

and its Key Partners. Implementation of Alternative D would result in potential adverse, minor to moderate, long-term impacts on privately owned collections. However, this alternative holds the potential for enlarged museum collections compared with Alternative A, because the NPS and its Key Partners would acquire more land within the legislated boundaries of the park.

There would be no cumulative impacts on museum collections under this alternative.

Impacts from actions contained in this alternative would not likely result in impairment of museum collections in the park.

4.6.2 Natural Resources

- **Scenic/Visual Resources/Viewsheds**

Direct and Indirect Impacts. Alternative D, when compared with the other alternatives, holds the greatest potential for protection and preservation of scenic resources and viewsheds because the NPS and its Key Partners would own more land within the legislated boundaries of the park and develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on scenic resources under Alternative D would be expected to be less than those under Alternative A because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of the park's broader landscapes and connectivity between parcels of land currently owned by the partners

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's scenic resources and viewsheds. Relative to Alternative A, coordination of land protection and acquisition activities would be improved and would be greatest under Alternative D. The NPS and its Key Partners would protect and acquire about 2,000 acres of land, with the highest priority being given to protecting cultural landscapes and/or providing connectivity between NPS- and partner-owned tracts of land. Protecting cultural landscapes would include the protection of key views, vistas, and scenic backdrops. Land acquisition would prohibit development that could adversely

impact the scenic resources and viewsheds of the park and would likely result in the protection of important scenic resources. Under Alternative D, the NPS and its Key Partners would develop proactive strategies to protect related resources outside the park boundary, using conservation easements and consulting with local governments. The NPS and the Key Partners would also provide technical assistance to one another, to private landowners, and to nearby communities specifically related to viewshed protection issues in the park under this alternative. Land protection under Alternative D would be expected to result in long-term, beneficial, localized impacts of moderate to major intensity.

Visitor use, including trail use, scenic driving, and participation in large special events, would continue to affect scenic resources. Park visitation is expected to be highest under this alternative. Increases in park visitation, resulting from the development of auto touring routes and new trail opportunities under Alternative D, would likely increase the potential for adverse impacts on scenic resources. Trail connections to regional trails outside the park would increase opportunities for area residents to travel to and through the park, which would likely increase park visitation. The acquisition of key historic properties would also increase the visitor opportunities available in the park, which, in turn, would likely increase total park visitation. The potential for increased development of unofficial social trails caused by visitors would likely increase under this alternative since the development of more trails in the park would allow visitors to access previously inaccessible areas of the park and may encourage them to go off trail, especially near the Visitor Focal Areas. On the other hand, it could be argued that the development of the trail system will formalize access and minimize impacts on scenic resources from visitor use. Visitor use would result in long-term, minor to moderate, adverse impacts on scenic resources that would be localized.

Land use and resource management activities in the park would continue to affect the scenic resources of the park. The management of cultural landscapes and agricultural settings would continue to affect scenic resources. Impacts are likely to be long-term and could be beneficial or adverse. The intensity of the impacts is unknown, although it is expected that it would be localized.

Under Alternative D, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including scenic resources and viewsheds. The beneficial impacts on scenic resources due to increased and improved coordination between the NPS and its Key Partners would be greater than in Alternative A.

Collectively, these actions would improve coordination and accountability for scenic resource management, which would result in long-term, beneficial impacts on scenic resources and viewsheds. The impacts may not include the entire park, but would

be widespread. Predicting the intensity of this impact is difficult, but it is anticipated to be moderate.

Facility development would be increased under Alternative D and the impacts would be greater than in all other alternatives. The construction of new facilities under this alternative, including a visitor center, hiking and biking trails (with trailheads), auto touring routes (with waysides), and signs, has the potential to affect the scenic resources of the park. As in all of the alternatives, maintenance of existing facilities would probably result in some erosion and/or alteration of soil properties, resulting in a negligible to minor, long-term, adverse impact in localized areas.

This alternative includes the development of a visitor center in, or near, the park in an undetermined location. The visitor center will not be an imposing structure on the landscape and would not be located in key viewsheds - potential impacts to scenic resources would be expected to be negligible. Appropriate studies and NEPA compliance would be required to move forward with implementation.

Ten Visitor Focal Areas have been proposed in this alternative. The locations of the proposed Visitor Focal Areas cross the boundaries of all of the proposed management zones in the park. Potential impacts on scenic resources from development in these areas could include obstructed views from poorly placed signs and interpretive structures. Potential impacts from development in Visitor Focal Areas would be expected to be long-term, adverse, localized and of negligible to minor intensity.

The locations of the proposed Visitor Services Zone are fully contained inside the boundaries of the Cultural Landscape Zone. Potential impacts on scenic resources from development in these areas could include obstructed views from poorly placed facilities and structures that are incompatible with the surrounding landscape and rural character. Potential impacts from development in the Visitor Services Zone would be expected to be long-term, adverse, localized and of minor to moderate intensity.

The trail system in this alternative would be more extensive than in the other alternatives. These trails would pass through all of the park's management zones, and would include a trail that follows the course of the battle. Trails are planned to be four feet wide, constructed out of natural surfaces or gravel crusher fines, and used for hiking and bicycling only. Trails in this alternative pass through forested areas and traverse the borders of open fields. The trails themselves would have negligible impacts on scenic resources and viewsheds. However, trailhead development could have adverse impacts. This alternative proposes a total of nine trailheads. Adverse impacts from trailheads have been minimized due to their placement at sites with previous disturbance: along existing highways, roads, and driveways. Some new disturbance would still be required, which could affect the

pastoral landscape and its scenic qualities. Potential impacts from trailhead development would be expected to be long-term, adverse, minor, and localized.

The development of auto touring routes could have adverse impacts on scenic resources and viewsheds. The routes themselves would use existing road rights-of-way and therefore would have no impact on scenic resources. The development of four waysides along existing roadways to support the touring routes has the potential to impact scenic resources. It is presumed that any construction required would be contained within the right-of-way. Even so, such a facility has the potential to affect the scenic qualities of the area due to increases in asphalt surfacing and the installation of new signs. If wayside developments are planned and constructed properly, adverse impacts would likely be negligible. Impacts from auto tour routes could also include the creation of denuded areas and ruts along road corridors that may affect the scenic quality of the area. Impacts on scenic resources and viewsheds are expected to be long-term, adverse, minor, and localized.

Adverse impacts on scenic resources and viewsheds on private lands in the park would be less than those described in Alternative A. Scenic resources on private lands within the park, which would constitute less than 10% of the park's total acreage under Alternative D, would continue to be impacted by development, land use, land management, and land protection. The types of impacts would be generally the same as those described in Alternative A. The NPS and its Key Partners would continue to encourage and promote the protection of scenic resources and viewsheds on private lands, with improved capacity for community outreach and education on resource preservation efforts due to the establishment of a new visitor center. This would enable the park to realize its special mandates for resource conservation as identified in the park's enabling legislation. Final decision and actions on private lands would still be left to the discretion of private landowners. In most cases, adverse impacts would be realized only when private lands are developed. Collectively, impacts on scenic resources and viewsheds from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on scenic resources and viewsheds would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, moderate to major, adverse impacts.

When the likely effects of implementing the actions contained in Alternative D are added to the effects of other current and reasonably foreseeable actions, there would be a long-term, minor, adverse cumulative impact on the park's scenic resources and viewsheds. Impacts would be localized, but could affect many sites. The adverse effects of projects and actions outside of the park would be

substantially mitigated by the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative D would contribute a large increment to this resulting cumulative impact.

Conclusion. The park's scenic resources and viewsheds would be affected by the actions under Alternative D, including actions associated with visitor use, land use, land management, development, and land protection. The potential for adverse impacts on scenic resources from facility development would be greater than in all other alternatives, but the beneficial impacts of land protection would be greatest under Alterative D.

Visitor use would result in long-term, minor to moderate, adverse impacts on scenic resources that would be localized. Land use and management impacts on scenic resources would be long-term, beneficial, moderate, and localized. Development impacts would be long-term, adverse, localized, with intensities ranging from negligible to moderate depending upon the type of development. Land protection would result in long-term, moderate to major, beneficial impacts that would be localized.

When the impacts of Alternative D are added to the effects of other current and foreseeable future actions, there would be a minor, long-term, adverse cumulative impact on the park's scenic resources and viewsheds. The impacts would be localized. The adverse impacts of projects and actions outside of the park would be substantially mitigated by the beneficial impacts of land protection actions contained in this alternative. Impacts would be localized, but could affect many sites. The actions in Alternative D would contribute a large increment to this overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of scenic/visual resources/viewsheds in the park.

- **Soils**

Direct and Indirect Impacts. Alternative D, when compared with the other alternatives, holds the greatest potential for protection and preservation of soils because the NPS and its Key Partners would own more land within the legislated boundaries of the park and would develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on soils under Alternative D would be expected to be less than those under Alternative A because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to

acquisition of the park's broader landscapes and connectivity between parcels of land currently owned by the partners

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's soils. Relative to Alternative A, coordination of land protection and acquisition activities would be improved and would be the greatest under Alternative D. The NPS and its Key Partners would protect and acquire about 2,000 acres of land. Acquisition of these properties could result in the protection of important soils, including prime farmland or hydric soils, and would prohibit development that could adversely impact these and other soil resources. Under Alternative D, the NPS and its Key Partners would develop proactive strategies to protect related resources outside the park boundary, using conservation easements and consulting with local governments. Land protection under Alternative D would be expected to result in long-term, beneficial, moderate to major, localized impacts.

Impacts on soils from visitor use would continue to affect soils in the park. Trail use and visitor use during large special events such as battle reenactments would compact soils and cause erosion from people, vehicles, and horses. Soils along existing trails and near parking areas would likely experience the same impacts.

Increases in park visitation, resulting from the development of new facilities in the park under Alternative D, would likely increase the potential for adverse impacts on soils as described above. The acquisition of key historic properties would also increase the visitor opportunities available in the park, which, in turn, would likely increase total park visitation. The potential for increased development of unofficial social trails caused by visitors would likely increase under this alternative since the development of more trails in the park would allow visitors to access previously inaccessible areas of the park and may encourage them to go off trail, especially near the Visitor Focal Areas. On the other hand, it could be argued that the development of the trail system will formalize access and minimize impacts from visitor use. Overall, visitor use would result in long-term, minor to moderate, adverse impacts on soils that would be localized.

Under Alternative D, instituting and monitoring user-capacity indicators, as well as implementing management strategies to mitigate adverse impacts, would reduce soil erosion caused by visitor use. Compared to Alternative A, this would likely result in a minor, long-term, beneficial impact that would be localized.

Land use and resource management activities in the park would continue to affect soils. Agricultural production and livestock grazing would continue to cause soil compaction and erosion. Under Alternative D, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource goals. Collectively, these activities would result in long-term, minor to moderate, adverse impacts that would be limited in extent.

Under Alternative D, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including soils.

The Key Partners would continue to be the majority landowner under this alternative; however, the NPS would also be a significant landowner and would be most involved in resource management under this alternative. There would still be the potential for adverse impacts on the soils in the park due to varied management by the respective owners; however, compared to Alternative A, land use and management would be greatly improved. Collectively, these actions would improve coordination and accountability for resource management in comparison with Alternative A; this would result in long-term beneficial impacts on soils that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be minor.

Facility development would be increased under Alternative D and impacts would be greater than those under all the other alternatives. The construction of new facilities under this alternative, including a visitor center, hiking and biking trails (with trailheads), auto touring routes (with waysides), and signs, has the potential to affect soils. As in all of the alternatives, maintenance of existing facilities would probably result in some erosion and/or alteration of soil properties, resulting in a negligible to minor, long-term, adverse impact in localized areas.

This alternative includes the development of a visitor center in, or near, the park in an undetermined location. If establishment of the visitor center required new construction, some soils would be lost to erosion and/or substantially altered in local areas where ground disturbance occurs. Mitigation measures, such as installing erosion matting and silt fences, would help reduce the impacts. The impact on soils would be long-term, adverse, moderate, and localized.

Ten Visitor Focal Areas have been proposed in this alternative. Proposed development in the Visitor Focal Areas and Visitor Services Zone would affect soils. The degree of impact would depend on the scale of development that occurred on site. Impacts on soils in these areas would likely include the loss of soils due to the facility construction and the potential for compaction and alteration of soils adjacent to the sites due to heavy equipment use. Impacts from development in the Visitor

Focal Areas and Visitor Services Zone would be expected to be long-term, adverse, localized, and of minor to moderate intensity.

The trail system in this alternative would be more extensive than in the other alternatives. These trails would pass through all of the park's management zones, and would include a trail that follows the course of the battle. Trails are planned to be four feet wide, constructed out of natural surfaces or gravel crusher fines, and used for hiking and bicycling only. Site preparation work would disturb the soil profile and displace soils along the trail, generally down to the level where mineral soil can be found. Construction equipment also would likely disturb and compact adjacent soils in the project areas. The potential for soil erosion would increase in these areas. Construction of the trails would result in long-term, minor to moderate, adverse impacts in localized areas. This alternative includes a total of nine trailheads. Trailhead development, which could include the clearing of areas to accommodate parking and trail access, would be expected to result in long-term, moderate, adverse impacts in localized areas.

The development of auto touring routes could have adverse impacts on soils. The routes themselves would utilize existing road rights-of-way and therefore would have no impact on soils. The development of four waysides along existing roadways to support the touring routes could adversely impact soils. It is presumed that any construction required would be contained within the road right-of-way; however, portions of the right-of-way may be undisturbed. Increases in asphalt surfacing and the installation of new signs would disturb soils. Impacts from auto tour routes could also include the compaction of soil along road corridors and the potential for soil erosion. Impacts on soils are expected to be long-term, adverse, moderate, and localized.

Impacts on soils on private lands in the park would be less than those described in Alternative A. Soils on private lands within the park, which would constitute less than 10% of the park's total acreage under Alternative D, would continue to be impacted by development, land use, land management, and land protection. The types of impacts would be generally the same as those described in Alternative A. Collectively, impacts on soils from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to major depending on their land use implications.

Cumulative Impacts. The impact of cumulative actions on soils would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative D are added to the effects of other current and reasonably foreseeable actions outside the park, there would be a long-term, minor to moderate, adverse, localized cumulative impact on soils. The adverse effects of projects and actions outside of the park

would be mitigated and largely outweighed by the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative D would contribute a large increment to this resulting cumulative impact.

Conclusion. The park's soils would be affected by the actions under Alternative D, including those associated with visitor use, land use, land management, development, and land protection. Adverse impacts on soils from facility development would be greater than in all other alternatives, but the beneficial impacts of land protection would be greatest under Alterative D.

Visitor use would result in long-term, minor to moderate, adverse impacts on soils that would be localized. Land use and management impacts on soils would be long-term, beneficial or adverse, minor to moderate, and would be localized. Development impacts would be long-term, adverse, localized, with intensities ranging from negligible to moderate depending upon the type of development. Land protection would result in long-term, moderate to major, beneficial impacts that would be localized.

When the impacts of Alternative D are added to the effects of other current and foreseeable future actions, there would be a minor to moderate long-term adverse cumulative impact on soils in the park. The impacts would be localized. The adverse effects of projects and actions outside of the park would be mitigated and largely outweighed by the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative D would contribute a large increment to this overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of soils in the park.

- **Groundwater**

Direct and Indirect Impacts. Alternative D, when compared with the other alternatives, holds the greatest potential for protection and preservation of groundwater because the NPS and its Key Partners would own more land within the legislated boundaries of the park and would develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on groundwater under Alternative D would be expected to be less than those under Alternative A because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of the park's broader landscapes and connectivity between parcels of land currently owned by the partners

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's groundwater. Relative to Alternative A, coordination of land protection and acquisition activities would be improved and would be the greatest under Alternative D. The NPS and its Key Partners would protect and acquire about 2,000 additional acres of land. Although acquisition of cultural landscapes would continue to be the focus, these properties overlay groundwater. Acquisition of these properties could aid in the protection of groundwater by eliminating or reducing the development potential of the property. This would result in a reduction in demand for domestic water that would help with current water supply issues. Elimination or reduction of development would also reduce the potential for adverse impacts on groundwater quality by reducing human activities that could result in inadvertent chemical contamination. The beneficial impacts on groundwater from land protection would be the greater than in Alternative A. Under Alternative D, the NPS and its Key Partners would develop proactive strategies to protect related resources outside the park boundary, using conservation easements and consulting with local governments. Land protection under Alternative D would be expected to result in long-term, beneficial, moderate, localized impacts.

Under Alternative D, increased park visitation resulting from increased visits to the partner-owned sites would likely increase the demand for domestic water. Development of the Keister Tract would substantially increase visitor use in the southern portion of the park. Visitation at this site would increase after the area opens to the public and then would likely continue to gradually increase over the life of the plan. The acquisition of key properties would also increase the visitor opportunities available in the park, which, in turn, would likely increase total park visitation. These new uses and corresponding increases in park visitation could result in long-term, adverse impacts on groundwater and domestic water supplies. The impacts could extend beyond park boundaries. Predicting the intensity of this impact is difficult, but it is anticipated to be minor because the increase in water use above existing rates of consumption would be relatively small when compared to the size of the aquifer.

As in Alternative A, groundwater quality in the park, in locations such as along existing roads and at parking areas, would continue to be affected by visitor use. Under Alternative D, new parking areas developed in the Visitor Focal Areas and/or the Visitor Services Zone would contribute to any potential impacts. Inadvertent chemical spills, including oil from automobiles, could enter the soil profile and

impact groundwater quality. Areas with karst features, such as sinkholes, that have more direct connections to groundwater and surface waters, would be more likely to experience adverse impacts on groundwater. These adverse impacts would likely be long-term, localized, and of negligible to minor intensity because they would be limited to discrete areas such as roads and parking areas.

Land use and resource management activities in the park could continue to affect groundwater. Groundwater quality could be affected by chemicals used in agricultural production. The impact would likely be long-term, adverse, minor, and localized. Under Alternative D, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource goals. Collectively, these activities would result in long-term, adverse, localized, minor impacts.

Under Alternative D, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including water resources.

The Key Partners would continue to be the majority landowner under this alternative; however, the NPS would also be a significant landowner and would be most involved in resource management under this alternative. There would still be potential for adverse impacts on groundwater in the park due to varied management by the respective owners; however, compared to Alternative A, that potential would be reduced. Collectively, these actions would improve coordination and accountability for water resource management, which would result in long-term beneficial impacts on groundwater that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be negligible to minor.

Facility development would increase under Alternative D and the impacts on groundwater would be greater than in Alternative A, but about the same as in Alternatives B and C. Groundwater withdrawal for NPS and partner uses would continue to be relatively small compared to other uses in the park, and water consumption is not expected to increase substantially over the life of the plan. Impacts on groundwater from facility development under this alternative would be limited to those generated by the establishment of a visitor center and facility development in the Visitor Services Zone. The visitor center would require domestic water to support visitor use and staff operations. Increased water withdrawals required for domestic water use would adversely impact groundwater supply and/or aquifer levels in the area. Facilities built in the Visitor Service Zone, such as restrooms and campgrounds, would likely require water to support visitor use. The number of new wells or the amount of domestic water that would be needed has not been determined and would be dependent on the scale of development that occurs.

Overall, impacts would be expected to be long-term, adverse, mostly localized, and negligible to minor in intensity. Trailhead development on NPS-owned land is not expected to require additional water consumption over the long-term.

Impacts on groundwater on private lands in the park would be less than those described in Alternative A. Groundwater on private lands within the park, which would constitute less than 10% of the park's total acreage under Alternative D, would continue to be impacted by development, land use, land management, and land protection. In most cases, adverse impacts would be realized only when private lands are developed. The types of impacts would be generally the same as those described in Alternative A. Collectively, impacts on groundwater from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on groundwater would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative D are added to the effects of other current and reasonably foreseeable actions, there would be a long-term adverse cumulative impact on groundwater resources. The impacts could extend beyond park boundaries and could include the region. The adverse effects of projects and actions outside of the park would be mitigated by the beneficial impacts of land protection actions contained in this alternative. It is difficult to predict and quantify the impacts, but they are anticipated to be moderate. The actions in Alternative D would contribute an appreciable increment to this resulting cumulative impact.

Conclusion. Groundwater resources in the park would be affected by the actions under Alternative D, including actions associated with visitor use, land use and management, development, and land protection. Adverse impacts on groundwater from facility development would be greater than in Alternative A, but the beneficial impacts of land protection would be the greatest under Alterative D.

Visitor use impacts on groundwater would be short- and long-term, adverse, negligible to minor, and localized. Land use and management impacts on groundwater would be long-term, adverse or beneficial, negligible to minor, and localized. Facility development and maintenance impacts would be long-term, adverse, negligible to minor, and localized. Land protection would result in long-term, beneficial, moderate impacts that would be localized.

When the impacts of Alternative D are added to the effects of other current and foreseeable future actions, there would be a moderate long-term adverse cumulative impact on groundwater resources. The impacts could extend beyond

park boundaries in some cases. The actions in Alternative D would add an appreciable increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of groundwater in the park.

- **Surface Water Quality**

Direct and Indirect Impacts. Alternative D, when compared with the other alternatives, holds the greatest potential for protection and preservation of surface water quality because the NPS and its Key Partners would own more land within the legislated boundaries of the park and develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on surface water quality under Alternative C would be expected to be less than those under Alternative D because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of the park's broader landscapes and connectivity between parcels of land currently owned by the partners
- develop proactive strategies to protect related resources outside the park boundary
- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's surface water quality. Relative to Alternative A, coordination of land protection and acquisition activities would be improved and would be the greatest under Alternative D. The NPS and its Key Partners would protect and acquire about 2,000 additional acres of land. Although acquisition of cultural landscapes within the park would be the focus, these properties could also contain surface waters or could influence nearby surface waters. Many of the tracts identified as protection priorities in Alternative D contain creek and stream frontage. This alternative provides the greatest level of riparian protection. Acquisition of these properties would aid in the protection of surface water quality by eliminating or reducing the development potential of the property. This would result in a reduction in erosion caused by construction activities and property use. Elimination or reduction of development would also reduce the potential for adverse impacts on surface water quality by reducing surface water runoff and human activities that could result in inadvertent chemical contamination. Under Alternative D, the NPS and its Key Partners would develop proactive strategies to protect related resources outside the park boundary,

using conservation easements and consulting with local governments. Land protection under Alternative D would be expected to result in long-term, beneficial, moderate, localized impacts.

Under Alternative D, surface water quality in the park would continue to be affected by visitor use due to the potential for soil erosion and inadvertent chemical contamination. Trail use and large special events would continue to produce adverse impacts on surface water, such as vegetation loss with resultant increased erosion and inadvertent chemical contamination. The large amount of land acquisition in this alternative would likely result in increased visitor opportunities available in the park, which, in turn, would likely increase total park visitation. Park visitation is expected to be highest under this alternative. These new uses and corresponding increases in park visitation could result in impacts on surface water quality similar to the impacts described in Alternative A. The acquisition of key historic properties would also increase the visitor opportunities available in the park, which, in turn, would likely increase total park visitation. Visitor use under Alternative D would result in long-term, adverse, localized, minor impacts.

Compared to Alternative A, adverse impacts on surface water quality from land use and resource management would be reduced; however, surface water quality would continue to be affected. Agricultural practices would continue to cause stream bank erosion and chemical inputs into surface waters. Under Alternative D, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including assistance on natural resources. Collectively, these activities would result in long-term, adverse, minor to moderate, localized impacts.

Under Alternative D, the NPS and its Key Partners would develop written, shared strategies for implementing the GMP and policies for operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including water resources. Beneficial impacts on surface water quality would be greater than those under Alternative A and generally the same as in Alternative C.

The Key Partners would continue to be the majority landowner under this alternative; however, the NPS would also be a significant landowner and would be most involved in resource management under this alternative. There would still be potential for adverse impacts on the surface water quality in the park due to varied management by the respective owners; however, compared to Alternative A, land use and management would be greatly improved. Land acquisition under this alternative would provide the NPS and its Key Partners with the ability to control land uses adjacent to surface waters and thereby minimize inputs into waterways. Land use and/or management practices would likely transition from rural agricultural use to a focus on visitor use and preservation over the life of the plan, which would produce beneficial impacts. Land ownership provides special

opportunities to implement restoration projects that could beneficially impact surface water quality and wildlife that depend on high quality waters. Collectively, these actions would improve coordination and accountability for water resource management in comparison to Alternative A; this would result in long-term beneficial impacts on surface water quality that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be minor to moderate.

As in all of the action alternatives, the Natural Resource Zone is designed to protect areas of high biodiversity such as stream corridors and the state-designated Panther Conservation Site. This zone spans approximately 300 feet on both sides of all streams and rivers within the park boundary. This zone would preserve existing vegetation within this 600-foot corridor, providing a vegetated riparian buffer that would filter pollutants and reduce inputs into streams and rivers. The impact on surface water quality would be expected to be long-term, beneficial, moderate, and localized.

Facility development would be increased under Alternative D and impacts on surface water quality would be greater than those under Alternative A. Impacts on surface water quality from facility development proposed under this alternative would be generally limited to the construction of trails, trail crossings, and trailheads—no other new facilities are proposed near surface waters. Trail construction adjacent to Cedar Creek, Meadow Brook, and the North Fork of the Shenandoah River could affect surface water quality. With the implementation of mitigation measures, such as erosion control, impacts would be reduced. Impacts from trail construction would be short-term, adverse, localized, and of minor intensity. The conceptual trail corridors identify four crossings of Cedar Creek, five crossings of Meadow Brook, and two crossings of an unnamed tributary to Meadow Brook. Construction of trail crossings would affect surface water quality. There is also potential for inadvertent chemical contamination from the use of construction equipment. Impacts from the construction of trail crossings would be short-term, adverse, localized, and of minor intensity.

Nine trailheads are proposed under this alternative. Two of them are located adjacent to surface waters and therefore could have affects on surface water quality. With the implementation of mitigation measures, such as erosion control, impacts would be reduced. The impacts from construction of trailheads would be short-term, adverse, localized, and of negligible to minor intensity. Inadvertent chemical spills, including oil from automobiles parked at trailheads, could enter surface waters through runoff. New parking areas developed near surface waters in the Visitor Focal Areas would also contribute to any potential impacts on surface water quality. The impacts would be long-term, adverse, localized, and of negligible to minor intensity.

Impacts on surface water quality on private lands in the park would be less than those described in Alternative A. Surface water quality on private lands within the park, which would constitute less than 10% of the park's total acreage under Alternative D, would continue to be impacted by development, land use, land management, and land protection. The types of impacts would be generally the same as those described in Alternative A. The establishment of a new visitor center would improve the NPS's capacity for community outreach and education on resource preservation efforts. The NPS would be better able to meet its special mandates for resource conservation as identified in the park's enabling legislation by having an opportunity to encourage and promote the protection of surface water quality on private lands. Although the NPS and its Key Partners would continue to encourage and promote the protection of surface water quality on private lands, resource preservation efforts would be subject to the discretion of individual landowners. Collectively, impacts on surface water quality from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on surface water quality would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative D are added to the effects of other current and reasonably foreseeable actions outside the park, there would be a long-term, adverse cumulative impact on surface water quality in the park. The impacts would be mostly localized, but could extend further downstream into the watershed. The adverse effects of projects and actions outside of the park would be mitigated by the beneficial impacts of land protection actions contained in this alternative. It is difficult to predict and quantify the impacts, but they are anticipated to be minor to moderate. The actions in Alternative D would contribute a large increment to this resulting cumulative impact.

Conclusion. Surface water quality in the park would be affected by the actions under Alternative D, including actions associated with visitor use, land use, land management, development, and land protection. Adverse impacts on surface water quality from facility development would be greater than in all other alternatives, but the beneficial impacts of land protection would be greatest under Alterative D.

Visitor use impacts on surface water quality would be long-term, adverse, minor, and localized. Land use and management impacts on surface water quality would be long-term, adverse or beneficial, minor to moderate, and mostly localized. Development impacts would be short-term, adverse, negligible to minor, and localized. Land protection would result in long-term, beneficial, moderate, localized impacts.

When the impacts of Alternative D are added to the effects of other current and foreseeable future actions, there would be a minor to moderate long-term adverse cumulative impact on surface water quality. The impacts would be mostly localized, but could extend beyond park boundaries. The adverse impacts of projects and actions outside of the park would be mitigated by the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative D would add a large increment to this overall impact.

Impacts from actions contained in this alternative would not likely result in impairment of surface water quality in the park.

- **Vegetation**

Direct and Indirect Impacts. Alternative D, when compared with the other alternatives, holds the greatest potential for greater protection and preservation of vegetation because the NPS and its Key Partners would own more land within the legislated boundaries of the park and develop collaborative, proactive land protection strategies for resource preservation within and outside park boundaries.

Impacts on vegetation under Alternative D would be expected to be less than those under Alternative A because the NPS and its Key Partners would

- develop a land protection plan and acquire land and interest in land (approximately 2,000 acres over the life of the plan) in a phased approach based on land protection priorities, with the highest priority being given to acquisition of the park's broader landscapes and connectivity between parcels of land currently owned by the partners

- develop proactive strategies to protect related resources outside the park boundary

- provide technical assistance to one another, private landowners, and nearby communities in support of viewshed and resource protection in the park and outside park boundaries

Land protection activities in the park would continue to affect the park's vegetation. Relative to Alternative A, coordination of land protection and acquisition activities would be improved and would be the greatest under Alternative D. The NPS and its Key Partners would protect and acquire about 2,000 acres of land, with the highest priority being given to protecting cultural landscapes and/or providing connectivity between NPS- and partner-owned tracts of land. Although acquisition of cultural landscapes within the park would be the focus, these properties would also contain vegetation. Acquisition of these properties could result in the protection of important vegetation, including wetlands, riparian areas, and other unique or rare plant communities, and would prohibit development that could adversely impact these resources. This alternative includes protection of a larger proportion of lands

in the southern portion of the park where woodlands dominate. Therefore, woodlands would be best protected under Alternative D.

General recreational use and trail use, along with large special events, would continue to adversely impact vegetation through trampling and vegetation loss. Large special events would continue to impact vegetation by causing injury or mortality in isolated areas due to trampling from visitor use and damage to trees from horse activity and hitching. Park visitation is expected to be highest under this alternative. Increases in park visitation, resulting from the development of auto touring routes and new trail opportunities under Alternative D, would likely increase trampling of plants and loss of vegetation. Land acquisition would also likely increase the visitor opportunities available in the park, which, in turn, would likely increase total park visitation. Increased automobile and human use would also increase the potential for the spread and proliferation of exotic and invasive plants. The potential for increased development of unofficial social trails created by visitors would likely increase under this alternative since the development of more trails in the park would allow visitors to access previously inaccessible areas of the park and may encourage them to go off trail, especially near the Visitor Focal Areas. On the other hand, it could be argued that the development of the trail system will formalize access and minimize impacts on vegetation from visitor use. Illegal collection of plants could also occur in the park. Visitor use under Alternative D would result in long-term, adverse, localized, minor impacts on vegetation.

Under Alternative D, instituting and monitoring user-capacity indicators, as well as implementing management strategies to mitigate adverse impacts, should reduce impacts on vegetation caused by visitor use. Compared to the Alternative A, this would likely result in a minor, long-term, beneficial impact that would be localized.

Land use and resource management activities in the park would continue to affect vegetation. Although the management of agricultural lands, natural areas, exotic and invasive plants, and vegetation that contribute to the park's cultural landscapes would continue to be variable and could produce adverse impacts, the beneficial impacts on vegetation from land use and management would be greater than those under Alternative A due to increased coordination between the NPS and its Key Partners. The reduction or elimination of livestock grazing in the park over the life of the plan would also be expected to produce beneficial impacts on vegetation from removing livestock herbivory and reducing the transport and proliferation of exotic and invasive plants.

Under Alternative D, the NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities in support of goals that further the purposes of the park, including natural resource and vegetation management goals. The NPS and its Key Partners would also develop written, shared strategies for implementing the GMP and policies for

operating the park. The NPS and its Key Partners would collaborate to manage various aspects of the park, including vegetation.

The Key Partners would continue to be the majority landowner under this alternative; however, the NPS would also be a significant landowner and would be most involved in resource management under this alternative. There would still be potential for adverse impacts on vegetation in the park due to varied management by the park's partners; however, compared to Alternative A, land use and management would be improved. Increased land ownership would provide increased opportunities to implement restoration projects that could beneficially impact vegetation and natural landscapes in the park. Collectively, these actions would improve coordination and accountability for vegetation management, which would result in long-term beneficial impacts on vegetation that are localized. Predicting the intensity of this impact is difficult, but it is anticipated to be moderate.

As in all of the action alternatives, the Natural Resource Zone is designed to protect areas of high biodiversity such as stream corridors and the state-designated Panther Conservation Site. This zone spans approximately 300 feet on both sides of all streams and rivers within the park boundary. This zone would preserve existing vegetation within the 600-foot corridor and would act as a riparian buffer. The park would seek to develop a habitat management program for the Panther Conservation Site in cooperation with the Cedar Creek Battlefield Foundation (who owns the site) and the state of Virginia. Such a program would likely result in increased protection and enhancement of rare plant communities compared to such protection in Alternative A. The impact on vegetation from these actions would likely be long-term, beneficial, minor to moderate, and localized.

Collectively, impacts on vegetation from land use and management under Alternative D would be long-term, adverse or beneficial, localized, and of minor to moderate intensity.

Facility development would be increased under this alternative and adverse impacts would be greater than those under all other alternatives. The construction of new facilities under this alternative, including a visitor center, hiking and biking trails (with trailheads), auto touring routes (with waysides), and signs, has the potential to affect vegetation. As in all of the alternatives, the development of visitor facilities at the Keister Tract would cause permanent loss of vegetation in the footprint of a development and would likely cause short-term adverse impacts on vegetation adjacent to the footprint due to construction activities. Maintenance of existing facilities would likely result in some injury or loss of plant material, resulting in a negligible to minor, long-term, adverse impact in localized areas.

This alternative includes the development of a visitor center in, or near, the park in an undetermined location. Citing of the new facility would likely be in a previously

disturbed and developed area with limited native vegetation. Construction of the visitor center would result in permanent loss of vegetation, which would be a long-term, adverse, minor, localized impact.

Ten Visitor Focal Areas have been proposed in this alternative. New development to support interpretive experiences in the Visitor Focal Areas would result in negligible to minor impacts on vegetation due to the installation of signs or other similar interpretive facilities. Impacts would be limited mostly to agricultural lands where native vegetation has already been substantially altered or is not present. Some negligible to minor impacts on woodlands could be realized at the Keister Tract, such as tree removal and root damage from construction and visitation. These impacts would be long-term, adverse, and localized.

Development in the Visitor Services Zone could result in impacts on agricultural lands and woodlands similar to those described above. The intensity of the impacts in the Visitor Services Zone would be greater than in the Visitor Focal Areas. Impacts would be long-term, adverse, localized, and of minor to moderate intensity.

The trail system in this alternative would be more extensive than in the other alternatives. These trails would pass through all of the park's management zones, and would include a trail that follows the course of the battle. Trails are planned to be four feet wide, constructed out of natural surfaces or gravel crusher fines, and used for hiking and bicycling only. Trails would traverse forested uplands, upland grasslands (open fields), and forested bottomlands. Trails in open fields would be primarily along the field border. Trails near waterways could affect riparian vegetation. Trail construction would result in permanent loss of vegetation within the trail corridor, and some adverse impacts on adjacent vegetation could also be realized from the use of heavy equipment. Trail construction in the Panther Conservation Site could result in impacts on rare or unique plant communities due to the loss of vegetation and the indirect impacts on vegetation from the use of heavy equipment. Impacts on vegetation would be long-term, adverse, minor, and localized. Development of nine trailheads under this alternative would result in similar impacts.

The development of auto touring routes could have adverse impacts on vegetation. The routes themselves would use existing road rights-of-way and therefore would have no impact on vegetation. The development of four waysides along existing roadways to support the touring routes could adversely impact vegetation if additional clearing of vegetation is required. Impacts from auto tour routes could also include injury to or loss of vegetation along road corridors. Impacts on vegetation are expected to be long-term, adverse, minor, and localized, affecting a relatively small area.

Under Alternative D, the NPS and its Key Partners would develop proactive strategies to protect related resources outside the park boundary, using

conservation easements and consulting with local governments. This would likely include a focus on vegetation that contributes to the scenic qualities and natural landscapes of the area.

Overall, land protection under Alternative D would be expected to result in long-term, beneficial, moderate, localized impacts.

Adverse impacts on vegetation on private lands in the park would be less than those described in Alternative A due to increased land protection. Vegetation on private lands within the park, which would constitute less than 10% of the park's total acreage under Alternative D, would continue to be impacted by development, land use, land management, and land protection. In most cases, adverse impacts would be realized only when private lands are developed. The types of impacts would be generally the same as those described in Alternative A.

The establishment of a new visitor center would improve the NPS's capacity for community outreach and education on resource preservation efforts. The NPS would be better able to meet its special mandates for resource conservation as identified in the park's enabling legislation by having an opportunity to encourage and promote the protection of vegetation on private lands. Final decision and actions on private lands would still be left to the discretion of individual private landowners.

Collectively, impacts on vegetation from activities that occur on private lands in the park are expected to be long-term, adverse, and localized, with intensities ranging from negligible to moderate depending on the scale of these activities.

Cumulative Impacts. The impact of cumulative actions on vegetation would be generally the same as those described under Alternative A. Cumulative actions would result in long-term, minor to moderate, adverse impacts.

When the likely effects of implementing the actions contained in Alternative D are added to the effects of other current and reasonably foreseeable actions, there would be a long-term, adverse cumulative impact on vegetation in the park. The impacts would be localized. It is difficult to predict and quantify the impacts, but they are anticipated to be minor. The adverse impacts of projects and actions outside of the park would be mitigated and largely outweighed by the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative D would contribute a large beneficial increment to this resulting cumulative impact.

Conclusion. Vegetation in the park would be affected by the actions under Alternative D, including those associated with visitor use, land use, land management, development, and land protection. In general, adverse impacts on

vegetation from facility development would be greater than in all other alternatives, but the beneficial impacts of land protection would be greatest under Alterative D.

Visitor use impacts on vegetation would be long-term, adverse or beneficial, minor, and localized. Land use and management would result in long-term and adverse or beneficial impacts on vegetation that would be localized and of minor to moderate intensity. Development impacts would be long-term, adverse, negligible to moderate, and localized. Land protection impacts would be long-term, beneficial, moderate, and localized.

When the impacts of Alternative D are added to the effects of other current and foreseeable future actions, there would be a minor long-term, adverse cumulative impact on vegetation. The impacts would be mostly localized. The adverse impacts of projects and actions outside of the park would be mitigated and largely outweighed by the beneficial impacts of land protection actions contained in this alternative. The actions in Alternative D would contribute a large increment to this overall cumulative impact.

Impacts from actions contained in this alternative would not likely result in impairment of vegetation in the park.

4.6.3 Visitor Use and Experience

Direct and Indirect Impacts. Under Alternative D, the Key Partners would collaborate in the development of interpretive programming, and sites operated by Key Partners would remain open. A visitor center would be developed in, or near, the park, providing a focus for visitor contact, orientation, and interpretation to the park and the National Historic District. The visitor center would also provide educational and research activities in the areas of research and resource conservation. The impact on visitor understanding and appreciation of the park would be long-term, major and beneficial.

The NPS identity and presence in the region would be promoted. This alternative would expand the NPS presence beyond individual sites in the park to sites in the National Historic District. Personal services such as ranger led talks and tours would strengthen park-district linkages and promote recognition of the district as nationally significant. Increased visitation is expected due to interest among NPS 'baggers', curious visitors drawn by the NPS visitor center and other interpretive sites, and visitors with historical interests who want to see more of the National Historic District. These actions would provide a long-term, moderate, and beneficial impact.

Interpretive experiences in this alternative would be expanded and enriched over Alternative C. In Alternative D, focal areas would serve as venues for interpretation, with historic sites presented in the context of broader landscapes,

natural resource protection, and connectivity between Key Partner sites. The ability to deliver focused interpretation in landscape settings would add to the effectiveness of the park's programs. The trails following the course of the battle of Cedar Creek and the historic mill road network would travel through the full extent of the park. Visitors would have opportunities for exposure to the full range of park resources on the trail, and to enjoy physical connections between individual sites. Additionally, trails would connect to resource outside the park in Strasburg, Middletown, and the George Washington National Forest, allowing visitors to access regional resources and trail systems.

New auto touring routes would likely lead to connections to existing local and regional tours through park actions. Users of these auto routes would tour more areas of the park, and park visitors would be introduced to attractions and sites in the region. The impact would be long-term, minor, and beneficial.

The Cedar Creek Battlefield Foundation would continue to sponsor the annual re-enactment of the Battle of Cedar Creek and possibly re-enactments of other Civil War battles. The impacts of re-enactments and other special events held by Key Partners would be similar to Alternative A.

Visitor focal areas and the extensive trail system would bring visitors to the southern portions of the park to a greater extent than the other alternatives. There would be greater connectivity between Key Partner sites, as land protection efforts would focus on connections between park-owned or protected lands.

Park actions to protect landscape settings, develop connections to the regional trail system, and create new auto routes would have a long-term, major, and beneficial impact on heritage tourism in the region. Among the alternatives, D has the potential to benefit related regional initiatives to the greatest extent.

The focus of land protection activities would be broader landscapes and connectivity between lands currently owned by the partners. The protection of larger landscape settings would support the visitor experience in terms of scenic enjoyment and understanding of historic events, particularly at visitor focal areas where active interpretation is provided. However, development of lands close to the park but outside the boundary that are of scenic or historic interest could potentially diminish this aspect of the park experience. Despite this, the impact of park actions on visitor use and experience would be long-term, major, and beneficial.

Cumulative Impacts. Recent, current, and reasonably foreseeable planning endeavors and undertakings on or near park lands, such as expansion of the I-81 corridor through the park, encroaching residential, commercial, and industrial development on lands within the park boundaries resulting from the growth of Strasburg and Middletown, expansion of the Chemstone rock quarry adjacent to the park's western boundary, and construction of power transmission lines near the

park, would likely contribute to disturbances in the visual landscape, increases in the ambient noise level, and traffic congestion. These factors would detract from the visitor's enjoyment of the park. Thus, such undertakings would be expected to have an adverse, long-term impact on visitor use and experience. To some extent, they may be localized. The level of intensity would range from minor to major, depending on the location.

When the likely effects of implementing the actions contained in Alternative D are added to the effects of other past, present, and reasonably foreseeable actions outside the park, there would be a long-term, minor, adverse cumulative impact on visitor use and experience. Park actions in the area of land protection would reduce the adverse cumulative impact on visitor use and experience. The beneficial effect is likely to be at a moderate to major level, due to focus on landscape-scale settings and connectivity between Key Partner sites.

Conclusion. The visitor would benefit from a central, NPS developed and managed visitor center, a range of interpretive opportunities in protected landscape settings, and connectivity to the regional trail system. The overall impact of Alternative D on visitor use and experience would be long-term, major, and beneficial.

When the likely effects of implementing the actions contained in Alternative D are added to the effects of other past, present, and reasonably foreseeable actions outside the park, there would be a long-term, minor, adverse cumulative impact on visitor use and experience. Park actions in the area of land protection would reduce the adverse cumulative impact on visitor use and experience. The beneficial effect is likely to be at a moderate to major level, due to focus on landscape-scale settings and connectivity between Key Partner sites.

4.6.4 Socioeconomic Environment

Direct and Indirect Impacts. Under Alternative D, the park would continue to contribute to the tourism industry in the three-county area and would be an important part of the local socioeconomic environment. Beneficial impacts on the local and regional economy from actions contained in Alternative D would be greater than those in Alternatives A, B, and C.

Middletown, at the northeastern end of the park, and Strasburg, at the southwest end, are the two gateway towns most closely associated with the park. These communities provide a range of goods and services for the visiting public as well as for park employees and other workers employed in tourism-related businesses. Because of the proximity of these communities to the park and their distance from other visitor areas, these two individual gateway communities would continue to receive the greatest impacts from the actions in this alternative.

The reenactments would continue to be the most significant events in terms of number of visitors on site at one time and visitor-related spending that occurs each year. The battlefield reenactments are important short-term activities that would likely continue and could draw increasing numbers of participants (historic Civil War re-enactors) and spectators to the region. This infusion of 12,000 to 14,000 visitors each year from outside the three-county region (with their accompanying spending) has a beneficial impact on the local and regional economy because it would continue to provide customers and income for local businesses. Increasing visitation is expected as a result of NPS and Key Partners' efforts and would continue to produce beneficial economic and fiscal impacts for the local economy.

Compared to Alternative A, public accessibility to the park would be the greatest under Alternative D. Limitations on accessibility to park lands, due to land ownership patterns and the varying uses of land within the park, would be greatly reduced under Alternative D. Visitors must still travel through one or more of the three counties (Frederick, Shenandoah, Warren) to gain access to the park.

As in Alternative C, an NPS visitor center would be constructed and would be the focal point for visitor orientation. It is anticipated that most visitors would start their visit at the new visitor center and then begin their tour to major visitor attractions within the park. Relative to Alternative A, this would result in increased public awareness, interest, and visibility to the park over time, which would result in increased visitation to the park as a whole.

Under Alternative D, a staff of 25 FTEs (about $2.2 million annually for salaries, benefits, utilities, and consumables such as office supplies, etc.) would be required to operate the visitor center, provide interpretation and other visitor services, and implement the actions contained in Alternative D.

Facility development would be the greatest under Alternative D. The major short-term NPS development projects would include building a visitor center and developing a variety of facilities in the park, including trails, trailheads, waysides, interpretive media, etc. ($18.5 million). These facility investments (one-time costs) would constitute the major portion of the NPS development of the park over the next 20 years. As in Alternative A, the only capital investment by the Key Partners would be developing the Keister Tract into a park – the economic impact would be the same as in Alternative A.

It is presumed that the staffing levels and annual operating budgets of the Key Partners could increase slightly under Alternative D (estimated at $660,000 annually), but would remain at least the same as in Alternative A.

As development of the park moves from the planning stage to implementation of the approved GMP, additional fiscal impacts would occur as funds are spent to develop facilities and hire additional staff. People drawn to the park because of the

NPS presence would also result in additional beneficial fiscal and employment impacts due to increased spending by visitors from outside the three-county region.

Land acquisition efforts under Alternative D would be the same as alternative C in terms of acres acquired over the life of the plan. The NPS and Key Partners would seek to acquire about 2,000 acres at a projected cost of about $40 million. Spending by the NPS on land required for the development of the visitor center is estimated at $250,000. Land acquisition would be on a willing seller-willing buyer basis. Private owners would receive fair market value in exchange for any land brought by the federal government. Acquisition of privately owned land by the federal government would remove this property from the local tax rolls, but federal Payments in Lieu of Taxes (PILT) would increase and partially offset the decrease in property taxes collected by the local governments.

Relative to Alternative A, park visitation would be expected to increase the most under Alternative D. Table 4.2 above presents the visitation figures for 1996 through 2005 for some NPS battlefield parks that are in Virginia and/or relatively close to Cedar Creek and Belle Grove NHP. It is not likely that visitor use at Cedar Creek and Belle Grove NHP would approach the range for better-known parks like Gettysburg National Military Park (averaging 1.7 million recreation visits annually) or Manassas National Battlefield Park (averaging 0.8 million recreation visits annually). Petersburg National Battlefield and Richmond National Battlefield Park are most similar to Cedar Creek and Belle Grove NHP in that they have multiple units separated by distance requiring motorized transportation (perhaps an auto tour) for the visitor to experience all the parts of the entire park. These two parks are well established and have had annual visitation in the 70,000 to 177,000 range during the period 1996 to 2005. Over the next 20 years, Cedar Creek and Belle Grove NHP becomes more developed, well established, and better known to the public, annual visitation in the upper part of the range of 50,000 to 200,000 could be reasonably expected.

Locally the towns of Middletown and Strasburg, and other local commercial centers, would probably benefit the most from implementation of Alternative D. Most goods and services needed for the park would be acquired from this area or the greater three-county region. The demand for goods and services by the NPS and the Key Partners would increase compared to the current levels under Alternative A. Spending would happen over a number of years and the resulting impacts (e.g., increases in income and the creation of some jobs) would be moderate to major for some business firms and individuals within the local economy. The NPS annual operating budget would increase to approximately $2.8 million (in 2007 dollars), providing the primary long-term recurring fiscal impact.

The 2005 economic impact of all the NPS parks (that report visitor use according to NPS standards and methodology) was calculated based upon the Money Generation

Model Version 2.[9] Data for some relatively close battlefield parks are displayed in Table 4.3 above. For fiscal year 2005 Petersburg NB had nearly 150,000 recreation visits and Richmond NBP received about 72,000 recreation visits. Non-local visitor spending in the local region associated with these parks was more than $6.8 million and $3.8 million, respectively. About 150 jobs were supported by visitation to Petersburg NB and over 80 jobs by visitors to Richmond NBP.[10] Respectively, over $2.8 million and nearly $1.6 million in personal income in the regions surrounding these parks can be attributed to park visitors.[11] Visitor use and spending associated with visitor use at these two parks generated $4.4 million and $2.5 million, respectively, in value added.[12] Based upon this information, the economic impact of Cedar Creek and Belle Grove NHP (including both NPS and Key Partner activities and contributions) could be expected to fall within these ranges after the park is further developed, becomes better known, and average visitation reaches the 70,000 to 150,000 range.

Economic and fiscal impacts on the three-county, regional economy are the local impacts identified above with some additional expenditures occurring in the region as out-of-region visitors travel to the park. Total recurring costs by the NPS and Key Partners would be about $3.4 million annually, while total one-time costs would be about $60.1 million. Some businesses and individuals in the region would benefit but the overall impacts have much less significance due to the greater size of the economy of the three-county region. Impacts on the region – with over $3.3 billion in earnings and over 96,600 jobs in 2004 – as measured by these or other economic indicators (e.g., a notable increase in income or a decrease in unemployment, poverty, etc.) would be negligible.

Changes in the three-county (plus the city of Winchester) regional economy would include impacts on the regional socioeconomic base due to changes in park operations and other management or development actions. The socioeconomic base includes such factors as population, income, employment, earnings, etc. Park development and rehabilitation projects during the life of the plan would generally benefit the construction industry and associated workers.

Cumulative Impacts. Expansion of the I-81 corridor could increase the number of construction-related jobs in the area as well as increase spending within the local hospitality industry, a beneficial impact that would be short-term and of minor intensity. Expansion of the Chemstone quarry and upgrade of the power

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[9] *Stynes, Daniel J. August 2006.*

[10] *"Jobs are the number of jobs in the region supported by the visitor spending. Job estimates are not full time equivalents, but include part time and seasonal positions." Stynes, et al May 2000.*

[11] *"Personal income includes wage and salary income, proprietor's income and employee benefits." Stynes, et al May 2000.*

[12] *"Value added is a commonly used measure of the contribution of an industry or region to gross national or gross state product. Value added is personal income plus rents and profits, plus indirect business taxes. As the name implies, it is the "value added" by the region to the final good or service being produced." Stynes, et al May 2000.*

transmission lines could also increase jobs and spending in the local area, producing long-term, minor, beneficial impacts. The quarry expansion could also have adverse impacts on property values in the nearby area. Increased residential and commercial development would increase spending on land and construction materials while producing jobs in the region. The beneficial impact on socioeconomic conditions from this action would likely be long-term and of moderate intensity.

When the likely effects of implementing the actions contained in Alternative D are added to the effects of other current and reasonably foreseeable actions as described above, there would be a long-term, beneficial, moderate to major, cumulative impact on the local and regional economy. The actions in Alternative D would add an appreciable increment to this overall impact.

Conclusion. The NPS expansion to 25 FTEs and an annual operating budget of $2.8 million (in 2007 dollars) would result in negligible to minor, long-term, beneficial fiscal impacts within the local and regional economies. Short-term expenditures (one-time costs) by the NPS of approximately $18.5 million for the development of a visitor center and various park facilities would occur. This spending would benefit some businesses and individuals, mostly in the construction industrial sector. About 2,000 acres of land would be acquired under Alternative D. Acquisition of land for the park would become more expensive and more difficult as the region continues to grow. The Key Partners' annual operating costs would be about $660,000. The Key Partners and others' efforts would provide most of the impetus that would result in greater long- and short-term, minor, beneficial fiscal impacts within the regional and local economies, but the increased NPS presence would also contribute to these results. The battle reenactments would continue to result in beneficial, short-term, regional, economic impacts that are major events during the short time they occur. Overall tourism spending is expected to increase to a minor to moderate degree as use of the park by people from outside the region increases. Total recurring costs by the NPS and Key Partners would be about $3.4 million annually, while total one-time costs would be about $60.1 million. Some local and regional businesses and individuals (most likely in the accommodations and food service, and retail trade industries) providing goods and services to the park and the visiting public would benefit.

When the likely effects of implementing the actions contained in Alternative D are added to the effects of other current and reasonably foreseeable actions as described above, there would be a long-term, beneficial, moderate to major, cumulative impact on the local and regional economy. The actions in Alternative D would add an appreciable increment to this overall impact.

4.6.5 Unavoidable Adverse Impacts

Unavoidable adverse impacts are defined as impacts that cannot be fully mitigated or avoided. Alternative D could result in several unavoidable adverse impacts on cultural and natural resources with impact intensities that are greater than minor, such as illegal collection of archeological resources, plants, and animals within the park boundary. Increased education, interpretation, and outreach efforts would help lessen, but not eliminate, the likelihood of this potential impact. Some soils and vegetation could be lost or altered due to the construction of new facilities in the park and to soil erosion from increased visitor use.

4.6.6 Irreversible and Irretrievable Commitments of Resources

New actions would be taken that would either result in the consumption of nonrenewable cultural or natural resources, or in the use of renewable resources that would preclude other uses for a period of time. In the construction of new facilities, including buildings and trails, limited amounts of nonrenewable resources would be used, including fuels and building materials. These resources would be essentially irretrievable once they were committed.

4.6.7 The Relationship between Short-Term Uses of the Environment and Long-Term Productivity

Lands in the park that are protected would remain in their current state and maintain their long-term productivity. The primary short-term uses of Cedar Creek and Belle Grove NHP would continue to be historic preservation, heritage tourism, and recreation. Disturbance of the park's soils, water quality, vegetation, and wildlife, due to visitor use and the construction of new facilities, would reduce the long-term productivity of the park in localized areas; however, overall there likely would be only a small effect on the park's long-term productivity. Efforts to protect, restore, and enhance natural and cultural resources in the park would increase the long-term productivity of the environment in localized areas.



CHAPTER 5

CONSULTATION AND COORDINATION

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

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5.0 Consultation and Coordination

5.1 Public Involvement and Agency Coordination

Since beginning the GMP planning process in July 2005, the NPS has reached out to various members of the public on numerous occasions for input regarding management issues, the range of alternatives, and the types of impacts to be addressed in the park's new plan. This process – referred to as scoping – has involved the park's Advisory Commission and Key Partners, as well as other stakeholders, including the general public, interested individuals, local governments, civic organizations, and various federal, state, and local agencies. As the planning process has progressed, the NPS has provided information and updates via newsletters, news releases, the park website, and briefings.

Table 5.1 below provides a running list of the consultations and public involvement activities that have occurred during development of the GMP. For a summary of the comments received during these activities see Section 1.7 above and Appendix C below. Scoping activities and interests and concerns identified through December 2006 are summarized in more detail in the *GMP/EIS Scoping Report* (NPS 2006b). The key decision points considered in the GMP planning process – developed through the analysis of issues and concerns related to park management – are discussed above in Section 1.8.

5.2 Section 106 Consultation

Section 106 of the National Historic Preservation Act of 1966 (NHPA) as amended, requires that federal agencies consider the effects of undertakings on properties listed or eligible for listing on the National Register of Historic Places. On September 29, 2006 Cedar Creek and Belle Grove NHP initiated consultation with the Virginia State Historic Preservation Officer and the Advisory Council on Historic Preservation. On March 22, 2007 the park met with representatives from the Virginia Department of Historic Resources to discuss the planning process, cultural resources studies underway at the park, and the Section 106 consultation process with Native American groups. Copies of the Draft General Management Plan/EIS were forwarded to both the Virginia SHPO and the Advisory Council on Historic Preservation. The Virginia SHPO responded in writing, and their letter has been reprinted along with the other official comment letters received on the draft plan in Appendix D.

Section 106 also requires federal agencies to initiate consultation with Indian Tribes when an undertaking may potentially affect historic properties of significance to such groups. The park initiated consultation with several groups: Catawba Indian Nation, Cherokee Nation, Eastern Band of Cherokee Indians, Eastern Shawnee Tribe of Oklahoma, Shawnee Tribe, Shawnee Tribe of Indians of Oklahoma, Tuscarora Nation, Monacan Indian Nation, and Virginia Council on Indians. Some of the

Table 5.1 Cedar Creek and Belle Grove NHP GMP/EIS – Civic Engagement Activities
(June 1, 2005 through February 4, 2009)

Date	Audience	Venue	Planning Presentation	Scoping Session
6/15/05	Interim Park Management Team	Belle Grove	•	
7/13/05	Park Advisory Commission	Middletown Town Hall, Middletown	•	
8/27/05	Strasburg Planning Commission and Town Council	Strasburg Town Hall, Strasburg	•	•
9/15/05	Park Advisory Commission	Strasburg Town Hall, Strasburg	•	•
9/19/05	Shenandoah Valley Battlefields Foundation Board of Trustees	SVBF Office, New Market	•	•
10/03/05	Middletown Town Council	Middletown Town Hall, Middletown	•	•
10/11/05	Strasburg Town Council	Strasburg Town Hall, Strasburg	•	
10/20/05	Frederick County/Winchester Tourism Board	Public Safety Bldg., Winchester	•	•
10/26/05	Shenandoah Valley Battlefields Foundation Interpretation Committee	SVBF Office, New Market	•	•
11/13/05	Belle Grove Advisory Board	Belle Grove	•	•
11/15/05	Shenandoah County Board of Supervisors	Shenandoah Co Office, Woodstock	•	•
11/17/05	Park Advisory Commission	Middletown Town Hall, Middletown	•	• Partnerships
12/06/05	Warren County Board of Supervisors	Warren County Office, Front Royal	•	•
12/13/05	Key Partners	Belle Grove	•	• Partnerships
1/19/06	Park Advisory Commission	Strasburg Town Hall, Strasburg	•	• Transportation
2/01/06	Warren/Linden Rotary Club	The Apple House Restaurant, Linden	•	•
2/15/06	Key Partners	Belle Grove		• Partnerships
2/22/06	Fisher Diagnostics – All Employee Meeting (160 people)	Fisher Diagnostics, Middletown	•	
3/15/06	Key Partners	Belle Grove	•	• Fundamental Resources and Values
3/16/06	Park Advisory Commission	Middletown Town Hall, Middletown	•	• Fundamental Resources and Values; Facilities and Visitor Experience
3/21/06	Shenandoah University – Scholars and Students	Shenandoah University, Winchester	▪	▪ Scholar's Roundtable on Fundamental Resources and Values

Table 5.1 Cedar Creek and Belle Grove NHP GMP/EIS – Civic Engagement Activities (June 1, 2005 through February 4, 2009) (continued)

Date	Audience	Venue	Planning Presentation	Scoping Session
3/29/06	Belle Grove docents and volunteers	Belle Grove	•	• Interpretive Themes
4/04/06	Shenandoah Valley Battlefields Foundation Executive Director and Staff	SVBF Office, New Market		•
4/06/06	Cedar Creek Battlefield Foundation Executive Director	CCBF Office, Middletown		•
4/07/06	Kris Tierney, Assistant County Administrator, Frederick County	Frederick County Office, Winchester		•
4/07/06	Belle Grove Plantation Executive Director	Belle Grove		•
4/07/06	Shenandoah County Parks and Recreation, Executive Director	Parks and Recreation Office, Edinburg		•
4/18/06	Retired USGS employees	Old Country Buffet, Fairfax	•	•
4/27/06	Lord Fairfax Community College – Scholars and Students	LFCC Campus, Middletown	•	•
5/17/06	Key Partners	Belle Grove	•	•
5/18/06	Park Advisory Commission	Strasburg Town Hall, Strasburg	•	• GMP Alternatives; "Vision" for the Park
5/19/06	Mary Bowser, Park Advisory Commission	Middletown		•
5/19/06	Warren Hofstra, Professor of History, Shenandoah University	Winchester		•
6/06/06	National Trust for Historic Preservation – Executive Leadership	NTHP Headquarters, Washington, DC	•	
6/06/06	National Trust for Historic Preservation – Staff	NTHP Headquarters, Washington, DC	•	•
6/14/06	Frederick County Board of Supervisors	Frederick County Office, Winchester	•	
6/20/06	Joseph Whitehorne, Professor of History, Lord Fairfax Community College	Middletown		•
6/20/06	Nora Amos, Planner, Town of Strasburg	Strasburg Town Hall, Strasburg		•
6/20/06	NPS Public Scoping Meeting	Strasburg Town Hall, Strasburg	•	•
6/21/06	Sarah Mauck, Councilperson-Elect, Town of Strasburg	Strasburg Town Hall, Strasburg		•
6/21/06	NPS Public Scoping Meeting	Middletown Town Hall, Middletown	•	•
6/22/06	Patrick Farris, Park Advisory Commission and Executive Director, Warren Heritage Society	Warren Heritage Society Office, Front Royal		•
6/22/06	Tom Christoffel, Northern Shenandoah Valley Regional Commission	Front Royal		•
6/22/06	Tess Klimm, Town of Middletown Planning Board	CEBE Office		•
6/22/06	NPS Public Scoping Meeting	Warren County Government Center, Front Royal	•	•

Table 5.1 Cedar Creek and Belle Grove NHP GMP/EIS – Civic Engagement Activities (June 1, 2005 through February 4, 2009) (continued)

Date	Audience	Venue	Planning Presen-tation	Scoping Session
6/23/06	Gigi and George Pasquet	Strasburg		•
6/23/06	Michael Kehoe, Board of Directors, Cedar Creek Battlefield Foundation	Stephens City Town Hall, Stephens City		•
7/11/06	Frederick County Rotary Club	Buffet Restaurant, Stephens City, VA	•	
7/20/06	Park Advisory Commission	Middletown Town Hall, Middletown	•	• GMP Scoping Results
9/20/06	Key Partners	Belle Grove	•	
9/21/06	Park Advisory Commission	Warren County Government Center, Front Royal	•	• Alternative Concepts
9/28/06	Virginia Department of Game and Inland Fisheries	CEBE Office	•	• Wildlife and Endangered Species Occurrences in the Park
11/7/06	Key Partners	Belle Grove	•	• Alternative Concepts
11/16/06	Park Advisory Commission	Strasburg Town Hall	•	• Alternative Concepts
1/18/07	Park Advisory Commission	Middletown Town Hall	•	• Alternative Concepts and Management Zones
1/25/07	Park Landowners' Forum	Lord Fairfax Community College	•	
1/29/07	The Conservation Fund	The Conservation Fund Offices, Arlington, VA	•	
3/13/07	Key Partners	Belle Grove	•	• Management Zones
3/15/07	Park Advisory Commission	Warren County Government Center	•	• Alternative Concepts, Management Zones, Final Scoping Report
3/19/07	Belle Grove Board of Directors	Belle Grove	• Alternative Concepts	
3/20/07	Shenandoah Valley Battlefields Foundation Board of Trustees	New Market	• Alternative Concepts	
3/22/07	State of Virginia, Department of Game and Inland Fisheries, Department of Conservation and Recreation, Department of Historic Resources, Natural Heritage Program	Richmond	•	• Alternative Concepts
3/26/07	Civil War Preservation Trust	Washington, D.C.	•	• Alternative Concepts
4/11/07	Winchester Cluster, Shenandoah Valley Battlefields National Historic District	Winchester	•	• Alternative Concepts
4/12/07	Rockingham Cluster, Shenandoah Valley Battlefields National Historic District	Port Republic	•	• Alternative Concepts
4/19/07	Virginia Division of Forestry	Middletown	•	• Alternative Concepts
4/25/07	Signal Knob Cluster, Shenandoah Valley Battlefields National Historic District	Strasburg	•	• Alternative Concepts

Table 5.1 Cedar Creek and Belle Grove NHP GMP/EIS – Civic Engagement Activities (June 1, 2005 through February 4, 2009) (continued)

Date	Audience	Venue	Planning Presentation	Scoping Session
4/25/07	Signal Knob Cluster, Shenandoah Valley Battlefields National Historic District	Strasburg	•	• Alternative Concepts
4/27/07	Shenandoah Valley African American Association	Museum of the Shenandoah Valley, Winchester	•	• Civic Engagement Session
4/28/07	Shenandoah County Democratic Women	Woodstock	•	• Alternative Concepts
5/8/07	Key Partners	CEBE Office, Middletown		• User Capacity Workshop
5/17/07	Park Advisory Commission	Strasburg Town Hall, Strasburg		• Alternative Concepts
6/7/07	Cedar Creek Battlefield Foundation Board of Directors	CCBF Office, Middletown	•	• Alternative Concepts
7/9/07	Town of Strasburg Recreation Committee	Strasburg Town Hall	•	• Alternative Concepts
7/10/07	Key Partners	Belle Grove	•	• Alternative Concepts and Zones
7/17/07	Shenandoah Valley Battlefields Foundation Board of Trustees	New Market	• GMP Status Update	
7/19/07	Park Advisory Commission	Middletown Town Hall	•	• GMP Zones
8/8/07	Congressman Frank Wolf	Senator Wolf's Office, Winchester	• Invited	•
8/15/07	Shenandoah County Parks and Recreation Advisory Board	Strasburg Town Hall	•	•
8/21/07	Senator John Warner's Staff; Congressman Bob Goodlatte's Staff	Russell Senate Office Bldg, Washington, DC	• Invited	•
9/14/07	Congressman Bob Goodlatte's Staff	Congressman Goodlatte's Office, Harrisonburg	• Invited	•
9/17/07	Senator Jim Webb's Staff; Congressman Frank Wolf's Staff	Russell Senate Office Bldg, Washington, DC	• Invited	•
9/18/07	Shenandoah Valley Battlefields Foundation Board of Trustees	New Market	• GMP Status Update	
9/20/07	Park Advisory Commission	Warren County Government Center, Front Royal	•	• GMP Zones
10/2/07	Stephens City Town Council	Stephens City	•	
12/13/07	Park Advisory Commission	Strasburg Town Hall	•	
3/6/08	Cedar Creek Battlefield Foundation Board of Directors	Middletown	•	• GMP Zones
3/20/08	Park Advisory Board	Middletown Town Hall	•	
5/20/08	Shenandoah Valley Battlefields Foundation Board of Trustees	New Market	•	
6/19/08	Park Advisory Commission	Warren County Government Center, Front Royal	•	

Table 5.1 Cedar Creek and Belle Grove NHP GMP/EIS – Civic Engagement Activities (June 1, 2005 through February 4, 2009) (continued)

Date	Audience	Venue	Planning Presentation	Scoping Session
9/18/08	Park Advisory Commission	Strasburg Town Hall	• Preferred Alternative	
10/21/08	Town of Strasburg Town Council and Planning Commission	Strasburg	• Preferred Alternative/ Draft GMP	•
11/16/08	Belle Grove Board of Directors	Belle Grove	• Preferred Alternative/ Draft GMP	•
11/18/08	Preserve Frederick Board of Directors	Daily Grind, Winchester	• Preferred Alternative/ Draft GMP	•
11/19/08	Shenandoah County Parks and Recreation Advisory Board	New Market Town Hall, New Market	• Preferred Alternative/ Draft GMP	•
12/4/08	Cedar Creek Battlefield Foundation Board of Directors	Middletown	• Preferred Alternative/ Draft GMP	•
12/18/08	Park Advisory Commission	Middletown	•	
1/14/09	Woodstock Rotary	Woodstock	•	
1/20/09	Shenandoah Valley Battlefields Foundation Board of Trustees	New Market	• Preferred Alternative/ Draft GMP	•
1/21/09	National Trust for Historic Preservation – Executive Leadership	Washington, DC	• Preferred Alternative/ Draft GMP	•
1/24/09	Shenandoah County Democratic Women	Woodstock	• Preferred Alternative/ Draft GMP	
1/28/09	Open-House Meeting	Strasburg Town Hall, Strasburg	•	• Draft GMP/EIS
1/29/09	Open-House Meeting	Warren County Government Center, Front Royal	•	• Draft GMP/EIS
2/2/09	Middletown Town Council	Middletown	• Preferred Alternative/ Draft GMP	
2/4/09	Open-House Meeting	Middletown Town Hall, Middletown	•	• Draft GMP/EIS
2/5/09	Shenandoah County Board of Supervisors	Woodstock	• Preferred Alternative/ Draft GMP	
2/10/09	Shenandoah University – Scholars and Students	Winchester	• Preferred Alternative/ Draft GMP	
2/11/09	Shenandoah Forum Board	Winchester	• Preferred Alternative/ Draft GMP	

Table 5.1 Cedar Creek and Belle Grove NHP GMP/EIS – Civic Engagement Activities (June 1, 2005 through February 4, 2009) (continued)

Date	Audience	Venue	Planning Presen-tation	Scoping Session
2/25/09	Frederick County Board of Supervisors	Winchester	• Preferred Alternative/ Draft GMP	
3/19/09	Park Advisory Council	Front Royal		
4/14/09	Lions Club	Edinburg	• Preferred Alternative/ Draft GMP	
4/22/09	Middletown Heritage Society	Middletown	• Preferred Alternative/ Draft GMP	
4/25/09	Shenandoah Valley Network		• Preferred Alternative/ Draft GMP	
5/19/09	Cedar Creek Battlefield Foundation Executive Board	Middletown		
6/18/09	Park Advisory Commission	Strasburg		

outgoing letters have been reprinted in this document, along with the responses received.

In 2008, after the GMP was underway, a new programmatic agreement for compliance with Section 106 of the National Historic Preservation Act was ratified among the NPS, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers. The programmatic agreement establishes two processes for Section 106 review – a "streamlined" review process for undertakings meeting specific criteria and a "standard" review process for all other undertakings. Only in the most general way has the GMP identified potential undertakings – some of which may potentially fall under the "streamlined" review process and some of which would require a "standard" review process. As the undertakings are more specifically defined, the park would apply the criteria contained in the 2008 programmatic agreement to determine which specific undertakings would require a standard review process and which undertakings would require a "streamlined" review process.

5.3 Section 7 Consultation

Section 7 of the Endangered Species Act of 1973, as amended (16 USC 1531 et seq.) requires all federal agencies to consult with the U.S. Fish and Wildlife Service to ensure that any action authorized, funded, or carried out by the agency does not jeopardize the continued existence of listed species or critical habitat. NPS management policies also

require cooperation with appropriate state conservation agencies to protect state-listed and candidate species of special concern within park boundaries.

On October 25, 2006 Cedar Creek and Belle Grove NHP initiated consultation with the Virginia Field Office of the U.S. Fish and Wildlife Service (US FWS), the Virginia Department of Conservation and Recreation (VDCR), and the Virginia Department of Game and Inland Fisheries (VDGIF) to initiate consultation and request information about special status species within the park. The U.S. Fish and Wildlife Service responded on December 20, 2006 stating that the proposed action would not adversely affect federally listed species or federally designated critical habitat because no federally listed species are known to occur in the project area (see Appendix D).

VDCR responded on November 28, 2006 identifying a number of natural heritage occurrences within or near the park, summarized as follows (see Appendix D):

- the North Fork of the Shenandoah River-Strasburg Stream Conservation Unit is located downstream of the park
- the Panther Conservation Unit is partly located within the park
- the park includes a section of Cedar Creek and Meadow Brook that has been designated "Threatened and Endangered Species Water" for Wood Turtle
- the park includes a section of the North Fork of the Shenandoah River that has been designated "Threatened and Endangered Species Water" for Brook Floater
- the park lies within a well-developed karst landscape typical of the Shenandoah Valley (including at least one significant cave)

VCDR recommended avoidance of actions with the potential to adversely impact documented natural heritage resources and surveying for various species within the designated conservation units (see Appendix D).

VDGIF responded on November 20, 2006 stating that waters within and adjacent to the park are inhabited by the federal species of concern and state endangered brook floater and state designated threatened wood turtle (see Appendix D). VDGIF also stated that a number of other species identified in the Virginia Wildlife Action Plan as species of greatest conservation need are likely to occur in and around the park, if suitable habitat exists. A number of general management actions were recommended to enhance existing habitat and to provide additional habitat. Actions were also recommended to mitigate potential impacts associated with future park development related to stormwater management, erosion and sedimentation control, instream construction, and trail development.

5.4 Distribution of the Draft GMP/EIS

In November 2008, Cedar Creek and Belle Grove NHP released its *Draft General Management Plan and Environmental Impact Statement* (GMP/EIS) for public review. Approximately 500 copies of the document were mailed to agencies, organizations, and interested individuals and copies were made available for public review at the park administrative office and the offices of the Key Partners. The document was also posted and made available for download on the NPS Planning, Environment and Public Comment (PEPC) web site (http://parkplanning.nps.gov).

A Notice of Availability of the Draft GMP/EIS was published in the *Federal Register* by the NPS on November 26, 2008 (Volume 73, Number 229, page 72078). A separate Notice of Availability was published in the *Federal Register* by the Environmental Protection Agency on November 28, 2008 (Volume 73, Number 230, page 72477). The public review period ended on February 27, 2009.

5.4.1 Draft GMP/EIS Recipients

Copies of the Draft GMP/EIS were distributed to the following government officials and agencies, non-governmental organizations, consultants and businesses, and individuals.

- **Virginia Congressional Delegation and Other Interested Members of Congress**

Representative Bob Goodlatte (VA)
Representative Frank Wolf (VA)
Senator George Allen (VA)
Senator Jim Jeffords (VT)
Senator John Warner (VA)
Senator Jim Webb (VA)

- **Cedar Creek and Belle Grove NHP Advisory Commission**

Fred Andreae, *National Trust for Historic Preservation*
Mary Bowser, *Private Landowner*
Honorable Gene Dicks, *Town of Middletown*
Roy Downey, *Private Landowner*
Patrick Farris, *Warren County*
Diann Jacox, *Cedar Creek and Belle Grove National Historical Park*
Howard Kittell, *Shenandoah Valley Battlefields Foundation (former)*
Richard Kleese, *Shenandoah County (former)*
Sarah Mauck, *Town of Strasburg*
Elizabeth McClung, *Belle Grove, Inc.*
Gary Rinkerman, *Cedar Creek Battlefield Foundation*
Pam Sheets, *Shenandoah County*
James Smalls, *U.S. Forest Service*

Alson Smith, *State of Virginia (former)*
Randolph Jones, *State of Virginia*
Dan Stickley, *Citizen Interest Group*
Kris Tierney, *Frederick County*
Richard Wilson, *Town of Strasburg (former)*

- **Cedar Creek and Belle Grove NHP Key Partners**

Belle Grove, Incorporated
Cedar Creek Battlefield Foundation
National Trust for Historic Preservation
Shenandoah County Board of Supervisors (and Shenandoah County Department of Parks and Recreation)
Shenandoah Valley Battlefields Foundation

- **Federal Agencies**

U.S. Army Corps of Engineers
U.S. Department of Agriculture, Natural Resource Conservation Service
U.S. Department of the Interior, Fish and Wildlife Service, Virginia Field Office
U.S. Department of the Interior, National Park Service
  - American Battlefield Protection Program
  - Blue Ridge Parkway
  - Washington Office

U.S. Department of Agriculture, U.S. Forest Service, George Washington National Forest
Advisory Council on Historic Preservation, Office of Federal Agency Programs
Senate Committee on Indian Affairs

- **Virginia Legislative Delegation**

Delegate Clifford Athey, Jr.

- **Virginia Agencies**

Virginia Department of Agriculture
Virginia Department of Conservation and Recreation
Virginia Department of Conservation and Recreation, Natural Heritage Program
Virginia Department of Emergency Management
Virginia Department of Environmental Quality, Air Quality Division
Virginia Department of Environmental Quality, Environmental Enhancement Division
Virginia Department of Environmental Quality, Waste Division
Virginia Department of Environmental Quality, Water Quality Division
Virginia Department of Environmental Quality, Water Resources Division
Virginia Department of Forestry
Virginia Department of Game and Inland Fisheries
Virginia Department of Historic Resources
Virginia Department of Housing and Community Development
Virginia Department of Mines

Virginia Department of Transportation, District Administrator
Virginia Department of Rail and Public Transportation
Virginia State Health Commissioner
Virginia Tourism Corporation

- **Local Governments**

Frederick County Board of Supervisors
Shenandoah County Board of Supervisors
Warren County Board of Supervisors
Town of Middletown
Town of Strasburg
Town of Edinburgh
Town of Front Royal
Town of Stephens City
Town of Toms Brook
Town of Woodstock
Frederick County Planning Commission
Shenandoah County Planning Commission
Warren County Planning Commission
Town of Middletown Planning Commission
Town of Strasburg Planning Commission
Frederick County Sanitation Authority
Shenandoah County Parks and Recreation Board

- **Organizations and Agencies**

Chantilly Battlefield Association
Civil War Preservation Trust
Edinburg Heritage Foundation
Frederick County Equine Network
Friends of the North Fork of the Shenandoah River
Front Royal Tourism
Front Royal-Warren County Economic Development Authority
George Washington National Forest
Kernstown Battlefield Association
Lord Fairfax Community College
Lord Fairfax Small Business Development Center
Meadow Mills Union
Middletown Hunt Club
Museum of the Shenandoah Valley
National Parks and Conservation Association
Northern Shenandoah Valley Regional Planning Commission
Piedmont Environmental Council
Potomac Conservancy
Preserve Frederick
Save Our Gateway
Scenic 340 Project
Shenandoah County Democratic Women
Shenandoah County Historical Society
Shenandoah Long Rifles
Shenandoah University
Shenandoah Valley Civil War Round Table
Shenandoah Valley Music Festival
Shenandoah Valley Network

Stonewall Jackson Museum
Strasburg Chamber of Commerce
Strasburg Heritage Association, Inc.
Strasburg Museum
The Conservation Fund
Trout Unlimited
Valley Conservation Council
Virginia Outdoors Foundation
Warren Heritage Society
Warren Rifles Confederate Museum
Winchester-Frederick County Convention and Visitors Bureau
Woodstock Chamber of Commerce

- **Businesses**

Battle of Cedar Creek Campground
First Bank
Fisher Diagnostics
Fort Loudon Properties
Free Press
Garrett Farms, LLC
Greenway Engineering
Holtzman Corporation
Hotel Strasburg
Hottle Keller Memorial, Inc.
Inn at Narrow Passage
Jennings Gap Partnership
LaRose LLC
Lord Fairfax Development Center
Massey Maxwell Associates
Newtown History Center
O-N Minerals, Chemstone
Shenandoah National Bank
Sympoetica
Watson & Henry, Associates

- **Individuals**

Allamong, James
Allamong, Larry
Allowatt, Timothy A.
Andrick, Cecil S.
Apelquist, Fred
Austin, Bill
Bailey, Trina H.
Bain, Michael and Denise
Barley, Judith
Barringer, Wayne
Beatty, Douglas E.
Benton, Peter
Bishop, Kim
Bloom, Ralph
Blount, David
Bly, Dexter
Boies, Chris
Borden, Gary E.
Borkowsky, Fabiana
Bostic, Harold
Bousquet, Dr. Woodward
Bowers, Billy B.
Bowers, Jerry
Galton, Steve
Gardenhour, Harold R.
Garms, David J.
Geier, Clarence
Gilpin, Tyson
Giunta, M. A.
Glaize, Jr., Fred L.
Gochenour, Patsy
Goodier, Rob
Gratzer, Earl
Gregory, Ralph S.
Gregory, Jeffery Scott
Gregory, Lisa Carol
Grogg, Jason
Grogg, Rob
Grose, Gregory B.
Guinn, Dianne
Hall, John E.
Hamilton, Wendy and Hanna, Willam T.
Haynes, B.
Heishman, Janice
Henderlite, Mr.
Nichols, Gary and Dale
Noble, Donna H.
Noyalas, Jonathan A.
O'Reilly, Frank
Orndorff, William
Orndorff, Randy
Pasquet, George and Pfeifer, Kathryn
Pierce, Kay
Piper, Sandra
Powers, Jeanne
Powers, David
Price, Thomas
Prince, Mark
Radi, Richard
Ramey, Jr., Roger
Raney, Linda A.
Ratcliffe, Donald E.
Reiter, Jennifer
Reynolds, Judy
Richards, Billy and Johnny
Riggs, Everett S.
Riggs, Sam

Bragdon, Kathleen
Brill, Byron A.
Brooks, Karen
Brownlee, Paula
Bruckner, Erin
Brumback, Mildred
Brumback, Larry
Bryant, James
Cardin, Annette
Chandler, Stacy
Chewning, Patrick L.
Clapp, Dean W.
Clark, Larry S.
Clark, Mark
Clark, James Robert
Clark, Jeff
Clarke, Jerry A.
Claytor, Robert W.
Comer, Nancy Lee
Connolly, Mary
Cooley, Jack and Patsy
Cornwell, James Kirk
Cornwell, Kirk and Kathy
Cornwell, Doug
Currie, Scott
Davidson, Charles
Davidson, John Smith
Davis, Mark
Davison, Harold D.
Davison, Charles
Dawson, Mr.
Diaz, Amy
Dorrell, Tony
Downey, Roy
Dunlap, Dennie
Dysart, Dennis
Ellmore, Patricia M.
English, D. M.
Erbach, William
Failmezger, Tory
Ferrell, Max L.
Filerman, Joe
Fisher, Jack
Fletcher, Helen
Fogle, Dale
Herbert, Bea
Herron, Kenneth
Hickman, Joe and Betsy
Hill, Susie
Hines, James
Hodge, Robert Lee
Hodson, Cornelia
Hofstra, Warren
Holtzman, William
Hoover, Wayne C.
Horan, Jr., John F.
Hudson, Goldie L.
Jenkins, Edward L.
Johnston, R.E.
Jones, Brenda
Judd, David B.
Keller, Ann Grove
Kenny, Joseph L.
Kidd, Faye
King, Mary
Kisak, Paul F.
Koller, Jennifer
Layman, Brian L.
Layman, Ernest C.
Layman, Carroll
Legge, Michael T.
Lekas, II, Thomas G.
Lineberry, Ben
Littrell, Mary Ann
Lockhart, Tom
Luce, Bob and Claudia
Mack, Valenthia
Maddox, Chuck
Malone, Gwen
Mann, H. Lindy
Marvel, Robert
McCauley, Walter
McClung, G. K.
McCook, Mark
McCray, Leon and Valerie
McDonald, Gary
McFarland, George S.
McFarlane, Rima
Mckee, Lester B.
McNulty, Lynn
Ritenour, Ray
Rives, Sandy
Rosenberger, Leon
Rosenfeld, Scott
Ross, John
Sager, R. R.
Santiful, Luther and
Schultz, Karen
Schutte, Betty
Sears, Winsome
Shell, J. H.
Shillingburg, Ronald
Shipe, Steven
Shubert, Julie
Sileck, Suzanne
Simmons, Charles B.
Smith, Bob and Patricia
Sowers, Kate
Stalcup, Hal and Becca
Stalnaker, Caroline
Stewart, Phillip
Stickley, Al
Strosnider, Harold
Tenney, Ken
Thompson, James
Thompson, III, Joseph L.
Tischler, Allan
Tisinger, Catherine
Truban, Deb
Tusing, Gary and Jan
Tutelo, Diane and Patrick
Utz, David
Van Meter, Val
Van Osten, Barbara
Vann, Hilda
Venable, James B.
Venable, Keith
Venable, Chris
Walker, Pat
Walter, Tara W.
Walton, Jeanne
Watkins, Daryl
Werner, E.V.
Wetsel, Patsy
Wheeler, Linda

Foster, Jane	Miller, Jody	Whittle, Mike
Fox, Erik	Miller, Russell E.	Willetts, Judith
French, Douglas	Mitchell-Watson, Leslie	Wilson, Thomas
French, Marian	Monk, Martin L.	Wilson, Richard
Friesema, Paul	Morehead, Patsy	Wine, Bill
Funk, Caine	Morrissey, Dee	Winn, John
Funk, Dorsey A.	Murray, Daniel J.	Wright, Robin
Funk, Philip E.	Newman, D.	Yates, Terry and Renee
Funk, Daniel L.	Nichols, David	

5.5 Public Meetings on the Draft GMP/EIS

The NPS and the park's Federal Advisory Commission held three open-house meetings on January 28, 2009 in Strasburg, VA, January 29, 2009 in Front Royal, VA, and February 4, 2009 in Middletown, VA. The purpose of the meetings was to provide an opportunity for the public to meet with NPS staff and the Federal Advisory Commissioners to discuss the Draft GMP/EIS, ask questions, and provide comments. The NPS announced dates, times, and locations of public meetings in a post card that was mailed to approximately 500 recipients and through a news release issued to 60 media sources. News articles featuring the public meetings and release of the Draft GMP/EIS were published in the *Winchester Star* and the *Northern Virginia Daily*.

5.6 Summary of Public Comments Received on the Draft GMP/EIS

NPS received 35 pieces of correspondence containing comments on the draft GMP/EIS. All comments received or postmarked through February 27, 2009 (the close of the comment period) are included in the official record. Comments received included letters, e-mails, faxes, comment forms, transcripts of public meeting comments, and electronic comments submitted through the PEPC web site. Each of these is re-printed in its entirety in Appendix E below.

5.6.1 The Role of Public Comment

The National Environmental Policy Act (NEPA) requires that the NPS solicit public comment on draft plans for major proposed actions. Public comments are viewed by the NPS as critical in helping park managers to shape responsible plans for our national parks that best meet the NPS mission, the goals of NEPA, and the interests of the American public.

NEPA and NPS policy require that NPS respond to all "substantive" comments. As defined in the NPS's NEPA guidance (Director's Order # 12) and based on Council of Environmental Quality Regulations, a substantive comment is one that:

- questions, with reasonable basis, the accuracy of the information in the environmental impact statement

- questions, with reasonable basis, the adequacy of the environmental analysis

- presents reasonable alternatives other than those presented in the environmental impact statement

- causes changes or revisions in the proposal

Non-substantive comments include those that simply state a position in favor of or against the proposed alternative, merely agree or disagree with NPS policy, or otherwise express an unsupported personal preference or opinion.

5.6.2 Analysis and Responses to Comments

All public comments received on the Draft GMP/EIS, were read and analyzed by NPS staff and consultants. During the process of identifying public concerns, all comments were treated equally – they were not weighted by organizational affiliation or other status of respondents, and it did not matter if an idea was expressed by dozens of people or a single person. The process is not one of counting votes; emphasis is on the content of a comment rather than who wrote it or the number of people who agreed with it.

NPS received 35 comments on the draft GMP/EIS that were received or postmarked through February 27, 2009 (the close of the comment period) and that are therefore included as part of the official record (see Appendix E below). Comments received included letters, e-mails, faxes, comment forms, public meeting comments, and electronic comments submitted through the NPS Planning, Environment and Public Comment (PEPC) web site.

All public comments received on the Draft GMP/EIS, were read and analyzed by the NPS GMP Planning Team. During the process of identifying public concerns, all comments were treated equally – they were not weighted by organizational affiliation or other status of respondents, and it did not matter if an idea was expressed by dozens of people or a single person. The process is not one of counting votes; emphasis is on the content of a comment rather than who wrote it or the number of people who agreed with it.

All substantive comments received a response from the NPS (see Appendix F below). Also included are a number of non-substantive comments that were raised with some frequency. These non-substantive comments are included in order to clarify both the plan and the legal mandates that NPS is required to follow in managing the park.



APPENDIX A

PARK ENABLING LEGISLATION

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

Appendix A

Park Enabling Legislation

- Public Law 107-373, Cedar Creek and Belle Grove National Historical Park Act (116 Stat. 3104 – 3109, December 19, 2002)

Public Law 107–373
107th Congress

An Act

Dec. 19, 2002
[H.R. 4944]

To designate the Cedar Creek and Belle Grove National Historical Park as a unit of the National Park System, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Cedar Creek and Belle Grove National Historical Park Act.
Virginia.
16 USC 410iii note.
USC 410iii.

SECTION 1. SHORT TITLE.

This Act may be cited as the "Cedar Creek and Belle Grove National Historical Park Act".

SEC. 2. PURPOSE.

The purpose of this Act is to establish the Cedar Creek and Belle Grove National Historical Park in order to—

(1) help preserve, protect, and interpret a nationally significant Civil War landscape and antebellum plantation for the education, inspiration, and benefit of present and future generations;

(2) tell the rich story of Shenandoah Valley history from early settlement through the Civil War and beyond, and the Battle of Cedar Creek and its significance in the conduct of the war in the Shenandoah Valley;

(3) preserve the significant historic, natural, cultural, military, and scenic resources found in the Cedar Creek Battlefield and Belle Grove Plantation areas through partnerships with local landowners and the community; and

(4) serve as a focal point to recognize and interpret important events and geographic locations within the Shenandoah Valley Battlefields National Historic District representing key Civil War battles in the Shenandoah Valley, including those battlefields associated with the Thomas J. (Stonewall) Jackson campaign of 1862 and the decisive campaigns of 1864.

16 USC 410iii–1.

SEC. 3. FINDINGS.

Congress finds the following:

(1) The Battle of Cedar Creek, also known as the battle of Belle Grove, was a major event of the Civil War and the history of this country. It represented the end of the Civil War's Shenandoah Valley campaign of 1864 and contributed to the reelection of President Abraham Lincoln and the eventual outcome of the war.

(2) 2,500 acres of the Cedar Creek Battlefield and Belle Grove Plantation were designated a national historic landmark in 1969 because of their ability to illustrate and interpret important eras and events in the history of the United States. The Cedar Creek Battlefield, Belle Grove Manor House, the

Heater House, and Harmony Hall (a National Historic Landmark) are also listed on the Virginia Landmarks Register.

(3) The Secretary of the Interior has approved the Shenandoah Valley Battlefields National Historic District Management Plan and the National Park Service Special Resource Study, both of which recognized Cedar Creek Battlefield as the most significant Civil War resource within the historic district. The management plan, which was developed with extensive public participation over a 3-year period and is administered by the Shenandoah Valley Battlefields Foundation, recommends that Cedar Creek Battlefield be established as a new unit of the National Park System.

(4) The Cedar Creek Battlefield Foundation, organized in 1988 to preserve and interpret the Cedar Creek Battlefield and the 1864 Valley Campaign, has acquired 308 acres of land within the boundaries of the National Historic Landmark. The foundation annually hosts a major reenactment and living history event on the Cedar Creek Battlefield.

(5) Belle Grove Plantation is a Historic Site of the National Trust for Historic Preservation that occupies 383 acres within the National Historic Landmark. The Belle Grove Manor House was built by Isaac Hite, a Revolutionary War patriot married to the sister of President James Madison, who was a frequent visitor at Belle Grove. President Thomas Jefferson assisted with the design of the house. During the Civil War Belle Grove was at the center of the decisive battle of Cedar Creek. Belle Grove is managed locally by Belle Grove, Incorporated, and has been open to the public since 1967. The house has remained virtually unchanged since it was built in 1797, offering visitors an experience of the life and times of the people who lived there in the 18th and 19th centuries.

(6) The panoramic views of the mountains, natural areas, and waterways provide visitors with an inspiring setting of great natural beauty. The historic, natural, cultural, military, and scenic resources found in the Cedar Creek Battlefield and Belle Grove Plantation areas are nationally and regionally significant.

(7) The existing, independent, not-for-profit organizations dedicated to the protection and interpretation of the resources described above provide the foundation for public-private partnerships to further the success of protecting, preserving, and interpreting these resources.

(8) None of these resources, sites, or stories of the Shenandoah Valley are protected by or interpreted within the National Park System.

SEC. 4. DEFINITIONS.

16 USC 410iii–2.

In this Act:

(1) COMMISSION.—The term "Commission" means the Cedar Creek and Belle Grove National Historical Park Advisory Commission established by section 9.

(2) MAP.—The term "Map" means the map entitled "Boundary Map Cedar Creek and Belle Grove National Historical Park", numbered CEBE–80,001, and dated September 2002.

(3) PARK.—The term "Park" means the Cedar Creek and Belle Grove National Historical Park established under section 5 and depicted on the Map.

(4) SECRETARY.—The term "Secretary" means the Secretary of the Interior.

16 USC 410iii–3.

SEC. 5. ESTABLISHMENT OF CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK.

(a) ESTABLISHMENT.—There is established the Cedar Creek and Belle Grove National Historical Park, consisting of approximately 3,000 acres, as generally depicted on the Map.

(b) AVAILABILITY OF MAP.—The Map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

16 USC 410iii–4.

SEC. 6. ACQUISITION OF PROPERTY.

(a) REAL PROPERTY.—The Secretary may acquire land or interests in land within the boundaries of the Park, from willing sellers only, by donation, purchase with donated or appropriated funds, or exchange.

(b) BOUNDARY REVISION.—After acquiring land for the Park, the Secretary shall—

(1) revise the boundary of the Park to include newly acquired land within the boundary; and

(2) administer newly acquired land subject to applicable laws (including regulations).

(c) PERSONAL PROPERTY.—The Secretary may acquire personal property associated with, and appropriate for, interpretation of the Park.

(d) CONSERVATION EASEMENTS AND COVENANTS.—The Secretary is authorized to acquire conservation easements and enter into covenants regarding lands in or adjacent to the Park from willing sellers only. Such conservation easements and covenants shall have the effect of protecting the scenic, natural, and historic resources on adjacent lands and preserving the natural or historic setting of the Park when viewed from within or outside the Park.

(e) SUPPORT FACILITIES.—The National Park Service is authorized to acquire from willing sellers, land outside the Park boundary but in close proximity to the Park, for the development of visitor, administrative, museum, curatorial, and maintenance facilities.

16 USC 410iii–5.

SEC. 7. ADMINISTRATION.

The Secretary shall administer the Park in accordance with this Act and the provisions of law generally applicable to units of the National Park System, including—

(1) the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (16 U.S.C. 1 et seq.); and

(2) the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes", approved August 21, 1935 (16 U.S.C. 461 et seq.).

16 USC 410iii–6.

SEC. 8. MANAGEMENT OF PARK.

(a) MANAGEMENT PLAN.—The Secretary, in consultation with the Commission, shall prepare a management plan for the Park. In particular, the management plan shall contain provisions to address the needs of owners of non-Federal land, including independent nonprofit organizations within the boundaries of the Park.

Deadline.

(b) SUBMISSION OF PLAN TO CONGRESS.—Not later than 3 years after the date of the enactment of this Act, the Secretary shall

submit the management plan for the Park to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.

SEC. 9. CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK ADVISORY COMMISSION. 16 USC 410iii–7.

(a) ESTABLISHMENT.—There is established the Cedar Creek and Belle Grove National Historical Park Advisory Commission.

(b) DUTIES.—The Commission shall—

(1) advise the Secretary in the preparation and implementation of a general management plan described in section 8; and

(2) advise the Secretary with respect to the identification of sites of significance outside the Park boundary deemed necessary to fulfill the purposes of this Act.

(c) MEMBERSHIP.—

(1) COMPOSITION.—The Commission shall be composed of 15 members appointed by the Secretary so as to include the following:

(A) 1 representative from the Commonwealth of Virginia.

(B) 1 representative each from the local governments of Strasburg, Middletown, Frederick County, Shenandoah County, and Warren County.

(C) 2 representatives of private landowners within the Park.

(D) 1 representative from a citizen interest group.

(E) 1 representative from the Cedar Creek Battlefield Foundation.

(F) 1 representative from Belle Grove, Incorporated.

(G) 1 representative from the National Trust for Historic Preservation.

(H) 1 representative from the Shenandoah Valley Battlefields Foundation.

(I) 1 ex-officio representative from the National Park Service.

(J) 1 ex-officio representative from the United States Forest Service.

(2) CHAIRPERSON.—The Chairperson of the Commission shall be elected by the members to serve a term of one year renewable for one additional year.

(3) VACANCIES.—A vacancy on the Commission shall be filled in the same manner in which the original appointment was made.

(4) TERMS OF SERVICE.—

(A) IN GENERAL.—Each member shall be appointed for a term of 3 years and may be reappointed for not more than 2 successive terms.

(B) INITIAL MEMBERS.—Of the members first appointed under paragraph (1), the Secretary shall appoint—

(i) 4 members for a term of 1 year;

(ii) 5 members for a term of 2 years; and

(iii) 6 members for a term of 3 years.

(5) EXTENDED SERVICE.—A member may serve after the expiration of that member's term until a successor has taken office.

(6) MAJORITY RULE.—The Commission shall act and advise by affirmative vote of a majority of its members.

(7) MEETINGS.—The Commission shall meet at least quarterly at the call of the chairperson or a majority of the members of the Commission.

(8) QUORUM.—8 members shall constitute a quorum.

(d) COMPENSATION.—Members shall serve without pay. Members who are full-time officers or employees of the United States, the Commonwealth of Virginia, or any political subdivision thereof shall receive no additional pay on account of their service on the Commission.

(e) TRAVEL EXPENSES.—While away from their homes or regular places of business in the performance of service for the Commission, members shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in the Government service are allowed expenses under section 5703 of title 5, United States Code.

(f) HEARINGS; PUBLIC INVOLVEMENT.—The Commission may, for purposes of carrying out this Act, hold such hearings, sit and act at such times and places, take such public testimony, and receive such evidence, as the Commission considers appropriate. The Commission may not issue subpoenas or exercise any subpoena authority.

16 USC 410iii–8.

SEC. 10. CONSERVATION OF CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK.

(a) ENCOURAGEMENT OF CONSERVATION.—The Secretary and the Commission shall encourage conservation of the historic and natural resources within and in proximity of the Park by landowners, local governments, organizations, and businesses.

(b) PROVISION OF TECHNICAL ASSISTANCE.—The Secretary may provide technical assistance to local governments, in cooperative efforts which complement the values of the Park.

(c) COOPERATION BY FEDERAL AGENCIES.—Any Federal entity conducting or supporting activities directly affecting the Park shall consult, cooperate, and, to the maximum extent practicable, coordinate its activities with the Secretary in a manner that—

(1) is consistent with the purposes of this Act and the standards and criteria established pursuant to the general management plan developed pursuant to section 8;

(2) is not likely to have an adverse effect on the resources of the Park; and

(3) is likely to provide for full public participation in order to consider the views of all interested parties.

16 USC 410iii–9.

SEC. 11. ENDOWMENT.

(a) IN GENERAL.—In accordance with the provisions of subsection (b), the Secretary is authorized to receive and expend funds from an endowment to be established with the National Park Foundation, or its successors and assigns.

(b) CONDITIONS.—Funds from the endowment referred to in subsection (a) shall be expended exclusively as the Secretary, in consultation with the Commission, may designate for the interpretation, preservation, and maintenance of the Park resources and public access areas. No expenditure shall be made pursuant to this section unless the Secretary determines that such expenditure is consistent with the purposes of this Act.

SEC. 12. COOPERATIVE AGREEMENTS.

16 USC 410iii–10.

(a) IN GENERAL.—In order to further the purposes of this Act, the Secretary is authorized to enter into cooperative agreements with interested public and private entities and individuals (including the National Trust for Historic Preservation, Belle Grove, Inc., the Cedar Creek Battlefield Foundation, the Shenandoah Valley Battlefields Foundation, and the Counties of Frederick, Shenandoah, and Warren), through technical and financial assistance, including encouraging the conservation of historic and natural resources of the Park.

(b) TECHNICAL AND FINANCIAL ASSISTANCE.—The Secretary may provide to any person, organization, or governmental entity technical and financial assistance for the purposes of this Act, including the following:

(1) Preserving historic structures within the Park.

(2) Maintaining the natural or cultural landscape of the Park.

(3) Local preservation planning, interpretation, and management of public visitation for the Park.

(4) Furthering the goals of the Shenandoah Valley Battlefields Foundation related to the Park.

SEC. 13. ROLES OF KEY PARTNER ORGANIZATIONS.

16 USC 410iii–11.

(a) IN GENERAL.—In recognition that central portions of the Park are presently owned and operated for the benefit of the public by key partner organizations, the Secretary shall acknowledge and support the continued participation of these partner organizations in the management of the Park.

(b) PARK PARTNERS.—Roles of the current key partners include the following:

(1) CEDAR CREEK BATTLEFIELD FOUNDATION.—The Cedar Creek Battlefield Foundation may—

(A) continue to own, operate, and manage the lands acquired by the Foundation within the Park;

(B) continue to conduct reenactments and other events within the Park; and

(C) transfer ownership interest in portions of their land to the National Park Service by donation, sale, or other means that meet the legal requirements of National Park Service land acquisitions.

(2) NATIONAL TRUST FOR HISTORIC PRESERVATION AND BELLE GROVE INCORPORATED.—The National Trust for Historic Preservation and Belle Grove Incorporated may continue to own, operate, and manage Belle Grove Plantation and its structures and grounds within the Park boundary. Belle Grove Incorporated may continue to own the house and grounds known as Bowman's Fort or Harmony Hall for the purpose of permanent preservation, with a long-term goal of opening the property to the public.

(3) SHENANDOAH COUNTY.—Shenandoah County may continue to own, operate, and manage the Keister park site within the Park for the benefit of the public.

(4) PARK COMMUNITY PARTNERS.—The Secretary shall cooperate with the Park's adjacent historic towns of Strasburg and Middletown, Virginia, as well as Frederick, Shenandoah, and Warren counties in furthering the purposes of the Park.

(5) SHENANDOAH VALLEY BATTLEFIELDS FOUNDATION.—The Shenandoah Valley Battlefields Foundation may continue to administer and manage the Shenandoah Valley Battlefields National Historic District in partnership with the National Park Service and in accordance with the Management Plan for the District in which the Park is located.

16 USC 410iii–12.

SEC. 14. AUTHORIZATION OF APPROPRIATIONS.

There is authorized to be appropriated such sums as are necessary to carry out this Act.

Approved December 19, 2002.

LEGISLATIVE HISTORY—H.R. 4944 (S. 2623):

HOUSE REPORTS: No. 107–713 (Comm. on Resources).
CONGRESSIONAL RECORD, Vol. 148 (2002):
Oct. 1, considered and passed House.
Nov. 19, considered and passed Senate.

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APPENDIX **B**

APPLICABLE FEDERAL AND COMMONWEALTH OF VIRGINIA LAWS AND REGULATIONS AND NATIONAL PARK SERVICE POLICIES

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

Appendix B

Applicable Federal and Commonwealth of Virginia Laws and Regulations and National Park Service Policies

FEDERAL LAWS	REFERENCE	PURPOSE	COMPLIANCE REQUIRED BY
National Park Service Organic Act of 1916	16 U.S.C. 1-4 et seq.	Promotes and regulates the use of national parks, monuments, and reservations, b such means and measures as to conserve the scenery and the natural and historic objects and the wildlife therein and provides for the enjoyment of the land in such manner as will leave them unimpaired for the enjoyment of future generations	National Park Service
National Parks and Recreation Act of 1978	16. U.S.C. 1(a)-7(b)	Requires the National Park Service t conduct compre-hensive general management planning on park units	National Park Service
Government Performance and Results Act of 1933	P.L. 103-62; 31 U.S.C. 1101	Requires Federal Agencies to develop a strategic planning and performance management system establishing goals and reporting results	Federal Agencies
National Parks Omnibus Management Act of 1998	P.L. 105-391; 112 Stat 3497; 36 CFR 51	Public accommodations, facilities, and services in NPS units shall be limited to those accommodations, facilities, and services necessary for public use and enjoyment, and consistent with the preservation and conservation of the resources and values of the unit	National Park Service
General Authorities Act of 1970, as amended in 1978	16 U.S.C. 1a-1	Affirmed that all national park areas, including historic sites, while acknowledged to be "distinct in character," were "united through their interrelated purposes and resources into one national park system, as cumulative expressions of a single national heritage"	National Park Service
National Environmental Policy Act of 1969 (NEPA)	P.L. 91-190, as amended by P.L. 94-52; 42 U.S.C. 4321-4347	Establishes national policy for protection of the human environment and ensures that decision-makers take into account; requires all Federal Agencies to analyze alternatives and document impacts resulting from proposed actions that could potentially affect the natural and human environment	Federal Agencies
Council on Environmental Quality (CEQ) Regulations, as amended	40 CFR 1500-1508	Implements NEPA and provides guidance to Federal Agencies in the preparation of environmental documents identified under NEPA	Federal Agencies
Procedural Provisions of the National Environmental Policy Act by CEQ, as amended	40 CFR Parts 1500-1508	Provides guidance to Federal Agencies in the preparation of environmental documents	Federal Agencies
Administrative Procedures Act of 1979, as amended	5 U.S.C. 551, et seq	Outlines the forms of administrative proceedings (hearings, adjudication, etc.) and prescribes procedural and substantive limitations thereon; provides for judicial review of federal decision-making actions	Federal Agencies
Shenandoah Valley Battlefields National Historic District and Commission Act of 1996	P.L. 104-333	Establishes the Shenandoah Valley Battlefields National Historic District to preserve, conserve, and interpret the legacy of the Civil War in the Shenandoah Valley	National Park Service
Cedar Creek and Belle Grove National Historical Park Act	P.L. 107-373	Establishes Cedar Creek and Belle Grove National Historical park to preserve, protect, and interpret the Battle of Cedar Creek landscape and antebellum agricultural community; to tell the story of Shenandoah Valley history; to preserve significant historic, natural, cultural, military, and scenic resources found in and around the battlefield and Belle Grove Plantation areas; and to serve as a focal point within the Shenandoah Valley Battlefields National Historic District	National Park Service

Appendix B. Applicable Federal and Commonwealth of Virginia Laws and Regulations and National Park Service Policies (continued)

FEDERAL LAWS (continued)	REFERENCE	PURPOSE	COMPLIANCE REQUIRED BY
National Trust Act of 1949	16. U.S.C. 468-c-e	Facilitates public participation in the preservation of sites, buildings, and objects of national significance or interest	Federal Agencies
Historic Sites Act of 1935	16 U.S.C. 461-467; 36 CFR 65	Establishes a national policy to preserve historic sties and objects of national significance for public use	Federal Agencies
National Historic Preservation Act of 1966, as amended; Sec. 106 and Sec. 110	16 U.S.C. 470; 36 CFR 60,63, 65,78-79, 800	Protects and preserves districts, sites, and structures and architectural, archeological, and cultural resources; Section 106 requires consultation with the State Historic Preservation Office; Section 110 requires that NPS identify and nominate all eligible resources under its jurisdiction to the National Register of Historic Places	Federal Agencies
Antiquities Act of 1906, as amended	16. U.S.C. 431-433	Provides for the protection of historic and prehistoric remains, "or any antiquity," on federal lands; authorizes the President to declare national monuments by proclamation; authorizes the scientific investigation of antiquities on federal lands; provides for protection of historic monuments on public lands	Federal Agencies
Archeological and Historic Preservation Act of 1974, as amended	16 U.S.C. 469-469c	Requires survey, recovery and preservation of significant scientific, prehistorical, historical, archeological, or paleontological data when such data may be destroyed due to a federal project; directs Federal Agencies to notify the Secretary of the Interior whenever they find that such a project may cause loss or damage	Federal Agencies
Archeological Resources Protection Act of 1979, as amended	16 U.S.C. 470aa-mm	Prohibits the unauthorized excavation or removal of archeological resources on federal and Indian land. Archeological resources include sites, features, artifacts, etc.	Federal Agencies
Native American Graves Protection and Repatriation Act	25 U.S.C. 3001 et seq; 43 CFR 10	Requires Federal Agencies and museums receiving federal funding to return Native American cultural items – including human remains – to their respective peoples (allowing a short time for analysis by archeological teams)	Federal Agencies and museums receiving federal funding
American Indian Religious Freedom Act	42 U.S.C. 21	Protects and preserves the traditional religious rights of American Indians, Eskimos, Aleuts, and Native Hawaiians on federal lands	Federal Agencies
Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation	48 FR 44716	Organizes information about federal preservation activities; describes results to be achieved by Federal Agencies, states, and other when planning for the identification, evaluation, registration and treatment of historic properties; integrates diverse efforts of many entities performing historic preservation into a systematic effort to preserve the nation's cultural heritage	Federal, State, and Local Agencies
Secretary of the Interior's Standards for the Treatment of Historic Properties	36 CFR 68	Provides guidance regarding the treatment of historic properties, focusing treatments: preservation, rehabilitation, restoration, and reconstruction	National Park Service
The Architectural Barriers Act of 1968; the Rehabilitation Act of 1973; and Americans with Disabilities Act of 1990	42 U.S.C. 4157 et seq.; 29 U.S.C. 701, et seq.; 42 U.S.C. 12101, P.L. 101-336. 1-4 Stat. 327	Requires public buildings constructed, altered, leased, or financed with federal funds to be accessible to persons with disabilities; ensures that all facilities and programs are accessible to visitors with disabilities	Federal, State, and Local Agencies
Federal Cave Resources Protection Act	16. U.S.C. 4301-4310	Protects and preserves significant caves on federal lands for the perpetual use, enjoyment, and benefit of all people; fosters increased cooperation and exchange of information between governments and those who use caves on federal land	Federal Agencies

Appendix B. Applicable Federal and Commonwealth of Virginia Laws and Regulations and National Park Service Policies (continued)

FEDERAL LAWS (continued)	REFERENCE	PURPOSE	COMPLIANCE REQUIRED BY
Clean Water Act (CWA) of 1977, as amended, Sec. 401, Sec. 402 and Sec. 404(b)(1)	33 U.S.C. 121, et seq.	Sec. 401 regulates water quality requirements specified under the CWA; Section 402 requires a National Pollutant Discharge Elimination System (NPDES) permit for discharges into waters of the U.S.; Sec. 404 requires a permit before dredging or filling wetlands can occur	Federal, State, and Local Agencies
Rivers and Harbors Act of 1899	33 U.S.C. 403	Prohibits construction of any bridge, dam, dike or causeway over or in navigable waterways of the U.S. without Congressional approval	Federal, State, and Local Agencies
Federal Water Pollution Control Act of 1972, as amended	33 U.S.C. 1251-1376, et seq.	Establishes criteria and performance standards for the restoration and maintenance of the chemical, physical, and biological integrity of the nation's waters through prevention, reduction, and elimination of pollution	Federal, State, and Local Agencies
Fish and Wildlife Coordination Act of 1934, as amended	16 U.S.C. 661-666c; 48 Stat. 401	Requires Federal Agencies to coordinate with the FWS when any project involves impoundment, diversion, channel deepening or other modification of a stream or water body	Federal, State, and Local Agencies
Clean Air Act (CAA) Amendments of 1990, as amended; Sec. 118	42 U.S.C. 7401, et seq. 42 U.S.C. 7609	Establishes standards to protect and improve air quality; requires project conformity with State Implementation Plan concerning air quality; Sec. 118 requires federal land managers to protect air quality on federal land	Federal, State, and Local Agencies
Endangered Species Act of 1973, as amended	16 U.S.C. 1531-1543	Establishes a policy to protect and restore federally listed threatened and endangered species of flora and fauna	Federal, State, and Local Agencies
Federal Farmland Protection Act of 1981	7 U.S.C. 4201-4209	Minimizes impacts of federal programs on the unnecessary and irreversible conversion of farmland to nonagricultural uses; assures to the extent possible that federal programs are administered to be compatible with the farmland protection programs and policies of state and local units of government and private organizations	Federal, State, and Local Agencies
Land and Water Conservation Fund Act of 1965, as amended; Section 6(f)	16 U.S.C. 4601-4 to 4601-11	Preserves, develops, and assures the quality and quantity of outdoor recreational resources; applies to all projects that impact recreational lands involving funds obtained from the Land and Water Conservation Fund	Federal, State, and Local Agencies
Resource Conservation and Recovery Act, as amended	42 U.S.C. s/s 6901 et seq. (1976)	Authorizes USEPA to control hazardous waste, including the generation, transportation, treatment, storage, and disposal of hazardous waste; RCRA also sets forth a framework for the management of non-hazardous wastes; addresses environmental problems resulting from underground storage tanks; focuses on active and future facilities, not abandoned or historical sites	federal, state and Local Governments; private industry
Federal Communications Commission Procedures Implementing the National Environmental Policy Act of 969	47 CFR 1.301-1.1319	Addresses impacts that proposed antenna structures may have on historical sites and other protected resources	Federal Communications Commission and cell service carriers
Uniform Relocation Assistance and Real Property Acquisition Policies Act	42 U.S.C. 4601 et seq.	Establishes uniform policies to compensate people displaced from their homes or businesses by activities that are wholly or partially federally-funded	Federal Agencies
Payments In Lieu of Taxes Act (PILOT or PILT), as amended by P.L 98-63	P.L. 94-565 (31 U.S.C. 6901-6907), recodified at 31 U.S.C. 6907	Provides certain payments from the Federal Government to Local Governments to compensate for the removal of land from the local real estate tax base and the amount (acres) of certain public lands within the boundaries of local governmental units	National Park Service
Department of Transportation Act of 1966, Section 4(f)	49 U.S.C. 303	Requires the Secretary of Transportation to demonstrate that there is no feasible or prudent alternative to impacting publicly-owned land from a park, recreation area, wildlife and waterfowl refuge, or an historic site of national, state or local significance, or any land from an historic site of national, state or local significance, and that all possible planning to minimize harm to such land is incorporated into the proposed transportation project	U.S Department of Transportation; WV DOT; FAA

Appendix B. Applicable Federal and Commonwealth of Virginia Laws and Regulations and National Park Service Policies (continued)

NPS MANDATES	REFERENCE	PURPOSE	COMPLIANCE REQUIRED BY
Final Draft Park Planning Program Standards	NPS 2007	Describes the National Park Service framework for park planning and decision-making, which includes six discrete kinds of planning, each with its own particular purpose and standards	National Park Service
National Park Service Management Policies 2006	NPS 2006	Sets the policy framework and provides direction for all management decisions for units of the national park system	National Park Service
NPS Special Directive 92-11 and P.L. 105-391	P.L. 105-391	Identifies NPS criteria and qualifications for resource evaluation and determination of a site's suitability and feasibility for inclusion in the national park system; provides guidance for NPS special resource studies	National Park Service
Conservation Planning, Environmental Impact Analyses and Decision-Making	Director's Order 12 and Handbook for Environmental Analysis	Provides bureau guidance on NEPA compliance consistent with CEQ regulations and on approaches to environmental documentation	National Park Service
National Park Service Tourism	Director's Order 17	Promotes and supports sustainable, responsible, informed, and managed visitor use through cooperation and coordination with the tourism industry	National Park Service
Land Protection	Director's Order 25	Articulates the framework for land protection and the process for land acquisition and interests in land within the authorized boundaries of NPS units; the policy includes direction for parks to develop a "land protection plan," which establishes land acquisition priorities	National Park Service
Cultural Resource Management	Director's Order 28	Addresses the preservation and treatment of archeological, cultural, and historic properties and ethnographic resources	National Park Service
Cultural Resource Management	Director's Order 28A	Articulates framework for planning, reviewing, and undertaking archeological activities and other activities that may affect archeological resources within the National Park System; also addresses the manner in which the Service will meet its archeological assistance responsibilities outside the national parks	National Park Service
Cultural Resource Management Guideline Release No. 5	NPS-28	Addresses standards and requirements for research, planning, and stewardship of cultural resources, as well as management of archeological resources, cultural landscapes, historic, and prehistoric structures, museum objects, and ethnographic resources	National Park Service
Coordination with State Historic Preservation Officers	Programmatic Memorandum of Agreement among NPS, Advisory Council on Historic Preservation and National Council of SHPOs (1995; revised 2002)	Describes how the NPS will carry out its Section 106 responsibilities with respect to managing the national park system; states that the NPS will coordinate with SHPO activities for research related to resource management needs and identification, evaluation, and registration of park historic properties	National Park Service
Accessibility for Park Visitors	Director's Order 42	Ensures that all people have the highest level of accessibility that is reasonable to NPS programs, facilities, and services in conformance with applicable regulations and standards	National Park Service
Special Park Uses	Director's Order 53	Provides supplemental guidance to Section 8.6 of NPS Management Policies on permitting special park uses	National Park Service
Natural Resource Management Guidelines	NPS-77	Guides the actions of park managers so that natural resource management activities planned and initiated at field areas comply with federal laws and regulations, and with Department of the Interior and NPS policy	National Park Service

Appendix B. Applicable Federal and Commonwealth of Virginia Laws and Regulations and National Park Service Policies (continued)

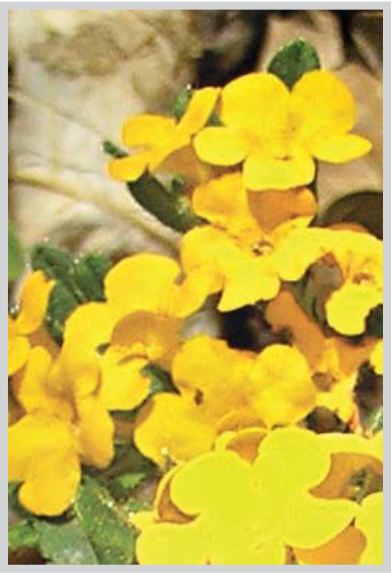
NPS MANDATES (continued)	REFERENCE	PURPOSE	COMPLIANCE REQUIRED BY
Wetlands Protection	Director's Order 77-1	Establishes NPS policies, requirements and standards for implementing Executive Order 11990, "Protection of Wetlands;" recommends park units obtain a parkwide wetland inventory, based on "Classification of Wetlands and Deepwater Habitats of the U.S.," FWS/OBS-79-31	National Park Service
Integrated Pest Management Manual and Integrated Pest Management Plan	Reference Manual 77-7	Describes the biology and management of 21 species or categories of pests; minimizes the use of toxic pesticides and establishes a strategy for the control of invasive species	National Park Service
Structural Fire Management	Directors Order 58 and Reference Manual-58	Supplements the structural fire policy articulated in NPS Management Policies by setting forth the operational policies and procedures necessary to establish and implement structural fire management programs throughout the national park system	National Park Service
FEDERAL EXECUTIVE ORDERS	**REFERENCE**	**PURPOSE**	**COMPLIANCE REQUIRED BY**
Chesapeake 2000, Chesapeake Bay Agreement	Directive No. 98-2, 12/8/98	Directs collaborative management of the Chesapeake Bay Program	National Park Service, UPS EPA, US FWS, US DOT, US DOD, VA, MD D.C., PA, MD, and Chesapeake Bay Foundation
Intergovernmental Review of Federal Programs	E.O. 12372	Establishes clearinghouse coordination required with state and local agencies concerning impacts of federal projects	Federal Agencies
Protection and Enhancement of Environmental Quality	E.O. 11514, as amended by E.O. 11990	Provides federal leadership in protecting and enhancing the quality of the nation's environment to sustain and enrich human life	Federal Agencies
Protection of Floodplains	E.O. 11988	Establishes federal policy to avoid long- and short-term adverse impacts associated with the occupancy and modification of floodplains and to preserve the natural and beneficial values served by floodplains	Federal Agencies
Protection of Wetlands	E.O. 11990	Requires Federal Agencies to consider all practicable alternatives to impacting wetlands	Federal Agencies
Off-Road Vehicles on Public Lands	E.O. 11644, as amended by E.O. 11989	Requires public land managers to establish policies and procedures to ensure tha the use of off-road vehicles on public lands will be controlled to protect the resources, to promote the safety of all users of those lands and to minimize conflicts among the various uses of those lands	Federal Agencies
Invasive Species	E.O. 13112	Prevents the introduction of invasive species and provides for their control and to minimize the economic and human health impacts that invasive species cause	Federal Agencies
Protection and Enhancement of the Cultural Environment	E.O. 11593	Establishes federal policy to protect and enhance the cultural environment	Federal Agencies
Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations	E.O. 12898	Established federal policy to avoid federal actions that cause disproportionately high and adverse impacts on minority and low-income populations with respect to human health and the environment	Federal Agencies
Governmental Actions and Interference with Constitutionally Protected Property Rights	E.O. 12630	Establishes federal policy to assist Federal Agencies in proposing, planning and implementing actions with due regard to the constitutional protections provided by the Fifth Amendment and to reduce undue or inadvertent burdens on the public resulting from lawful government action	Federal Agencies

Appendix B. Applicable Federal and Commonwealth of Virginia Laws and Regulations and National Park Service Policies (continued)

FEDERAL EXECUTIVE ORDERS (continued)	REFERENCE	PURPOSE	COMPLIANCE REQUIRED BY
American Indian Sacred Sites	E.O. 13007	Requires that management of federal land shall, to the extent practicable, permitted by law, accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners and avoid adversely affecting the physical integrity of sacred sites	Federal Agencies
Strengthening Federal Environmental, Energy, and Transportation Management	E.O. 13423	Requires federal agencies to conduct their environmental, transportation, and energy-related activities in support of their respective missions in an environmentally, economically, and fiscally sound, integrated, continuously improving, efficient, and sustainable manner.	Federal Agencies
Government-to-Government Relations with Tribal Governments	Presidential Memorandum of April 29, 1994	Establishes principles to be followed by federal departments and agencies in their interactions with Native American tribal governments and requiring consideration of the impacts of federal actions on tribal trust resources	Federal Agencies
COMMONWEALTH OF VIRGINIA	**REFERENCE**	**PURPOSE**	**COMPLIANCE REQUIRED BY**
State Environmental Review Process (SERP)	Code of Virginia: Title 10.1-1188 (b), Chapter 11, Art. 2	Provides guidance on the Commonwealth of Virginia's environmental review process	Commonwealth Agencies
Environmental Impact Review of Major State Facilities	Code of Virginia: Title 10.1-1188 (a), Chapter 11, Art. 2	Requires Commonwealth Agencies to submit environmental impact reports on major projects; sets forth procedures for agency environmental impact reports	Commonwealth Agencies
Scenic Rivers Act, 1970	Code of Virginia: Title 10.1-401 et seq	Protects and preserves certain rivers possessing natural or pastoral beaut	all agencies
Virginia Cave Protection Act	Code of Virginia: Title 10-150.11-150.18	Recognizes the unique qualities of caves and the irreplaceable archeological and natural resources found therein and establishes measures to protect cave resources	all agencies
County Comprehensive Planning	Code of Virginia: Title 15.2-2223-2224	Requires that all localities have comprehensive plans showing the proposed uses for land throughout the locality; sensitive environmental areas; historical areas; etc.	Local Governments
County Historic District Zoning	Code of Virginia: Title 15.2-2283	Authorizes localities to protect historic structures and areas through zoning	Local Governments
Historic Districts	Code of Virginia: Title 15.2-2306	Authorizes localities to preserve historic resources through the establishment of historic districts	Local Governments
Agricultural, Horticultural, and Food	Code of Virginia: Title 3.1-18-8	Protects and enhances agricultural and forested land as economic and environmental resources	Commonwealth Agencies
Agricultural and Forestal District Act	Code of Virginia: Title 15.2-440	Provides for the creation of Agricultural and Forestal Districts through the voluntary applications of landowners	Local Governments
Historic Register Listing	Code of Virginia: Title 10.1-2204	Establishes authority for the Virginia Board of Historic Resources to nominate historic structures, sites and districts for listing on the Virginia Landmarks Register and National Register of Historic Places	Commonwealth Agencies

Appendix B. Applicable Federal and Commonwealth of Virginia Laws and Regulations and National Park Service Policies (continued)

COMMONWEALTH OF VIRGINIA (continued)	REFERENCE	PURPOSE	COMPLIANCE REQUIRED BY
Virginia Open-Space Land Act of 1966	Code of Virginia; Sections 10.1-1700 et seq.	Authorizes any state agency having authority to acquire land for a public use, any county or municipality, any park authority, any public recreational facilities authority, any soil and water conservation district, or the Virginia Recreational Facilities Authority to acquire interests in land to preserve open space	no compliance required
Virginia Conservation Easement Act of 1988	Code of Virginia; Sections 10.1-1009 et seq.	Authorizes non-profit conservation organizations to hold easements in Virginia	no compliance required
Virginia Cultural Resources	Code of Virginia: Title 10.1-2200	Preserves and protects state cultural, historic, and archeological resources	Commonwealth Agencies and Non-Governmental Organizations
Virginia Antiquities Act	Code of Virginia: Title 10.1 Chapter 23	Establishes authority for state programs to identify, evaluate, preserve, and protect sites and objects of antiquity which have historic, scientific, archeological, or educational value and are located on state-controlled land	Commonwealth Agencies
Virginia Natural Heritage Program	Code of Virginia: Title 10.1-212	Establishes a natural heritage program that identifies significant natural resources	Commonwealth Agencies
Virginia Water Quality Improvement Act of 1997	Code of Virginia: Title 10.1, Chapter 21.1	Establishes the state's water quality and defines point source and non-point source pollution programs in Virginia	Commonwealth Agencies and Non-Governmental Organizations
Virginia Erosion and Sediment Control Act, 1973, as amended	Code of Virginia: Title 10.1, Chapter 5, Art. 4	Establishes regulations controlling soil erosion, sediment deposition and runoff to prevent the unreasonable degradation of properties, stream channels, waters, and other natural resources	Commonwealth Agencies and Non-Governmental Organizations
Virginia Natural Area Preserves Act	Code of Virginia: Title 10.1-209, Chapter 2, Art. 3	Establishes and protects areas of special concern that the Commonwealth has designated as natural area preserves	Commonwealth Agencies and Non-Governmental Organizations
Virginia Endangered Plant and Insect Act	Code of Virginia: Sec. 3.1-1020-1030	Authorizes the Virginia Department of Agriculture and Consumer Services to regulate and protect Virginia's endangered plants and insects	Commonwealth Agencies and Non-Governmental Organizations
Virginia Endangered Species Act, 1987, as amended	Code of Virginia: Sec. 29.1-564-568, Chapter 5, Art. 1	Regulates endangered or threatened species in Virginia and to prohibit the taking, transportation, processing, sale or offer for sale within the Commonwealth, any threatened or endangered species of fish or wildlife	Commonwealth Agencies and Non-Governmental Organizations
Scenic Highway and Virginia Byways Act, 1966	Code of Virginia: Sec. 10, Chapter 390	Authorizes the Commonwealth Transportation Board and the Department of Recreation and Conservation to recognize certain roads and outstanding features	Commonwealth Agencies



APPENDIX C

SCOPING SUMMARY AND ANALYSIS

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

Appendix C

Scoping Summary and Analysis

Project scoping identified a wide range of issues relevant to the management of Cedar Creek and Belle Grove NHP. In order to identify which issues are appropriately addressed in general management level planning for the park they have been sorted into four categories, as follows:

- interests or concerns that are appropriately addressed by the GMP
- interests or concerns that are adequately addressed by servicewide law or policy guidance
- interests or concerns that should be addressed in implementation plans
- interests and concerns that are beyond the scope of the GMP or future implementation plans

Following each interest or concern listed the number in parentheses is the number of times he issues was raised during scoping meetings.

1.0 Interests and Concerns that are Appropriately Addressed by the GMP

1.1 The Park's Fundamental and Other Important Resources and Values

Cedar Creek Battlefield

1.1.1 What has been preserved is only the infantry contact area. The battle area was really 20x15 miles in size. By focusing within the park, the visitor will think that is all that was involved in the battle.

1.1.2 The old subdivision in Middletown is a depression era subdivision and it encompasses the area of final forward Confederate movement.

1.1.3 Reenactments can be damaging to the resource, e.g., contemporary percussion caps are almost identical to those used in Civil War.

1.1.4 Opinions differ as to whether reenactments should be contained to present locations or expanded.

1.1.5 If NPS were not involved in CEBE, SVBF would probably be doing a battlefield preservation plan for the area within the park.

Archeological Resources

1.1.6 Archaeological resources and sites.

1.1.7 There are Indian mounds within the park.

1.1.8 CCBF owns Panthers Cave, a natural area with archaeological resources used by local colleges, and it should be part of the park.

1.1.9 CCBF lands include four prehistoric, largely undisturbed sites.

1.1.10 Shenandoah River bottoms were probably used as camping grounds by Native Americans.

Road Traces, Earthworks, and Old Valley Turnpike

1.1.11 The Valley Pike as an original roadway - its narrow character as it passes through the towns in the northern Valley.

1.1.12 Valley Pike has been a major transportation route historically, dating back to prehistory.

1.1.13 Importance of towns along the Valley Pike.

1.1.14 Towns as gateways, i.e., "string of pearls" along the Valley Pike.

1.1.15 Historically, Middletown was a wagon town -- all the stuff is still there.

Park Features that Help Interpret Battles and Deployments

1.1.16 The landscape was fundamental to Jackson's 1862 campaign, e.g., the Valley was an avenue of invasion to Washington, DC.

1.1.17 Importance of topography and the Shenandoah Valley to the Civil War.

1.1.18 The park has important areas such as the infantry contact area and cemetery hill.

1.1.19 Visitors need to understand the importance of Fishers Hill where confederates were camped and started their march. Until the actual contact, all other sites are outside the park boundary.

1.1.20 The key to understanding the ultimate federal success is the ridgeline northwest of the cemetery. Has been partially subdivided. The area should be purchased and the houses torn down.

1.1.21 No one has yet mapped the historically important sites on the periphery of the park. Those sites could tell the story of how armies work before they confront one another.

1.1.22 Monuments within the park.

Geography, Topography and Landscape Features of the Region

1.1.23 Important natural and cultural landscapes and their interrelationships. (3)

Cultural Landscapes, Historic Buildings, and Historic Structures

1.1.24 Belle Grove is the last surviving example of a plantation and was a focus of the movement in the valley that supported secession.

1.1.25 Harmony Hall as an icon of early Valley settlement.

1.1.26 The architectural integrity of Belle Grove and Harmony Hall.

Limestone and the Limestone Geologic System that Creates the Region's Waterways

1.1.27 Limestone and its importance to agriculture, early settlement and economic development.

1.1.28 The Valley's limestone is the source of its fertile soils as well as building material.

Cedar Creek

1.1.29 The waterways in the park.

1.1.30 Cedar Creek is a high quality stream, and water supplies for Winchester are drawn from the Shenandoah River below Cedar Creek.

Landscapes and Panoramic Views

1.1.31 Important views and viewsheds, particularly those that have not changed much since the Civil War.

1.1.32 Integrity of the park's landscapes.

1.1.33 Landscapes and views.

1.1.34 Viewsheds should be one of the criteria for land protection planning.

1.1.35 Park viewsheds and landscapes are very important.

1.1.36 Landscapes and scenery are important, i.e., views of the Blue Ridge, Massanutten and Allegheny Mountains

1.1.37 Identify scenic resources.

1.1.38 There are concerns about the impacts of Chemstone's proposed expansion, e.g., the park's resources, water, viewsheds, noise and blasting, truck traffic and public safety.

1.1.39 Very hard to see the original landscape, although there are exceptions such as the Heater House.

Natural Resources of the Shenandoah Valley

1.1.40 The park has excellent bird habitat.

1.1.41 The Valley's natural resources had a major effect on settlement patterns.

1.1.42 Habitat diversity is a key natural feature of the Valley. Several state listed plant species are within the park but no known federally listed species.

1.1.43 The area has unique flora and fauna, and it is used by Shenandoah University and Lord Fairfax Community College for training natural history students.

Stories – Battle of Cedar Creek and the Civil War

1.1.44 Connect the battle of Cedar Creek to the rest of the entire Civil War.

1.1.45 Story of the Shenandoah Valley's importance to the Civil War and the significance of the Battle of Cedar Creek.

1.1.46 The Civil War, battle of Cedar Creek and their many stories.

1.1.47 Individual stories of the battle of Cedar Creek, e.g., Ramseur and Custer, Sheridan's ride, the end of the Confederate presence in the Valley, and the battle's impact on Lincoln's reelection.

1.1.48 How can we get people to think at the level that Early and Sheridan were thinking, i.e., the bigger scale of the battle?

1.1.49 Story of Signal Knob and its importance. (2)

1.1.50 Experience of visiting the reenactment and a Civil War landscape.

1.1.51 The Hotchkiss maps and Taylor sketches.

1.1.52 Entire Heritage District offers opportunity to tell the Civil War story.

1.1.53 Cedar Creek should tell the story not told at other battlefield sites or parks, including communities and civilians who experienced the Shenandoah Valley battles.

1.1.54 How should CEBE provide a broader interpretation of social history and the Civil War?

1.1.55 Civil War perspectives are varied. Examples include slavery, life in small communities, military history, women's roles during the war, and the impact of a civil war on people's lives.

1.1.56 People visiting the valley have images in mind, and they will be drawn to the park to have those images fulfilled.

1.1.57 Challenge during the Civil War was the continuous pitting of a powerful opponent against a much weaker entity who used the element of surprise to compensate.

1.1.58 As people become more interested in the battlefield, they should be exposed to other sites such as Shawnee Springs hospital and the railroad site in Winchester.

1.1.59 SVBF's interest is to have visitors experience the Shenandoah Valley though visits to the valley's communities and approximately 30 museums.

1.1.60 Need interpretive enclaves outside of the park.

Stories – The Shenandoah Valley as Breadbasket

1.1.61 Agriculture and the Valley as a breadbasket. (2)

1.1.62 19th century agriculture.

Stories – Native Americans

1.1.63 The Native American story is important.

1.1.64 Story of the Shenandoah Valley as America's first frontier, with sensitivity given to the Native American perspective.

Stories – Cultural History of the Valley

1.1.65 One focus of the GMP would be to understand history through the Civil War period. Another would be broader, i.e., Native American sites, early settlement, the Civil War, and subsequent valley history.

1.1.66 The valley's transition from prehistoric to modern times.

1.1.67 Scope of history – span from pre-European to Civil War to modern.

1.1.68 Interpretation of the valley's early history, Valley Pike history and Civil War history.

1.1.69 Whereas the SVBF is focusing on the Civil War, CEBE should provide a window into 200 years of history.

1.1.70 Compared to the heritage area, the park will be telling a longer deeper story over the course of human history. It needs to tell a bigger story than the Cedar Creek battle.

1.1.71 Pre-Civil War history of the area is important.

1.1.72 Interaction between and effect of the natural environment on settlement life.

1.1.73 Transportation, commerce and the movement of people - the transitory nature of people moving from the East to the interior USA.

1.1.74 Story of Valley Pike's history and importance.

1.1.75 Transportation, commerce and the settlement pattern in the Northern Valley.

1.1.76 Middletown Heritage Society members want a broader interpretation of the area than the Civil War, e.g., local 18th century iron forge.

1.1.77 Some European families came to the colonies to build a republican society, i.e., economically independent people living free as citizens in a republic. The valley embodied those ideas as early as 1780s.

1.1.78 Jefferson's sense of liberty was derived largely by his visits to the valley - in comparison to eastern VA where society was stratified and people were exploited.

1.1.79 People in the valley lived in a "happy state of mediocrity".

1.1.80 Belle Grove provides an excellent opportunity to tell the story of the republican style landscape.

1.1.81 Settings and stories associated with Belle Grove and Harmony Hall.

1.1.82 Belle Grove and plantation life and culture.

1.1.83 Fort Bowman (Harmony Hall) and Belle Grove would best tell the colonial stories. (2)

1.1.84 Belle Grove can be misunderstood as a presentation similar to those of eastern VA. It was more of a big farm than a plantation.

1.1.85 Should look to what historically attracted people to the Shenandoah Valley, and why they are attracted today. The Valley has been the top list of travel destinations since the late 18th century.

1.1.86 The economic world that developed by 1800 would sell very well to the Civil War visitor.

1.1.87 Plantation culture, valley settlement, George Washington's relationship to the area, and stories of how the Civil War affected everyday people.

1.1.88 The park area may be seen as representing a middle class, with Belle Grove being the exception.

1.1.89 Relationships in a plantation society, i.e., free and slave labor.

1.1.90 The stories of the Hites, Bowmans, Heaters and other families. (2)

1.1.91 West side of Warren County was settled by Germans, which is different than the English dominance in the tidewater area.

1.1.92 Long Meadow Farm was large enough to have slaves and was tied somewhat with the culture of eastern Warren County.

1.1.93 German heritage remained until the Revolution.

1.1.94 Quakers arrived with the Germans and settled in the corridor along Front Royal Pike (Route 540). Yet there is no place in the valley where the Quaker story is told.

1.1.95 There was an influx of Quakers into the area during the Revolution, to escape being rounded-up because their refusal to sympathize with the war effort. Afterwards, they largely dispersed, many moving to Ohio.

1.1.96 Cannot tell the full story of the area without including the stories of the towns.

Stories - Slavery

1.1.97 The African American/slave experience in the Northern Valley is a very important story.

1.1.98 Slavery is a complicated issue in the valley. Slaves were used on small farms but they were fewer in number than elsewhere.

1.1.99 The area began growing wheat in the 1850s, using slaves.

1.1.100 Story of slavery, the plantation community and relationship between slaves and their owners.

1.2 Resource Protection

1.2.1 What will be the strategy for protecting the privately-owned the Vermont monument?

1.2.2 How can CEBE assist Middletown with its proposed historic preservation ordinance?

1.2.3 How will the existing NPS 7-acre property be treated in the GMP?

1.2.4 Core area of the Cedar Creek battlefield encompasses approximately 15,000 acres.

1.2.5 The GMP must protect vistas and the park's setting, which may be the most important aspect of the area.

1.2.6 The value of the area will be diminished exponentially if the landscape becomes cluttered.

1.2.7 Different sites have differing carrying capacities. The GMP should cover this.

1.2.8 Proposed expansion of I-81 will impact Harmony Hall.

1.2.9 Land that key partners have cobbled together now extends from Bowman's Ford to Middletown.

1.2.10 There has never been a broad understanding of the area's important resources.

1.2.11 Stickley Farm and Cemetery area should be acquisition priorities.

1.2.12 Protect Shenandoah River and Cedar Creek.

1.2.13 Concerns for the expansion of Chemstone quarry, pollution of Cedar Creek.

1.2.14 Preservation of historic houses.

1.2.15 Environmental restoration.

1.2.16 Possibility of losing the park's viewsheds.

1.2.17 Water quality of Cedar Creek.

1.2.18 Preservation of scenic resources and living history (e.g. reenactments).

1.2.19 Reconstruction of spring house near Heater House.

1.2.20 Preservation of Route 11 corridor.

1.2.21 Future of significant sites outside park boundary.

1.3 Visitor Use and Experience

1.3.1 Will NPS own sufficient contiguous land to enable a meaningful visitor experience?

1.3.2 How would CEBE approach the visitor experience with no further land acquisitions?

1.3.3 Strasburg would like to see Civil War reenactments south of I-81.

1.3.4 What are the NPS management implications of CEBE not having a significant land base?

1.3.5 Partners must develop a coordinated interpretive plan for visitors.

1.3.6 A visitor center can serve as a starting point for visitors.

1.3.7 Visitors should receive information at Belle Grove, and through individual and group touring by vehicles and foot.

1.3.8 Favorable view of the cluster concept as depicted in the SVBF plan.

1.3.9 Use interpretative themes as an umbrella to connect us.

1.3.10 The park's visitor center could be the principal gateway to the Signal Knob Cluster and function as the introduction to the entire region.

1.3.11 The park might be more densely interpreted than the Shenandoah Valley Historic District.

1.3.12 SVBF's management plan calls for each cluster to have an orientation center as the jumping off point for visitors. It has been generally thought that NPS would have the largest visitor center in the heritage area.

1.3.13 Belle Grove has many visitors who ask about the full range of recreation opportunities in the area.

1.3.14 Electronic media should be explored for interpretation.

1.3.15 Belle Grove Inc. plans to develop a master site plan for the plantation, which is likely to change its interpretive approach, e.g., providing interpretive zones for telling stories of slavery, industrial development, and family histories.

1.3.16 Belle Grove Inc. envisions Harmony Hall as another Horne Museum with public access.

1.3.17 CEBE is the center of the Shenandoah Valley heritage area. It is the first place you come to and it should be a gateway.

1.3.18 Middletown is interested in becoming a better gateway community.

1.3.19 Annual Civil War reenactments are very important to the area's economics and interpretation. NPS should consider the re-enactors as its largest user group.

1.3.20 CEBE is a critical component of the tourism industry, which is very important to the region.

1.3.21 Warren County portion of the park is very rural and presents opportunities for a park experience.

1.3.22 Marketing will help the visitor understand the difference between the heritage area and the park.

1.3.23 Worst case scenario for the park will be if the public only sees it as the Battle of Cedar Creek.

1.3.24 Middletown Heritage Society created in 1996 to develop a walking tour.

1.3.25 Middletown should be a gateway community to the park.

1.3.26 Would like to see a visitor center in Middletown.

1.3.27 Permanent small scale reenactment activities, e.g., a settler's wagon, cannon/musket demonstration, fife-and-drum unit, bring history to life and tend too draw return visitors.

1.3.28 Possible permanent host to seasonal arts/crafts/theme festivals/events, in conjunction with nearby towns/communities.

1.3.29 Selected leasing of non-conflicting hunting areas; especially for safe low-noise/impact bow, shotgun and muzzle-loading.

1.3.30 A possible on-site period-drama utilizing Shenandoah University's Conservatory Theatre program. An outdoor amphitheatre would be needed but could also be used for everyday park educational programs and exhibits.

1.3.31 State tourism surveys suggest public's interest in the big broad context of history.

1.3.32 Need to interpret what has been preserved as well as other things peripheral to it.

1.3.33 Differing perspectives among partners on military versus cultural themes. However, most visitors initially will come because it is a Civil War site.

1.3.34 Branding the park as a broader social history park would distinguish it from the Historic District.

1.3.35 Many battlefield park visitors are attracted to the battle areas and blood-soaked ground, and they pay less attention to period structures.

1.3.36 Reenactments may face a time in the next 5-10 years when they are not as popular because the re-enactors have become older and not replaced by younger people.

1.3.37 Traffic issue on Route 11 and all roads in park during reenactments.

1.3.38 Charm of small towns and rural roads will be lost if widened to accommodate visitors.

1.3.39 Positive economic stimulus – what is attraction of the park?

1.3.40 How do we offer access, transportation, history, information, entertainment and education to the public?

1.3.41 Future use of Keister Tract.

1.3.42 How to preserve visitor experience in face of I-81 expansion and quarry expansion?

1.3.43 Public access to Cedar Creek.

1.3.44 Need to balance historical interpretation – prehistoric through post Civil War.

1.3.45 Signage should include historical markers, directions to important sites, and audio tapes for driving tours.

1.4 Partnerships and Organizational Effectiveness

1.4.1 What is CEBE Advisory Commission's long-term role?

1.4.2 How can a partnership concept be used to manage the park?

1.4.3 How can NPS develop a shared vision of the park with its partners?

1.4.4 Should NPS partners be encouraged to adopt NPS general management policies?

1.4.5 How will CEBE work with local governments?

1.4.6 Will the GMP consider different partnership alternatives?

1.4.7 The partnership must be seamless at the visitor center where the overview story is presented.

1.4.8 Key partners interested in a potential "hub-and-spoke" management relationship with NPS.

1.4.9 NPS key partners potentially interested in collaborating on tours, trails, staffing and volunteers, meetings, land protection, fees and ticketing, marketing, security, transportation and visitor education.

1.4.10 What long-term role will the CEBE Advisory Commission have?

1.4.11 Can CEBE and its partners agree on a common set of guiding principles?

1.4.12 We should encourage consistency among partners and NPS in their policies and permissible activities.

1.4.13 Park partners must look at overlap of mutual interests.

1.4.14 Partners must coordinate efforts but not be involved in managing one another's properties.

1.4.15 We need a management entity or representative body to handle management of mutual interests.

1.4.16 We must look at other NPS partnership models when developing alternatives.

1.4.17 NPS should be the anchor that ties partners and lands together.

1.4.18 NPS should be more focused on coordination, technical and financial support than a traditional operation.

1.4.19 NPS should be a coordinator among partners.

1.4.20 The park should be a hybrid between traditional and non-traditional NPS operations.

1.4.21 CEBE partners should not share individual property maintenance and management, but should share land protection, scheduling of events, interpretation, and shared infrastructure.

1.4.22 A visitor center might be multi-use and shared among the partners.

1.4.23 It is important that partners have the financial resources to sustain their own operations.

1.4.24 How to get "buy-in" of the GMP among the various partners and stakeholders? Possibly there should be a legal document.

1.4.25 One possible management entity may be a foundation with a board and voting members including the key partners.

1.4.26 There must be a management entity for the park. SVBF could serve as an example.

1.4.27 Local governments must buy-in to whatever management entity is created for the park.

1.4.28 To what extent are we talking about managing each other's operations or are we talking about managing our own operations and collaborating?

1.4.29 GMP should have general principles for how the stakeholders will collaborate.

1.4.30 Cooperative agreements could be instruments for the implementation of the GMP.

1.4.31 For partners to cede some level of autonomy, there would have to be something that they get back in return.

1.4.32 An important aspect of the partnership will be private landowners within the park. What voice will they have in creating the GMP?

1.4.33 What does" park community" mean in CEBE's legislation?

1.4.34 There are partners other than the "The Cornerstones." How do we involvement them?

1.4.35 We are fortunate that the partners are currently self-sufficient.

1.4.36 One way to protect landscapes is through partnerships.

1.4.37 One way to engage local governments is to show them that the park can bring revenue.

1.4.38 Think of partners as "overlapping spheres".

1.4.39 We need a matrix on policies/capacities and constraints, or a set of guidelines that partners agree to. Topics should include visitor education, land protection, joint ticketing, signage, and marketing.

1.4.40 We have shared values and shared vision, but each property needs to maintain its unique identity, where the visitor is encouraged to pass from one property to the next.

1.4.41 We need to help the visitor understand the roles of the various partners.

1.4.42 Management and operations - what activities will we do together? Education and interpretation, sharing staff and volunteers, security and law enforcement, ticketing, tours.

1.4.43 Certain partners may have the lead on certain issues, but not on others. We will have niches.

1.4.44 What will be the management entity for the partnership? Will it be the Park Advisory Commission. Will it be the key partners? Who will be at the table?

1.4.45 The mechanism for decision-making must be in the GMP.

1.4.46 Will the management entity be advisory? What degree of autonomy will each partner retain?

1.4.47 Partners to have cooperative agreements with NPS to formalize their participation in the management entity.

1.4.48 Conceptual model: a "hub and spoke concept," with NPS at the hub and partners as the spokes. The rim would be the mutual issues on which we work.

1.4.49 Key issues would be run through the management entity.

1.4.50 Do partners have responsibility to each other or just to NPS?

1.4.51 Would the management entity be staffed?

1.4.52 How will partnership conflicts be resolved?

1.4.53 Partners to have a limited and voluntary role outside their properties.

1.4.54 The management entity will be a forum or congress for decision-making.

1.4.55 Criteria to become a key partner or perhaps be on the management entity might be "landowner interest and a preservation purpose". Would public access also be required?

1.4.56 NPS operation should fall somewhere between a traditional operation and a strict coordination role. Partners are interested in a quasi-traditional role for NPS.

1.4.57 Should a "coordinator-only" role be an alternative in the GMP?

1.4.58 Belle Grove is interested in NPS conducting interpretive programs.

1.4.59 One GMP alternative should show NPS in a traditional role, another should show NPS as strictly a partnership coordinator, and a third should be somewhere between the two. This will help bracket the analysis and educate the public.

1.4.60 Need a vision allowing NPS to assume a reasonable level of ownership and staffing.

1.4.61 The GMP should not give the impression that the park sprang from the SVBHD Plan.

1.4.62 It is important that the GMP resolve partner responsibilities, working relationships with NPS, and how partner issues will be resolved.

1.4.63 Cooperative agreements between NPS and its partners are important and should be informed by the GMP.

1.4.64 Cooperative agreements between NPS and its partners are important and should be informed by the GMP.

1.4.65 Big challenge at the park is to educate landowners regarding the difference between SVBF and NPS.

1.4.66 SVBF has had to work to explain difference between the heritage district and the park.

1.4.67 SVBF has started work on a cluster plan for the Strasburg area, likely to be called the Signal Hill Cluster group.

1.4.68 There is an opportunity at Cedar Creek to engage partners in preservation activities.

1.4.69 A matrix might be used to show a management framework that provides the basis for seeking and allocating funds.

1.4.70 Belle Grove Inc. is accustomed to working with many partners.

1.4.71 The park's future should be a partnership, with NPS, key partners and others owning land, while some stays in private hands. This would be better than an NPS "command and control" model.

1.4.72 The National Trust for Historic Preservation strongly supports its partnership with the NPS in managing the park.

1.4.73 CEBE is generally not on the "radar" of Frederick County officials, and it has not entered into discussions about what should happen to the county's rural area.

1.4.74 There was a lot of energy and anticipation when CEBE was created, but not much has happened and the energy needs to be rejuvenated.

1.4.75 Frederick County officials will not take actions to support the park unless they feel they have public support.

1.4.76 Shenandoah University can potentially provide volunteers, interns, educational programs, student involvement, and research projects.

1.4.77 Lord Fairfax Community College can provide support and facilities for the GMP planning effort.

1.4.78 The GMP should address student internships.

1.4.79 Lord Fairfax Community College can integrate park needs into its curriculum.

1.4.80 How can Lord Fairfax Community College use the park as a laboratory for land use and preservation studies?

1.4.81 Creation of a park "sustainability" subcommittee in conjunction with Shenandoah University's History/Tourism program and Byrd School.

1.4.82 CCBF has been acting as a land trust. It could operate as a "friend of the park" to buy land when NPS cannot.

1.4.83 It was assumed that the park and the arrival of a superintendent would bring funding. CCBF's donor base initially withered, and it took about two years to re-educate donors and bring them back.

1.4.84 CCBF has many supporters who are diverse but not particularly wealthy.

1.4.85 CCBF has raised money with the focus on the need to retain a national memory and sustain national values. At the other end of the spectrum, regional economic development has also been used.

1.4.85 Virginia Canoe Association very interested in preserving Cedar Creek as a canoe route.

1.4.86 UK Civil War Roundtable is a consistent supporter of the CCBF.

1.4.87 More things bind the CEBE partners than separate them. They don't compete for the same sources of money.

1.4.88 Belle Grove is likely to remain as an autonomous entity but CCBF could become a friends group for the park.

1.4.89 Local colleges and universities can help educate people about the park.

1.4.90 An interdisciplinary masters degree program should be created, involving park management, history and education.

1.4.91 Coordination by NPS with towns and counties.

1.4.92 Communication among NPS, local residents and communities.

1.4.93 Time it takes for NPS plan – by 2008 will there be anything left?

1.4.94 Continuing communication among stakeholders and the park.

1.4.95 NPS voice in local government to influence growth and development, and to protect viewscapes.

1.4.96 Coordinated visitor services with regional visitor services partners.

1.5 Park Operations and Facilities

1.5.1 How will the GMP address the need for a park visitor center?

1.5.2 Interest in developing trails connecting Keister Park with Signal Knob, the National Forest and Belle Grove.

1.5.3 NPS partners are interested in a CEBE visitor center.

1.5.4 GMP must distinguish short-term and long-term strategies, considering its current limited staff and land base but not missing opportunity for setting a long-term bigger vision.

1.5.5 A GMP goal should be to lay the foundation for a sustainable park, taking into account difficulty of achieving funding for a start-up park.

1.5.6 Belle Grove is seeking help from NPS in interpreting natural resources.

1.5.7 NPS should provide consistency for trails throughout the park.

1.5.8 What will be NPS policy on trail maintenance?

1.5.9 Will there be recreational non-interpretive trails, e.g., at the Keister property?

1.5.10 We need to provide access to the park for the mobility impaired.

1.5.11 A park visitor center should be in a central location.

1.5.12 The visitor center should have a panoramic view of the battlefield and park.

1.5.13 Are there existing facilities that could be used for the visitor center?

1.5.14 NPS should own visitor center and enough land to be a presence.

1.5.15 Visitor center issues: hub of park, staffing, potential political concerns about its location and funding sources.

1.5.16 NPS needs a central location and high visibility in the area.

1.5.17 The GMP does not need to identify a specific site for the visitor center.

1.5.18 There is an interest in where the visitor center will be located.

1.5.19 Local partners should have a strong say in where and how the visitor center will be built.

1.5.20 The visitor center for the "Signal Hill" cluster will likely be within the park.

1.5.21 "Points of visitor contact" in the CEBE legislation is assumed to mean visitor center.

1.5.22 There is a need for visitor wayfinding from Route 11.

1.5.23 Belle Grove's Overseer's Cottage is not suitable as a visitor center site.

1.5.24 If the park is to have a trail system, it should be located along original road beds.

1.5.25 Shenandoah County would like the GMP process to incorporate the County's plan for Keister Park.

1.5.26 Although it could probably not sell the property to NPS, Shenandoah County would consider NPS taking over the management of Keister Park.

1.5.27 Middletown Town Council would like to see an NPS visitor center in or near Middletown.

1.5.28 Different opinions regarding the location of the NPS visitor center, e.g., preferences for Frederick County versus another site that would maximize tourism for entire region without regard to political boundaries.

1.5.29 The visitor center should not be at Belle Grove because it would focus the experience too much on the Belle Grove story.

1.5.30 Middletown needs to update its infrastructure and accommodate some growth if it is to be vibrant and have an economic base.

1.5.31 The old Middletown School building would have been a good orientation site.

1.5.31 A continuous walking and bike trail should be considered that would connect Fishers Hill and Belle Grove, as well as the Tuscarawas Trail in the vicinity of Toms Brook.

1.5.32 What are the research needs for the park?

1.5.33 Wireless internet capability (WIFI) should be provided throughout the park for interactive sharing of information with visitors.

1.5.34 The Fort Ticonderoga, NY gift shop is tasteful in appearance. It sells tourist products that generate cash for the park, should be considered as a model.

1.5.35 CCBF has done a second reenactment in summer 2006 to generate cash, but it has been a drain on volunteers.

1.5.36 Support for the reenactments but concerned they are impacting the resource and there is little local landowner involvement in how or when reenactment activities occur.

1.5.37 Establishment of park headquarters (role, size, location, and mission).

1.5.38 Address alternative transportation.

1.5.39 Transportation/buses on narrow unpaved roads.

1.5.40 No parking at Ranseur Monument.

1.5.41 Location of visitors center.

1.5.42 Road problems – too small for traffic, paving, maintenance – park traffic versus commuter/local traffic.

1.5.43 Traffic issues with tourists (buses).

1.5.44 Public outreach and communications.

1.5.45 Visitor center – will there be one?

1.5.46 Future hunting and fishing in the park.

1.5.47 Future road changes in the park.

1.5.48 Pubic safety hazards of increased road traffic, especially trucks on Route 11 and expanded I-81 and quarry.

1.6 Land Protection and Boundary Adjustment

1.6.1 How will NPS approach scenic easements outside the park?

1.6.2 Should the GMP include a land protection plan?

1.6.3 How will CEBE address resource protection in the context of encroaching development?

1.6.4 Should the GMP prescribe a general phasing plan tied to future land protection?

1.6.5 How will CEBE deal with the potential impacts of an I-81 expansion?

1.6.6 What will be the framework for decision-making related to land protection?

1.6.7 How will the CEBE Advisory Commission address lands outside the CEBE boundary?

1.6.8 How should CEBE work with developers to minimize negative impacts on the park?

1.6.9 Should CEBE work directly with the Town of Strasburg regarding their growth policies?

1.6.10 Local communities do not necessarily see the need to preserve more land in that Belle Grove and Cedar Creek Foundation already have substantial holdings.

1.6.11 NPS may have to acquire additional land to preserve and interpret the area's history.

1.6.12 NPS should purchase lands in the park.

1.6.13 NPS should be a major player in the preservation of land.

1.6.14 Private land can be protected through easements and zoning.

1.6.15 We must make sure that the rights of private property owners are respected, particularly with regard to park visitors.

1.6.16 Landscapes and views are influenced by forces within and outside the park.

1.6.17 Proposed expansion of I-81 may take 320 acres within the authorized park boundaries.

1.6.18 Land protection must be done now and should be a major issue in the GMP.

1.6.19 Need to distinguish between public and private interests in the park.

1.6.20 Land protection is critically important.

1.6.21 Some people believe that land protection is more important than the visitor center.

1.6.22 Land protection is critically important and it should be funded to its fullest extent.

1.6.23 All involved in the GMP planning process should address landowner concerns, including those of the partners and private property owners in the park.

1.6.24 SVBF management plan calls for building relationships with landowners.

1.6.25 SVBF's battlefield plans for Cross Keys and Port Republic were successful and done simultaneously with county comprehensive plan updates. They involved landowners and were perceived as enhancements to the county plans.

1.6.26 SVBF Management Plan identified 18,000 acres as the "core area" which remains largely rural or protected, of which 6,000 acres are at Cedar Creek. Many of those lands are outside of the park’s legislative boundaries.

1.6.27 It would probably be difficult to change CEBE boundaries because of political obstacles, the possible exception being Warren County.

1.6.28 Possibly NPS could indicate a federal interest in lands beyond current CEBE boundaries, which may be the basis for asking for funds to support the preservation efforts of its partners.

1.6.29 More land is being preserved in the Cedar Creek area than elsewhere in the heritage area.

1.6.30 Time has come for SVBF to become more creative with limited funding, e.g., exploring purchase and resale with conservation easements.

1.6.31 SVBF has not thought much about using limited development techniques; might be hard for the SVBF board and the public to accept.

1.6.32 Private property rights interests have indicated concerns that the SVBF is putting pressure on local governments to adopt regulations to restrict private property rights.

1.6.33 Key partners would generally like NPS to own more land, and they believe that a larger land base will be necessary to secure adequate NPS funding for the park.

1.6.34 Shenandoah County is now working on acquiring other properties for park purposes.

1.6.35 Land protection is critically important.

1.6.36 Conservation easements should be used more aggressively, with assistance of Piedmont Environmental Council and the Potomac Conservancy.

1.6.37 Connecting protected land along US 11 is critical, e.g., Harmony Hall should be connected with Belle Grove to create a more cohesive park.

1.6.38 NPS and its partners must get land conservation groups involved in the park.

1.6.39 NPS needed to start acquiring land 15 years ago. It will have problems acquiring land today.

1.6.40 Housing developments will be the biggest threat in terms of changing the area's landscape and culture.

1.6.41 Perhaps Middletown could use annexation to bring the park into town to provide better development controls, e.g., through a historic protection ordinance.

1.6.42 Land protection is very important, i.e., the battlefield should not be developed.

1.6.43 Middletown Town Council wants to work with private landowners to promote land protection, with assistance from NPS.

1.6.44 NPS should consider conservation easements as a land protection tool.

1.6.45 Middletown concerned about the expansion of I-81 and the Chemstone quarry.

1.6.46 Land protection is very important. We will not have a viable park without an appropriate land base. Can towns and counties help?

1.6.47 Shenandoah County Board of Supervisors supports the use of conservation easements as a means of controlling growth.

1.6.48 Shenandoah County Board of Supervisors is concerned about land protection.

1.6.49 Concern for encroaching development, especially in the Strasburg area.

1.6.50 Frederick County's Comprehensive Plan (2003) does not recognize that the park is in the County. However, a plan update could recognize the park and propose new policies, e.g., amending rural-by-right provisions.

1.6.51 Frederick County has taken the position that land protection will promote tourism but has not had the hard numbers to back-up the value of preservation and creation of the park.

1.6.52 Frederick County government and its regulations are sensitive to property rights issues.

1.6.53 Frederick County recently established an authority to work on conservation easements.

1.6.54 Frederick County's 2003 Comprehensive Plan has an urban growth boundary and a goal to concentrate 70% of its growth n the designated urban area. Middletown is outside the urban growth area.

1.6.55 Frederick County's rural-by-right provisions allow 1 dwelling/5 acres, with clustering at the same density and 40% open space set aside.

1.6.56 What is happening on the periphery of the park poses the greatest impediment to understanding what is important and significant about the park.

1.6.57 The park is already compromised by I-81.

1.6.58 The nearby “mountainscapes” are already protected by federal ownership.

1.6.59 Should use local network of leaders to work on protecting the park's land base. Town and counties could approach property owners and offer conservation incentives.

1.6.60 Warren County should consider working with landowners along Bowmans Mill Road and Long Meadow Road, and rezone for preservation.

1.6.61 There has been a lot or real estate speculation in Middletown in recent years, but recently it has cooled off.

1.6.62 Middletown working on a "traditional neighborhood design" option for new development, e.g., with grid design and mixed housing.

1.6.63 Strasburg needs to develop a new vision for its growth, considering an urban growth boundary.

1.6.64 I-81 is often viewed as a negative but it can also be viewed as an economic benefit.

1.6.65 Land protection is critically important.

1.6.66 We must protect enough land for interpretation, and we can work with developers if necessary.

1.6.67 The GMP must address a coordinated approach for dealing with external threats and land protection issues.

1.6.68 I-81 often viewed as negative but it can also be viewed as a potential revenue stream.

1.6.69 When Joe Whitehorne wrote his driving tour in 1985, it was easy to interpret the landscape. But it has dramatically changed in the past 20 years.

1.6.70 It was important to create the park to assist in the overall concept of the Historic District. For 20 years before the District, it was a perpetual fight to preserve anything.

1.6.71 Need conservation easements on lands within the park’s viewsheds.

1.6.72 Working relationships need to be established with landowners and developers to plant vegetation screens and use earth tones in building materials.

1.6.73 Currently there is no vehicle in place for communities to inform and educate developers regarding the resources on their properties.

1.6.74 Developers are buying up all available land. NPS cannot wait until the plan is completed to protect land. All available tools should be used to protect land in the park now.

1.6.75 Land protection is of paramount importance.

1.6.76 Growth and development - impact on park.

1.6.77 Concern for potential restrictions on landowners within park.

1.6.78 Historical conservation easements.

1.6.79 Protecting viewsheds and improving buffers.

1.6.80 Coordination between NPS and local government.

1.6.81 Land protection efforts undertaken by local governments.

1.6.82 How much of CCBF's lands will be accessible to the public?

1.6.83 Growth and development impacts on the park.

1.6.84 Balance between public value and private property rights.

1.6.85 Preservation of natural resources and viewsheds.

1.6.86 Land acquisition – concern for potential condemnation by NPS.

1.6.87 Do property owners have a voice in park?

1.6.88 Boundary adjustments – concern about property rights.

1.6.89 Local governments need guidance on development issues.

1.6.90 Allowance for continued current uses.

1.6.91 Communication needed with park private landowners and homeowners associations.

1.6.92 Landowners' rights – restrictions – passing to inheritance (children) – farming.

1.6.93 Input from landowners – how were boundaries drawn?

1.6.94 Maintaining scenic views/improving current viewshed challenges.

1.6.95 Effect of possible quarry rezoning on the park.

1.6.96 How will park affect private property and owners?

1.6.97 Maintain agrarian community.

1.6.98 What's going to happen to property adjacent to the Park?

1.6.99 Enforcement of viewshed pollution on adjacent properties.

1.6.100 Protection of scenic resources outside of park boundaries.

1.6.101 Future of private lands in park.

1.6.102 Building regulations on private lands in the park?

2.0 Interests and Concerns that are Adequately Addressed by Servicewide Law or Policy Guidance

2.1 How will CEBE and its partners manage visitors fees?

2.2 Can NPS be legally bound to a voting board?

2.3 Can the Park Advisory Commission have a long-term role in managing the park?

2.4 The GMP and planning process need to stick to a broad vision. Then the partners and other stakeholders contribute resources toward the vision.

2.5 Will management entity meetings be open to the public?

2.6 More NPS funding is likely if NPS owns more land, which in turn translates to more ability to assist partners.

2.7 What NPS funds will be available for use by partners?

2.8 There is an understanding of the strong correlation between having a land base and NPS funding.

2.9 SVBF is interested in owning land and having NPS manage it for them. Shenandoah County may be interested in this as well.

2.10 How will NPS and key partners affect private landowners?

2.11 Can NPS rangers work with partners on law enforcement matters?

2.12 NPS current funding realities must be incorporated into the planning process.

2.13 We need various contingencies for potential park funding levels.

2.14 Can NPS accept donations of land or money?

2.15 Will there be adequate federal funding for the park?

2.16 Can NPS buy land outside of its boundary?

2.17 The results of the land protection plan will greatly impact funding needs.

2.18 How and why were park boundaries decided, and are they permanent?

3.0 Interests and Concerns that should be Addressed in Implementation Plans

3.1 We must let people know when they are in the park. It is very important that visitors know when they are "in" and "out" of the park.

3.2 Interpreting troop movements and military history is important but we must be careful not to clutter the landscape with signs, perhaps using technology.

3.3 Some places will require a live interpreter so that tours can be tailored to the audience.

3.4 Partners should coordinate hours of use and events.

3.5 The park should have its own unique "branding" with consistent signage.

3.6 "A Partnership Park" should be a byline in all marketing materials. (2)

3.7 Partners can collaborate on training staff to give a consistent message.

3.8 How to integrate partnership with NPS policies (e.g., what to do when NPS policies differ from partner policies)? For example, hunting.

3.9 How should different partners positions be handled, e.g., with respect to hunting policies?

3.10 Hunting policy on NPS and partner lands is a huge issue.

3.11 A possible interim solution for the visitor center would be Lord Fairfax College.

3.12 Need to obtain a commitment for staffing the park at the program level.

3.13 Shenandoah County would like the visitor center. The only visitor center it has now is in New Market, run by the Shenandoah Valley travel organization.

4.0 Interests and Concerns that are Beyond the Scope of the GMP or Future Implementation Plans

4.1 How will CEBE address some negative community attitudes towards NPS?

4.2 What will be the sources of NPS funding for future land acquisitions? (3)

4.3 Adequacy of future funding for key partners.

4.4 Potential new key partners might be added over time.

4.5 What if other organizations (i.e., a land trust) protect land within the park. Are they eligible to become key partners?

4.6 Public safety/traffic issues/control of truck traffic on Route 11.

4.7 Key partners as well as Shenandoah County and Middletown have taken the position of finding "reasonable solutions" for an expanded I-81.

4.8 Chemstone has proffered to give Belle Grove the original mill.

4.9 Belle Grove Inc. would like to have Belle Grove become a model for land stewardship, e.g., it is working with the Potomac Conservancy to develop a rain garden and remove cattle from the pond.

4.10 Belle Grove is interested in acquiring public water from Middletown.

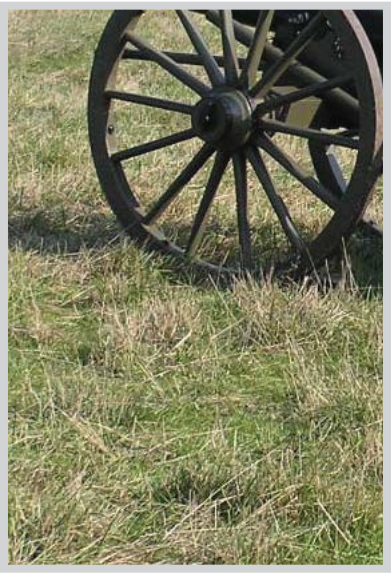
4.11 Middletown has a state-recognized historic district and is developing its own historic district ordinance.

4.12 Frederick County has done a lot of work to protect Civil War sites.

4.13 Virginia tax credits for conservation easements are critically important.

4.14 Tax incentives should be offered to conservation easements placed on battlefield lands.

4.15 How many reenactments should occur yearly?



APPENDIX D

COMPLIANCE COORDINATION

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

Appendix D

Compliance Coordination

- Correspondence to Advisory Council on Historic Preservation, September 29, 2006
- Correspondence to Virginia Department of Historic Resources, September 29, 2006
- Correspondence to U.S. Fish and Wildlife Service, October 25, 2006
- Correspondence to Virginia Natural Heritage Program, Virginia Department of Conservation and Recreation, October 25, 2006
- Correspondence to Virginia Department of Game and Inland Fisheries, October 26, 2006
- Correspondence to U.S. Army Corps of Engineers, October 26, 2006
- Response from Virginia Department of Game and Inland Fisheries, November 20, 2006
- Response from Virginia Department of Conservation and Recreation, November 28, 2006
- Response from U.S. Fish and Wildlife Service, December 20, 2006
- Response from Virginia Department of Conservation and Recreation, Planning and Recreation Resources, January 15, 2008
- Response from Virginia Department of Conservation and Recreation, Planning and Recreation Resources, January 22, 2007
- Correspondence to Virginia Council on Indians, February 11, 2009
- Correspondence to Cherokee Nation, February 11, 2009
- Correspondence to Monacan Indian Nation, February 11, 2009
- Correspondence to Catawba Indian Nation, February 11, 2009
- Correspondence to Tuscarora Nation, February 11, 2009
- Correspondence to Eastern Band of Cherokee Indians, Attorney General's Office, February 11, 2009
- Correspondence to Eastern Band of Cherokee Indians, Tribal Historic Preservation Specialist, February 11, 2009
- Correspondence to Eastern Shawnee Tribe of Oklahoma, February 11, 2009
- Correspondence to Shawnee Tribe, February 11, 2009
- Correspondence to Absentee-Shawnee Tribe of Indians of Oklahoma, February 11, 2009
- Response from Tuscarora Nation, February 19, 2009
- Response from Virginia Council on Indians, February 20, 2009
- Correspondence to Tuscarora Nation, February 25, 2009
- Correspondence to Catawba Indian Nation, February 25, 2009
- Correspondence from U.S. Environmental Protection Agency, February 26, 2009
- Correspondence from Virginia Department of Historic Resources, February 27, 2009
- Correspondence from Catawba Indian Nation, April 3, 2009

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek & Belle Grove National Historical Park
7718 ½ Main Street
P.O. Box 700
Middletown, VA 22645

IN REPLY REFER TO:

September 29, 2006

Mr. Don Klima
Director, Office of Federal Agency Programs
Advisory Council on Historic Preservation
Old Post Office Building
1100 Pennsylvania Avenue, NW Suite 809
Washington, DC 20004

Dear Mr. Fowler:

The National Park Service proposes to develop and subsequently implement a General Management Plan (GMP) for Cedar Creek & Belle Grove National Historical Park located in Frederick, Shenandoah and Warren Counties and Middletown and Strasburg, Virginia. In addition to the planning document, we will also prepare an Environmental Impact Statement (EIS). Accordingly, we would like to initiate the consultation process for compliance with Section 106 of the National Historic Preservation Act of 1966, as Amended, and its implementing regulations, and the 1995 Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers.

Cedar Creek and Belle Grove National Historical Park was established in December 2002 as a "partnership park" which means that it will continue to be jointly owned, managed and operated by the National Park Service in partnership with Belle Grove Plantation Inc., Cedar Creek Battlefield Foundation, National Trust for Historic Preservation, Shenandoah Valley Battlefields Foundation and Shenandoah County, Virginia. Currently, the legislated boundary for the national park includes approximately 3486 acres – of which 7.4 acres are owned by the National Park Service; 1040 are owned and managed by our key park partners and the remainder 2424 acres are owned by 100+ individual private landowners. The park's enabling legislation provides for the National Park Service to purchase or accept donations from willing property owners only, and we anticipate for the foreseeable future, that most of the land and resources within the boundary will continue to be owned by individual property owners. Additionally, our enabling legislation provides for the key partners mentioned above to continue to independently own, manage and operate their properties, although the National Park Service may provide technical and/or financial assistance.

In addition to the usual resource protection and visitor services issues that are typically addressed in General Management Plans, this plan will also address how the key park partners will collaborate in the management of the national park, and how the park will work with community partners including local governments and private property owners to preserve and protect the cultural resources within the park.

We are also aware of several undertakings proposed by others that have the potential to affect cultural resources at the Cedar Creek and Belle Grove National Historical Park. The park is intersected by I-81 and is in close proximity to I-66, and the proposed expansion or improvements to these roads have the potential to directly impact cultural resources in and around the national park. In addition, immediately adjacent to Belle Grove Plantation, on the western boundary of the park, an existing mining operations, proposes to expand by 600+ acres, and this undertaking has to potential to adversely affect the character defining

cultural resources and scenic values of the park. And although the park was established in December 2002, a rapid increase in commercial and residential development adjacent and in view of the park's boundary, have the potential to adversely affect historic landscapes in and around the national park.

We hope to meet with the Virginia State Historic Preservation Officer and staff on the general management planning process, the unique aspects of the park partnership, and to solicit input about issues that might be potentially addressed in the General Management Plan. We are open to meeting with your staff on these issues as well. For now, we are enclosing a copy of the park's enabling legislation and the GMP project agreement.

We look forward to working with you and your staff on the protection of historic resources and values at Cedar Creek and Belle Grove National Historical Park. Should you have any questions please feel free to contact me or community planner Christopher Stubbs at 540-868-9176 or at diann_jacox@nps.gov and chris_stubbs@nps.gov, respectively.

Thank you for your sustained support of the National Park Service in the protection of historic resources and values.

Sincerely,

Diann Jacox
Superintendent

Enclosures

Cc:
Ethel Eaton, PhD, Virginia Department of Historic Resources

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek & Belle Grove National Historical Park
7718 ½ Main Street
P.O. Box 700
Middletown, VA 22645

IN REPLY REFER TO:

September 29, 2006

Ms. Kathleen Kilpatrick, SHPO
Virginia Department of Historic Resources
2801 Kensington Avenue
Richmond, Virginia 23221

Dear Ms. Kilpatrick:

The National Park Service proposes to develop and subsequently implement a General Management Plan (GMP) for Cedar Creek & Belle Grove National Historical Park located in Frederick, Shenandoah and Warren Counties and Middletown and Strasburg, Virginia. In addition to the planning document, we will also prepare an Environmental Impact Statement (EIS). Accordingly, we would like to initiate the consultation process for compliance with Section 106 of the National Historic Preservation Act of 1966, as Amended, and its implementing regulations and the 1995 Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers.

Cedar Creek and Belle Grove National Historical Park was established in December 2002 as a "partnership park" which means that it will continue to be jointly owned, managed and operated by the National Park Service in partnership with Belle Grove Plantation Inc., Cedar Creek Battlefield Foundation, National Trust for Historic Preservation, Shenandoah Valley Battlefields Foundation and Shenandoah County, Virginia. Currently the legislated boundary for the national park includes approximately 3471 acres – of which 7.4 acres are owned by the National Park Service, 1040 are owned and managed by our key park partners and the remainder 2424 acres are owned by 100+ individual private landowners. The park's enabling legislation provides for the National Park Service to purchase or accept donations from willing property owners only, and we anticipate for the foreseeable future, that most of the land and resources within the boundary will continue to be owned by individual property owners. Additionally, our enabling legislation provides for the key partners mentioned above to continue to independently own, manage and operate their properties although the National Park Service may provide technical and/or financial assistance.

In addition to the usual resource protection and visitor services issues that are typically addressed in General Management Plans, this plan will also address how the key park partners will collaborate in the management of the national park, and how the park will work with community partners including local governments and private property owners to preserve and protect the cultural and natural resources within the park.

Although currently the park's highest priority is completing the General Management Plan we would also like to discuss several undertakings proposed by others that have the potential to affect cultural resources at the Cedar Creek and Belle Grove National Historical Park. The park is intersected by I-81 and is in close proximity to I-66, and the proposed expansion or improvements to these roads have the potential to directly impact cultural resources in and around the national park. In addition, immediately adjacent to Belle

Grove Plantation, on the western boundary of the park, an existing mining operation proposes to expand by 600+ acres, and this undertaking has the potential to adversely affect the character defining cultural resources and scenic values of the park. And although the park was established in December 2002, a rapid increase in commercial and residential development adjacent and in view of the park's boundary, have the potential to adversely affect historic landscapes in and around the national park.

In addition to initiating Section 106 compliance on our General Management Plan, we would like to engage you in a discussion of how we can best protect the natural and cultural values of the national park. Our thought was to travel to Richmond, Virginia in the near future to brief you and your staff on the general management planning process, the unique aspects of the park partnership, and to solicit from you input about issues that might be potentially addressed in the General Management Plan as well as your thoughts about how we might best provide protection for the natural and cultural resources and values for which the national park was established. For now, we are enclosing copies of the park's enabling legislation and GMP project agreement, which will help you understand the partnership nature of the park.

We look forward to working with you and your staff on the protection of historic resources and values at Cedar Creek and Belle Grove National Historical Park. Should you have any questions please feel free to contact me or community planner Christopher Stubbs at 540-868-9176 or at diann_jacox@nps.gov and chris_stubbs@nps.gov, respectively.

Thank you for your sustained support of the National Park Service in the protection of historic resources and values.

Sincerely,

Diann Jacox
Superintendent

Enclosures

Cc:
Don Klima, Advisory Council on Historic Preservation
Ethel Eaton, PhD, Virginia Department of Historic Resources

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

25 October 2006

Karen Mayne, Supervisor
Virginia Field Office
U.S. Fish and Wildlife Service
6669 Short Lane
Gloucester, VA 23061

Subject: Request for information under Section 7 of the Endangered Species Act

Dear Ms. Mayne:

The National Park Service (NPS) is preparing the first general management plan for Cedar Creek and Belle Grove National Historical Park (NHP). All units of the national park system are required to have a general management plan that provides the long-term vision for the future of the park, what visitors will do there, and how resources will be managed. In 2004-2005 we prepared a natural resources overview and assessment to support the preparation of the general management plan. At that time, we wrote to you and requested information on listed species and critical habitat in our area. Attached you will find the response you sent us in 2004 – we are seeking an update to this information, if any exists. In addition, we request your input and scoping comments on any issues that should be addressed in the general management plan. A map of the Park and surrounding area is also enclosed for reference.

A draft general management plan and environmental impact statement will be released in 2007. At that time, we will send you the document plus a determination of whether any of the proposed alternatives are likely to adversely affect federally listed species or critical habitat.

Authorized by Congress in 2002, the Cedar Creek and Belle Grove NHP was established for the purpose of preserving the significant historic, natural, cultural, military, and scenic resources found in the Cedar Creek Battlefield and Belle Grove Plantation areas through partnerships with local landowners, non-profit organizations, and communities. The park encompasses approximately 3,400 acres in Warren, Shenandoah, and Frederick Counties, and is adjacent to the towns of Strasburg and Middletown. The NPS's partners – Belle Grove, Inc., the Cedar Creek Battlefield Foundation, the National Trust for Historic Preservation, the Shenandoah Valley Battlefield Foundation, and Shenandoah County – collectively own about 1,000 acres within the park. Currently NPS owns only seven acres within the park and is authorized to acquire additional property only from willing landowners for the purpose preserving the park's natural and historic setting.

TAKE PRIDE IN AMERICA

Please feel free to contact me or Superintendent Diann Jacox at (540) 868-9176 with any questions. We look forward to working with your office on this important project.

Sincerely,

Christopher J. Stubbs
Community Planner (Acting Superintendent)

Enclosures:

1. Sept. 2004 letter from U.S. Fish and Wildlife Service
2. Map of Cedar Creek and Belle Grove NHP

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

25 October 2006

Tom Smith, Director
Virginia Natural Heritage Program
Virginia Department of Conservation and Recreation
217 Governor St., 3rd Floor
Richmond, VA 23219

Subject: Request for information on Natural Heritage Resources

Dear Mr. Smith:

The National Park Service is preparing the first general management plan for Cedar Creek and Belle Grove National Historical Park (NHP). All units of the national park system are required to have a general management plan that provides the long-term vision for the future of the park, what visitors will do there, and how resources will be managed. In 2004-2005 we prepared a natural resources overview and assessment to support the preparation of the general management plan. At that time, we wrote to you and requested information on Natural Heritage Resources in our area. Attached you will find the response you sent us in 2004 – we are seeking an update to this information, if any exists. In addition, we request your input and scoping comments on any issues that should be addressed in the general management plan. A map of the Park and surrounding area is also enclosed for reference.

A draft general management plan and environmental impact statement will be released in 2007. At that time, we will send you the document for review and comment.

Authorized by Congress in 2002, the Cedar Creek and Belle Grove NHP was established for the purpose of preserving the significant historic, natural, cultural, military, and scenic resources found in the Cedar Creek Battlefield and Belle Grove Plantation areas through partnerships with local landowners, non-profit organizations, and communities. The park encompasses approximately 3,400 acres in Warren, Shenandoah, and Frederick Counties, and is adjacent to the towns of Strasburg and Middletown. The NPS's partners – Belle Grove, Inc., the Cedar Creek Battlefield Foundation, the National Trust for Historic Preservation, the Shenandoah Valley Battlefield Foundation, and Shenandoah County – collectively own about 1,000 acres within the park. Currently NPS owns only seven acres within the park and is authorized to acquire additional property only from willing landowners for the purpose preserving the park's natural and historic setting.

TAKE PRIDE IN AMERICA

Please feel free to contact me or Superintendent Diann Jacox at (540) 868-9176 with any questions. We look forward to working with your office on this important project.

Sincerely,

Christopher J. Stubbs
Community Planner (Acting Superintendent)

Enclosures:

1. Sept. 2004 letter from U.S. Fish and Wildlife Service
2. Map of Cedar Creek and Belle Grove NHP

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

26 October 2006

Amy Martin, Environmental Review
Virginia Department of Game and Inland Fisheries
4010 West Broad St.
Richmond, VA 23230

Subject: Request for Scoping Comments

Dear Ms. Martin:

The National Park Service (NPS) is preparing the first general management plan for Cedar Creek and Belle Grove National Historical Park (NHP). All units of the national park system are required to have a general management plan that provides the long-term vision for the future of the park, what visitors will do there, and how resources will be managed. We request your input and comments on any issues that should be addressed in the general management plan. A map of the Park and surrounding area is enclosed for reference.

Authorized by Congress in 2002, the Cedar Creek and Belle Grove NHP was established for the purpose of preserving the significant historic, natural, cultural, military, and scenic resources found in the Cedar Creek Battlefield and Belle Grove Plantation areas through partnerships with local landowners, non-profit organizations, and communities. The park, consisting of approximately 3,400 acres, is located in the northern Shenandoah Valley in Warren, Shenandoah, and Frederick Counties, and is adjacent to the towns of Strasburg and Middletown. The NPS's partners – Belle Grove, Inc., the Cedar Creek Battlefield Foundation, the National Trust for Historic Preservation, the Shenandoah Valley Battlefield Foundation, and Shenandoah County – collectively own about 1,000 acres within the park. Currently NPS owns only seven acres within the park and is authorized to acquire additional property only from willing landowners for the purpose preserving the park's natural and historic setting.

TAKE PRIDE IN AMERICA

When a draft general management plan and environmental impact statement is completed we will forward a copy to your office for review and comment. If you or your staff have questions, please feel free to contact me at (540) 868-9176.

Sincerely,

Christopher J. Stubbs

Christopher J. Stubbs
Community Planner (Acting Superintendent)

Enclosures:

1. Map of Cedar Creek and Belle Grove NHP

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

26 October 2006

Yvonne J. Prettyman-Beck
District Engineer
U.S. Army Corps of Engineers
803 Front Street
Norfolk, VA 23510

Subject: Request for Scoping Comments

Dear Ms. Prettyman-Beck:

The National Park Service (NPS) is preparing the first general management plan for Cedar Creek and Belle Grove National Historical Park (NHP). All units of the national park system are required to have a general management plan that provides the long-term vision for the future of the park, what visitors will do there, and how resources will be managed. We request your input and comments on any issues that should be addressed in the general management plan. A map of the Park and surrounding area is enclosed for reference.

Authorized by Congress in 2002, the Cedar Creek and Belle Grove NHP was established for the purpose of preserving the significant historic, natural, cultural, military, and scenic resources found in the Cedar Creek Battlefield and Belle Grove Plantation areas through partnerships with local landowners, non-profit organizations, and communities. The park, consisting of approximately 3,400 acres, is located in the northern Shenandoah Valley in Warren, Shenandoah, and Frederick Counties, and is adjacent to the towns of Strasburg and Middletown. The NPS's partners – Belle Grove, Inc., the Cedar Creek Battlefield Foundation, the National Trust for Historic Preservation, the Shenandoah Valley Battlefield Foundation, and Shenandoah County – collectively own about 1,000 acres within the park. Currently NPS owns only seven acres within the park and is authorized to acquire additional property only from willing landowners for the purpose preserving the park's natural and historic setting.

TAKE PRIDE IN AMERICA

When a draft general management plan and environmental impact statement is completed we will forward a copy to your office for review and comment. If you or your staff have questions, please feel free to contact me at (540) 868-9176.

Sincerely,

Christopher J. Stubbs
Community Planner (Acting Superintendent)

Enclosures:

1. Map of Cedar Creek and Belle Grove NHP

TAKE PRIDE IN AMERICA

COMMONWEALTH of VIRGINIA

L. Preston Bryant, Jr.
Secretary of Natural Resources

Department of Game and Inland Fisheries

J. Carlton Courter, III
Director

November 20, 2006

Christopher J. Stubbs
Community Planner
National Park Service
Cedar Creek/Belle Grove NHP
7718 ½ Main St., P.O. Box 700
Middletown, VA 22645

RE: NHP Scoping Comments
ESSLog #23072

Dear Mr. Stubbs:

We have reviewed the information sent to us regarding the above mentioned request for scoping comments for the management plan for Cedar Creek and Belle Grove National Historic Park. The Department of Game and Inland Fisheries (DGIF), as the Commonwealth's wildlife and freshwater fish management agency, exercises full law enforcement and regulatory jurisdiction over those resources, inclusive of State or Federally *Endangered* or *Threatened* species, but excluding listed insects. We are a consulting agency under the U. S. Fish and Wildlife Coordination Act (48 Stat. 401, as amended; 16 U.S.C. 661 et *seq.*), and we provide environmental analysis of projects or permit applications coordinated through the Virginia Department of Environmental Quality, the Virginia Marine Resources Commission, the Virginia Department of Transportation, the U. S. Army Corps of Engineers, and other state or federal agencies. Our role in these procedures is to determine likely impacts upon fish and wildlife resources and habitats, and to recommend appropriate measures to avoid, reduce, or compensate for those impacts.

According to our records, federal species of concern state endangered brook floater (Alasmidonta varicosa) and state threatened wood turtle (Glyptemys insculpta) have been documented within the park boundaries and/or in waters adjacent to the park. The brook floater is known to occur in the North Fork Shenandoah River at the south end of the park and the wood turtle is known from Meadow Brook, Middle Marsh Brook, Buffalo Marsh Run and Cedar Creek. The above mentioned waters have been designated Threatened and Endangered Species Waters due to the presence of wood turtle or brook floater. To best protect brook floater and other aquatic resources from harm or further habitat degradation, we recommend maintaining at least 100-foot (preferably up to 300-foot) undisturbed vegetated buffers along the North Fork Shenandoah River and its tributaries. We highly recommend fencing all cattle and/or other

livestock out of these streams to prevent impacts to water quality, prevent erosion and sedimentation and habitat degradation. To best protect the wood turtle and its habitat, we recommend maintaining 600-foot undisturbed vegetated riparian buffers along the streams where this species is known to occur. This species, although highly aquatic, also utilizes upland areas adjacent to streams during warmer weather for foraging and nesting. This species, like mussels, can be adversely affected by poor water quality, streambank erosion and impacts upon riparian areas. Again, we highly recommend fencing cattle and/or other livestock from these streams for the same reasons as mentioned above. We would be happy to assist the Park Service in delineating these riparian buffers, providing recommendations on specific management techniques and projects on park lands.

In addition to the listed species mentioned above, a number of species included as species of greatest conservation need in Virginia's Wildlife Action Plan are likely to occur, if suitable habitat exists, in an around the park. I have enclosed a table that lists these species as well as definitions of the tiers that these species fall within. We recommend that the Virginia Wildlife Action Plan (available through www.dgif.virginia.gov) be reviewed to determine what threats are known to these species, what suitable habitat for these species consists of and how to best protect them and their habitats from harm.

In terms of general wildlife habitat and management, we recommend maintaining forested habitat to the greatest extent possible, providing corridors between open spaces and managing for native wildlife species. This may include developing easements on open space and riparian buffers. We note that there appear to be some areas within the park that currently support grassland/early succesional habitat. These areas could be managed to provide habitat for currently existing and historical grassland wildlife species. VDGIF would be willing to assist the Park Service in these and other wildlife management efforts. We recommend maintaining undisturbed wooded buffers of at least 100 feet in width around all on-site wetlands and on both sides of all perennial and intermittent streams. For any construction/building/impervious surface projects, we typically recommend that the stormwater controls be designed to replicate and maintain the hydrographic condition of the site prior to the change in landscape. This should include, but not be limited to, utilizing bioretention areas, and minimizing the use of curb and gutter in favor of grassed swales. Bioretention areas (also called rain gardens) and grass swales are components of Low Impact Development (LID). They are designed to capture stormwater runoff as close to the source as possible and allow it to slowly infiltrate into the surrounding soil. They benefit natural resources by filtering pollutants and decreasing downstream runoff volumes.

In the case of instream work (road crossings, culverts, etc), we recommend that these projects be reviewed by our agency. Because the streams and rivers in and around the park are of particularly high ecological value, we may recommend specific conservation actions to protect these resources and the species that inhabit them. In general, for instream projects, we recommend conducting such activities during low or no-flow conditions, using non-erodible cofferdams to isolate the construction area, blocking no more than 50% of the streamflow at any given time, stockpiling excavated material in a manner that prevents reentry into the stream, restoring original streambed and streambank contours, revegetating barren areas with native vegetation, and implementing strict erosion and sediment control measures. Due to future maintenance costs associated with culverts, and the loss of riparian and aquatic habitat, we prefer stream crossings to be constructed via clear-span bridges. However, if this is not possible, we

recommend countersinking any culverts below the streambed at least 6 inches, or the use of bottomless culverts, to allow passage of aquatic organisms. We also recommend the installation of floodplain culverts to carry bankfull discharges.

We generally support the inclusion of trails within park systems to allow visitors to enjoy our natural resources, learn about the park and its historic and ecological values, and to participate in recreational opportunities. In the case of Cedar Creek and Belle Grove National Historic Park, we recommend that trails be laid out in such a way as to protect riparian areas that support listed wildlife species. If trails are required within the protective buffers mentioned above, we recommend coordination with our agency to reduce impacts that such trails may have upon wildlife and the aquatic systems located within the park.

Thank you for the opportunity to provide input and recommendation on the general management plan and to inform the development of the EIS. Please contact Amy Martin or me at (804) 367-6913 if we may be of further assistance.

Sincerely,

Amy Martin

Raymond Fernald, Manager
Nongame and Environmental Programs

Enclosures: 1

Table including tiered and listed wildlife species known or likely to occur within or around the Cedar Creek and Belle Grove National Historic Park.

Status*	Tier**	Common Name	Scientific Name	Confirmed	Confirming Database
FESE	I	Bat, Indiana	Myotis sodalis		BOVA
FTST	II	Eagle, bald	Haliaeetus leucocephalus		BOVA
FSSE	I	Wren, Bewick's	Thryomanes bewickii		BOVA
FSSE	II	Floater, brook	Alasmidonta varicosa	Yes	Collections,BOVA
ST	I	Turtle, wood	Glyptemys insculpta	Yes	Collections,BOVA
ST	I	Falcon, peregrine	Falco peregrinus		BOVA
ST	I	Sandpiper, upland	Bartramia longicauda		BOVA
ST	I	Shrike, loggerhead	Lanius ludovicianus		BOVA
FSST	I	Skipper, Appalachian grizzled	Pyrgus wyandot		BOVA
FSST	II	Floater, green	Lasmigona subviridis		BOVA
FSST		Shrike, migrant loggerhead	Lanius ludovicianus migrans		BOVA
FS	I	Fritillary, regal	Speyeria idalia idalia		BOVA
FSSS	II	Salamander, Cow Knob	Plethodon punctatus		BOVA
FS	II	Warbler, cerulean	Dendroica cerulea		BOVA
FSSS	II	Pigtoe, Tennessee	Fusconaia barnesiana		BOVA
FS	II	Crescent, tawny	Phyciodes batesii batesii		BOVA
FS	III	Myotis, eastern small-footed	Myotis leibii		BOVA
FS	IV	Darter, Appalachia	Percina gymnocephala		BOVA
FS	IV	Cottontail, Appalachian	Sylvilagus obscurus		BOVA
FS	IV	Woodrat, Allegheny	Neotoma magister		BOVA
SS	I	Warbler, golden-	Vermivora		BOVA

		winged	chrysoptera		
SS	II	Wren, winter	Troglodytes troglodytes		BOVA
SS	III	Harrier, northern	Circus cyaneus		BOVA
SS	III	Owl, barn	Tyto alba pratincola		BOVA
SS	IV	Creeper, brown	Certhia americana		BOVA
SS		Dickcissel	Spiza americana		BOVA
SS		Finch, purple	Carpodacus purpureus		BOVA
SS		Flycatcher, alder	Empidonax alnorum		BOVA
SS		Kinglet, golden-crowned	Regulus satrapa		BOVA
SS		Moorhen, common	Gallinula chloropus cachinnans		BOVA
SS		Nuthatch, red-breasted	Sitta canadensis		BOVA
SS		Thrush, hermit	Catharus guttatus		BOVA
SS		Warbler, magnolia	Dendroica magnolia		BOVA
SS		Otter, northern river	Lontra canadensis lataxina		BOVA
	I	Sapsucker, yellow-bellied	Sphyrapicus varius		BOVA
	I	Warbler, black-throated green	Dendroica virens		BOVA

* FE=Federal Endangered; FT=Federal Threatened; SE=State Endangered; ST=State Threatened; FP=Federal Proposed; FC=Federal Candidate; FS=Federal Species of Concern; SC=State Candidate; CC=Collection Concern; SS=State Special Concern

**Tier	Degree of Conservation Need	Description
1	Critical Conservation Need	Faces an extremely high risk of extinction or extirpation. Populations of these species are at critically low levels, facing immediate threat(s), or occur within an extremely limited range. Intense and immediate management action is needed.
2	Very High Conservation Need	Has a high risk of extinction or extirpation. Populations of these species are at very low levels, facing real threat(s), or occur within a very limited distribution. Immediate management is needed for stabilization and recovery.

3	High Conservation Need	Extinction or extirpation is possible. Populations of these species are in decline or have declined to low levels or are in a restricted range. Management action is needed to stabilize or increase populations.
4	Moderate Conservation Need	The species may be rare in parts of its range, particularly on the periphery. Populations of these species have demonstrated a significant declining trend or one is suspected which, if continued, is likely to qualify this species for a higher tier in the foreseeable future. Long-term planning is necessary to stabilize or increase populations.

L. Preston Bryant, Jr.
Secretary of Natural Resources

Joseph H. Maroon
Director

COMMONWEALTH of VIRGINIA

DEPARTMENT OF CONSERVATION AND RECREATION

217 Governor Street
Richmond, Virginia 23219-2010
(804) 786-7951 FAX (804) 371-2674

November 28, 2006

Christopher J. Stubbs
National Park Service
Cedar Creek & Belle Grove
National Historical Park
P.O. Box 700
Middletown, VA 22645

Re: Cedar Creek & Belle Grove National Historical Park Management Plan

The Department of Conservation and Recreation's Division of Natural Heritage (DCR) has searched its Biotics Data System for occurrences of natural heritage resources from the area outlined on the submitted map. Natural heritage resources are defined as the habitat of rare, threatened, or endangered plant and animal species, unique or exemplary natural communities, and significant geologic formations.

According to the information currently in our files, the North Fork Shenandoah River-Strasburg Stream Conservation Unit has been documented downstream from the project location. Stream Conservation Units (SCUs) identify stream reaches that contain aquatic natural heritage resources, including 2 miles upstream and 1 mile downstream of documented occurrences, and all tributaries within this reach. SCUs are also given a biodiversity significance ranking based on the rarity, quality, and number of element occurrences they contain. This site has been ranked as a B5 conservation site, which indicates it is of general biodiversity significance. The natural heritage resources associated with this conservation site are:

Alasmidonta varicosa	Brook Floater	G3/S1/NL/LE
Lampsilis cariosa	Yellow Lampmussel	G3G4/S2/NL/SC
Lasmigona subviridis	Green Floater	G3/S2/NL/LT

The brook floater is a small rare mussel species that typically occurs in and near riffles and rapids of smaller creeks with rocky or gravelly substrates. Threats include poor water quality, as this species does not tolerate silt or nutrient pollution well (Stephenson, 1991). Please note that the brook floater is listed as endangered by Virginia Department of Game and Inland Fisheries (VDGIF).

The yellow lampmussel averages about 70 mm in length but can reach a length of 130 mm (Johnson, 1970). The yellow lampmussel is found in larger streams and rivers where good currents exist over a sand and gravel substrate and in small creeks and ponds. This species is known to occur in the Potomac, York, and Chowan river basins (TNC, 1996). Please note that this species is currently classified as a special concern species by VDGIF; however, this designation has no official legal status.

The green floater is a rare freshwater mussel that ranges from New York to North Carolina in the Atlantic Slope drainages, as well as the New and Kanawha River systems in Virginia and West Virginia.

Throughout its range, the green floater appears to prefer the pools and eddies with gravelly and sandy bottoms of smaller rivers and creeks or of smaller channels of large rivers (Ortman, 1919). According to Riddick (1973), in central Virginia, the green floater prefers habitats with gravel or sand bottoms in small to medium-sized streams. Green floaters are small, usually reaching a length less than 55mm. The color on the shell varies from pale yellow to brownish green. There may be numerous narrow or wide green or blackish rays on the shell surface, mostly on juveniles (Kitchel, 1991). Please note, as of July 2006 the green floater is now listed as state threatened by Virginia Department of Game and Inland Fisheries (VDGIF).

Considered good indicators of the health of aquatic ecosystems, freshwater mussels are dependent on good water quality, good physical habitat conditions, and an environment that will support populations of host fish species (Williams et al., 1993). Because mussels are sedentary organisms, they are sensitive to water quality degradation related to increased sedimentation and pollution. They are also sensitive to habitat destruction through dam construction, channelization, and dredging, and the invasion of exotic mollusk species.

In addition, the project area is within the Panther Conservation Site. Conservation sites are tools for representing key areas of the landscape that warrant further review for possible conservation action because of the natural heritage resources and habitat they support. Conservation sites are polygons built around one or more rare plant, animal, or natural community designed to include the element and, where possible, its associated habitat, and buffer or other adjacent land thought necessary for the element's conservation. Conservation sites are given a biodiversity significance ranking based on the rarity, quality, and number of element occurrences they contain; on a scale of 1-5, 1 being most significant. The Panther Conservation Site has been given a biodiversity significance ranking of B3, which represents a site of high significance. The natural heritage resources associated with this site are:

Montane Dry Calcareous Forest/Woodland	GNR/SNR/NL/NL
Significant Cave	GNR/SNR/NL/NL

Montane Dry Calcareous Forest and Woodlands
These deciduous or occasionally mixed forests and woodlands occur on subxeric, fertile habitats over carbonate formations of limestone or dolomite. Habitats are steep, usually rocky, south- to west-facing slopes at elevations from < 300 to 900 m (< 1,000 to 2,900 ft). Soils vary from circumneutral to moderately alkaline and have high calcium levels. Confined in Virginia to the mountains, these communities are most frequent and extensive in the Ridge and Valley, but occur locally in both the Blue Ridge and Cumberland Mountains. Tree canopies vary from nearly closed to sparse and woodland-like.
Considerable compositional variation is evident in these communities across western Virginia. A rare and distinctive community type in this group, confined to the largely dolomitic Elbrook formation in the southwestern Ridge and Valley, features an abundance of the magnesiophiles prairie ragwort (*Packera plattensis* = Senecio plattensis), glade wild quinine (*Parthenium auriculatum*), and tall larkspur (*Delphinium exaltatum*), as well as populations of the federally listed smooth coneflower (*Echinacea laevigata*) and the globally rare, Virginia endemic Addison's leatherflower (*Clematis addisonii*) (Fleming et al., 2006).

Also, Canby's mountain-lover (*Paxistima canbyi*, G2/S2/SOC/NL) is located in the project area. Canby's mountain-lover is a low evergreen shrub that occurs on limestone bluffs and cliffs and shaly slopes, often overlooking streams and rivers (The Nature Conservancy, 1996). This species is currently known from 15 occurrences, and historically known from multiple additional occurrences, in Virginia. DCR recommends surveying this area for Canby's mountain lover and other species that are possible within this habitat.

Furthermore, the project area is within a section of Cedar Creek and Meadow Brook that has been designated by the VDGIF as being "Threatened and Endangered Species Water" for Wood turtle

(*Glyptemys insculpta*, G4/S2/NL/LT). The Wood turtle inhabits forested floodplains and nearby fields, wet meadows, and farmlands (Mitchell, 1994). As this species overwinters on the bottoms of creeks and streams, a primary habitat requirement is the presence of water (Mitchell, 1994). Please note that the Wood turtle is currently classified as threatened by the VDGIF.

The project area is also within a section of the North Fork Shenandoah River-Strasburg SCU that has been designated by the VDGIF as being "Threatened and Endangered Species Water" for Brook Floater.

The Cedar Creek and Belle Grove National Historic Pak (NHP) lies almost entirely on a well-developed karst landscape typical of the Shenandoah Valley. A single designated significant cave - Panther Cave - lies within the park boundary. Other, smaller caves may exist. While no biological significance is attributed to the cave, it does have archaeological significance. More can be found out about this from Phil Lucas, data manager of the Virginia Speleological Survey at 540-396-3584. The remainder of the property almost certainly hosts several globally rare subterranean aquatic species, including but not limited to Shenandoah Valley Cave Amphipod (*Stygobromus gracilipes*, G3G4/S2S3/NL/SC), Biggers Cave Amphipod (*Stygobromus biggersi*, G2G4/S1S2/NL/NL) and Price's Cave Isopod (*Caecidotea priceii,* G5/S3/NL/NL). Caves inaccessible to humans are also likely to host Thin-neck cave beetle (*Pseudanophthalmus parvicollis,* G1/S1/NL/NL). Presumably, management of the property as a National Historic Park should have little impact upon these species. However, any development project should be designed in such a way as to minimize impact to karst features. In addition, natural heritage staff would like access to the Park to perform surveys for karst features. Finally, any wells present on the property should be sampled with baited traps to check for the presence of the subterranean aquatic fauna listed above. Please contact Wil Orndorff (540-831-4056) for more information regarding karst surveys.

DCR recommends avoidance of documented natural heritage resources within the project area. DCR also recommends surveying for the wood turtle, mussels and dragonflies in Cedar Creek and surveying for insects, especially butterflies & moths within the Dry Calcareous Woodland community types along Cedar Creek, along with surveying for wood turtle in Meadow Brook. With the survey results we can more accurately evaluate potential impacts to natural heritage resources and offer specific protection recommendations for minimizing impacts to the documented resources.

In addition, DCR recommends an updated mussel survey in the North Fork Shenandoah River. To minimize adverse impacts to the aquatic ecosystem as a result of the proposed activities, DCR recommends the implementation of and strict adherence to applicable state and local erosion and sediment control/storm water management laws and regulations. Due to the legal status of the brook floater, green floater and the wood turtle, DCR recommends coordination with VDGIF to ensure compliance with protected species legislation.

Under a Memorandum of Agreement established between the Virginia Department of Agriculture and Consumer Services (VDACS) and the Virginia Department of Conservation and Recreation (DCR), DCR represents VDACS in comments regarding potential impacts on state-listed threatened and endangered plant and insect species. The current activity will not affect any documented state-listed plants or insects.

Our files do not indicate the presence of any State Natural Area Preserves under DCR's jurisdiction in the project vicinity.

New and updated information is continually added to Biotics. Please contact DCR for an update on this natural heritage information if a significant amount of time passes before it is utilized.

The Virginia Department of Game and Inland Fisheries maintains a database of wildlife locations, including threatened and endangered species, trout streams, and anadromous fish waters, that may contain information not documented in this letter. Their database may be accessed from www.dgif.virginia.gov/wildlifeinfo_map/index.html, or contact Shirl Dressler at (804) 367-6913.

Should you have any questions or concerns, feel free to contact me at 804-371-2708. Thank you for the opportunity to comment on this project.

Sincerely,

S. Rene' Hypes
Project Review Coordinator

Cc: Bob Munson, DCR-DPRR
Andy Zadnik, VDGIF

Literature Cited

Fleming, G.P., P.P. Coulling, K.D. Patterson, and K. Taverna. 2006. The natural communities of Virginia: classification of ecological community groups. Second approximation. Version 2.2. Virginia Department of Conservation and Recreation, Division of Natural Heritage, Richmond, VA. http://www.dcr.virginia.gov/dnh/ncintro.htm.

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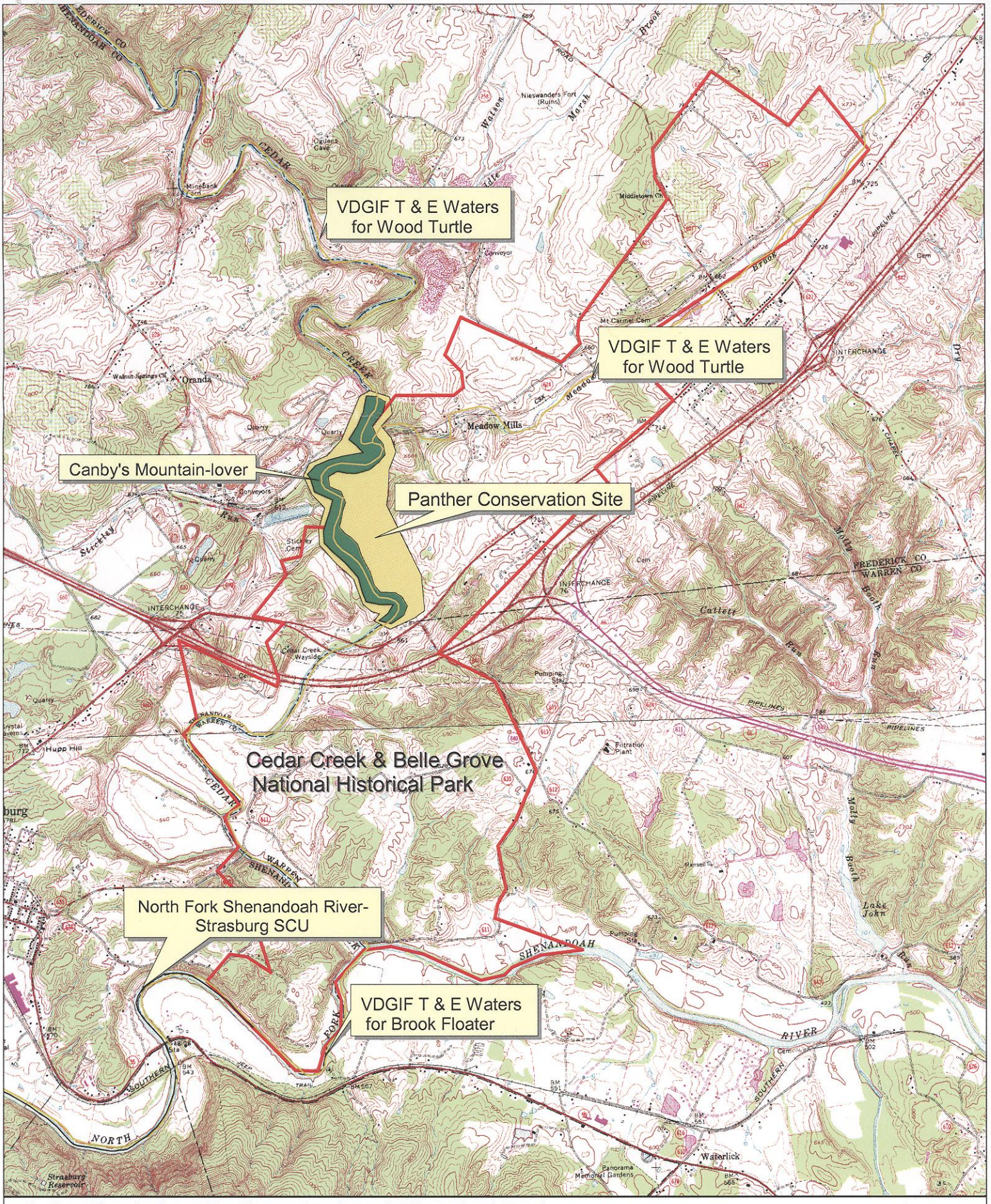
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Cedar Creek & Belle Grove National Historical Park

Middletown & Strasburg 24K Quadrangles

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State of Virginia, Department of Conservation & Recreation

Map printed 11/28/2006

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United States Department of the Interior

FISH AND WILDLIFE SERVICE
Ecological Services
6669 Short Lane
Gloucester, VA 23061

Date: December 20, 2006

Project name: Cedar Creek & Belle Grove National Park Management Plan

Project number: 2007-TA-0131 City/County Shenandoah Co., VA

The U.S. Fish and Wildlife Service (Service) has reviewed your request for information on federally listed or proposed endangered or threatened species and designated critical habitat for the above referenced project. The following comments are provided under provisions of the Endangered Species Act (ESA) of 1973 (87 Stat. 884, as amended; 16 U.S.C. 1531 *et seq.*).

✓ We have reviewed the information you have provided and believe that the proposed action will not adversely affect federally listed species or federally designated critical habitat because no federally listed species are known to occur in the project area. Should project plans change or if additional information on listed and proposed species becomes available, this determination may be reconsidered.

_____ We recommend that you contact **both** of the following State agencies for site specific information on listed species in Virginia. Each agency maintains a different database and has differing expertise and/or regulatory responsibility:

Virginia Dept. of Game & Inland Fisheries
Environmental Services Section
P.O. Box 11104
Richmond, VA 23230
(804) 367-1000

Virginia Dept. of Conservation and Recreation
Division of Natural Heritage
217 Governor Street, 2nd Floor
Richmond, VA 23219
(804) 786-7951

If either agency indicates a federally listed species **is present**, please resubmit your project description with letters from both agencies attached.

_____ If **appropriate habitat may be present**, we recommend surveys within appropriate habitat by a qualified surveyor. Enclosed are county lists with fact sheets that contain information the species' habitat requirements and lists of qualified surveyors. If this project involves a Federal agency (Federal permit, funding, or land), we encourage the Federal agency to contact this office if appropriate habitat is present and if they determine their proposed action may affect federally listed species or critical habitat.

_____ Determinations of the presence of waters of the United States, including wetlands, and the need for permits are made by the U.S. Army Corps of Engineers. They may be contacted at: Regulatory Branch, U.S. Army Corps of Engineers, Norfolk District, 803 Front Street, Norfolk, Virginia 23510, telephone (757) 441-7652.

Our website http://virginiafieldoffice.fws.gov contains many resources that may assist with project reviews. Point of contact is Mike Drummond at (804) 693-6694, ext. 114.

Sincerely,

Karen L. Mayne

Karen L. Mayne
Supervisor
Virginia Field Office

L. Preston Bryant, Jr.
Secretary of Natural Resources

Joseph H. Maroon
Director

COMMONWEALTH of VIRGINIA

DEPARTMENT OF CONSERVATION AND RECREATION

203 Governor Street
Richmond, Virginia 23219-2010
(804) 786-6124

Christopher Stubbs
National Park Service
National Historic Park
7718 ½ Main Street
PO Box 700
Middletown, VA 22645

January 22, 2007

RE: Cedar Creek and Belle Grove National Historic Park

Dear Mr. Stubbs:

Recently we were given the opportunity to comment on the Cedar Creek & Belle Grove National Historical Park – General Management Plan. As the primary entity responsible for coordination of federal and state recreational resource planning and the development of the *Virginia Outdoors Plan* (VOP), the Department of Conservation and Recreation takes a keen interest in all outdoor recreation resource planning efforts in Virginia. We have a mandate (*Code of Virginia* §10.1-200.6) to work with all federal agencies on recreation planning. Our involvement is in part to provide technical assistance and recreational survey information and to help assure as seamless a provision of services and protection of resources as possible.

There are a number of issues related to the General Management Plan for Cedar Creek & Belle Grove National Historical Park. We hope that the following comments will be of use and that we can be of service as the process continues. Please note that there are a number of recommendations from the Virginia Outdoors Plan (VOP) that affect the GMP, or lands and properties within close proximity of the Cedar Creek & Belle Grove National Historical Park. Coordination with DCR and other related agencies and organizations would provide an integrated plan.

Following are the draft recommendations from the VOP that could affect the GMP [note that these are edited as appropriate for this GMP]:

Cedar Creek and Belle Grove National Historical Park should continue to work with state and local partners to update and develop a General Management Plan (GMP), to guide park management for the next 20 years. The GMP is scheduled for completion in 2008. As infill for the park progresses, NPS should partner with localities to seek out opportunities for additional land for protection from development and to provide adjacent lands to meet local recreational needs. The GMP should protect the historic and open space context of **Belle Grove** and **Harmony Hall** plantations, two Valley icons within the Cedar Creek and Belle Grove National Historical Park. Each helps tell the story of the Valley Pike

along which they are located. The historic road that connected these two plantations should be restored and developed as part of a historic road network in the region.

Implement the Keister Tract Master Plan for Shenandoah County's recent purchase of a 150-acre **parcel near the confluence of the North Fork of the Shenandoah River and Cedar Creek**. The critical location on the river and the close proximity to the national forest, and adjacent to Belle Grove- Cedar Creek National Park, will give the park a regional significance that can support a variety of recreational opportunities for the people of the area.

Develop a greenway along the **Shenandoah River** to connect the state and national park sites with other public resources.

Develop a managed blueway system of access and recreational use areas and provide additional public access along both the **North Fork of the Shenandoah River**. The **North Fork of the Shenandoah River** should be considered for Scenic River designation and a greenway developed along it. Additional and improved public access is needed to all the major streams of the region, including **Cedar Creek**. Where appropriate, portages should be created and maintained around dams and other river obstacles. Develop a blueway canoe and kayak trail along **Cedar Creek** to capture its unusual natural features (limestone cliffs, endangered turtle habitat, eagle and other raptor habitat) and historic areas, including improved public access. **Cedar Creek** in Shenandoah, Frederick and Warren counties is recommended for evaluation to determine suitability for inclusion into the Virginia Scenic River Program. Protect and preserve the scenic areas along **the North Fork of the Shenandoah River**. The **North Fork of the Shenandoah** and **Cedar Creek** were identified in the U.S.D.A. Forest Service's Revised Land and Resource Management Plan as eligible for study for federal Wild and Scenic River designation. Should this process proceed, DCR will work with the Forest Service to determine if these rivers should be designated.

Continue implementation of the **Shenandoah Valley Battlefields National Historic District** Management Plan, which promotes the protection and continued appreciation of the historic, cultural, and natural resources that are associated with the battlefields and are important to the people of the region, the Shenandoah Valley and the nation. Private land trusts and the local, state, and federal governments should continue to coordinate land conservation and interpretive efforts.

Designate the historic and scenic **Valley Road**, Route 11, as a Virginia Scenic Byway, develop a corridor management plan, and create a historic district for the protection of the scenic corridor. Provide alternative routes, when stretches do not qualify for scenic byway designation. Develop a plan to make it eligible for National Scenic Byway designation. Consider its evolution from a Native American hunting path, to the Great Wagon Road, to Valley Turnpike, and finally to modern Route 11. Protect agricultural land along Route 11 corridor through out the region.

Interstate 81 is a recognized scenic corridor by the American Automobile Association. It is a major gateway and travel corridor through the state. Care should be given to protecting this great resource that showcases Virginia. Protect the views of mountain ridges. Protect agricultural land through out the region.

NPS to complete and implement the **Winchester-Frederick Bike-Pedestrian plan** in conjunction with partner, City of Winchester and Frederick County. The Plan will be coordinated with the regions' "Walking & Wheeling" Plan.

Maintain and pursue coordinated local and regional implementation of : "**Walking & Wheeling the Northern Shenandoah Valley** - The Plan for Improving Local/Regional Pedestrian & Bicycle Access & Linkages for Recreation & Civil War Heritage Tourism."

As you continue with your planning process, our Department offers to be involved with the general management planning team and project appropriate technical assistance, especially that which has to do with the VOP. As an agency involved in the protection of our natural, recreational, cultural and historic resources for the current and future generations of Virginians to enjoy, it would be our pleasure to become partners with you as you continue the general management plan process.

Feel free to contact us with any question. Please add our representative, Lynn Crump, lcrump@dcr.state.va.us , 203 Governor Street, Suite 326, Richmond, VA 23219, to your mailing and email lists.

Thank you so much for the opportunity to be involved in this planning endeavor.

Sincerely,

John Davy, Division Director
Planning and Recreation Resources

cc: Lynn M. Crump, L.A., ASLA, Environmental Programs Planner

L. Preston Bryant, Jr.
Secretary of Natural
Resources

Joseph H. Maroon
Director

COMMONWEALTH of VIRGINIA

DEPARTMENT OF CONSERVATION AND RECREATION

203 Governor Street, Suite 326
Richmond, Virginia 23219-2010
Phone: (804) 786-2556 Fax: (804) 371-7899

January 15, 2008

Mr. Christopher Stubbs
National Park Service
Cedar Creek and Belle Grove National Historic Park
Post Office Box 700
Middletown, Virginia 22645

RE: Cedar Creek and Belle Grove National Historic Park General Management Plan

Dear Mr. Stubbs:

Thank you for giving us the opportunity to comment on the draft General Management Plan (GMP) for Cedar Creek and Belle Grove National Historical Park. As the agency responsible for the development of the *Virginia Outdoors Plan* (VOP), which is Virginia's SCORP, and its implementation, the Department of Conservation and Recreation (DCR) is pleased to be included in the development of your GMP. In this capacity, we support *Preferred Alternative D* as the alternative that most closely represents the goals and recommendations of the 2007 VOP.

Alternative D effectively addresses most of the issues and recommendations provided to you in our comment letter of January 22, 2008. The GMP recognizes the necessity of continuous collaboration with DCR and other organizations and agencies throughout the planning process and during future implementation. Alternative D offers the most protection of park resources, adjacent lands, and viewsheds. It includes the continuing support of existing programs and provides multimodal access to the region.

DCR also concurs with the proposed designation of the Valley Road (Route 11) as a scenic/historical byway. In conjunction with the proposed overlay district, it could provide protection to the scenic and historic attributes of the corridor. Roads with Virginia Byway designation are highlighted on state tourism maps, and this will increase awareness of the importance of this resource for tourists, project reviewers and local citizens. If the National Park Service were able to work with localities to request scenic/historic byway designation, the recognition, if obtained, would help protect the park boundaries, approaches and connections.

DCR supports the GMP recommendations for connecting the park to nearby federal and local recreational lands. Additionally, DCR supports the proposed connections to the North Fork of the Shenandoah River and Cedar Creek as well as the plan focus on trail placement. The 2007

Virginia Outdoors Plan (VOP) lists access to water as the number one recreational need in Virginia. Providing formal river access would be a great asset to the state and community. DCR recommends development of a water access component as part of the GMP.

As an agency involved in the protection of our natural, recreational, cultural and historic resources, it is our pleasure to continue to partner with you on implementation of the VOP as it relates to the GMP for Cedar Creek and Belle Grove National Historic Park. Feel free to contact us with any questions. Lynn Crump will continue to serve as our representative for this planning effort. She can be reached at (804) 786-5054, Lynn.Crump@dcr.virginia.gov, or 203 Governor Street, Suite 326, Richmond, VA 23219.

Thank you for the opportunity to be involved in this planning process.

Sincerely,

John, Davy, Division Director
Planning and Recreation Resources

cc: Robert S. Munson, Planning Bureau Manager
Lynn M. Crump, CLA, ASLA, Environmental Programs Planner
Robbie Rhur, Environmental Program Planner

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Ms. Deanna Beacham
Virginia Council on Indians
P.O. Box 1475
Richmond, VA 23218

Dear Ms. Beacham:

The National Park Service is currently developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Cedar Creek & Belle Grove National Historical Park (NHP). Cedar Creek & Belle Grove was established as a national park in December 2002 and the general management plan is meant to chart the future development, management and operation of this unit for the next 15-20 years. Most of the land within the park is located on Cedar Creek Battlefield, which was the site of the pivotal 1864 Battle of Cedar Creek which contributed to the reelection of President Abraham Lincoln.

Cedar Creek & Belle Grove NHP is located in the Shenandoah Valley region of the Commonwealth of Virginia and covers portions of Frederick, Shenandoah and Warren counties. It is jointly protected and managed by the National Park Service in collaboration with five other nonprofit groups and local governments including Belle Grove Plantation, Inc; Cedar Creek Battlefield Foundation; National Trust for Historic Preservation, Shenandoah County, and Shenandoah Valley Battlefields Foundation. The legislated boundary of the national park contains 3713 acres, of which 8 acres are owned by the National Park Service and 1340 acres by our partner organizations. The remaining acreage is owned by approximately 120 private owners.

We would like to begin the process as set forth in Section 106 of the National Historic Preservation Act (36 CFR 800.2 (c)(B)(ii)) regarding historic properties and sites of significance to Native American tribes. While no specific projects will be implemented at this point, we would like to talk with you about any sites or resources which may have historical, cultural or religious importance to members of Indian tribes in the Commonwealth of Virginia and to listen to any concerns about how they may be affected in the future as we implement the plan. This consultation will enable you to advise us on the identification and evaluation of historic sites and other places, including those of traditional religious and cultural importance that may be affected by future park management actions.

A review of existing archeological and ethnohistorical information indicates that there was Native American occupation in the lower Shenandoah Valley dating from 10,000 years ago up to about 1700. Twenty-two sites have been identified within the park boundary that exhibit evidence of American Indian occupation, but there is no information documenting which modern day tribes, if any, are associated with these archeological sites. The available information indicates that the Manahoac inhabited the area, but they are no longer in existence. The Monacan Nation, a state-recognized

tribe, is closest geographically to the park area, but is more directly associated with the upper Shenandoah Valley. Other tribes travelled through the park area along the ancient trading route known as the Indian Road (later called Great Warrior Path, then the Great Wagon Road, and now the route of a modern highway), such as Iroquois Nations (including Oneida and Onondaga) and Delaware. There was a Shawnee settlement 12 miles to the north of the park near present-day Winchester in 1694, and other groups of Shawnee were in the area in 1692, 1697 and 1711. The Indian Road was also used by the Catawba, Cherokee and Creek, but whether they came into this general area is unknown. Finally, tribal members may have participated in some Civil War battles, such as the Battle of Cedar Creek, but we have no information about that.

The planning team has now developed a set of management alternatives and is currently soliciting comments from the general public on those alternatives. We also continuing to solicit meaningful input regarding cultural and natural resources related to the site. For more information on the national park and the GMP planning process please visit www.nps.gov/cebe

I am interested in your perspectives on historic or cultural sites and properties of significance to the tribe as they relate to Cedar Creek & Belle Grove National Historical Park. Please let me know if you have information about cultural and natural resources or sites in the park area that are of interest to members of Indian tribes in the Commonwealth of Virginia. I can be reached at (540) 868-9176 or diann_jacox@nps.gov.

If you would like more information about the park and the proposed plan, I would be happy to send you a copy of the review draft of the General Management Plan, which contains our management alternatives as well as a summary statement of the known cultural and historic resources at the park. I look forward to hearing from you if you have any questions or would like additional information.

Sincerely,

Diann Jacox
Superintendent

Enclosure: Locator Map

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United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Dr. Richard Allen
Policy Analyst
Cherokee Nation
P.O. Box 948
Tahlequah, OK 74465

Dear Dr. Allen:

The National Park Service is currently developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Cedar Creek & Belle Grove National Historical Park (NHP). Cedar Creek & Belle Grove was established as a national park in December 2002 and the general management plan is meant to chart the future development, management and operation of this unit for the next 15-20 years. Most of the land within the park is located on Cedar Creek Battlefield, which was the site of the pivotal 1864 Battle of Cedar Creek which contributed to the reelection of President Abraham Lincoln.

Cedar Creek & Belle Grove NHP is located in the Shenandoah Valley region of the Commonwealth of Virginia and covers portions of Frederick, Shenandoah and Warren counties. It is jointly protected and managed by the National Park Service in collaboration with five other nonprofit groups and local governments including Belle Grove Plantation, Inc; Cedar Creek Battlefield Foundation; National Trust for Historic Preservation, Shenandoah County, and Shenandoah Valley Battlefields Foundation. The legislated boundary of the national park contains 3713 acres, of which 8 acres are owned by the National Park Service and 1340 acres by our partner organizations. The remaining acreage is owned by approximately 120 private owners.

We would like to begin the process as set forth in Section 106 of the National Historic Preservation Act (36 CFR 800.2 (c)(B)(ii)) regarding historic properties and sites of significance to Native American tribes. While no specific projects will be implemented at this point, we would like to talk with you about any sites or resources which may have historical, cultural or religious importance to members of your tribe, and to listen to any concerns about how they may be affected in the future as we implement the plan. This consultation will enable you to advise us on the identification and evaluation of historic sites and other places, including those of traditional religious and cultural importance that may be affected by future park management actions.

A review of existing archeological and ethnohistorical information indicates that there was Native American occupation in the lower Shenandoah Valley dating from 10,000 years ago up to about 1700. Twenty-two sites have been identified within the park boundary that exhibit evidence of American Indian occupation, but there is no information documenting which modern day tribes, if any, are associated with these archeological sites. The available information indicates that the Manahoac inhabited the area, but they are no longer in existence. The Monacan Nation, a state-recognized

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tribe, is closest geographically to the park area, but is more directly associated with the upper Shenandoah Valley. Other tribes travelled through the park area along the ancient trading route known as the Indian Road (later called Great Warrior Path, then the Great Wagon Road, and now the route of a modern highway), such as Iroquois Nations (including Oneida and Onondaga) and Delaware. There was a Shawnee settlement 12 miles to the north of the park near present-day Winchester in 1694, and other groups of Shawnee were in the area in 1692, 1697 and 1711. The Indian Road was also used by the Catawba, Cherokee and Creek, but whether they came into this general area is unknown. Finally, tribal members may have participated in some Civil War battles, such as the Battle of Cedar Creek, but we have no information about that.

The planning team has now developed a set of management alternatives and is currently soliciting comments from the general public on those alternatives. We also continuing to solicit meaningful input regarding cultural and natural resources related to the site. For more information on the national park and the GMP planning process please visit www.nps.gov/cebe

I am interested in your perspectives on historic or cultural sites and properties of significance to the tribe as they relate to Cedar Creek & Belle Grove National Historical Park. Please let me know if you have information about cultural and natural resources or sites in the park area that are of interest to your tribe. I can be reached at (540) 868-9176 or diann_jacox@nps.gov.

If you would like more information about the park and the proposed plan, I would be happy to send you a copy of the review draft of the General Management Plan, which contains our management alternatives as well as a summary statement of the known cultural and historic resources at the park. I look forward to hearing from you if you have any questions or would like additional information.

Sincerely,

Diann Jacox
Superintendent

Enclosure: Locator Map

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United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Chief & Chairman, Kenneth Branham
Monacan Indian Nation, Inc
PO Box 1136
Madison Heights, VA 24572

Dear Chief Branham:

The National Park Service is currently developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Cedar Creek & Belle Grove National Historical Park (NHP). Cedar Creek & Belle Grove was established as a national park in December 2002 and the general management plan is meant to chart the future development, management and operation of this unit for the next 15-20 years. Most of the land within the park is located on Cedar Creek Battlefield, which was the site of the pivotal 1864 Battle of Cedar Creek which contributed to the reelection of President Abraham Lincoln.

Cedar Creek & Belle Grove NHP is located in the Shenandoah Valley region of the Commonwealth of Virginia and covers portions of Frederick, Shenandoah and Warren counties. It is jointly protected and managed by the National Park Service in collaboration with five other nonprofit groups and local governments including Belle Grove Plantation, Inc; Cedar Creek Battlefield Foundation; National Trust for Historic Preservation, Shenandoah County, and Shenandoah Valley Battlefields Foundation. The legislated boundary of the national park contains 3713 acres, of which 8 acres are owned by the National Park Service and 1340 acres by our partner organizations. The remaining acreage is owned by approximately 120 private owners.

We would like to begin the process as set forth in Section 106 of the National Historic Preservation Act (36 CFR 800.2 (c)(B)(ii)) regarding historic properties and sites of significance to Native American tribes. While no specific projects will be implemented at this point, we would like to talk with you about any sites or resources which may have historical, cultural or religious importance to members of your tribe, and to listen to any concerns about how they may be affected in the future as we implement the plan. This consultation will enable you to advise us on the identification and evaluation of historic sites and other places, including those of traditional religious and cultural importance that may be affected by future park management actions.

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Sincerely,

Diann Jacox
Superintendent

Enclosure: Locator Map

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Dr. Wenonah Haire
Catawba Indian Nation
P.O. Box 750
Rock Hill, SC 29731

Dear Dr. Haire:

The National Park Service is currently developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Cedar Creek & Belle Grove National Historical Park (NHP). Cedar Creek & Belle Grove was established as a national park in December 2002 and the general management plan is meant to chart the future development, management and operation of this unit for the next 15-20 years. Most of the land within the park is located on Cedar Creek Battlefield, which was the site of the pivotal 1864 Battle of Cedar Creek which contributed to the reelection of President Abraham Lincoln.

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Sincerely,

Diann Jacox
Superintendent

Enclosure: Locator Map

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Leo R. Henry, Chief
Tuscarora Nation
2006 Mt. Hope Road
Lewistown, New York

Dear Chief Henry:

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Sincerely,

Diann Jacox
Superintendent

Enclosure: Locater Map

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Annette Tarnawsky
Attorney General's Office
Eastern Band of Cherokee Indians
P.O. Box 455
Cherokee, NC 28719

Dear Ms. Tarnawsky:

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Sincerely,

Diann Jacox
Superintendent

Enclosure: Locator Map

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Tyler B. Howe
Tribal Historical Preservation Specialist
Eastern Band of Cherokee Indians
Tribal Historic Preservation Office
P.O. Box 455
Cherokee, NC 28719

Dear Mr. Howe:

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Diann Jacox
Superintendent

Enclosure: Locator Map

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Ms. Robin Dushane
Eastern Shawnee Tribe of Oklahoma
P.O. Box 350
Seneca, MO 64865

Dear Ms. Dushane:

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Diann Jacox
Superintendent

Enclosure: Locater Map

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Ms. Kim Jumper
Shawnee Tribe
29 S.69A Highway
Miami, OK 74355

Dear Ms. Jumper:

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TAKE PRIDE IN AMERICA

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Diann Jacox
Superintendent

Enclosure: Locater Map

TAKE PRIDE IN AMERICA

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 11, 2009

Karen Kaniatobe, THPO
Absentee-Shawnee Tribe of Indians of Oklahoma
2025 South Gordon Cooper
Shawnee, OK 74801

Dear Ms. Kaniatobe:

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TAKE PRIDE IN AMERICA

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The planning team has now developed a set of management alternatives and is currently soliciting comments from the general public on those alternatives. We also continuing to solicit meaningful input regarding cultural and natural resources related to the site. For more information on the national park and the GMP planning process please visit www.nps.gov/cebe

I am interested in your perspectives on historic or cultural sites and properties of significance to the tribe as they relate to Cedar Creek & Belle Grove National Historical Park. Please let me know if you have information about cultural and natural resources or sites in the park area that are of interest to your tribe. I can be reached at (540) 868-9176 or diann_jacox@nps.gov.

If you would like more information about the park and the proposed plan, I would be happy to send you a copy of the review draft of the General Management Plan, which contains our management alternatives as well as a summary statement of the known cultural and historic resources at the park. I look forward to hearing from you if you have any questions or would like additional information.

Sincerely,

Diann Jacox
Superintendent

Enclosure: Locater Map

TAKE PRIDE IN AMERICA

HAUDENOSAUNEE
TUSCARORA NATION
2006 MT. HOPE ROAD — VIA: LEWISTON, NEW YORK 14092

February 19, 2009

Diann Jacox
Superintendent
United States Department
of the Interior
National Park Service
Cedar Creek and Belle Grove
National Historical Park
7718½ Main Street., P.O. Box 700
Middletown, Virginia 22645

Dear Ms. Jacox:

The Tuscarora Nation wish to inform you that they have received and discussed your letter dated February 11, 2009. The Tuscarora Nation request further information about the Park and proposed plan. As you may not be aware, that our people travel the Shenandoah Valley region on there travel north in the seventeen hundreds. Also, our people never marked there burial sites when people passed on. Thus, we are very concerned in any construction or earth removal in this area. The Tuscarora Nation looks forward to hearing from you in the near future, as we are looking forward to consultation on this area.

Thank you for your concern and cooperation in this matter.

ONEH!
Chief Leo R Henry
Chief Leo R. Henry, Clerk
Tuscarora Nation



"Beacham, Deanna"
<Deanna.Beacham@governor.virginia.gov>
02/20/2009 12:17 PM

To <diann_jacox@nps.gov>
cc
bcc
Subject Virginia Council on Indians' interest in Cedar Creek & Belle Grove National Historic Park

History: This message has been forwarded.

Greetings Ms. Jacox:

Thank you for your letter inviting the comments of the Virginia Council on Indians (VC) regarding your current development of a General Management Plan and Environmental Impact Statement at Cedar Creek and Belle Grove National Historic Park.

The Virginia Council on Indians is an advisory board to the Commonwealth of Virginia on matters of interest and concern to the American Indians of Virginia. The Council is made up of representatives of Virginia's state recognized tribes and at-large members from the tribally-enrolled American Indian population of Virginia. We are mandated by the Code of Virginia to advocate for the education of the general public on Virginia Indians, past and present. Consequently, the VCI takes an active interest in all pre-Colonial or historic sites, including archaeological sites, throughout Virginia, through which we can learn more about the ancestors of today's American Indians. The VCI will also want to be a consulting party via Section 106 on any projects that might impact sites with American Indian components.

I enjoyed our conversation on the phone today, and hope we can find an opportunity to work together in the future. I would very definitely be interested in receiving copies of any ethographic records or cultural resource surveys of your NHP or the surrounding region, and I appreciate your offer to share these.

I would also be interested in learning about or helping to develop opportunities to particpate in educational programs about the American Indians of the area, both historically and today. The Virginia Indian community would like to put to rest the myth that "there were no Indians in the Shenandoah Valley" along with the unfortunately persistent concept that our peoples "no longer exist" in that region simply because they aren't documented in government records or recognized by their neighbors as American Indian.

Thank you again for initiating the contact.

Sincerely,

Deanna Beacham
Virginia Council on Indians
Office of the Governor
P.O. Box 1475
Richmond, VA 23218
804-225-2084
deanna@governor.virginia.gov
http://indians.vipnet.org

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 25, 2009

Leo R. Henry, Chief
Tuscarora Nation
2006 Mt. Hope Road
Lewistown, New York

Dear Chief Henry:

Thank you for your letter dated February 19, 2009. Enclosed, please find a copy of the document entitled *Draft General Management Plan and Environmental Impact Statement for Cedar Creek and Belle Grove National Historical Park.* This plan is meant to guide the management, operation, and development of the national park and will be implemented over a 15-20 year period. In this document we have expressed our intention to develop a visitor center in or around the national park, but have not determined where this structure will be located or whether it will be accomplished through new construction or the rehabilitation of an existing structure. We have also expressed our intention to develop a trail system in the park but have not identified a route for the trail system. Although we have no immediate plans to implement either of these projects, we anticipate that both the visitor center and trail system will be accomplished sometime during the 15-20 year life of the plan. These potential construction and earth moving projects will require additional planning and design, and once we have reached that stage we will be happy to initiate consultation with you on their potential impacts on Indian burial sites.

Meanwhile, should you have questions or like additional information, I may be reached at (540) 868-9176 or diann_jacox@nps.gov .

Sincerely,

Diann Jacox
Superintendent

Enclosure: Draft GMP & EIS, Cedar Creek & Belle Grove NHP

United States Department of the Interior

NATIONAL PARK SERVICE
Cedar Creek and Belle Grove
National Historical Park
7718 ½ Main St., P.O. Box 700
Middletown, Virginia 22645

In reply refer to:

February 25, 2009

Dr. Wenonah Haire
Catawba Indian Nation
1536 Tom Steven Road
Rock Hill, SC 29730-9535

Dear Dr. Haire:

The National Park Service is currently developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Cedar Creek & Belle Grove National Historical Park (NHP). Cedar Creek & Belle Grove was established as a national park in December 2002 and the general management plan is meant to chart the future development, management and operation of this unit for the next 15-20 years. Most of the land within the park is located on Cedar Creek Battlefield, which was the site of the pivotal 1864 Battle of Cedar Creek which contributed to the reelection of President Abraham Lincoln.

Cedar Creek & Belle Grove NHP is located in the Shenandoah Valley region of the Commonwealth of Virginia and covers portions of Frederick, Shenandoah and Warren counties. It is jointly protected and managed by the National Park Service in collaboration with five other nonprofit groups and local governments including Belle Grove Plantation, Inc; Cedar Creek Battlefield Foundation; National Trust for Historic Preservation, Shenandoah County, and Shenandoah Valley Battlefields Foundation. The legislated boundary of the national park contains 3713 acres, of which 8 acres are owned by the National Park Service and 1340 acres by our partner organizations. The remaining acreage is owned by approximately 120 private owners.

We would like to begin the process as set forth in Section 106 of the National Historic Preservation Act (36 CFR 800.2 (c)(B)(ii)) regarding historic properties and sites of significance to Native American tribes. While no specific projects will be implemented at this point, we would like to talk with you about any sites or resources which may have historical, cultural or religious importance to members of your tribe, and to listen to any concerns about how they may be affected in the future as we implement the plan. This consultation will enable you to advise us on the identification and evaluation of historic sites and other places, including those of traditional religious and cultural importance that may be affected by future park management actions.

A review of existing archeological and ethnohistorical information indicates that there was Native American occupation in the lower Shenandoah Valley dating from 10,000 years ago up to about 1700. Twenty-two sites have been identified within the park boundary that exhibit evidence of American Indian occupation, but there is no information documenting which modern day tribes, if any, are associated with these archeological sites. The available information indicates that the Manahoac inhabited the area, but they are no longer in existence. The Monacan Nation, a state-recognized tribe, is closest geographically to the park area, but is more directly associated with the upper Shenandoah Valley. Other tribes travelled through the park area along the ancient trading route known as the

Indian Road (later called Great Warrior Path, then the Great Wagon Road, and now the route of a modern highway), such as Iroquois Nations (including Oneida and Onondaga) and Delaware. There was a Shawnee settlement 12 miles to the north of the park near present-day Winchester in 1694, and other groups of Shawnee were in the area in 1692, 1697 and 1711. The Indian Road was also used by the Catawba, Cherokee and Creek, but whether they came into this general area is unknown. Finally, tribal members may have participated in some Civil War battles, such as the Battle of Cedar Creek, but we have no information about that.

The planning team has now developed a set of management alternatives and is currently soliciting comments from the general public on those alternatives. We also continuing to solicit meaningful input regarding cultural and natural resources related to the site. For more information on the national park and the GMP planning process please visit www.nps.gov/cebe

I am interested in your perspectives on historic or cultural sites and properties of significance to the tribe as they relate to Cedar Creek & Belle Grove National Historical Park. Please let me know if you have information about cultural and natural resources or sites in the park area that are of interest to your tribe. I can be reached at (540) 868-9176 or diann_jacox@nps.gov.

If you would like more information about the park and the proposed plan, I would be happy to send you a copy of the review draft of the General Management Plan, which contains our management alternatives as well as a summary statement of the known cultural and historic resources at the park. I look forward to hearing from you if you have any questions or would like additional information.

Sincerely,

Diann Jacox
Superintendent

Enclosure: Locator Map

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029

February 26, 2009

Diann Jacox, Superintendent
Cedar Creek and Belle Grove NHP
P. O. Box 700
Middletown, VA 22645

Subject: Draft General Management Plan/Environmental Impact Statement Cedar Creek and Belle Grove National Historical Park Frederick, Shenandoah, Warren Counties, Virginia November 2008 CEQ # 20080474

Dear Ms. Jacox:

In accordance with the National Environmental Policy Act (NEPA) and Section 309 of the Clean Air Act, the United States Environmental Protection Agency (EPA) has reviewed the subject document. The National Park Service (NPS) and its partners are responsible for managing Cedar Creek and Belle Grove National Historic Park (NHP) to conserve its scenery, natural and historic resources, and wildlife, and to provide for its enjoyment in a manner that will leave the park unimpaired for the enjoyment of future generations. In 2002, Congress adopted enabling legislation creating Cedar Creek and Belle Grove NHP as a "partnership" park unit of the national park system.

The purpose of the Draft Environmental Impact Statement (DEIS) is to implement a programmatic management framework for the park. This general management plan will guide decision making at the park for the next 15 to 20 years. Four alternatives are considered in this DEIS. The alternatives describe varying degrees of coordination and involvement by the NPS and Key Partners. Alternative D is the preferred alternative. It includes an NPS-managed visitor center and focal areas owned and managed by the NPS and Key Partners. It also includes a formal agreement between the NPS and Key Partners. Visitors would access the park via several auto-touring routes and a system of non-motorized trails.

Based on our review, this DEIS is rated "LO" (Lack of Objections). A description of our rating system can be found at: http://www.epa.gov/compliance/nepa/comments/ratings.html.

During any construction activities, impacts to resources should be avoided and minimized. In addition, activities under this action should comply with all appropriate state and federal guidelines, regulations, and executive orders (including Invasive Species, Green

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Buildings, Low Impact Development, etc). An air quality analysis may be warranted if there is significant roadway construction.

Thank you for the opportunity to offer these comments. If you have any questions, please contact me at (215) 814-3330.

Sincerely,

Barbara Okorn

Barbara Okorn
Office of Environmental Programs

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Customer Service Hotline: 1-800-438-2474

COMMONWEALTH of VIRGINIA

Department of Historic Resources

L. Preston Bryant, Jr.
Secretary of Natural Resources

2801 Kensington Avenue, Richmond, Virginia 23221

Kathleen S. Kilpatrick
Director

Tel: (804) 367-2323
Fax: (804) 367-2391
TDD: (804) 367-2386
www.dhr.virginia.gov

February 27, 2009

Diann Jacox, Superintendent
Cedar Creek and Belle Grove NHP
P.O. Box 700
Middletown, VA 22645

Re: Draft General Management Plan
Cedar Creek and Belle Grove NHP
Frederick County, Virginia

Dear Ms. Jacox,

Thank you for offering us the opportunity to comment on the General Management Plan Prepared for the Cedar Creek and Belle Grove National Historical Park. The draft plan is a thorough and well thought out document, presenting four alternatives for the continued management, use, and development of the Park. The intent of all the alternatives presented is to preserve the Park's natural and historic resources and to serve the needs of Park visitors, and all would satisfy these goals. We have no hesitation, however, in providing our strongest support to the preferred Alternative, Alternative D.

At this time there are no National Park Service operated visitor facilities. With the creation of a Visitor's Center the Park Service's mission of interpreting the battlefield memorial landscape and the full range of the historical events from prehistoric times to the 20th century would be greatly enhanced. Such a center would also provide the location for educational programs and research. Rehabilitation of the farmhouse and barn at the Whitham Farm offers an opportunity for such a central focus point, as well as a demonstration of a Green alternative in the reuse of an historic building. With a greater presence the Park Service would be in a position to provide technical assistance to its important Key Partners, Community Partners and private landowners, thus enabling these groups to expand their own interpretive programs and further encourage preservation of the Park's important resources.

The park's natural and cultural landscapes are nationally and regionally significant. The Key Partners now own and protect about a third of the land within the park boundary, preserving historic resources, maintaining open space, and protecting unique natural resources. Development of the proposed management zones in the park will provide an excellent tool to continue and expand the protection of these significant landscapes as will the development of formal agreements with partners and private landowners under this Alternative. Continuing to develop partnerships along with these lines will better able the Park's unique resources to be protected from encroachments, such as the proposed limestone quarry expansion, transmission lines and transportation projects. Protection will also be enhanced with continued donation of preservation easements and land in fee simple, as well as purchase from willing sellers.

The Department of Historic resources stands ready to working with you under Section 106 of the National Historic Preservation Act 106 as the Park Service initiates planning for the design and construction of specific projects referenced in this document.

Administrative Services
10 Courthouse Ave.
Petersburg, VA 23803
Tel: (804) 862-6416
Fax: (804) 862-6196

Capital Region Office
2801 Kensington Office
Richmond, VA 23221
Tel: (804) 367-2323
Fax: (804) 367-2391

Tidewater Region Office
14415 Old Courthouse Way
2nd Floor
Newport News, VA 23608
Tel: (757) 886-2807
Fax: (757) 886-2808

Roanoke Region Office
1030 Penmar Avenue, SE
Roanoke, VA 24013
Tel: (540) 857-7585
Fax: (540) 857-7588

Northern Region
Preservation Office
P.O. Box 519
Stephens City, VA 22655
Tel: (540) 868-7029
Fax: (540) 868-7033

Catawba Indian Nation
Tribal Historic Preservation Office
1536 Tom Steven Road
Rock Hill, South Carolina 29730

Office 803-328-2427
Fax 803-328-5791

April 3, 2009

Attention: Diann Jacox
USDI NPS, Cedar Creek & Belle Grove
National Historic Park
P.O. Box 700
Middletown, Virginia 22645

Re. THPO #	TCNS #	Project Description
2009-362-1		General Management Plan and EIS for Cedar Creek & Belle Grove NHP

Dear Ms. Jacox,

Please note that Catawba did have a presence in your area. We are definitely interested in participating in consulting on your management alternatives. Please send us a hard copy. Thank you.

If you have questions please contact Caitlin Haire at 803-328-2427 ext. 226, or e-mail caitlinh@ccppcrafts.com.

Sincerely,

Caitlin Haire for

Wenonah G. Haire
Tribal Historic Preservation Officer



APPENDIX E

PUBLIC COMMENTS RECEIVED ON THE DRAFT GMP/EIS

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

Appendix E

Public Comments Received on the Draft GMP/EIS

NPS received 35 comments on the draft GMP/EIS that were received or postmarked through February 27, 2009 (the close of the comment period) and that are reprinted here in Appendix E.

Comments included letters, e-mails, faxes, comment forms, public meeting comments, and electronic comments submitted through the NPS Planning, Environment and Public Comment (PEPC) web site.

This **Appendix E** includes the following:

Table E.1 List of All Comments Received on Draft GMP/EIS (postmarked by the 2/27/2009 close of the comment period) (page E-2)

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website (page E-3)

Table E.3 Comments Received at the Draft GMP/EIS Public Meetings (page E-12

Following Table E.3 Copies of hard copy comments received

Following the close of the comment period, the park received five letters from individuals, two letters from a member of the park's congressional delegation, and a petition containing 304 names. Although the comments received after the close of the comment period are not reprinted here in Appendix E, they are a part of the administrative record.

Appendix F contains the NPS's analysis of the comments received on Draft General Management Plan/Environmental Impact Statement.

Table E.1 List of All Comments Received on Draft GMP/EIS (postmarked by the 2/27/2009 close of the comment period)

Organization or Individual	Signed By	Format	Date
Belle Grove Board of Directors	Individual Board Members	Hard Copy	2/25/2009
Belle Grove, Inc.	Elizabeth McClung, Phil Griffin	Hard Copy	2/27/2009
Cedar Creek and Belle Grove National Historical Park Advisory Commission	All Commissioners	Hard Copy	2/9/2009
Cedar Creek Battlefield Foundation	Stan Hirschberg	Hard Copy	2/23/2009
Civil War Preservation Trust	James Lighthizer	Hard Copy	2/27/2009
Frederick County	Board of Supervisors	Hard Copy	2/25/2009
Middletown, Town of	Mayor and Town Council	Hard Copy	2/9/2009
National Parks Conservation Assoc.	Catherine Gilliam	PEPC[(1)] and Email	2/27/2009
National Trust for Historic Preservation	Richard Moe	Hard Copy and Email	2/27/2009
Preserve Frederick	Wendy Hamilton	Hard Copy and Email	2/25/2009
Shenandoah County	Board of Supervisors	Hard Copy	2/24/2009
Shenandoah County Parks and Recreation	Pamela J. Sheets	PEPC[(1)]	2/24/2009
Shenandoah Forum	Kim Woodwell	Hard Copy	2/24/2009
Shenandoah Valley Battlefields Foundation (comments)	Irvin Hess, Elizabeth Stern	Email	2/27/2009
Shenandoah Valley Battlefields Foundation (technical suggestions)	None (received from Elizabeth Stern)	Email	2/27/2009
Shenandoah Valley Network	Kate Wofford	PEPC[(1)]	1/27/2009
Strasburg, Town of	Mayor	Hard Copy	2/10/2009
Trout Unlimited	Seth Coffman	Hard Copy and Email	2/5/2009
U.S. Environmental Protection Agency, Region 3	Barbara Okorn	Hard Copy	2/26/2009
Virginia Department of Conservation and Recreation	John Davy	Hard Copy	1/15/2009
Virginia Department of Conservation and Recreation, Division of Natural Heritage	Sandra R. Hypes	PEPC[(1)]	1/26/2009
Virginia State Historic Preservation Office	Ethel Eaton	PEPC[(1)]	2/27/2009
Warren County	Board of Supervisors	Hard Copy	2/17/2009
Individual	Adamson, Barbara	Public Meeting	1/28/2009
Individual	Allamong, Larry	Public Meeting	1/28/2009
Individual	Blount, David	Email	2/3/2009
Individual	Golden, Susan	Email	2/27/2009
Individual	Harding, Joan	Public Meeting	1/29/2009
Individual	Hirschberg, Stan	Public Meeting	1/28/2009
Individual	Jagiello, Walter	Email	2/27/2009
Individual	Kehoe, Michael	Hard Copy	2/22/2009
Individual	Pfeifer, Catherine	Public Meeting	1/29/2009
Individual	Private Individual, Winchester	PEPC[(1)]	2/25/2009
Individual	Van Meter, Val	Hard Copy	2/27/2009
Individual	Van Norton, Richard	Email	2/25/2009

[(1)] *PEPC – Comment made using the NPS Planning Environment and Public Comment (PEPC) website.*

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website

Commenter	Comment
Catherine Gilliam (February 27, 2009)	Dear Superintendent Jacox: On behalf of the National Parks Conservation Association (NPCA), I am pleased to offer comments on the November 2008 Draft General Management Plan (GMP). In more than 85 years, NPCA has grown to represent 340,000 members through our national headquarters and 24 regional and field offices, all working to "protect and enhance America's National Park System for present and future generations." NPCA actively encouraged the creation of Cedar Creek & Belle Grove National Historic Park (CEBE) and applauds Congress and the National Park Service (NPS) for the accomplishments toward realizing the full potential and contribution of one of America's most recent national park units for the benefit of the region and the nation. STRONGLY ENDORSE PREFERRED ALTERNATIVE D NPCA strongly and enthusiastically endorses the Alternative D as described in the GMP. The analysis provided of the other options demonstrates the importance of moving ahead with the steps and goals articulated. The protection of the parks natural and cultural resources will be most responsibly undertaken with the Alternative D tools and strategy. The past few years have demonstrated the significant challenges that all partners face in long term protection of the park's resources against multiple serious threats as the area faces significant growth and industrial pressures. CEBE offers an opportunity to develop an exceptional interpretation and education program. With a unique partnership park it is critical to take the approach described in Alternative D in order to achieve this level of quality. Visitor services and the ability to offer the most experience for future visitors will be significantly improved under Alternative D. The management of this partnership park will present many challenges to take full advantage of the key partners, as well as maximize the use of assistance from outside sources. Alternative D describes the most workable management structure and will allow successful long term cooperation and park protection. Extensive technical assistance is facilitated under Alternative D and we believe will be critical to strengthening the relationship among the key partners and achieving long term goals for mutual benefit. IMPORTANCE OF PARTNERSHIP PARKS Increasingly, the National Park Service is exploring creative and more effective park management models. In many places around the country as demonstrated by CEBE partnering with other agencies, organizations and landowners is the best solution. The future success of CEBE we believe can serve as an outstanding example of the partnership park approach. MANAGEMENT ZONES ARE KEY A particularly strong feature of the Draft GMP is the definition of the Management Zones. These zones must be clearly understood and responsibly and consistently enforced in the future. There is likely to be pressure, driven by short term perspective, to modify these management zones and it will be important to manage and make decisions that will protect the integrity of the zone concept and definitions.

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website

Commenter	Comment
	BOUNDARIES NEED FOR EARLY, COMPREHENSIVE STUDY The GMP defers the issue of the appropriate boundaries for CEBE to a future study. While this is understandable given the challenge of such a multi-faceted planning process, it is important that a study of the boundary be conducted in the near future. Public understanding and support will be strengthened by a full boundary study with strong public participation. NEED FOR ADEQUATE BUDGET CEBE will only fulfill its legislative mandate with adequate staffing, initial investment and long term operating budget. The budget figures provided in Alternative D seem to be a bare minimum that will be needed for this park unit to achieve the mission set by Congress, but represent a responsible estimation for implementing this GMP. EXTERNAL THREATS Cedar Creek & Belle Grove has already faced external threats that heighten the challenge of protecting this park. The proposed expansion of the adjacent mining operation and the widening of Interstate-81 are the two most prominent examples. It will be important to enforce the protection provisions especially for other federal agencies fully in the short and long term. ENGAGING MANY PARTNERS AND TAPPING DIVERSE RESOURCES There is understandable emphasis in the Draft GMP on Key Partners and Community Partners. The draft underemphasizes the contributions that can and should be made by a much broader group of potential partners. These will be found both in a larger definition of geographic reach and in a more creative exploration of the types of partners and the tools financial, legal, educational, etc. that can be utilized in managing and providing support for the park. Thank you for the opportunity to comment. NPCA appreciates the careful and thorough work demonstrated in the development of this draft GMP and the process that has encouraged full public participation. We expect to continue to be enthusiastically build support for Cedar Creek & Belle Grove NHP and contributing to the public's engagement in the future. Sincerely, Catharine M. Gilliam Virginia Program Manager
James Hines (November 17, 2008)	Please mail me a paper copy of the draft GMP for Cedar Creek and Belle Grove NHP Thank you
Sandra Rene Hypes (January 26, 2009)	January 26, 2009 Diann Jacox National Park Service Cedar Creek & Belle Grove National Historical Park P.O. Box 700 Middletown, VA 22645

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website

Commenter	Comment
	Re: Cedar Creek & Belle Grove National Historical Park Management Plan Dear Ms. Jacox: The Department of Conservation and Recreation's Division of Natural Heritage (DCR) has searched its Biotics Data System for occurrences of natural heritage resources from the area outlined on the submitted map. Natural heritage resources are defined as the habitat of rare, threatened, or endangered plant and animal species, unique or exemplary natural communities, and significant geologic formations. According to the information currently in our files, the North Fork Shenandoah River-Strasburg Stream Conservation Unit has been documented downstream from the project location. Stream Conservation Units (SCUs) identify stream reaches that contain aquatic natural heritage resources, including 2 miles upstream and 1 mile downstream of documented occurrences, and all tributaries within this reach. SCUs are also given a biodiversity significance ranking based on the rarity, quality, and number of element occurrences they contain. This site has been ranked as a B5 conservation site, which indicates it is of general biodiversity significance. The natural heritage resources associated with this conservation site are: Alasmidonta varicosa Brook Floater G3/S1/NL/LE Lampsilis cariosa Yellow Lampmussel G3G4/S2/NL/SC Lasmigona subviridis Green Floater G3/S2/NL/LT The brook floater is a small rare mussel species that typically occurs in and near riffles and rapids of smaller creeks with rocky or gravelly substrates. Threats include poor water quality, as this species does not tolerate silt or nutrient pollution well (Stephenson, 1991). Please note that the brook floater is listed as endangered by Virginia Department of Game and Inland Fisheries (VDGIF). The yellow lampmussel averages about 70 mm in length but can reach a length of 130 mm (Johnson, 1970). The yellow lampmussel is found in larger streams and rivers where good currents exist over a sand and gravel substrate and in small creeks and ponds. This species is known to occur in the Potomac, York, and Chowan river basins (TNC, 1996). Please note that this species is currently classified as a special concern species by VDGIF; however, this designation has no official legal status. The green floater is a rare freshwater mussel that ranges from New York to North Carolina in the Atlantic Slope drainages, as well as the New and Kanawha River systems in Virginia and West Virginia. Throughout its range, the green floater appears to prefer the pools and eddies with gravelly and sandy bottoms of smaller rivers and creeks or of smaller channels of large rivers (Ortman, 1919). According to Riddick (1973), in central Virginia, the green floater prefers habitats with gravel or sand bottoms in small to medium-sized streams. Green floaters are small, usually reaching a length less than 55mm. The color on the shell varies from pale yellow to brownish green. There may be numerous narrow or wide green or blackish rays on the shell surface, mostly on juveniles (Kitchel, 1991). Please note, as of July 2006 the green floater is now listed as state threatened by Virginia Department of Game and Inland Fisheries (VDGIF).

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website

Commenter	Comment
	Considered good indicators of the health of aquatic ecosystems, freshwater mussels are dependent on good water quality, good physical habitat conditions, and an environment that will support populations of host fish species (Williams et al., 1993). Because mussels are sedentary organisms, they are sensitive to water quality degradation related to increased sedimentation and pollution. They are also sensitive to habitat destruction through dam construction, channelization, and dredging, and the invasion of exotic mollusk species. The project area is also within the Panther and Panther2 Conservation Sites. Conservation sites are tools for representing key areas of the landscape that warrant further review for possible conservation action because of the natural heritage resources and habitat they support. Conservation sites are polygons built around one or more rare plant, animal, or natural community designed to include the element and, where possible, its associated habitat, and buffer or other adjacent land thought necessary for the element's conservation. Conservation sites are given a biodiversity significance ranking based on the rarity, quality, and number of element occurrences they contain; on a scale of 1-5, 1 being most significant. The Panther Conservation Site has been given a biodiversity significance ranking of B2, which represents a site of very high significance. The natural heritage resources associated with this site are: Montane Dry Calcareous Forest/Woodland GNR/SNR/NL/NL Canby's mountain-lover Paxistima canbyi G2/S2/SOC/NL Montane Dry Calcareous Forest and Woodlands occur on subxeric, fertile habitats over carbonate formations of limestone or dolomite. Habitats are steep, usually rocky, south- to west-facing slopes at elevations from < 300 to 900 m (< 1,000 to 2,900 ft). Soils vary from circumneutral to moderately alkaline and have high calcium levels. Confined in Virginia to the mountains, these communities are most frequent and extensive in the Ridge and Valley, but occur locally in both the Blue Ridge and Cumberland Mountains. Tree canopies vary from nearly closed to sparse and woodland-like (Fleming et al., 2006). Canby's mountain-lover is a low evergreen shrub that occurs on limestone bluffs and cliffs and shaly slopes, often overlooking streams and rivers (The Nature Conservancy, 1996). This species is currently known from 15 occurrences, and historically known from multiple additional occurrences, in Virginia. DCR recommends surveying this area for Canby's mountain lover and other species that are possible within this habitat. The Panther2 Conservation Site has been given a biodiversity significance ranking of B4, which represents a site of moderate significance. The natural heritage resource associated with this site is: Siginificant Cave G3/SNR/NL/NL The Bent milkvetch (Astragalus distortus var. distortus, G5T5?S1/NL/NL) has also been documented in the project area. Bent milkvetch typically inhabits shale barrens, slaty hillsides, and limestone outcrops (The Nature Conservancy, 1996). Bent milkvetch is currently known from seven occurrences in Virginia, six of which are historic.

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website

Commenter	Comment
	Furthermore as stated on p. 3-60 of the general management plan, the project area is within a section of Cedar Creek and Meadow Brook that has been designated by the VDGIF as being "Threatened and Endangered Species Water" for the Wood turtle (Glyptemys insculpta, G4/S2/NL/LT). The project area is also within a section of the North Fork Shenandoah River-Strasburg SCU that has been designated by the VDGIF as being "Threatened and Endangered Species Water" for the Brook Floater. The Cedar Creek and Belle Grove National Historic Park (NHP) lies almost entirely on a well-developed karst landscape typical of the Shenandoah Valley. A single designated significant cave - Panther Cave - lies within the park boundary. The remainder of the property almost certainly hosts several globally rare subterranean aquatic species, including but not limited to Shenandoah Valley Cave Amphipod (Stygobromus gracilipes, G3G4/S2S3/NL/SC), Biggers Cave Amphipod (Stygobromus biggersi, G2G4/S1S2/NL/NL) and Price's Cave Isopod (Caecidotea priceii, G5/S3/NL/NL). Caves inaccessible to humans are also likely to host Thin-neck cave beetle (Pseudanophthalmus parvicollis, G1/S1/NL/NL). Please coordinate with Wil Orndorff (540-394-2552) to document and avoid impacts to caves and other karst resources. In addition as stated on page 3-61 of the Cedar Creek and Belle Grove NHP General Management Plan Grove, Ogdens Cave Natural Area Preserve is in the project vicinity. The Appalachian springsnail (Fontigens bottimeri, G2/S2/NL/LE) has been documented in Ogdens Cave and has potential to occur within the project area if suitable habitat exists. The Appalachian springsnail is a 'stubby' appearing snail of springs, seeps, and caves in the Potomac River basin of Washington D.C. and Maryland, and the Shenandoah River basin of northwestern Virginia (Hershler et al., 1990). Dillon (2008) cites Hershler et al. (1990) with one location from a cave in Frederick County, and accounts a second locality from a spring, also in Frederick County. Please note that this species has been listed as state endangered by the Virginia Department of Game and Inland Fisheries (VDGIF). Threats to the Appalachian springsnail include any disruption of water flow or water quality. These disruptions may include impacts from tree removal, creation of impermeable surfaces (e.g. pavement), and water pollution from urban runoff. DCR recommends surveying for the Shenandoah Valley Cave Amphipod, the Biggers Cave Amphipod and the Appalachian springsnail within springs and seeps on the property. With the survey results we can more accurately evaluate potential impacts to natural heritage resources and offer specific protection recommendations for minimizing impacts to the documented resources.DCR also recommends avoidance of documented natural heritage resources within the project area. During any clearing, road and/or trail construction, at least a 300ft buffer should be maintained along the creek bluffs and best management practices implemented to protect resources. Futhermore, to minimize adverse impacts to the aquatic ecosystem as a result of the proposed activities, DCR recommends strict adherence to applicable state and local erosion and sediment control/storm water management laws and regulations. Finally, due to the legal status of the Wood turtle the Brook floater and the Appalachian springsnail, DCR

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website

Commenter	Comment
	recommends coordination with VDGIF to ensure compliance with the protected species legislation. Under a Memorandum of Agreement established between the Virginia Department of Agriculture and Consumer Services (VDACS) and DCR represents VDACS in comments regarding potential impacts on state-listed threatened and endangered plant and insect species. The current activity will not affect any documented state-listed plants or insects. New and updated information is continually added to Biotics. Please contact DCR for an update on this natural heritage information if a significant amount of time passes before it is utilized. The Virginia Department of Game and Inland Fisheries maintains a database of wildlife locations, including threatened and endangered species, trout streams, and anadromous fish waters that may contain information not documented in this letter. Their database may be accessed from http://vafwis.org/fwis/ or contact Shirl Dressler at (804) 367-6913. Thank you for the opportunity to comment on this project. Sincerely, S. Rene Hypes Project Review Coordinator CC: Ernie Aschenbach, VDGIF Wil Orndorff, DCR-Karst Literature Cited Dillon, R. T. 2008. Freshwater Gastropods of North America: Fontigens bottimeri. At: http://www.cofc.edu/~fwgna/species/hydrobiidae/f_bottimeri.html. Accessed 20Jan2009. Fleming, G.P., P.P. Coulling, K.D. Patterson, and K. Taverna. 2006. The natural communities of Virginia: classification of ecological community groups. Second approximation. Version 2.2. Virginia Department of Conservation and Recreation, Division of Natural Heritage, Richmond, VA. http://www.dcr.virginia.gov/dnh/ncintro.htm. Hershler, R., J.R. Holsinger, and L. Hubricht. 1990. A revision of the North American freshwater snail genus Fontigens (Prosobranchia: Hydrobiidae). Smithsonian Contributions to Zoology 509:1-49. Johnson, R.I. 1970. The systematics and zoogeography of the Unionidae (Mullusca: Bilvava) of the southern Atlantic slope region. Bulletin Museum of Comparative Zoology vol 140(6): 362-365. Kitchel, L. 1991. Green Floater. In Virginia's Endangered Species: Proceedings of a Symposium. K. Terwilliger ed. The McDonald and Woodward Publishing Company, Blacksburg, Virginia.

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website

Commenter	Comment
	Mitchell, J. C. 1994. Reptiles of Virginia. Smithsonian Institution Press, Washington. pp. 88-91. Ortman, A.E. 1919. A monograph of the naiades of Pennsylvania, Part 3: Systematic account of the genera and species. Mem. Carnegie Mus. 8:1-384. Riddick, M.B. 1973. Freshwater mussels of the Pamunkey River system, Virginia. M.S. Thesis, Virginia Commonwealth University, Richmond, VA 105pp. Stephenson, Phillip H. 1991. Brook Floater in Virginia's Endangered Species: Proceedings of a Symposium. K. Terwilliger ed. The McDonald and Woodward Publishing Company, Blacksburg, Virginia. The Nature Conservancy. 1996. Biological and Conservation Data System. Arlington, Virginia, USA. Williams, J.D., M.L. Warren, Jr., K.S. Cummings, J.L. Harris, and R.J. Neves. 1993. Conservation status of freshwater mussels of the United States and Canada. Fisheries 18: 6 9.
Pamela J. Sheets (February 24, 2009)	February 24, 2009 Superintendent Diann Jacox Cedar Creek and Belle Grove National Historical Park PO Box 700 Middletown, VA 22645 Dear Superintendent Jacox: I am writing on behalf of Shenandoah County Parks and Recreation in support of Alternative D of the General Management Plan (GMP) for the Cedar Creek and Belle Grove National Historical Park. As the Director of a Key Partner organization, I am very pleased to support Alternative D of the GMP. I can strongly support this alternative as it meshes well with the overall Master Plan for the Keister Tract, which is the Shenandoah County-owned property within the park's boundaries. I truly support the partnership park concept and believe that the Key Partners will be able to develop a cohesive and wonderful park for the future park visitor. It is my intent to develop the Keister Tract under the current Master Plan and with clear regard to the plans of Alternative D of the GMP. I look forward to a continued partnership with the National Park Service and the other Key Partners as the development of this park continues and the park becomes a valuable resource to the Shenandoah Valley. Sincerely, Pamela J. Sheets, CPRP Director, Shenandoah County Parks & Recreation

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website

Commenter	Comment
Private Citizen, Winchester, VA (February 25, 2009)	I am in support of the development of this park as a unit of the NPS. In regard to the draft plan put forth, I would like to see Alternative D fully implemented to ensure maximum usability of the park resources, as well as to provide greatest benefit to end users. I think this park is esp. well-suited to make use of bicycle and pedestrian modes of transportation, reducing the dependency of motorized vehicles by users. With the Northern Shenandoah Valley Regional Commission adoption of the "Walking and Wheeling the Northern Shenandoah Valley," this park would seem to be an excellent venue to allow some of those ideas to come to fruition and be implemented. With the slower than motorized traffic pace of bicycles, but also faster than pedestrian, this park would seem to be very well-suited to show the benefits of bicycle transportation especially. I am excited to see the development of the Park, and the cooperation put forth by the Key Partners in the project. Only through the formal establishment as an NPS park, will this land, buildings, and cultural heritage be preserved moving forward. There continues to be pressure to develop the surrounding areas. US citizens tend to respect NPS lands more than other lands overseen by other governing entities. The Cedar Creek and Belle Grove National Historical Park area encompasses a large segment of what defines the area as unique; preservation of these elements are essential to maintain the regions identity.
Kate G. Wofford (January 27, 2009)	January 27, 2009 Superintendent Diann Jacox Cedar Creek and Belle Grove NHP PO Box 700 Middletown, VA 22645 RE: General Management Plan/Environmental Impact Statement Cedar Creek and Belle Grove National Historical Park Dear Superintendent Jacox, The Shenandoah Valley Network (SVN), a non-profit conservation organization, links community groups working on land protection, land use and transportation issues in seven northern Shenandoah Valley counties. These include Frederick, Warren and Shenandoah Counties, where the Cedar Creek and Belle Grove National Historical Park (the Park) is located. We wish to applaud the National Park Service and its Key Partners for the draft general management plan and environmental impact statement for the Park, now under review. In particular, we appreciate your leadership as Park Superintendent and the leadership of Planner Chris Stubbs. SVN strongly endorses Alternative Plan D, the preferred alternative, as a guide to managing the Park's future. The recommendation to develop a new visitor center, establish six key interpretative themes for Park visitors and assign clear responsibilities for visitor programs to the National Park Service (NPS) and the Park's Key Partners will greatly enhance the visitor experience.

Table E.2 Comments Received on the NPS Planning, Environment and Public Comment (PEPC) Website

Commenter	Comment
	SVN also supports the emphasis in Alternative Plan D on creating written, shared strategies, with greater coordination among the Park and its Key Partners, to pursue the 10 management elements, ranging from land protection to the visitor experience. We believe this commitment to collaborative planning, decision-making and program development will provide greater efficiency and leverage of scarce financial and other resources and will heighten the protection of natural, historic and cultural resources. The Shenandoah Valley Network particularly supports the management "zones" in Alternative Plan D, which clearly reflect the distinct land uses and land protection goals within the Park. The Sensitive Resource Zone on Cedar Creek and the North Fork of the Shenandoah should provide much-needed education and protection for the rare, endangered and other plant and animal species in this zone, while the Large Events Zone should offer ample space for the historic reenactments that have made the Park nationally renowned. We appreciate the careful analysis of the different kinds of land protection and education efforts that will be needed for each zone. If we were to find a fault with the well-thought out draft management plan for the Cedar Creek and Belle Grove National Historical Park, it would be the lack of any clear steps to expand the Park boundaries to more accurately reflect the Cedar Creek Battlefield Core Area, as described in 1992 the NPS Study of Civil War Sites in the Shenandoah Valley of Virginia. As the management planning process moves forward, we encourage NPS to consider adding boundary expansion to Alternative D to protect the critical historic and natural resources that lie outside the boundaries of the Park. Consideration of expansion is particularly important in light of the ongoing threat of new limestone quarry pits. Again, however, we applaud the NPS's effort in developing the preferred alternative. The Shenandoah Valley Network believes that Alternative Plan D offers the kind of comprehensive vision and goals needed at this time. We believe the NPS should adopt Alternative Plan D to guide the future of the Park. Thank you for the opportunity to comment and for your consideration. Kate G. Wofford Executive Director, Shenandoah Valley Network P.O. Box 186 Luray, VA 22835 540-303-740

Table E.3 Comments Received at the Draft GMP/EIS Public Meetings

Commenter	Comment
Barbara Adamson (Strasburg, January 28, 2009)	Alternative D a good strong alternative. It will best insure that the property is protected, vital properties are acquired. Presence of NPS will do that and will better insure that topics other than the Civil War are covered, including the valley settlement and Native American history, and the value of the natural environment in the area and along the river and Cedar Creek. A strong presence of the NPS and vigorous comments from local citizens will be needed to minimize the effect of the expansion of I-81 may have on the park. Has heard that flyovers are being discussed at I-66 and I-81, which are really tall. There has to be another way. Must be another way to improve safety. Would like to see as a visitor center, the purchase of the HUPP mansion in Strasburg. Adaptive re-use of a historic building, she believes by both sides, would be marvelous. Strongly in favor it.
Larry Allamong (Strasburg, January 28, 2009)	What about horse trails? Roads are unimproved dirt. They should stay that way. Nice loop through river that goes back through. Plus some trails that went out and came back to these loops.
Stan Hirshburg (Strasburg, January 28, 2009)	Figure 3.2. 1864 land use. p 3-25. Belle Grove Manor House. Bell needs an "e".
Joan Harding (Front Royal, January 29, 2009)	Concern is that it is a conglomeration with autonomy among partners. We have seen demonstrated that when there are differences of opinion, it can get very ugly. No one being a moderator or providing oversight, even if on an as-needed basis. Reenactment was a poor experience for visitors. They were confused as to how to get from Belle Grove because of no directions, no shuttle provided by Cedar Creek Foundation. Parking was also restricted in Middletown. People from Belle Grove climbing multiple fences to get to Cedar Creek. Pettiness and ill-will came from Cedar Creek Foundation. Belle Grove's letter indicating that it was upset with the Foundation. Cedar Creek retaliated saying that visitors would be charged full price. [question of whether it came from one person]. Understands that Cedar Creek said "we don't care what Belle Grove thinks." What's the point? Possible answer is that Cedar Creek Foundation wanted to deprive Belle Grove from income. Mother has been a long-time docent of Belle Grove. Worked for a few months as Relief Manager for Belle Grove. Doesn't know Cedar Creek people per se, but would tell visitors that Belle Grove is not dealing exclusively with Civil War, and if visitor focus is Civil War, that person should go to Cedar Creek Foundation. Has a small catering company and has a small wagon. Did beer fest at Belle Grove. Did it because it was promised. Made no money. Very concerned. On board of architecture review in Front Royal. Concerned that there is no moderator or mediator who can effectively get consensus among the groups. Also concerned about outside influences.
Catherine Pfeifer (Front Royal, January 29, 2009)	County steward for Frederick and Warren County. Educates landowners about conservation easements and better models for development VCC. Supportive of preferred alternative.

BELLE GROVE PLANTATION & HARMONY HALL
Heritage Preservation: a Gift to the Future
PO Box 537 • Middletown, VA 22645

Resolution of Belle Grove Inc.
Board of Directors

Cedar Creek and Belle Grove National Historical Park
February 25, 2009

WHEREAS, the Cedar Creek and Belle Grove National Historical Park was created by Congress in 2002 under Public Law 107-373 to preserve the significant historic and natural resources in the Belle Grove Plantation and Cedar Creek Battlefield areas; to interpret the history of the Shenandoah Valley; to work with partners, landowners and communities; and to serve as a focal point within the Shenandoah Valley Battlefields National Historic District; and

WHEREAS, Cedar Creek and Belle Grove National Historical Park contains nationally significant historic, natural, cultural, military, and scenic resources and inspiring settings of great natural beauty; and

WHEREAS, the National Park Service, the key partners, and the park community partners are charged with planning for and managing Cedar Creek and Belle Grove National Historical Park as a unit of the National Park System for the benefit and enjoyment of future generations; and

WHEREAS, Belle Grove, Inc. is a legislated Key Partner that manages Belle Grove Plantation on behalf of the National Trust for Historical Preservation, and owns and manages Bowman's Fort or Harmony Hall, both National Historic Landmarks within the Cedar Creek and Belle Grove National Historical Park; and

WHEREAS, partnership in the Cedar Creek and Belle Grove National Historical Park provides important technical assistance, coordination among partners, economic benefits, and supports Belle Grove Inc.'s ability to preserve, interpret and market these invaluable historic sites and to enhance visitor experience and service to the surrounding communities; and

WHEREAS, the National Park Service, the key partners, the park advisory commission, and other stakeholders have prepared the Draft General Management Plan that provides for the management of Cedar Creek and Belle Grove National Historical Park; and

WHEREAS, Alternative D in the Draft General Management Plan provides the highest degree of protection for the important resources within the park and the best opportunities for visitors to understand and enjoy these resources.

NOW, THEREFORE, BE IT RESOLVED, that the Belle Grove, Inc. Board of Directors, Middletown, Virginia, fully endorses and supports Alternative D in the Draft General Management Plan and urges the Secretary of Interior to approve and implement this alternative.

Philip S. Griffin II
President

Anne Buettner
Vice President

Wilborn Roberson
Treasurer

Barbara Reese
Secretary

David N. Carne
Assistant Treasurer

Jackie Bailey Labovitz
Assistant Secretary

James E. Nolan, Jr.
Board Member

Elizabeth McClung
Executive Director

BELLE GROVE PLANTATION & HARMONY HALL

Heritage Preservation: a Gift to the Future

PO Box 537 • Middletown, VA 22645 • Phone (540) 869-2028 • Fax (540) 869-9638 • www.bellegrove.org • info@bellegrove.org

February 27, 2009

Ms. Diann Jacox
Superintendent
Cedar Creek & Belle Grove National Historical Park
National Park Service
P.O. Box 700
Middletown, VA 22645

Dear Ms. Jacox:

We are writing on behalf of the Board Members and staff of Belle Grove, Incorporated to comment on the draft General Management Plan for the Cedar Creek & Belle Grove National Historical Park, and to submit the attached resolution.

Belle Grove, Inc. manages Belle Grove Plantation on behalf of the National Trust for Historic Preservation, and owns and manages Harmony Hall; both sites are listed on the Virginia and National Registers of Historic Landmarks and both are located at the heart of the National Historical Park. Belle Grove, Inc. is a statutory Key Partner pursuant to Public Law 107-373, the Cedar Creek & Belle Grove National Historical Park Act of 2002. Executive director Elizabeth McClung, who assisted in drafting the park legislation, represents Belle Grove, Inc. on the Cedar Creek & Belle Grove National Historical Park Advisory Commission.

Belle Grove Inc.'s mission is the stewardship and interpretation of these two authentic sites, which represent a continuum of Shenandoah Valley history from the time of initial settlement to the present, including the Civil War. The management of these architectural, archaeological and landscape resources serves as a model of historic preservation, and the ongoing preservation and interpretation of these sites is for the American public's benefit and inspiration. Belle Grove Plantation, which has been protected since 1964 by the National Trust for Historic Preservation today comprises 283 acres within the new National Park and Harmony Hall comprises 96.4 acres.

NATIONAL TRUST for HISTORIC PRESERVATION®

Because Belle Grove Inc.'s mission promotes the ongoing stewardship and interpretation of Belle Grove Plantation, Cedar Creek Battlefield, and Harmony Hall within the National Historical Park, both the authentic historic sites themselves and the remarkable, long span of history they represent, Belle Grove, Inc. strongly supports Alternative D to guide the future preservation and interpretation of the National Historical Park. Alternative D places a high priority on the permanent protection of the Park's historic landscapes and individual resources as well as on the enhancement of the visitor's experience of the National Historical Park, plantation, battlefield, and national heritage area, which is completely compatible with Belle Grove, Inc.'s mission.

The management strategy outlined in Alternative D would provide the tools essential to properly protect the historic structures, authentic landscapes and battlefield, incomparable view sheds, and individual historic resources in and near the National Historical Park.

Pursuant to a formal land protection plan, the National Park Service, Key Partners, and other stakeholders would work together to protect the Park's historic landscapes and other invaluable historic resources through a coordinated program of educational and technical assistance, fee simple acquisition, conservation easements, and cooperative agreements with willing landowners.

Given the preservation challenges facing the National Historical Park, Alternative D is the appropriate management strategy to effectively preserve and protect the unique and irreplaceable historic landscape and resources which distinguish the Cedar Creek & Belle Grove National Historical Park.

Of particular importance to Belle Grove, Inc. is the interpretation of the full span of history represented within the National Historical Park boundaries, from pre-history through initial settlement, agricultural development, the Civil War and beyond. We support the comprehensive historical interpretation outlined in Alternative D, in which visitors would encounter not just one theme, but multiple ones, and that visitors to Cedar Creek & Belle Grove National Historical Park would perceive the Park as a cohesive unit of the National Park System. We also support a the effort of a coordinated interpretive program to be developed and presented by the National Park Service, Key Partners, and other stakeholders.

In particular, Belle Grove, Inc. supports the concept in Alternative D of a central National Park Service visitor center, owned and operated by the National Park Service, with Key Partner-owned focal areas and visitor contact facilities, and an extensive hiking trail system which would connect the NPS visitor center, Key Partner properties, and other important destinations. Belle Grove Plantation would serve as a focal area and visitor contact facility. The National Park Service visitor center would be located within or near

the National Park, and would orient the visitor to the National Historical Park and, importantly, to the Shenandoah Valley Battlefields National Historic District. Belle Grove, Inc. endorses the site selection criteria for the visitor center enumerated in the draft General Management Plan at Section 2.8.6. As is the National Trust for Historic Preservation, Belle Grove, Inc. is particularly interested in fully exploring the opportunity to adaptively reuse an existing historic structure to serve as the National Park Service visitor center.

Belle Grove, Inc. strongly supports and wants to underscore the importance of the addition of full-time NPS staff to work at the park to properly accomplish its mission of administering the park, protecting park resources, managing the visitor center, maintaining NPS park land and facilities, and providing technical and interpretive media and program support. We also strongly support NPS's purchase of land from willing sellers within and near the CEBE National Park.

Belle Grove, Inc. is honored and privileged to be a founding, legislated Key Partner in the Cedar Creek and Belle Grove National Historical Park, and we reaffirm Belle Grove Inc's Board of Directors' and staff's commitment to the innovative partnership park concept which is the foundation of the Cedar Creek & Belle Grove National Historical Park.

With the invaluable support of the National Park Service, the "Cornerstones Organizations" -- Belle Grove, Inc., Shenandoah Valley Battlefields Foundation, Cedar Creek Battlefield Foundation, Shenandoah County, and the National Trust for Historic Preservation -- have made great progress to guide the creation of the National Historical Park. Together, we are the founders of the Park. However, the future well-being of the National Historical Park depends upon this established partnership and a new commitment to make management decisions together and based upon the General Management Plan, when it is adopted.

In closing, we want to acknowledge the invaluable assistance of Robert Nieweg, Southern Field Director of the National Trust for Historic Preservation, and of Frederick Andreae, the National Trust's representative on the Park's Advisory Commission. We also extend our deep appreciation to Superintendent Diann Jacox and Community Planner Chris Stubbs for the excellent work they are doing for the National Historical Park and the development of the draft General Management Plan. We look forward to working together with the National Park Service and our Key Partners to implement this General Management Plan.

Sincerely,

Philip S. Griffin II
President

Elizabeth H. McClung
Executive Director

COMMENTS SUBMITTED BY THE BOARD OF DIRECTORS OF
THE CEDAR CREEK BATTLEFIELD FOUNDATION
ON THE DRAFT GENERAL MANAGEMENT PLAN
CEDAR CREEK & BELLE GROVE NATIONAL HISTORICAL PARK

Pursuant to Section 9 of the Cedar Creek and Belle Grove National Historical Park Act, Public Law 107-373-107th Congress (December 12, 2002) ("the Act"), the Cedar Creek Battlefield Foundation ("the CCBF") was designated as one of the "Key Partners" of the Park.

As a preface to the CCBF comments, the CCBF observes that the Act establishes and anticipates a cooperative working relationship among Partners, as well as the public, without any one entity or entities having the power to dictate the actions of a Partner or to require that Partner to act in a manner or manage its holdings in a way deemed by that Partner to be counter to the public interest and the Partner's charter. The CCBF also welcomes the role of the Park Service as a resource and provider of consultation in accordance with the aims of the Act, but does not view the Act as supporting any actual or *de facto* NPS takings, by way of ownership or easement, from unwilling landholders or Partners.

With the above prefatory statements in mind, in general, the CCBF, agrees with many of the items in the Draft General Management Plan ("the Draft Plan"). However, in the CCBF's view, several corrections and clarifications should be added or acknowledged prior to the implementation of the final Management Plan ("GMP"). Among the key recommended corrections and clarifications are:

Page 1-3 Land Protection

As is the case with the other Key Partners, the CCBF intends to continue its preservations activities via, *e.g.,* the purchase and ownership of land and facilities, as funds and properties become available. Therefore, it would not be accurate to indicate, as this Section of the Draft Plan may be interpreted, that the CCBF or other Partners would be required to contribute funds or resources to the NPS land and facilities acquisition efforts.

Page 1-10 – 1.5.6

The CCBF recommends adding "from willing sellers only" which is the language used in Public Law 107-373 Sec. 6 (a) concerning the acquisition of real property.

Page 1-35 Museum Collections

Custodianship of artifacts discovered on the CCBF's "NPS administered land" shall be at the discretion of the CCBF.

This comment also highlights the understanding of the CCBF that its holdings, and those of the other Key Partners, are not administered by the NPS, but are rather within the Park partnership and stewarded by their respective owners.

Page 2-16 – 2.4 Figure 2.1

The CCBF has dedicated many years to, and is sensitive to, preservation goals. However, the CCBF has voiced its objection to the NPS' current approach to designating Sensitive Resource Zones, as evidenced by the NPS' proposed designation of the entire Panther Cave property, (135 acres along Cedar Creek), and the Meadowbrook Run as Sensitive Resource Zones. For example, it is unclear to the CCBF how the lines on the map were determined, the methodology or the specific bases for the designations, the nature and full categories of the subject resources of concern to the NPS and the actions or proscriptions that are intended to flow from a designation as a Sensitive Resource Zone. In essence, the CCBF does not view the Act as contemplating "takings" by the NPS through the process of line-drawing on maps. Therefore, as indicated in prior comments by the CCBF, the CCBF views NPS-formulated management zones as advisory in nature only and not enforceable by NPS.

The CCBF acknowledges that there may be certain areas on the above-referenced tracts of land that may contain resources that merit special consideration. However, this can only be determined after a proper survey is conducted to identify these resources and delineate appropriate areas and protective measures. The decision to close to the public certain areas identified as sensitive is, in the CCBF's view, a very serious

decision, and any survey shall be considered by the CCBF with that principle in mind. The CCBF will look to the NPS for guidance, but the final decision on closing sensitive areas as referenced above shall be the CCBF's.

Page 2- 23 & 24 Table 2.4 "Area Specific Desired Conditions"

The CCBF plans to continue the long-standing agricultural use of the Heater House fields by pasturing cattle on the property for the foreseeable future as, based on the many years of CCBF's experience and stewardship of the property, such activities are not viewed as deleterious but, rather, beneficial. The CCBF views the Area Specific Desired Conditions described in Table 2.4 as NPS' non-binding opinion. It is also a current goal of the CCBF to also reconstruct the springhouse adjacent to the Heater House once funding is secured. This springhouse is an historic structure that, along with the agricultural use of the property, evidences and re-enforces the traditions of the Valley area.

Pages 2-25 through 2-31

The CCBF recommends that all the items in Alternative B be incorporated in Alternative D.

Pages 2-33 through 2-34; 2-38 & 2-40 Land Protection

The identification of properties to be preserved shall be a collaborative effort by the Key Partners and the NPS, however, each of the Key Partners will continue to own land and operate separately as specified in Public Law 107-373-107th Congress; thus securing funding for the NPS need not be a collaborative effort and have not been viewed by the CCBF as a feature of the Act. Rather, the CCBF believes that the NPS involvement in the area was intended to be as a resource, providing assistance to, but not detracting from, the ongoing efforts of the Key Partners to serve the public interest.

The CCBF also recommends that the NPS include a statement in the Draft Plan as to how the NPS views and intends to accomplish its role, as provided in the Act, of identifying areas outside of the Park boundries that may be suitable for acquisition and preservation efforts.

Page 2-47 2-9 User Capacity

The CCBF takes issue with the sentence on line 9:

"*It is the responsibility of the NPS to determine what level of impact is acceptable and what actions are needed to keep impacts within acceptable limits".*

As stewards of the battlefield since 1988, the CCBF has comprehensive knowledge of its properties and is better qualified to determine impacts on the land. Moreover, Public Law 107-373-107th Congress, Sec. 13. (b), (1) (B) gives the CCBF the continued right to conduct reenactments and other events within the Park. Since the NPS has no experience in conducting reenactments, the CCBF is a better judge of the impacts on the land and community as it has hosted twenty large scale events that have helped preserve important resources and provide a rich educational and cultural resource for the area.

Page 2-49

Throughout the draft GMP, the reenactments provided by the CCBF are characterized as a negative activity rather than a unique, exciting educational and cultural opportunities for the public. The NPS' approach is puzzling and contrary to the approach in the Act, which specifically acknowledges the value of the CCBF's activities. Therefore, CCBF takes exception to the following statement in the last paragraph – line 9:

"There is an expectation that the demand for new and larger special events may occur, making it imperative that the partners collaborate on evaluating the appropriate of future special events for the park and identifying measures needed to sustain park resources and provide an authentic visitor experience."

Nowhere in the Legislation that created the Cedar Creek and Belle Grove National Historical Park does it say that other Key Partners have the right to evaluate the appropriateness of another's event. Again, as in the above comments on management zones, the CCBF does not view the Act as empowering the NPS to engage in actual or *de facto* takings of

land or easements from unwilling sellers, whether they be Key Partners or private landholders.

The Heater House fields are used throughout most of the year for pasturing cattle – just as they were in 1864 – and there has been no indication or identification of any deleterious effects. The supposed impact of cavalry on soil compaction, erosion, tree damage, and introduction of exotic weeds during any reenactment or reenactments is wholly speculative and, in the view of the CCBF, evidence of a misplaced and unsubstantiated focus in the Plan.

Page 2-52 Table 2-5

The enabling Legislation does not limit the number of times a Key Partner may host an event nor the number of participants involved. The CCBF shall be the deciding entity on the number of events and participants it hosts. The CCBF rules and regulations for reenactments states that digging fire pits on the battlefield is prohibited. Fires are used for cooking purposes only. Hopefully, as the Plan and NPS presence in the area evolves, additional correct information will be obtained to inform public statements.

Page 3-64

The CCBF has operated the Cedar Creek Visitor Center on the Valley Pike and has carried the name "*Cedar Creek Battlefield Visitor Center*" in all advertising, signage, website, brochures, and literature since 1996. In the draft GMP, our name has been changed to "the Cedar Creek Contact Facility" or "Visitor Contact Station". Members of the CCBF acknowledge that the NPS may be concerned about avoiding public confusion if multiple visitor centers in the Park are all incorrectly perceived by the public as NPS centers or centers operated by one of the Key Partners. However, the CCBF does not believe that use of the term "contact facility," which may be considered diminutive as compared to "visitor center" is the appropriate solution to the NPS' concerns. Rather, the CCBF believes that the name of our facility, which has been operated for over a decade, should remain the same as it is distinctive and distinct from any NPS undertaking. However, the CCBF is willing to confer with the

NPS on this issue, but does not view itself as subject to unilateral decisions by the NPS on this matter.

The CCBF mission statement of 1988 is as follows:

"*To acquire and preserve the land upon which the Battle of Cedar Creek was fought in the American Civil War in October 1864; to preserve writings which relate to the history of that battle; to discover, procure and preserve physical objects which relate to the history of that battle; and to develop an appropriate Battlefield Historical Center consistent with the present open character of the land adjacent to Belle Grove Plantation.*"

To clarify and add to the above comments, the CCBF center does not seek to be the official visitor center for the entire Cedar Creek and Belle Grove National Historical Park, but does intend to be the primary focal point for travelers interested in the Battle of Cedar Creek areas within the CCBF holdings, the interpretation, and housing of artifacts and documents specific to the Battle of Cedar Creek and the historic Heater House.

The CCBF does keep daily visitor count and requests that the inaccurate statement in the draft GMP be corrected.

Friends Group

The CCBF does not object to the creation of a NPS Friends Group. However, the activities of the Friends Group must be made clear to the public concerning, for example, sponsorship of events, political or historical viewpoints and the raising and disposition of funds. For example, the public should not be misled into supposing that the activities of the NPS Friends Group are necessarily endorsed by, support the activities of or directly benefit the Key Partners. For example, the public should not be misled into supposing that contributions to an NPS Friends Group also fund the activities of any of the Key Partners.

Signed this 23rd. day of February, 2009

Stanley M. Hirschberg, MD, President
On behalf of the 2009 Board of Directors
Cedar Creek Battlefield Foundation

CIVIL WAR PRESERVATION TRUST

Saving America's Civil War Battlefields

Theodore Sedgwick
Chairman

James Lighthizer
President

February 27, 2009

Superintendent Diann Jacox
Cedar Creek and Belle Grove NHP
P.O. Box 700
Middletown, VA 22645

Dear Superintendent Jacox:

I am writing on behalf of the Civil War Preservation Trust (CWPT), a 60,000-member national nonprofit battlefield preservation organization. Our mission is to protect our nation's endangered Civil War sites and promote appreciation of these hallowed grounds through education and heritage tourism. CWPT has helped protect more than 25,000 acres of battlefield land in the United States, including 470 acres of battlefield land at Cedar Creek.

The purpose of this letter is for CWPT to submit comments on the Draft General Management Plan (GMP) presented by Cedar Creek and Belle Grove National Historical Park (NHP) for public review. CWPT fully supports Alternative D as presented in the Draft GMP and strongly encourages the National Park Service (NPS) to adopt it as the preferred alternative. CWPT particularly supports the focus on battlefield land protection and the proposal for a future visitor center as laid out in Alternative D.

The battle of Cedar Creek was determined to be one of the most historically significant battlegrounds in the nation by a blue ribbon panel created by Congress in 1990. In an exhaustive 1993 report, the Civil War Sites Advisory Commission (CWSAC) identified Cedar Creek as a Priority I, Class A site, its highest designation. Further, the 1992 Study of Civil War Sites in the Shenandoah Valley of Virginia conducted by NPS also identified Cedar Creek as historically significant and described the threats facing it in detail. This study paid particular attention to threats facing the "core battlefield," which witnessed the most intense fighting and is the most important land for preservation.

CWPT fully supports the land protection goals detailed in Alternative D, which recognizes the importance of historic and cultural landscapes and rightly calls for the protection of additional land that contributes to these landscapes. To tell the full story of the Cedar Creek and Belle Grove NHP, CWPT is particularly interested in the protection of battlefield land and historic viewsheds associated with the park. Alternative D also calls for funding for land acquisition, creating the financial resources necessary to protect the historic landscape in perpetuity by purchasing land directly from willing sellers.

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In addition to land protection within NPS boundaries, CWPT would also stress the importance of preserving historically significant battlefield land outside the park boundary. Although great care was taken when the limits of the park were set in 2002, some important parcels identified by the CWSAC study as historically significant could not be included at that time. History does not stop at the NPS boundary, and we would like to ensure that proper consideration is given to historic properties that fall outside that delineation as they become available for purchase. CWPT, working with its preservation partners in Frederick County, is committed to helping the park acquire these properties from willing sellers at market value.

Among the significant lands left outside the park boundary are properties associated with the adjacent O-N Minerals limestone quarry, now owned by Carmeuse Lime and Stone. It is important to note the quarry lands were omitted from the boundary, despite its historic significance, at the request of O-N Minerals. Later, when this property was being considered for a rezoning by the Frederick County Board of Supervisors, O-N and Carmeuse used the omission they requested to claim the lands were not historically significant — questionable logic, to say the least.

CWPT believes it would be valuable for the park to undertake a future boundary study further examining historic properties outside the initial park boundary. CWPT would also encourage NPS and its park partners to work with local government to create a buffer or transition zone at Cedar Creek and Belle Grove NHP so that encroaching development does not immediately abut NPS land.

The second point of emphasis that distinguishes Alternative D from the other proposals is the call for a central visitor center. An NPS-operated visitor center is extremely important to addressing the seven interpretive themes illustrated by the park and its holdings. As one of the park system's newer sites, Cedar Creek and Belle Grove NHP is ideally positioned to serve as an interpretive model by incorporating numerous historical threads into a cohesive visitor experience. Such a successful model would, if implemented, be adapted and followed by other NPS units.

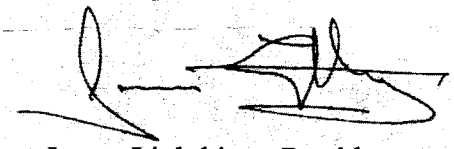
Moreover, a visitor center operated by NPS would provide orientation within the larger Shenandoah Valley Battlefields National Historic District, which includes eight counties and 15 Civil War battlefields. An NPS-operated visitor center would be best-equipped to tell the greater story of how Cedar Creek fits into the overall Historic District. The nature of the partnerships that sustain Cedar Creek and Belle Grove NHP has set important precedents and CWPT believes that the creation of an NPS-operated visitor center would further improve upon this framework.

Finally, CWPT would like to address the Cumulative Impact Analysis discussed in Chapter 4, which further underscores the importance of land protection and the value of meaningful park boundaries. The cumulative impacts addressed in the Draft GMP focus on the potential widening of Interstate 81, the imminent expansion of the limestone quarry and the threats posed by encroaching residential and commercial development. These are very real threats to the

future success of the park, and the land protection vision outlined in Alternative D is best equipped to deal with the threats by protecting endangered landscapes before they are lost to development or impacted by future roads and highways.

In conclusion, CWPT appreciates the opportunity to comment on the Draft General Management Plan for Cedar Creek and Belle Grove NHP and would like to reiterate its support for Alternative D, which provides the best opportunity for the future success of the park. CWPT looks forward to working alongside the National Park Service in implementing the vision outlined in Alternative D.

Sincerely,



James Lighthizer, President

dlb windcrest
<dlb.windcrest@gmail.com>
02/03/2009 10:52 AM

To diann_jacox@nps.gov
cc
bcc
Subject Comment

History: This message has been replied to.

Superintendent Jacox-

I am a resident of the Park living on Bowmans Mill Rd. I apologise for not being able to make the Middletown public meeting, however, I'm out of town the night of the 4th. I compliment you and the staff for the draft general management plan that I have reviewed. I'm basically in agreement with your recommendations. I think that alternative D is going in the right direction. It would certainly show a real commitment on the part of the key partners and begin to pull all parties together from the get-go.
My concerns are twofold, namely, leadership and maneuverability. For the Park to be a real success over the long term, there has to be a central authority which manages and facilitates decision making. I'm not convinced that the partnership will stand the test of time because of particular issues that impact a selected partner at the expense of the whole Park mission. It will be very easy for the partners to have conflicts which could impede overall progress. I would like to see a structure that has a bit more centralization.

My second concern surrounds your decision point 4, getting around the Park. As a resident of the park, I would like to see improved access and a network of trails and roads that provide a coordinated and effective understanding of the Park. However, please don't jump the gun on this issue. The current road structure in much of the park can not maintain even minimal traffic flow. It would be extremely dangerous to encourage visitation throughout the Park prior to an assessment and corrective action being performed. We don't need any accidents in the park.

I think it would be very prudent to ensure excellent relationship with the local museums. The Museum of the Shenandoah Valley and other groups could be of real assistance in the future.

Thank you for keeping the communications channels open and I wish you great success as you move this venture forward.

Regards,

David Blount

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029

February 26, 2009

Diann Jacox, Superintendent
Cedar Creek and Belle Grove NHP
P. O. Box 700
Middletown, VA 22645

Subject: Draft General Management Plan/Environmental Impact Statement Cedar Creek and Belle Grove National Historical Park Frederick, Shenandoah, Warren Counties, Virginia November 2008 CEQ # 20080474

Dear Ms. Jacox:

In accordance with the National Environmental Policy Act (NEPA) and Section 309 of the Clean Air Act, the United States Environmental Protection Agency (EPA) has reviewed the subject document. The National Park Service (NPS) and its partners are responsible for managing Cedar Creek and Belle Grove National Historic Park (NHP) to conserve its scenery, natural and historic resources, and wildlife, and to provide for its enjoyment in a manner that will leave the park unimpaired for the enjoyment of future generations. In 2002, Congress adopted enabling legislation creating Cedar Creek and Belle Grove NHP as a "partnership" park unit of the national park system.

The purpose of the Draft Environmental Impact Statement (DEIS) is to implement a programmatic management framework for the park. This general management plan will guide decision making at the park for the next 15 to 20 years. Four alternatives are considered in this DEIS. The alternatives describe varying degrees of coordination and involvement by the NPS and Key Partners. Alternative D is the preferred alternative. It includes an NPS-managed visitor center and focal areas owned and managed by the NPS and Key Partners. It also includes a formal agreement between the NPS and Key Partners. Visitors would access the park via several auto-touring routes and a system of non-motorized trails.

Based on our review, this DEIS is rated "LO" (Lack of Objections). A description of our rating system can be found at: http://www.epa.gov/compliance/nepa/comments/ratings.html.

During any construction activities, impacts to resources should be avoided and minimized. In addition, activities under this action should comply with all appropriate state and federal guidelines, regulations, and executive orders (including Invasive Species, Green

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Buildings, Low Impact Development, etc). An air quality analysis may be warranted if there is significant roadway construction.

Thank you for the opportunity to offer these comments. If you have any questions, please contact me at (215) 814-3330.

Sincerely,

Barbara Okorn

Barbara Okorn
Office of Environmental Programs

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COUNTY of FREDERICK

John R. Riley, Jr.
County Administrator

540/665-5666
Fax 540/667-0370
E-mail:
jriley@co.frederick.va.us

February 26, 2009

Chris J. Stubbs
Community Planner
Cedar Creek and Belle Grove National
Historical Park
P. O. Box 700
Middletown, VA 22645

Dear Mr. Stubbs:

The Frederick County Board of Supervisors, meeting in regular session on February 25, 2009, approved the Resolution of Support for Alternative "D" as described in the Draft General Management Plan for Cedar Creek and Belle Grove National Historical Park as requested. The resolution is enclosed.

With kindest regards, I am

Sincerely,

John R. Riley, Jr.
County Administrator

JRR/tjp

Enclosure

cc: Kris C. Tierney, Assistant County Administrator

C:\TJP\miscletters\StubbChris(CedarCreek&BelleGroveNationalPark)022509BdMtg.docx

Resolution of Support for Alternative "D" as described in the
Draft General Management Plan for
Cedar Creek and Belle Grove National Historical Park
February 25, 2009

WHEREAS, Cedar Creek and Belle Grove National Historical Park was created by Congress in 2002 under Public Law 107-373 to preserve the historic and natural resources in the Cedar Creek Battlefield and Belle Grove Plantation areas; to interpret the history of the Shenandoah Valley; to work with partners, landowners and communities; and to serve as a focal point within the Shenandoah Valley Battlefields National Historic District; and

WHEREAS, Cedar Creek and Belle Grove National Historical Park contains nationally significant historic, natural, cultural, military, and scenic resources and inspiring settings of great natural beauty; and

WHEREAS, the National Park Service, the key partners, and the park community partners are charged with planning for and managing Cedar Creek and Belle Grove National Historical Park as a unit of the National Park System for the benefit and enjoyment of future generations; and

WHEREAS, a significant portion of the Cedar Creek and Belle Grove National Historical Park lies within Frederick County, Virginia; and

WHEREAS, visitors to Cedar Creek and Belle Grove National Historical Park provide important economic benefits to Frederick County and the other surrounding communities; and

WHEREAS, the National Park Service, the key partners, the park advisory commission, and other stakeholders have prepared the Draft General Management Plan that provides for the management of Cedar Creek and Belle Grove National Historical Park; and

WHEREAS, Alternative D in the Draft General Management Plan provides the highest degree of protection for the important resources within the park and the best opportunities for visitors to understand and enjoy these resources.

NOW, THEREFORE, BE IS RESOLVED, that the Board of Supervisors of Frederick County, Virginia, endorses and supports Alternative D in the Draft General Management Plan and urges the Secretary of Interior to approve and implement this alternative.

ADOPTED this 25th day of February, 2009.

VOTE:

Richard C. Shickle	Aye	Gary A. Lofton	Aye
Gary W. Dove	Aye	Bill M. Ewing	Aye
Gene E. Fisher	Aye	Charles S. DeHaven, Jr.	Aye
Philip A. Lemieux			

John R. Riley, Jr.
Frederick County Administrator

Resolution No.: 047-09

TOWN OF MIDDLETOWN
RESOLUTION FOR CEDAR CREEK
AND BELLE GROVE NATIONAL HISTORICAL PARK

WHEREAS, Cedar Creek and Belle Grove National Historical Park was created by Congress in 2002 under Public Law 107-373 to preserve the historic and natural resources in the Cedar Creek Battlefield and Belle Grove Plantation areas; to interpret the history of the Shenandoah Valley; to work with partners, landowners and communities; and to serve as a focal point within the Shenandoah Valley Battlefields National Historic District; and

WHEREAS, Cedar Creek and Belle Grove National Historical Park contains nationally significant historic, natural, cultural, military, and scenic resources and inspiring settings of great natural beauty; and

WHEREAS, the National Park Service, the key partners, and the park community partners are charged with planning for and managing Cedar Creek and Belle Grove National Historical Park as a unit of the National Park System for the benefit and enjoyment of future generations; and

WHEREAS, the town of Middletown, Virginia, has been designated by the Virginia House of Delegates as the official gateway to Cedar Creek and Belle Grove National Historical Park; and

WHEREAS, visitors to Cedar Creek and Belle Grove National Historical Park provide important economic benefits to Middletown and the other surrounding communities; and

WHEREAS, the National Park Service, the key partners, the park advisory commission, and other stakeholders have prepared the Draft General Management Plan that provides for the management of Cedar Creek and Belle Grove National Historical Park; and

WHEREAS, Alternative D in the Draft General Management Plan provides the highest degree of protection for the important resources within the park and the best opportunities for visitors to understand and enjoy these resources.

NOW, THEREFORE, BE IT RESOLVED by the Mayor and Common Council for the Town of Middletown, Virginia, that the members of this body endorse and support Alternative D in the Draft General Management Plan and urge the Secretary of Interior to approve and implement this alternative.

Adopted this 9th day of February, 2009.

Marshall J. Brown, Mayor

ATTEST:

Donna M. Gum, Municipal Clerk

TOWN OF MIDDLETOWN
RESOLUTION FOR CEDAR CREEK
AND BELLE GROVE NATIONAL HISTORICAL PARK

Carl H. Bernhards, Jr.
Council Member

Patrick J. Hickman
Council Member

Martha H. Ingram
Council Member

Gerald D. Sinclair
Council Member

John K. Owings
Council Member

Mark H. Davis
Council Member



Please share with us any comments you have on the Draft Cedar Creek and Belle Grove National Historical Park General Management Plan/Environmental Impact Statement.

I am very much in favor of the establishment and expansion of the Belle Grove, Cedar Creek National Historic Park. The draft management plan goes into great detail as to the several reasons as to how the plan could be implemented. Although I am a board-member of the Cedar Creek Battlefield Foundation, which as a body has expressed reservations to Option D, I individually support Option D as the most Comprehensive and long range Option but with the following comments.

I believe that pastured livestock should be continued as a use within certain sections of the park and that trails which permit horse back Riding be considered. I would also recommend that the US Park Service become more influential on land use decisions adjacent to the park or within its viewshed and that land acquisition become a high priority once the parks management plan is adopted.

Thank you for taking the time to comment on the Draft Cedar Creek and Belle Grove National Historical Park General Management Plan/EIS. The comment period closes on February 27, 2009. Please have your comments to us by that time.

You may also comment on the Draft GMP/EIS on the park's planning web site at http://parkplanning.nps.gov/cebe.

Date: 2/22/09 **Printed Name:** Michael K. Kehoe

Mailing Address: 117 Dower Ln. Strasburg, Va

Phone: 540 465 4185 **E-Mail Address:** mikehoe@yahoo.com Va

☑ Please check this box if you would like to be added to the GMP mailing list.

NATIONAL
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FOR
HISTORIC
PRESERVATION®

Richard Moe
PRESIDENT

February 27, 2009

Mr. Dennis Reidenbach
Regional Director, Northeast Region
National Park Service
c/o Cedar Creek & Belle Grove National Historical Park
P.O. Box 700
Middletown, VA 22645

Dear Dennis:

I am writing on behalf of the National Trust for Historic Preservation to comment on the draft General Management Plan for the Cedar Creek & Belle Grove National Historical Park.

Since 1964 the National Trust for Historic Preservation has owned and preserved Belle Grove Plantation, a 283-acre National Historic Landmark property at the heart of the National Historical Park. We are a statutory "Key Partner" pursuant to Public Law 107-373, the Cedar Creek & Belle Grove National Historical Park Act of 2002. With our valued partner Belle Grove Inc. and their stalwart director Elizabeth McClung, the National Trust preserves and interprets Belle Grove Plantation for the American public's benefit and inspiration. The National Trust is very ably represented by Fred Andreae on the Cedar Creek & Belle Grove National Historical Park Advisory Commission.

The National Trust is dedicated to promoting careful stewardship of Belle Grove Plantation, Cedar Creek Battlefield, and the National Historical Park. Consequently, the National Trust strongly supports Alternative D to guide the future preservation and interpretation of the National Historical Park, because Alternative D places a high priority on the permanent protection of the Park's historic landscapes and individual resources as well as on the enhancement of the visitor's experience of the National Historical Park, plantation, battlefield, and national heritage area.

Protection of Historic Landscapes and Resources:

The management strategy outlined in Alternative D would provide the tools essential to properly protect the historic landscapes, battlefield, viewsheds, and individual historic resources in and near the National Historical Park.

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P 202.588.6105 F 202.588.6082 www.PreservationNation.org

Pursuant to a formal land protection plan, the National Park Service, Key Partners, and other stakeholders would work together to protect the Park's historic landscapes and other invaluable historic resources through a coordinated program of educational and technical assistance, fee simple acquisition, conservation easements, and cooperative agreements with willing landowners.

Given the preservation challenges facing the National Historical Park, Alternative D is the appropriate management strategy to effectively preserve and protect the unique and irreplaceable historic landscape and resources which distinguish the Cedar Creek & Belle Grove National Historical Park.

Enhancement of the Visitor's Experience of the National Historical Park:

The National Trust shares the vision, outlined in Alternative D, in which visitors to Cedar Creek & Belle Grove National Historical Park would perceive the Park as a cohesive unit of the National Park System and would learn the full range of the stories associated with the Park through a coordinated interpretive program to be developed and presented by the National Park Service, Key Partners, and other stakeholders.

In particular, the National Trust supports the concept in Alternative D of a central National Park Service visitor center, Key Partner-owned focal areas and visitor contact facilities, and an extensive hiking trail system which would connect the visitor center, Key Partner properties, and other important destinations. Belle Grove Plantation would serve as a focal area and visitor contact facility. The National Park Service visitor center would be located within or near the National Park, and would orient the visitor to the National Historical Park and, importantly, to the Shenandoah Valley Battlefields National Historic District.

The National Trust endorses the site selection criteria for the visitor center enumerated in the draft General Management Plan at Section 2.8.6. We are particularly interested in fully exploring the opportunity to adaptively reuse an existing historic structure to serve as the National Park Service visitor center.

National Trust Commitment to the Partnership Park:

Finally, I want to reaffirm the National Trust's commitment to the innovative partnership park concept which is the foundation of the Cedar Creek & Belle Grove National Historical Park.

With the invaluable support of the National Park Service, the "Cornerstones Organizations" -- Belle Grove, Inc., Shenandoah Valley Battlefields Foundation,

Cedar Creek Battlefield Foundation, Shenandoah County, and the National Trust for Historic Preservation -- have made great progress to guide the creation of the National Historical Park. Together, we are the founders of the Park. However, the future well-being of the National Historical Park depends upon this established partnership and a new commitment to make management decisions together and based upon the General Management Plan, when it is adopted.

In closing, I want to express my personal appreciation to Superintendent Diann Jacox and Community Planner Chris Stubbs for the inspired work they have done for the National Historical Park and to lead the development of the draft General Management Plan. Many people have contributed to this excellent document, but Diann and Chris merit special recognition for a job well done.

We look forward to working together with the National Park Service and our Key Partners to implement this General Management Plan.

With warm regards.

Sincerely,

Richard Moe

RM/rln
cc: Phil Griffin, President, Belle Grove, Inc.

National Parks Conservation Association®
Protecting Our National Parks for Future Generations®

February 26, 2009

Superintendent Diann Jacox
Cedar Creek and Belle Grove NHP
P.O. Box 700
Middletown, VA 22645

Re: *Cedar Creek & Belle Grove National Historic Park Draft General Management Plan*

Dear Superintendent Jacox:

On behalf of the National Parks Conservation Association (NPCA), I am pleased to offer comments on the November 2008 Draft General Management Plan (GMP). In more than 85 years, NPCA has grown to represent 340,000 members through our national headquarters and 24 regional and field offices, all working to "protect and enhance America's National Park System for present and future generations." NPCA actively encouraged the creation of Cedar Creek & Belle Grove National Historic Park (CEBE) and applauds Congress and the National Park Service (NPS) for the accomplishments toward realizing the full potential and contribution of one of America's most recent national park units – for the benefit of the region and the nation.

STRONGLY ENDORSE PREFERRED ALTERNATIVE D

NPCA strongly and enthusiastically endorses the Alternative D as described in the GMP. The analysis provided of the other options demonstrates the importance of moving ahead with the steps and goals articulated.

- The protection of the parks natural and cultural resources will be most responsibly undertaken with the Alternative D tools and strategy. The past few years have demonstrated the significant challenges that all partners face in long term protection of the park's resources against multiple serious threats as the area faces significant growth and industrial pressures.
- CEBE offers an opportunity to develop an exceptional interpretation and education program. With a unique partnership park it is critical to take the approach described in Alternative D in order to achieve this level of quality.
- Visitor services and the ability to offer the most experience for future visitors will be significantly improved under Alternative D.
- The management of this partnership park will present many challenges to take full advantage of the key partners, as well as maximize the use of assistance from outside sources. Alternative D describes the most workable management structure and will allow successful long term cooperation and park protection.
- Extensive technical assistance is facilitated under Alternative D and we believe will be critical to strengthening the relationship among the key partners and achieving long term goals for mutual benefit.

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National Headquarters 1300 19th Street, N.W., #300 Washington, D.C. 20036
www.npca.org

IMPORTANCE OF PARTNERSHIP PARKS

Increasingly, the National Park Service is exploring creative and more effective park management models. In many places around the country – as demonstrated by CEBE – partnering with other agencies, organizations and landowners is the best solution. The future success of CEBE we believe can serve as an outstanding example of the partnership park approach.

MANAGEMENT ZONES ARE KEY

A particularly strong feature of the Draft GMP is the definition of the Management Zones. These zones must be clearly understood and responsibly and consistently enforced in the future. There is likely to be pressure, driven by short term perspective, to modify these management zones and it will be important to manage and make decisions that will protect the integrity of the zone concept and definitions.

BOUNDARIES – NEED FOR EARLY, COMPREHENSIVE STUDY

The GMP defers the issue of the appropriate boundaries for CEBE to a future study. While this is understandable given the challenge of such a multi-faceted planning process, it is important that a study of the boundary be conducted in the near future. Public understanding and support will be strengthened by a full boundary study with strong public participation.

NEED FOR ADEQUATE BUDGET

CEBE will only fulfill its legislative mandate with adequate staffing, initial investment and long term operating budget. The budget figures provided in Alternative D seem to be a bare minimum that will be needed for this park unit to achieve the mission set by Congress, but represent a responsible estimation for implementing this GMP.

EXTERNAL THREATS

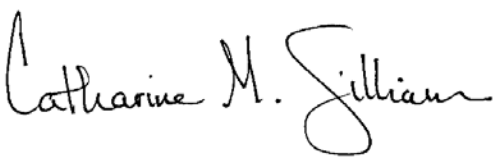
Cedar Creek & Belle Grove has already faced external threats that heighten the challenge of protecting this park. The proposed expansion of the adjacent mining operation and the widening of Interstate-81 are the two most prominent examples. It will be important to enforce the protection provisions – especially for other federal agencies – fully in the short and long term.

ENGAGING MANY PARTNERS AND TAPPING DIVERSE RESOURCES

There is understandable emphasis in the Draft GMP on Key Partners and Community Partners. The draft underemphasizes the contributions that can – and should – be made by a much broader group of potential partners. These will be found both in a larger definition of geographic reach and in a more creative exploration of the types of partners and the tools – financial, legal, educational, etc. – that can be utilized in managing and providing support for the park.

Thank you for the opportunity to comment. NPCA appreciates the careful and thorough work demonstrated in the development of this draft GMP and the process that has encouraged full public participation. We expect to continue to be enthusiastically build support for Cedar Creek & Belle Grove NHP and contributing to the public's engagement in the future.

Sincerely,



Catharine M. Gilliam
Virginia Program Manager

Diann Jacox, Superintendent
Cedar Creek and Belle Grove National Historical Park
P. O. Box 700
Middletown, Virginia 22645

February, 2009

Dear Superintendent Jacox,

The members of the Cedar Creek and Belle Grove National Historical Park Federal Advisory Commission and the entities we represent are honored to serve as advisors and co-creators, along with the National Park Service (NPS), of a new model partnership park. Provided below are the commission's general comments and recommendations on the park's general management plan.

Pursuant to Section 9 of the Cedar Creek and Belle Grove National Historical Park Act, Public Law 107-373-107th Congress, December 12, 2002, the Cedar Creek and Belle Grove National Historical Park Federal Advisory Commission was formed and, through the participation and review process, provided advice and comment on the process that resulted in the National Park Service proposed General Management Plan and Environmental Impact Statement for Cedar Creek and Belle Grove National Historical Park. The commission views the act as creating and providing the framework for a unique, cooperative arrangement among the NPS, the key partners, the Commonwealth of Virginia, the Virginia counties of Frederick, Shenandoah, and Warren, landowner representatives, the Virginia towns of Middletown and Strasburg, and the United States Forest Service. The Commission also acknowledges the roles and stewardship of the organizations that have contributed to the identification, preservation and management of the historical, cultural and natural resources within the Cedar Creek and Belle Grove National Historical Park.

I. Consideration of Proposed Alternatives for National Park Management Responsibilities and Role

Four basic alternatives were considered with regard to the potential responsibilities and role of the NPS in the Cedar Creek and Belle Grove National Historical Park (CEBE). These alternatives are summarized in the introduction to the plan, and are described in detail in chapter 2 of the plan, pp. 2-1–2-68.

After careful review and consideration, the Commission unanimously recommends Alternative D, as it has, in the Commission's view, the greatest prospect of enhancing the educational, cultural, and environmental richness of the park, while also leaving flexibility to accommodate the needs of the public and the various organizations and constituencies represented by the members of the Commission. The CEBE general management plan, and particularly Alternative D, creates a viable framework within which the NPS and Key Partners may cooperate and consult on matters of mutual interest.

The following summarizes the commission's general views on the elements of Alternative D, with the comments being specifically directed to the summary provided in table 2.7, section 2.13 of the plan, pp. 2-59–2-66.

II. Partnerships

As set forth in alternative D, the commission supports a strong partnership between park partners, the NPS, landowners within the park, and public entities represented on the Federal Advisory Commission (FAC). The FAC recommends that the NPS and key partners, particularly, continue to meet regularly to cooperate in the overall management of the park and to provide advice to one another on an as-needed basis. The FAC recommends that key partners and others choose to enter into formal, written cooperative agreements with the NPS to shape the elements of their particular relationship.

III. Land Protection

The FAC supports the land protection aspect of Alternative D, and encourages the NPS to purchase land from willing sellers within or outside of the park boundaries. The Commission also recommends that key partners and others work together to develop a land protection plan focusing on cultural landscapes, sensitive natural resources, and connections between the NPS and key partners' properties. The FAC acknowledges that the key partners and others, in addition to the NPS, may acquire and independently hold land within the park or outside of the present boundaries of the park.

IV. Cultural and Natural Resources Management

The FAC as a whole, including each of the key partners, recognizes the cultural richness and value of the Shenandoah Valley region and is dedicated to protecting and managing cultural resources within the park using best practices outlined by the Secretary of the Interior. The FAC recommends that the NPS and CEBE staff work closely with key partners and landowners to: (a) acquire and preserve additional holdings that would complement and augment the present and future holdings of the NPS and the key partners; (b) assist key partners and local landowners with strategies to protect and manage significant cultural resources within and adjoining the park; and (c) enter into formal agreements with the key partners on cultural resource management. The FAC also supports the NPS's rehabilitation and use of the Whitham farm buildings and property.

The FAC recognizes the NPS expertise in natural resource management and encourages NPS staff to help develop strategies and provide advice for the protection and management of these resources.

V. Visitor Experience, Interpretation, and Education—Park Facilities—Transportation, Access and Circulation

The FAC strongly supports the creation of the Alternative D NPS visitor center for the park. The FAC also supports the mission of coordinating visitor orientation and circulation throughout the park, as well as its educational services, consultation, and management assistance. The FAC recommends that Alternative D's focus on creating an integrated interpretive plan, development of a trail system, and interpretive media to enhance visitor experience should be seen as an important coordination effort by the NPS staff.

VI. Park Operations

The Commission encourages the NPS to provide adequate staffing levels for CEBE.

VII. Technical Assistance – Related Resources

The FAC supports the concept of technical assistance as outlined in Alternative D, and views the NPS's ability to offer technical assistance as one of the core contributions of the NPS's presence within the park and the national historic district.

VIII. Potential Park Friends Group and NPS Fundraising Activities

The FAC supports the formation by the NPS of a Cedar Creek and Belle Grove National Historical Park friends group. The FAC recommends that any fundraising activities via a CEBE friends group be constituted and promoted so as not to cause confusion regarding the activities, needs and goals of the various Key Partners and other local charitable and public interest organizations.

IX. Management Zones

The FAC supports the concept of management zones as described in section 2.4 on page 2-16.

X. Signatures

Fred Andreae

Fred Andreae, National Trust for Historic Preservation

Mary Bowser

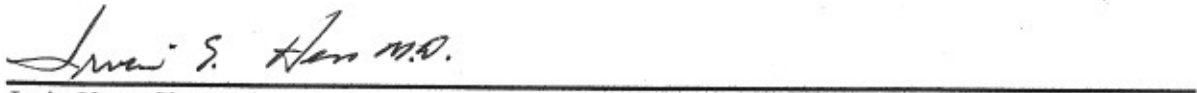
Mary Bowser, private landowner

Gene T. Dicks

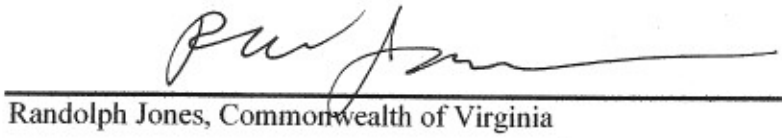
Gene Dicks, town of Middletown

Patrick Farris

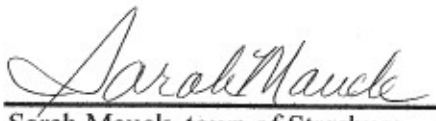
Patrick Farris, Warren County



Irvin Hess, Shenandoah Valley Battlefields Foundation



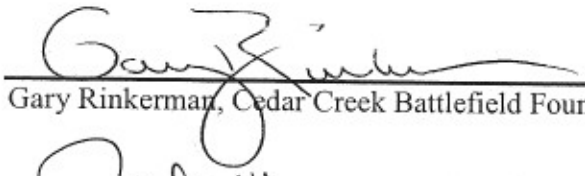
Randolph Jones, Commonwealth of Virginia



Sarah Mauck, town of Strasburg



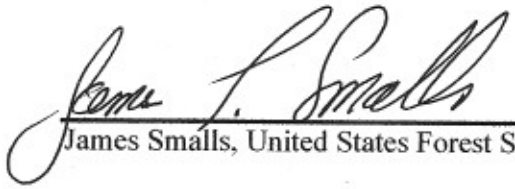
Elizabeth McClung, Belle Grove, Inc.



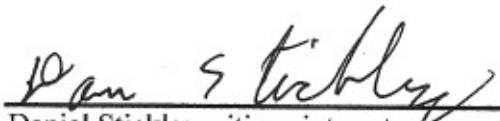
Gary Rinkerman, Cedar Creek Battlefield Foundation



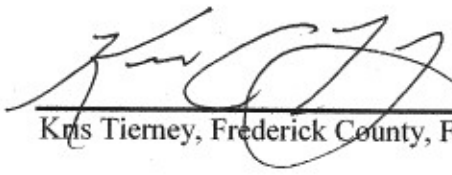
Pam Sheets, Shenandoah County



James Smalls, United States Forest Service



Daniel Stickley, citizen interest group



Kris Tierney, Frederick County, FAC chair

Preserve Frederick

P.O. Box 2362
Winchester, VA 22604
info@preservefrederick.org
www.preservefrederick.org

February 25, 2009

Ms. Diann Jacox
Superintendent
Cedar Creek and Belle Grove National Historical Park
P. O. Box 700
Middletown, VA 22645

Re: Cedar Creek and Belle Grove National Historical Park General Management Plan

Dear Superintendent Jacox:

Preserve Frederick would like to express our deep appreciation to you, Chris and the GMP committee for the dedication of time, talent and detail put into the draft General Management Plan for the Cedar Creek and Belle Grove National Historical Park. We find it comprehensive and thoughtful. The efforts put into this plan will long benefit this community and Park as it develops into a national treasure for future generations to learn from and enjoy.

Preserve Frederick is a non-profit grassroots organization whose mission is to promote compatible development that strengthens our communities, protects our natural and historic resources and preserves our rural character in Frederick County, Virginia. Our organization sprang from the extremely controversial rezoning and expansion proposal of a massive limestone quarry directly through 500+ acres of core Cedar Creek Battlefield adjacent to the National Historical Park. Throughout a more than two-year rezoning battle – we came to love and appreciate all of the important resources this Park has to offer our community and this nation and we will continue to do all we can to support and ensure the best possible outcome for this crown jewel in our community.

We fully concur with the elements common to the action alternatives for Park management. NPS's vision of working with partners to realize common goals will protect the Park's valuable assets, provide quality interpretation opportunities including visitor services and ensure that the Park serves as a focal point for the beautiful Shenandoah Valley Battlefields National Historical District. Additionally, we support the adoption of written strategies between NPS and the Key Partners of the Park to implement the GMP and Park's operating policies.

We support Management Element 10 – that NPS and Key Partners provide technical assistance to one another, as well as to private landowners and nearby communities for matters of land and water conservation/preservation efforts, important rural land use planning, and best management practices for local ecology, forests and agriculture. Working hand in hand on all of these efforts will enhance the community and Park to guarantee that tourists have a valuable and meaningful experience while visiting.

Preserve Frederick strongly endorses **Alternative D** as the final plan for Cedar Creek and Belle Grove National Historical Park. We believe it provides the best protections for the Park's natural, cultural and historical assets. A NPS-managed central visitor center which encompasses ALL aspects of the Park and helps showcase the greater Shenandoah Valley Battlefields National Historical District is THE BEST solution for presenting all interpretive themes within the Park. It pulls all of the pieces of the puzzle together for a stunning picture of how centuries of history shaped this region… and the nation. We believe that **Alternative D** makes perfect sense for the future of Cedar Creek and Belle Grove National Historical Park.

We applaud the committee's work and are excited about what this Park's future looks like. But we are also deeply concerned about how the area outside the Park boundaries could affect the success of the Park.

The 1992 NPS Study of Civil War Sites in the Shenandoah Valley recognized that hundreds of acres of Civil War core area at Cedar Creek Battlefield were at serious risk from the potential expansion for mining and other development. The National Trust for Historic Preservation and Belle Grove Plantation both have highlighted those same concerns since the early 1960's. The Civil War Preservation Trust has placed Cedar Creek Battlefield on its 10 Most Endangered Battlefields list for the past 2 years. The historic and cultural resources alone in this area are priceless.

However, in 2006, a grave threat to the Park's success was realized when a massive rezoning proposal from the Park's next door 'neighbor' in Middletown –a limestone mining company moved forward for approval. This also served as a massive blow for the community and its picturesque rural areas.

Preserve Frederick fought this destructive proposal for over two years, using every available resource and strategy at our disposal to combat the expansion of a gaping industrial mining pit ½ mile wide and 3 miles long straight through core battlefield areas, Middle Marsh Brook, the Nieswander Fort footprint, two18th and 19th century cemeteries and directly adjacent to the park and historic Belle Grove Plantation. Using fact and science we presented arguments that should have made a no vote easy. No longer was this the time or location for expanded mining operations. Regretfully, the sound arguments of Preserve Frederick and our valued local, state and national partners were ignored. In addition to all of the negative consequences to the park and greater community brought about by expansion of this dirty, noisy, unsightly industry, there are threats from I-81 expansion, 500Kv power lines and expanded commercial and private homeowner development in this and other local areas surrounding the park. We must continue to address all of these threats to the Park as they will directly impact visitor experiences and the local tourist economy dependant on the Park's success.

Preserve Frederick respectfully requests that additional steps be taken to study and expand Park boundaries to more accurately reflect the Cedar Creek Battlefield Core area as described in the 1992 Study mentioned above. Cedar Creek, Belle Grove Plantation and the entirety of Cedar Creek Battlefield are all in harm's way as development encroaches on these sensitive areas. All that can be done - must be done - to protect and enhance these treasured resources. We firmly believe, as outlined in Section 1.11 Park Boundaries – that all of the criteria listed - meets what is required for boundary study and adjustment.

Since its inception Preserve Frederick has been a strong supporter of Cedar Creek and Belle Grove National Historical Park. The Park has become an important addition to our community

and has captured our hearts and imaginations. We recognize the role this Park will play in the lives of our children and our children's children for generation to come. Certainly as a result of the rezoning controversy, we understand the critical importance of protecting natural, cultural and historic resources for the future as we never did before.

Again we applaud the countless hours that went into this Draft GMP. We fully support **Alternative D** and the elements provided within that section and look forward to helping Cedar Creek and Belle Grove National Historical Park realize the full potential of a magnificent national treasure right here in our own back yard.

Respectfully Submitted,

Wendy J. Hamilton
President, Preserve Frederick
540-869-5024

SgtMaj. Richard H. Van Norton, Jr, USMC (ret)
The Dutch Meadow Farm
452 Paddys Run Road
Star Tannery, Virginia 22654

February 25, 2009

Mr. Chris Stubbs
National Park Service
Middletown, Virginia

Dear Mr. Stubbs:

I am a retired U.S. Marine, Virginian by birth, and landowner in the Shenandoah Valley. I chose to retire here after nearly 25 years as a Marine because of my interest in the historical significance of this area. I traveled here as a youngster to observe the North South Skirmish Association shoots each year. I was a member of an Explorer Post within the Boy Scouts of America that emphasized history and Archeology. Those lessons almost 50 years ago remain clear in my mind. I have spent a lifetime reading, studying and visiting historical sites all over the world. The vast amount of my study has been about the Civil War.

Upon my retirement I was initially employed as a District Executive, Shenandoah Area Council,BSA in Winchester, Virginia. Over the next several years I was able to observe a number of events centered around Civil War History from Hupps Hill in Strasburg, Virginia to Antietem in Sharpsburg, Maryland. The interest the boys displayed was reminiscent of my memories as a youngster mesmerized by the history of my ancestors.

Several factors have come to my attention and cause me concern. Please consider the fact that the ground on which this Park is set is private property, individuals and non profit enmities, shared with the public via the National Park Service. To in anyway restrict the options that can be excercised by the landowner is reminiscent of the action taken by the federal government to establish the Shenandoah National Park. I truly believe that was in a very real way the same thing the government did to take away the land rightfully owned by the numerous tribes of Native Americans. In both cases it was an injustice that we as Americans must all share the blame for. Lets make sure that the National Park Service doesn't show the appreciation of our citizens by repeating the sins of the past. The landowners must have the final say on the access to their property and the dispositions of any artifacts that may be discovered there.

The annual events that bring tourists to the area to observe and learn must not be discouraged. Measures can be taken to prevent destroying the historical aura that exists here while encouraging the educational use of the battlefields and surrounding area. Far more tragic is the development of the farms and battlefields into neighborhoods. Battlefields and farms that are covered with homes loose their historical value forever. Few developers become wealthy, the homes become a tax drain as we create the infrastructure to provide services and we all loose another piece of our heritage.

Please consider my points and the points of my fellow citizens and remember the National Park Service represents all citizens….whether their choices are good ones or not.

Respectfully,

County of Shenandoah

BOARD OF SUPERVISORS

DISTRICT 1 - DICK NEESE 540-740-3414
DISTRICT 2 - STEVEN A. BAKER 540-477-3550
DISTRICT 3 - DAVID E. FERGUSON 540-984-8777
DISTRICT 4 - SHARON BARONCELLI 540-459-4165
DISTRICT 5 - DENNIS MORRIS 540-436-9149
DISTRICT 6 - CONRAD A. HELSLEY 540-465-4145

600 North Main Street, Suite 102
WOODSTOCK, VA 22664

OFFICE OF COUNTY ADMINISTRATION

VINCENT E. POLING
COUNTY ADMINISTRATOR

MARY T. PRICE
ASSISTANT COUNTY ADMINISTRATOR

540-459-6165 • FAX 540-459-6168
Email: info@shenandoahcountyva.us
Website: www.shenandoahcountyva.us

Shenandoah County Resolution of Support for the Cedar Creek and Belle Grove National Historical Park

WHEREAS, Cedar Creek and Belle Grove National Historical Park was created by Congress in 2002 under Public Law 107-373 to preserve the historic and natural resources in the Cedar Creek Battlefield and Belle Grove Plantation areas; to interpret the history of the Shenandoah Valley; to work with partners, landowners and communities; and to serve as a focal point within the Shenandoah Valley Battlefields National Historic District; and

WHEREAS, Cedar Creek and Belle Grove National Historical Park contains nationally significant historic, natural, cultural, military, and scenic resources and inspiring settings of great natural beauty; and

WHEREAS, the National Park Service, the key partners, and the park community partners are charged with planning for and managing Cedar Creek and Belle Grove National Historical Park as a unit of the National Park System for the benefit and enjoyment of future generations; and

WHEREAS, the property owned by Shenandoah County, now known as the Keister Tract, serves as an important gateway to Cedar Creek and Belle Grove National Historical Park; and

WHEREAS, visitors to Cedar Creek and Belle Grove National Historical Park provide important economic benefits to the communities of Shenandoah County; and

WHEREAS, the National Park Service, the key partners, the park advisory commission, and other stakeholders have prepared the Draft General Management Plan that provides for the management of Cedar Creek and Belle Grove National Historical Park; and

WHEREAS, Alternative D in the Draft General Management Plan provides the highest degree of protection for the important resources within the park and the best opportunities for visitors to understand and enjoy these resources.

NOW, THEREFORE, BE IT RESOLVED, that the Board of Supervisors of Shenandoah County, Virginia, endorses and supports Alternative D in the Draft General Management Plan and urges the Secretary of Interior to approve and implement this alternative.

Adopted on a motion and seconded by Helsley and Morris and by a vote of 6-0 at a regularly scheduled meeting of the Board of Supervisor on February 24, 2009.

David E. Ferguson, Chairman
Shenandoah County Board of Supervisors

ATTEST:

Vince E. Poling, Clerk of the Board

Shenandoah
FORUM

4689 Wissler Road Mount Jackson, Virginia 22842 • info@ShenandoahForum.org • www.ShenandoahForum.org

February 24, 2009

Ms. Diann Jacox
Superintendent
Cedar Creek and Belle Grove National Historical Park
P. O. Box 700
Middletown, Virginia 22645

Re: Cedar Creek and Belle Grove National Historical Park General Management Plan

Dear Superintendent Jacox:

The Shenandoah Forum citizens group would like to offer comments on the draft General Management Plan (GMP) for the Cedar Creek and Belle Grove National Historical Park.

Shenandoah Forum is a non-profit group of Shenandoah County residents that works to foster informed dialogue among diverse interests in the county to address issues of growth and development. Its mission is to ensure the county remains essentially rural, preserves a healthy environment, promotes a sustainable economy, and provides a high quality of life for the people who live in our region.

The Forum is a strong proponent of the park and the resource protection, community enhancement, and economic development benefits that it brings to our region. A portion of the Cedar Creek battlefield is in Shenandoah County and the park boundary includes one of the county's future parks on the Keister Tract.

In addition, the park is just north of the Fisher's Hill and Tom's Brook Civil War battlefields in Shenandoah County and the Forum supports the preservation effort underway at those battlefields by the Shenandoah Valley Battlefields Foundation and the county, which we believe will be enhanced by the presence of the national park.

Support for Common Management Elements

In general, Shenandoah Forum supports the ten elements common to all of the action alternatives for management of the park and their underlying vision of working with partners to accomplish common goals for resource protection, interpretation, and visitor services, and ensuring that the park serves as a focal point for the Shenandoah Valley Battlefields National Historic District. The Forum also supports the adoption of written strategies between the NPS and the Key Partners, especially Shenandoah County, to implement the GMP and the park's operating policies.

In particular, Shenandoah Forum supports Management Element 9, in which the "NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities" in matters of community planning, rural land-use planning, voluntary land conservation by private landowners, agricultural best management practices, ecological restoration, forest management, and other activities. Providing this sort of technical assistance for the park's surrounding communities will not only lead to furtherance of the park's purposes, but it will deliver an untold benefit for the region's effort to maintain its historic, agricultural, and rural character.

The Forum also supports the Management Zones concept as a way to ensure that park's historic, cultural, and natural resources are protected while providing opportunities for a variety of visitor experiences in a way that does not overburden the park's capacity and its private landowners. In particular, the sensitive resource zone will foster the protection of the park's waterways and riparian buffers and its fragile ecological areas.

Endorsement of Alternative D

Of the four management alternatives considered in the GMP, the Forum strongly endorses Alternative D as it is most likely to deliver upon the promise of the park and make it a truly meaningful asset for our community and our nation.

Alternative D's land protection planning concept will foster the strongest protection of the historic, cultural, and natural landscape that makes this part of the Shenandoah Valley unique.

The vision of a trail network for the park that will connect the park to the surrounding community is another strong element of Alternative D that will provide visitors and residents with meaningful opportunities to experience our region's history, expand its recreational offerings, and offer alternative transportation options for exploring this landscape.

In particular, the Forum supports connecting the park's other historic and natural sites with those at the Keister Tract and, in cooperation with the Shenandoah County Parks and Recreation Department, the U.S. Forest Service, the Shenandoah Valley Battlefields Foundation, and other partners, linking the park's trails to other resources: the George Washington National Forest and a future trail system in Strasburg and at the Fisher's Hill and Tom's Brook battlefields.

Finally, the Forum supports the NPS-managed visitor center in Alternative D. To deliver the strongest economic development benefit, it is important for this facility to provide comprehensive orientation for the park and the region (through its effort to orient visitors to the Shenandoah Valley Battlefields National Historic District).

In addition, the interpretive, educational, research, and conservation programs that would be possible with this center will provide opportunities for visitors and residents learn about and grow more mindful of our region's important historic, cultural, and natural resources.

Park Boundary Adjustment

The Forum notes that the draft GMP does not include a boundary adjustment for the park. However, the current boundary does not include all of the important resources associated with the park. In particular, it only includes a portion of the core area of the Cedar Creek battlefield, an omission that detracts from the ability of the park to tell the full story of the battle and its impacts.

We would recommend that the final GMP consider addressing this by reviewing the battlefield area and including a recommendation for a boundary adjustment that would include the entire battlefield so that it enjoys the same protection as those areas of the battlefield within the current boundary.

Fostering Compatible Development

We would caution the National Park Service, the park's Key Partners, and especially the towns and counties surrounding the park to be mindful of unintended and potentially detrimental impacts of the park, namely inappropriate and incompatible development often associated with national park sites that would detract from the park's historic, cultural, and natural resources.

To avoid such negative impacts, Shenandoah Forum will recommend that the town of Strasburg and Shenandoah County incorporate the park's final General Management Plan into their comprehensive plans and update their ordinances accordingly with provisions such as overlay districts, developmentally-sensitive areas, and/or other land use planning techniques for areas within and adjacent to the park that might address these concerns.

Shenandoah Forum looks forward to a strong working relationship with the NPS staff at Cedar Creek and Belle Grove and to the development of a successful park for our region and our nation. Thank you for the hard work that you and Chris Stubbs in your office have done on this draft plan.

Sincerely,

Kimberly B. Woodwell

Kim Woodwell
Executive Director
info@shenandoahforum.org

CC: Shenandoah County Board of Supervisors and County Administrator
Strasburg Town Council and Town Manager

Resolution for
Cedar Creek and Belle Grove National Historical Park

WHEREAS, the Town of Strasburg is located adjacent to the Cedar Creek and Belle Grove National Historic Park, and serves as an important gateway and community partner to the Park, and benefits from the presence of the Park; and

WHEREAS, the Cedar Creek and Belle Grove National Historic Park was created in 2002 by an act of Congress under Public Law 107-373 to preserve historic, natural, cultural, military, ecological and scenic resources within and near the Cedar Creek Battlefield and Belle Grove Plantation areas and to provide opportunities to tell the history of our northern Shenandoah Valley; and

WHEREAS, the success of the Park depends on the cooperative engagement of the National Park Service, five key partners, adjacent communities and other stakeholders to manage and protect its important resources and to be a focal point within our National Historic District providing opportunities for visitors' enjoyment; and

WHEREAS, the Alternative D of the Draft Management Plan as proposed by the National Park Service, the Park Advisory Commission and key partners provides the best framework to manage, protect, interpret and promote the Park.

NOW, THEREFORE, BE IT RESOLVED, that the Town Council of the Town of Strasburg, VA endorses and supports Alternative D in the Draft Management Plan and urges the Secretary of the Interior to approve and implement this alternative.

Attest: Adopted at a regular meeting of the Strasburg Town Council on **February 10, 2009.**

Timothy D. Taylor
Mayor, Town of Strasburg

Nancy A. Keller
Town Clerk, Town of Strasburg

SUSAN M. GOLDEN
GOLDEN FARM
207/353 BOYERS MILL LANE
MIDDLETOWN, VA 22645

February 27, 2009

Ms. Diann Jacox
Superintendent
Cedar Creek & Belle Grove National Historical Park
National Park Service
P.O. Box 700
Middletown, VA 22645

Dear Ms. Jacox:

Thank you for allowing me to comment on the Cedar Creek and Belle Grove National Historic Park ("CCBGNHP" or "Park") Draft Management Plan. I serve on the Boards of Directors for both the Cedar Creek Battlefield Foundation ("CCBF") and Belle Grove Plantation ("BGP"). I also am a resident of Middletown, Virginia, site of the CCBGNHP. Consequently, I am very involved in multiple aspects of the Park. However, please note that I am writing this letter on my own behalf, and I am not writing on behalf of, or under the auspices of, any organization with which I am affiliated.

As per my conversation with Christopher Stubbs of the National Park Service ("NPS"), I will divide my comments into general remarks and specific recommendations for language changes. As a lawyer, I firmly believe that the final Management Plan must say exactly what is intended; future generations are relying on us to be specific as to our intent under the Management Plan.

GENERAL COMMENTS

Although the intent of the CCBGNHP is to work together to make the Park a "unit", it must be reiterated that each entity that makes up the Park is a separate and distinct, but equal, entity to all of the other entities within the Park. As such, each entity will continue to run its organization, and to utilize its lands and resources, both natural and financial, as each entity deems appropriate.

I am sure that each entity within the Park desires to protect as much of our unique, historic resources as possible, and will work together to that end. However, the future purchase of land and other resources will, by definition, be done on an entity by entity basis. No entity should be nor will be required to purchase land or other resources for the NPS, an arm of the United States federal government.

The expertise of the NPS, and the resources brought to the Park by the NPS are greatly appreciated, and I am certain that the Park Partners will avail themselves of all of the benefits the NPS brings to the Park. It must be stressed, however, that final decisions regarding everything from sensitive areas, archeological studies, museum collections, conservation and land use issues, etc. will be made by the ownership entity.

Additionally, as each entity individually owns its own land and resources, derivatives of those resources, by definition, belong to the ownership entity. For example, artifacts found on a property belong to the ownership entity, and will be handled by that entity, as it deems appropriate.

The interpretative programs to be offered by NPS rangers will add greatly to the CCBGNHP. Currently, several entities within the Park have, or are developing, interpretive programs. To the extent that the NPS augments these programs, the augmentation must be done at the request of, and to the specification of, the inviting entity.

Any "Friends" group of the NPS must be designated as such, and care must be taken to define this group as friends of the NPS, and not of individual entities, unless such entity agrees to participate with the Friends group on a case-by-case basis. Care also must be taken to distinguish this group from any other groups working for entities in the Park, so that confusion does not exist over which entity is responsible for, and benefitting from, a certain activity.

On a final, general note, there has been no end of controversy surrounding who and what can be designated a "Visitor's Center" within the Park. I firmly believe that the controversy is one of semantics, and should die a natural death. The current entities within the Park each focus on specific times or places, and as such, each entity should be entitled to develop its programming regarding preservation, education and outreach accordingly. To the extent that there is overlap between the programming of the entities, whether it is an overlap of the books being sold, or an overlapping history of the Civil War, all will add to the visitor's Park experience. That being said, the NPS should be the overall "Visitor's Center" for the Park, interpreting ALL aspects of the Park, and helping to guide visitors through the Park. Whether an entity calls itself a "Visitor's Center" or a "visitors contact facility" does not and should not matter; it is what the entity does that matters.

SPECIFIC COMMENTS

<u>Summary</u> p. v

Should read throughout document:

"Cedar Creek Battlefield Foundation Visitor's Center"

"NPS rangers would offer interpretive programs and activities at its visitor's center, and at NPS-owned focal areas. NPS rangers may offer interpretive programs and activities at Key Partner sites and at other properties in and outside the Park, as may be requested."

<u>Chapter 1</u>

p. 1-3

Land Protection

Should read:

"The Key Partners, other non-profit organizations, and a park friends group may assist the NPS with securing funds for land acquisition."

Visitor Experience

Should read:

"The Battle of Cedar Creek reenactments, and other special activities, continue as special events sponsored by some of the Key Partners."

p. 1-4

Visitor Facilities

Should read:

"Undue redundancy of facility development is avoided as much as possible."

p. 1-35

Museum Collections

Should read:

" . . . it is anticipated that archeological research will be conducted on NPS-owned lands in the future."

p. 1-41

Paleontological Resources

Should read:

"Any specimens found and collected during construction activities would be managed according to NPS museum collection policies, to the best of the owner's ability."

<u>Chapter 2</u>

p. 2-20

Sensitive Resource Zone/Overall Concept

Should read:

"Natural resource protection is the primary goal within this zone, and should be done to the highest standards, as determined by, and to the best ability of, the owner."

p. 2-21

Large Event Zone/Appropriate Types . . . Management

Add:

“to be determined by the owner.”

p. 2-23

Cedar Creek Battlefield . . ./Existing Condition . . .

Add:

“Research Library and other research resources”

p. 2-25, 2.6.1

See Summary p. v above.

p. 2-31, 2.7.1

See Summary p. v above.

p. 2-34, 2.7.1

Delete:

“and funding for their purchase would be a collaborative effort.”

p. 2-37, 2.7.8

Should read:

“maintaining NPS-owned park lands and facilities, and others as requested”

p. 2-38

Land Acquisition Costs

See p. 2-34, 2.7.1 above

p. 2-39, 2.8.1

See Summary p. v above

p. 2.40, 2.8.3

See p. 2-34, 2.7.1 above

p. 2-46

Land Acquisition Costs

See p. 2-34, 2.7.1 above

p. 2-49, 2.9

Delete entire paragraph:

“Special events that cover large area . . .”

Delete sentence:

“To minimize and contain these impacts . . .”

Should read:

“Mitigation measures, such as . . .”

p. 2-50, 2.10

Should read:

“Future resource management and development of visitor facilities owned by the NPS at Cedar Creek . .”

p. 2-55, 2.10.2

Should read:

“A user-capacity framework, agreed to by each owner, would be implemented . . .”

Respectfully Submitted,

Susan M. Golden

February 27, 2009

Ms. Diann Jacox
Superintendent
Cedar Creek and Belle Grove National Historical Park
P. O. Box 700
Middletown, Virginia 22645

Re: Cedar Creek and Belle Grove National Historical Park
Draft General Management Plan

Dear Superintendent Jacox:

The Shenandoah Valley Battlefields Foundation is pleased to offer comments on the Draft General Management Plan and Environmental Impact Statement for Cedar Creek and Belle Grove National Historical Park.

The Shenandoah Valley Battlefields Foundation (SVBF) is a Key Partner for the park and the owner of more than 460 acres of protected battlefield land within the park boundary. In addition, the SVBF is the authorized steward of the Shenandoah Valley Battlefields National Historic District. As such, the SVBF takes particular pride and interest in the Cedar Creek and Belle Grove National Historical Park (CEBE). As the District's Management Plan recommended the creation of a unit of the National Park System at Cedar Creek, it is especially gratifying for us to see the park begin to take shape.

The legislation that created the park noted that one of the purposes of the park is to

> …serve as a focal point to recognize and interpret important events and geographic locations within the Shenandoah Valley Battlefields National Historic District representing key Civil War battles in the Shenandoah Valley, including those battlefields associated with the Thomas J. (Stonewall) Jackson campaign of 1862 and the decisive campaigns of 1864.[1]

The CEBE Draft General Management Plan (GMP) considered four alternatives for management of the park. The Shenandoah Valley Battlefields Foundation believes that Alternative D best fits the goals and recommendations of the National Historic District's Management Plan and will strengthen the ability of the park and our common public and private partners to implement the District's Plan.

[1] Cedar Creek and Belle Grove National Historical Park Act. Pub. L. 107-373. 19 Dec 2002.

Shenandoah Valley Battlefields Foundation
Post Office Box 897 New Market, Virginia 22844 ph: 540.740.4545 / 888.689.4545 fx: 540.740.4509

Alternative D also provides the best opportunity to accomplish the park's legislated purpose to serve as a "focal point" for the National Historic District.

We would also note that as a participant in all of the public meetings conducting during the development of this plan as well as in our own meetings with partners and stakeholders, we have found that the public has overwhelmingly favored a strong National Park Service (NPS) role and presence at Cedar Creek and Belle Grove. The management approach embodied in Alternative D is consistent with that public opinion.

Shenandoah Valley Battlefield National Historic District

In 1996, Congress created the Shenandoah Valley Battlefields National Historic District to, among other things, "create partnerships among Federal, State, and local governments…and the private sector…to preserve, conserve, enhance, and interpret the nationally significant battlefields and related sites associated with the Civil War in the Shenandoah Valley."[2]

The Federal Commission created by the District's legislation to develop a plan for management of the District held more than 90 public meetings throughout the region to receive public input about how best to accomplish the goals in the legislation.

The resulting Management Plan for the District, approved by the Secretary of the Interior in 2000, included as one of its key recommendations the creation of a unit of the National Park System at Cedar Creek. It also recommended that the NPS continue to provide technical assistance throughout the District and develop facilities at the Cedar Creek battlefield that would support the District's activities.[3]

The District's legislation also directed the NPS to develop a Special Resources Study for the District, concurrent with the development of the District's Management Plan. The study's findings supported the recommendations from the Management Plan that Cedar Creek and Belle Grove met the criteria for a National Park unit.

Alternative D: The Best Fit for Implementation of the Shenandoah Valley Battlefields National Historic District Management Plan

The Shenandoah Valley Battlefields Foundation endorses all ten of the management elements that are common to all of the management alternatives in the draft plan. The partnership concept that underlies these elements was a fundamental principle in the creation of the park and must guide its future management.

SVBF notes Management Element 5, in particular:

> The park would serve as a focal point for important historical events and geographic locations within the Shenandoah Valley Battlefields National Historic District; interpretive media on the National Historic District would be accessible in the park.[4]

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[2] Shenandoah Valley Battlefields National Historic District and Commission Act of 1996. Pub. L. 104-333.
[3] Shenandoah Valley Battlefields National Historic District Commission. Shenandoah Valley Battlefields National Historic District Final Management Plan. (New Market, Virginia. 2000.) 89.
[4] National Park Service. Cedar Creek and Belle Grove National Historical Park Draft General Management Plan. (Middletown, Virginia. 2008.) 2-13.

Stronger, More Effective Partnerships

The Shenandoah Valley Battlefields Foundation supports Alternative D's vision for defining formal relationships between the NPS and the park's Key Partners: SVBF, the National Trust for Historic Preservation, Belle Grove Inc, the Cedar Creek Battlefield Foundation, and Shenandoah County. Formally defining these relationships and the roles of each of the partners and the NPS will strengthen the collaboration between the partners and the NPS in the stewardship of the park's and the District's resources and interpretation of their stories for visitors.

Meaningful Protection and Management of Park and District Resources

Besides serving as a focal point for the National Historic District, the park was established to "preserve the significant historic, natural, cultural, military, and scenic resources found in the Cedar Creek Battlefield and Belle Grove Plantation areas."

The National Historic District's legislation contains similar language and thus the District's Management Plan includes "provisions for the protection and interpretation of the natural, cultural, and historic resources of the District."

Because the land protection plan envisioned in Alternative D would consider the wide array of historic, natural, and cultural resources associated with the park and the District, Alternative D is the best fit for accomplishing the goals articulated in each entity's legislation.

In addition, stewardship of the park's important cultural resources would be more effective with the stronger presence of the NPS and the more formalized relationships between the NPS and the Key Partners in Alternative D.

A Comprehensive Visitor Experience in the Park and the National Historic District

Alternative D provides the greatest degree of integration between the National Historic District and the park with regard to the visitor experience.

The District's Management Plan calls for the creation of five orientation centers throughout its eight counties, including one in the Cedar Creek area. Alternative D's vision of a comprehensive, NPS-managed visitor center is consistent with this directive.

As envisioned in Alternative D, the visitor center will provide orientation for the park's stories and those of the National Historic District and will help visitors find and explore the sites that tell those stories both within the park itself and throughout the District.

Further, Alternative D provides for interpretive support and programs throughout the District as they related to both the park and the District.

Finally, the wide range of educational, research, and other resource conservation programs enabled by the comprehensive NPS-managed facility in Alternative D will foster a greater

understanding of the resources in the park and the District, leading to stronger stewardship of these resources by area stakeholders and the public.

Roadways and Trails: Connecting Visitors to the Resources in the Park and the District

The District's legislation, its Management Plan, and its recently completed Interpretive Plan all call for the creation of a network of historic roadways and trails to connect the region's historic and natural sites with one another, allowing residents and visitors to explore these nationally-important resources in an authentic and meaningful way.

As the SVBF works to encourage local communities, regional planning district commissions, and the Commonwealth to create linkages between battlefields and other community resources, connecting the park's internal trail system to that larger network will be crucial. For example, the SVBF expects to be working with the Town of Strasburg, Shenandoah County, and landowners at the Fisher's Hill and Tom's Brook battlefields to create a system of trails that connect the Cedar Creek battlefield area to those areas to the south.

The park's location within the District positions it to be a hub for visitation throughout the region. While all of the action alternatives considered in the GMP envision the creation of trails within the park, only Alternative D provides for a comprehensive network of trails connecting the various resources within the park to those outside of the park's boundaries and beyond.

Providing Technical Assistance for Management of the National Historic District

As noted above, the National Historic District's Management Plan recommends that the NPS continue to provide technical assistance for management of the District. Alternative D alone would accomplish this objective:

> The NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities to protect resources within the park boundary, important views from the park, and thematically related resources in proximity to the park and within the Shenandoah Valley Battlefields National Historic District.[5]

NPS park operations and staffing levels in Alternative D are most likely to enable the park and the NPS to be able to accomplish the goals in the legislation for the park and the District.

Related Resources – Shenandoah Valley Battlefields National Historic District

Both Alternative C and D envision the NPS and the Key Partners collaborating to protect resources outside of the park boundary that are related to the park. However, as stated above, Alternative D provides the greatest degree of support for and integration with the District's goals and activities.

[5] National Park Service. Cedar Creek and Belle Grove National Historical Park Draft General Management Plan. (Middletown, Virginia. 2008.) 2-45.

The Park Boundary and the Cedar Creek Battlefield

As noted in the draft GMP, the park boundary does not include the entire core area of the Cedar Creek battlefield, as it is defined in the 1992 NPS *Study of Civil War Sites in the Shenandoah Valley of Virginia*.[6]

The Cedar Creek battlefield is one of ten included in the District's legislation for protection activity by the Shenandoah Valley Battlefields Foundation. As such, the SVBF mandate is to work with public and private partners to foster protection of the Cedar Creek battlefield landscape, especially those areas that retain their historic character and significance.

Because national park status is among the strongest levels of protection within the federal system of historic resource designation, inclusion of the entire Cedar Creek battlefield core area within the park boundary would be beneficial for achieving the legislated purposes of both the park and the District.

The draft GMP does not include recommendations for a boundary adjustment for the park. It does, however, note that the NPS will "complete a boundary study to determine if a park boundary adjustment is needed."[7]

Ideally the final GMP would itself include a recommendation for a boundary adjustment to incorporate the entire Cedar Creek battlefield core area. However, if inclusion of such a recommendation in the GMP is not possible, the SVBF strongly encourages the NPS to conduct the park boundary study as soon as possible in collaboration with the Key Partners, the surrounding communities, area landowners, and other stakeholders.

Finally, the GMP also notes that "the park's legislation directs the (Federal Advisory) Commission to advise the Secretary of the Interior with respect to the identification of sites of significance outside of the park boundary deemed necessary to fulfill the purposes of the Act."[8] SVBF encourages the Commission to consider identifying these sites in advance of the pending boundary study in order to facilitate the study's work.

Conclusion: A Framework for Successful Collaboration

As articulated in their legislation and subsequent planning documents, the underlying visions for the Shenandoah Valley Battlefields National Historic District and the Cedar Creek and Belle Grove National Historical Park are strikingly similar. Both are directed to protect and interpret a wide range of nationally-important historic, cultural, and natural resources in the Shenandoah Valley and to do this work in collaboration with public and private partners.

However, the differences between the two complement one another and thus provide for a strong framework for collaboration to accomplish common goals. By working regionally, the District provides context for the park and its resource protection, management, interpretive, and visitor

[6] GMP at 1-6. And National Park Service. Study of Civil War Sites in the Shenandoah Valley of Virginia. (Washington, DC. 1992.) http://www.nps.gov/history/hps/abpp/shenandoah/svs0-1.html.
[7] GMP at 1-59.
[8] GMP at 1-30.

services activities. The District also provides opportunities for collaboration with partners and resources throughout the region that enhance and facilitate the park's work.

The park, on the other hand, fosters collaboration within one of the most complex areas of the District. Three counties, two towns, a wide array of public and private partners, and an assortment of compelling historic sites that illuminate the broad history of the Shenandoah Valley—by providing an organizational structure for collaboration and coordination with all of these entities, the park is especially suited to ensure that the Cedar Creek battlefield and Belle Grove Plantation area of the District will be able to share its extraordinary and multifaceted history with generations to come.

As the strongest approach for management of the park and as the alternative most consistent with the District's Management Plan, Alternative D will foster the sort of collaboration and cooperation between the two entities that builds on the strength of each and enables each to most fully support the other. Alternative D will help ensure the success of both the park and the District.

The Shenandoah Valley Battlefields Foundation strongly endorses Management Alternative D of the draft GMP and commends the NPS staff at Cedar Creek and Belle Grove for its work on this exhaustive and extremely comprehensive planning effort.

Sincerely,

Irvin E. Hess, MD
Chairman, Board of Trustees

Elizabeth Paradis Stern
Assistant Director for Policy and Communications

CC: David Ruth, Superintendent, Richmond National Battlefield Park
and NPS Designee to the SVBNHD

CEBE draft GMP

SVBF Notes and Suggested Technical Corrections

Section	Page	Paragraph	Note
1.5.3	1-8	4	The SVBNHD Management Plan was approved by the Secretary of the Interior in October 2000, not Congress.
Table 1.1	1-12	n/a	Hudson needs to be added to the end of the table: SVBF | NPS and the Commonwealth of Virginia | 2008 | (We'll need to look up the final purchase cost.)
1.5.6	1-13	3 (SVBF subsection)	The SVBF was not created by Congress. More accurate text would be: The Shenandoah Valley Battlefields Foundation is the entity charged with implementing the *Shenandoah Valley Battlefields National Historic District Management Plan* (Heritage Partners, Inc. et al 2000c). To implement the District's management plan, the Foundation works to preserve, protect, interpret, and promote ten Civil War battlefields and related sites in the Shenandoah Valley, including the Cedar Creek Battlefield (see Figure 1.3). As of July 2008 the Foundation owned 460.3 acres and holds conservation easements on 32 acres within the park boundary. These properties are currently in agricultural use and are not open to the public.
1.10.2	1-54	4	Shenandoah County has actually now passed an ordinance implementing major recommendations of the Old Valley Pike Corridor Plan—it happened in late 2008. See § Section 165-150 of the Shenandoah County Code (http://www.shenandoahcountyva.us/reportscode/code/165.htm)
1.10.4	1-58	1	The SVBF's VIII Corps property (Hudson) needs to now be included in the area of impact for expansion of I-81.
1.10.5	1-58	3	In addition to Section 106 and Section 4(f) issues, FHWA and VDOT will need to comply with Section 6(f) of the Land and Water Conservation Fund Act with regard to taking land protected with LWCF money, including the SVBF's VIII Corps property which lies along both sides of the interstate.
3.1.1	3-1	3	Do these numbers include Hudson?
3.4.2	3-65	2	Interpretive and Marketing Plans are now final. The Shenandoah Valley Battlefields Foundation is dependent on collaboration among the Key Partners to achieve its goals in the Shenandoah Valley Battlefields National Historic District and does not operate visitor facilities. It has developed an interpretive plan to facilitate coordination of individual site interpretation in the district. Concurrently, a marketing plan for the district was prepared for the foundation by the Heritage Tourism Program of the National Trust for Historic Preservation. The two plans will provide a framework for implementing coordinated interpretation and over time, a high quality visitor experience in the district.
4.2.5	4-11	1	This paragraph needs to be updated to reflect the Frederick County BOS vote to rezone the quarry. Might suggest adding a reference to the memo from Paul Hawke at the ABPP to accompany the reference to the memo from the Geologic Resources Division. Might also suggest noting that the quarry is within the core area of the Cedar Creek battlefield.
Table 5.1	5-2	Line 5	Change to: Shenandoah Valley Battlefields Foundation Board of Trustees.
Table 5.1	5-4	Line 15	Change to: Shenandoah Valley Battlefields Foundation Board of Trustees.
Table 5.1	5-4	Last line	Cluster name is Signal Knob.
Table 5.1	5-5	Line 1	Cluster name is Signal Knob.

Section	Page	Paragraph	Note
Preparers, Reviewers, and Contributors	Preparers-2	Key Partners list	Howard's last name is misspelled. Should be Kittell.
Appendix B	B-1	Line 10	Shenandoah Valley Battlefields National Historic District Act and Commission Act of 1996 Remove first instance of the word "Act" such that it should read Shenandoah Valley Battlefields National Historic District and Commission Act of 1996
Appendix B	B-6	(Commonwealth of Virginia section)	Might suggest adding two items to the list of Virginia laws and regulations: • Open-Space Land Act (1966) – Among other things, this created the VOF. • Virginia Conservation Easement Act (1988) – This authorizes non-profit conservation organizations to hold easements in Virginia.
Appendix B	n/a	n/a	Do you want to reference the revised national programmatic agreement between the NPS, the NCSHPO, and the ACHP?

Seth Coffman
Shenandoah Headwaters Home Rivers Initiative Coordinator

February 5, 2009

Christopher Stubbs
Community Planner, Cedar Creek & Belle Grove NHP
PO Box 700
Middletown, Virginia 22645

RE: Comments on Park General Management Plan

Dear Mr. Stubbs:

I have reviewed the draft General Management Plan (GMP) for the Cedar Creek & Belle Grove National Historical Park (CCBGNHP or the park) and would like to provide the following comments.

Trout Unlimited is a national conservation organization committed to conserving, protecting, and restoring North America's coldwater fisheries and their watersheds. The Shenandoah Headwaters Home Rivers Initiative is a multi-year conservation project focused on improving native brook trout habitat and populations in the valley. To accomplish this goal Trout Unlimited uses a four prong approach of "Protect, Reconnect, Restore, and Sustain". This design protects our best remaining stream resources, reconnects them within the watershed, restores degraded stream segments, and sustains these activities through outreach and education. Efforts in the Shenandoah Valley will focus primarily on restoring habitat in valley spring creeks that once supported native brook trout and re-establishing self sustaining populations.

The CCBGNHP is blessed with an abundance of coldwater resources worthy of conservation, protection, and restoration. The two largest perennial streams within the park boundary, Cedar Creek and Meadow Brook, once contained populations of native brook trout, the only salmonid species native to Virginia. Due to past and current land use, the stream habitat has degraded to a point where it can no longer support brook trout. The development of the GMP for the park presents an opportunity to establish the framework for restoring the streams of the park to their natural and historical condition.

Minimizing impacts to the park's natural resources while improving the interpretation and development of its cultural and historical resources will not be an easy task. Trout Unlimited supports natural resource management actions that allow for the restoration of riparian and stream habitat along Cedar Creek and Meadow Brook. The designation of the riparian corridors (300ft each side) in the park as Sensitive Resource Zones as outlined in Alternative D provides for such management actions. Given the importance of the Cedar Creek watershed as a fundamental resource for the significance of the park all efforts should be made to ensure not only Cedar Creek but also its tributaries maintain high standards of stream habitat and water quality.

The largest tributary of Cedar Creek in the park boundaries Meadow Brook warrants such efforts. The poor water quality of Meadow Brook can be improved by implementing the following recommendations made by the Virginia Department of Game and Inland Fisheries:

- Livestock exclusion fencing on all perennial and intermittent streams within the park boundaries
- Establish and maintain an undisturbed vegetated and/or forested riparian buffer along all wetlands, and both banks of all perennial and intermittent streams
- Use clear-spanning bridges, bottomless arches, or countersunk culverts for all trail - stream crossings to allow for aquatic organism passage and to minimize future maintenance costs and habitat degradation
- Design trails to protect riparian areas and where possible avoid any trails in the Sensitive Resources Zones of the park.

Although these recommendations were made with the aim to protect the habitat of state threatened and endangered species many other aquatic and riparian species, including brook trout, would benefit from these practices. The above practices would reduce bank erosion and sedimentation, filter pollutants during storm events, and provide shade to the stream which is critical to maintaining the water temperatures necessary for brook trout survival. Meadow Brook is currently listed as a "Stockable Trout Water" but is not stocked or actively managed as a recreational fishery. Improvements to the stream's water quality and habitat by implementing best management practices would create the opportunity to reintroduce brook trout to Meadow Brook and provide an additional recreation opportunity to park visitors.

This restoration activity falls within the suggested natural resource management actions and objectives of Alternative D that calls for management activities that protect natural processes and population diversity (Table 2.7 GMP), and restore riparian habitat associated with Cedar Creek and its major tributaries in the park (pg 2-7 GMP). It is important to note that although an objective of protecting population diversity is admirable any restoration activities that occur should have an emphasis on establishing and protecting native species diversity.

Trout Unlimited thrives on its strong base of active volunteers, and building partnerships and coalitions to implement restoration efforts. We are willing to work with the park and its partners to improve and restore stream habitat in the park. I appreciate the opportunity to comment on the General Management Plan for the park, and I look forward to working with you and the park's key partners to restore and protect Cedar Creek and its tributaries.

Sincerely,



J Seth Coffman
Shenandoah Headwaters HRI Coordinator

Trout Unlimited: America's Leading Coldwater Fisheries Conservation Organization
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L. Preston Bryant, Jr.
Secretary of Natural
Resources

Joseph H. Maroon
Director

COMMONWEALTH of VIRGINIA

DEPARTMENT OF CONSERVATION AND RECREATION

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January 15, 2008

Mr. Christopher Stubbs
National Park Service
Cedar Creek and Belle Grove National Historic Park
Post Office Box 700
Middletown, Virginia 22645

RE: Cedar Creek and Belle Grove National Historic Park General Management Plan

Dear Mr. Stubbs:

Thank you for giving us the opportunity to comment on the draft General Management Plan (GMP) for Cedar Creek and Belle Grove National Historical Park. As the agency responsible for the development of the *Virginia Outdoors Plan* (VOP), which is Virginia's SCORP, and its implementation, the Department of Conservation and Recreation (DCR) is pleased to be included in the development of your GMP. In this capacity, we support *Preferred Alternative D* as the alternative that most closely represents the goals and recommendations of the 2007 VOP.

Alternative D effectively addresses most of the issues and recommendations provided to you in our comment letter of January 22, 2008. The GMP recognizes the necessity of continuous collaboration with DCR and other organizations and agencies throughout the planning process and during future implementation. Alternative D offers the most protection of park resources, adjacent lands, and viewsheds. It includes the continuing support of existing programs and provides multimodal access to the region.

DCR also concurs with the proposed designation of the Valley Road (Route 11) as a scenic/historical byway. In conjunction with the proposed overlay district, it could provide protection to the scenic and historic attributes of the corridor. Roads with Virginia Byway designation are highlighted on state tourism maps, and this will increase awareness of the importance of this resource for tourists, project reviewers and local citizens. If the National Park Service were able to work with localities to request scenic/historic byway designation, the recognition, if obtained, would help protect the park boundaries, approaches and connections.

DCR supports the GMP recommendations for connecting the park to nearby federal and local recreational lands. Additionally, DCR supports the proposed connections to the North Fork of the Shenandoah River and Cedar Creek as well as the plan focus on trail placement. The 2007

Virginia Outdoors Plan (VOP) lists access to water as the number one recreational need in Virginia. Providing formal river access would be a great asset to the state and community. DCR recommends development of a water access component as part of the GMP.

As an agency involved in the protection of our natural, recreational, cultural and historic resources, it is our pleasure to continue to partner with you on implementation of the VOP as it relates to the GMP for Cedar Creek and Belle Grove National Historic Park. Feel free to contact us with any questions. Lynn Crump will continue to serve as our representative for this planning effort. She can be reached at (804) 786-5054, Lynn.Crump@dcr.virginia.gov, or 203 Governor Street, Suite 326, Richmond, VA 23219.

Thank you for the opportunity to be involved in this planning process.

Sincerely,

John, Davy, Division Director
Planning and Recreation Resources

cc: Robert S. Munson, Planning Bureau Manager
Lynn M. Crump, CLA, ASLA, Environmental Programs Planner
Robbie Rhur, Environmental Program Planner

COMMONWEALTH of VIRGINIA

Department of Historic Resources

L. Preston Bryant, Jr.
Secretary of Natural Resources

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Kathleen S. Kilpatrick
Director

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February 27, 2009

Diann Jacox, Superintendent
Cedar Creek and Belle Grove NHP
P.O. Box 700
Middletown, VA 22645

Re: Draft General Management Plan
Cedar Creek and Belle Grove NHP
Frederick County, Virginia

Dear Ms. Jacox,

Thank you for offering us the opportunity to comment on the General Management Plan Prepared for the Cedar Creek and Belle Grove National Historical Park. The draft plan is a thorough and well thought out document, presenting four alternatives for the continued management, use, and development of the Park. The intent of all the alternatives presented is to preserve the Park's natural and historic resources and to serve the needs of Park visitors, and all would satisfy these goals. We have no hesitation, however, in providing our strongest support to the preferred Alternative, Alternative D.

At this time there are no National Park Service operated visitor facilities. With the creation of a Visitor's Center the Park Service's mission of interpreting the battlefield memorial landscape and the full range of the historical events from prehistoric times to the 20th century would be greatly enhanced. Such a center would also provide the location for educational programs and research. Rehabilitation of the farmhouse and barn at the Whitham Farm offers an opportunity for such a central focus point, as well as a demonstration of a Green alternative in the reuse of an historic building. With a greater presence the Park Service would be in a position to provide technical assistance to its important Key Partners, Community Partners and private landowners, thus enabling these groups to expand their own interpretive programs and further encourage preservation of the Park's important resources.

The park's natural and cultural landscapes are nationally and regionally significant. The Key Partners now own and protect about a third of the land within the park boundary, preserving historic resources, maintaining open space, and protecting unique natural resources. Development of the proposed management zones in the park will provide an excellent tool to continue and expand the protection of these significant landscapes as will the development of formal agreements with partners and private landowners under this Alternative. Continuing to develop partnerships along with these lines will better able the Park's unique resources to be protected from encroachments, such as the proposed limestone quarry expansion, transmission lines and transportation projects. Protection will also be enhanced with continued donation of preservation easements and land in fee simple, as well as purchase from willing sellers.

The Department of Historic resources stands ready to working with you under Section 106 of the National Historic Preservation Act 106 as the Park Service initiates planning for the design and construction of specific projects referenced in this document.

If you have any questions concerning our comments, or if we may provide any further assistance, please do not hesitate to contact me at (804) 367-2323, ext. 112; fax (804) 367-2391; e-mail eeaton@dhr.state.va.us.

Sincerely,

Ethel R. Eaton, Ph.D., Senior Policy Analyst
Division of Resource Service and Review

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Comments: Cedar Creek and Belle Grove National Historical Park

I represent the Frederick County, Va., Equine Network, a three-year-old organization which is dedicated to supporting and promoting the equine industry in Frederick County.

We number about 55 members, who are both owners of businesses serving the horse industry and owners of horse businesses, or individuals who own one or more horses for recreation and pleasure.

The most recent Equine Census in Virginia was done in 2006.

At that time, there were at least 3,000 horses owned in Frederick County, an increase of 1,000 over those reported in the previous survey, in 2001.

In neighboring Clarke County, the equine census grew from 4,400 in 2001 to 6,000 in 2006.

Our local Southern States Cooperative has seen an increase of five percent in sales of equine related products.

Although the number of horses is growing and more people are riding, what we also see is a total lack of places to ride.

Roads in Frederick County are certainly not safe places for leisurely trail rides and most horse owners have small properties which don't allow a riding experience there.

In a survey we conducted when the FCVEN was formed, trail riding opportunities appeared on almost every survey form, no matter what type of equine activity the horse owner preferred.

So, one of our priorities in the FCVEN was a trail committee, dedicated to finding public land suitable to establish trails.

Battlefield properties in Frederick comprise the largest tracts of public and quasi-public lands, and so we are trying to work with groups and organization to fill a real recreational need in Frederick County.

We have horse owners, growing in numbers, who must travel out of the area to have a safe trail riding experience.

We would like to work with you and other groups to establish multi-purpose trails so that our members and their children would have places to enjoy their horses. We understand the economic situation, and we expect our members to help with costs for such facilities.

We recently worked with the Virginia Department of Conservation and Recreation to include horseback riding trails in the plan for the new Seven Bends State Park east of Woodstock and we are sitting in on the reworking of the George Washington National Forest master plan, in hopes of getting some sort of access for horses to use the trails in the forest that are located in Frederick County, which are currently not easily accessed with trucks and horse trailers.

In the future, if multi-purpose trails are considered as part of this park system, we would appreciate the opportunity to present a case for the many horse owners in Frederick County to have an equal opportunity to visit and enjoy this National Battlefield Park, perhaps using the Manassas Battlefield Park as a model.

Thank you for your consideration.

Sincerely Your,

Val Van Meter
Trail Committee
Frederick County,
Va., Equine Network

VALVANMETER@hotmail.com
P.O. Box 4242 Winchester -22604

Artistically Framed,LLC
341 Fairfax Pike, #3
Stephens City, Virginia 22655

February 27, 2009

To Whom it May Concern:

I am a small business owner and former Re enactor that has spent a lifetime interested in, and involved in the history of the Shenandoah Valley. Several things have come to my attention that I would like to address in regard to the National Park Service plans for future use of, and their role in regard to the properties that fall within the area designated part of The Cedar Creek and Belle Grove National Historic Park.

As I understand the wording of the Cedar Creek and Belle Grove National Historic Park Act The properties within this park will be privately owned. As such I believe it is the landowners prerogative as to the use or limits of the use within their property limits. That said….any artifacts found on or within the boundries of their property should be theirs. How they determine to share or donate such artifacts should be their decision…not the National Park Service or any other entity whose sole purpose should be to educate and interpret not to confiscate.

The annual Cedar Creek Re enactment is an opportunity for many people to gather and share history. In many cases to walk the same ground their ancestors shed blood on almost a century and a half ago. To cease this and like events because they may trample on an overlooked relic is absurd. This is a working farm for the most part…with animals that for centuries before and after the battle have worked this land. Anyone that has seen the efforts of the re enactors and volunteers following each event can attest to the fact that it is returned to the same condition which existed prior to the event. The educational value far out weighs any possible scar which may exist because of its use.

I certainly hope that people will consider the hard feelings that still exist as a result of the government condemnation of the “PRIVATE” property to form what is today Shenandoah National Park.

Sincerely,

Walter A. Jagiello
President

COUNTY OF WARREN

County Administrator's Office
Warren County Government Center
220 North Commerce Avenue, Suite 100
Front Royal, Virginia 22630
Phone: (540) 636-4600
FAX: (540) 636-6066
Email: admin@warrencountyva.net

Douglas P. Stanley
County Administrator

BOARD OF SUPERVISORS

*****

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District

February 20, 2009

Ms. Diann Jacox
Superintendent
United States Department of the Interior
National Park Service
P. O. Box 700
Middletown, Virginia 22645

Dear Ms. Jacox:

The Warren County Board of Supervisors, at its regular meeting of February 17, 2009, adopted the enclosed resolution supporting Alternative D of the draft General Management Plan that provides the highest degree of protection for the natural resources within the Cedar Creek and Belle Grove National Historical Park and the best opportunities for visitors to understand and enjoy these resources.

Sincerely yours,

Douglas P. Stanley
County Administrator

Enclosure

JD

cc: Patrick Farris, Cedar Creek & Belle Grove National Historical Park Advisory Committee

Resolution

of the Board of Supervisors of Warren County

WHEREAS, Cedar Creek and Belle Grove National Historical Park was created by Congress in 2002 under Public Law 107-373 to preserve the historic and natural resources in the Cedar Creek Battlefield and Belle Grove Plantation areas; to interpret the history of the Shenandoah Valley; to work with partners, landowners and communities; and to serve as a focal point within the Shenandoah Valley Battlefields National Historic District; and

WHEREAS, Cedar Creek and Belle Grove National Historical Park contains nationally significant historic, natural, cultural, military and scenic resources and inspiring settings of great natural beauty; and

WHEREAS, the National Park Service, the key partners, and the park community partners are charged with planning for and managing Cedar Creek and Belle Grove National Historical Park as a unit of the National Park System for the benefit and enjoyment of future generations; and

WHEREAS, Warren County, Virginia serves as an important gateway community to Cedar Creek and Belle Grove National Historical Park; and

WHEREAS, visitors to Cedar Creek and Belle Grove National Historical Park provide important economic benefits to Warren County and the surrounding communities; and

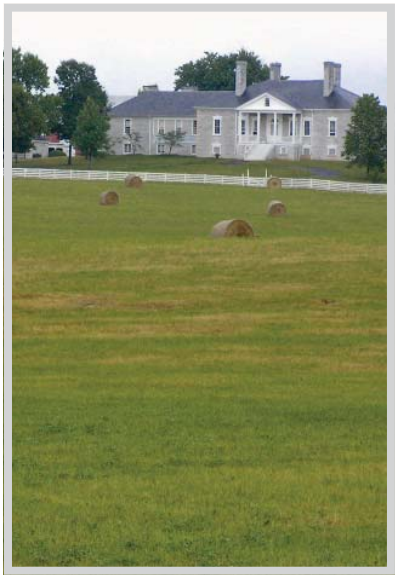
WHEREAS, the National Park Service, the key partners, the park advisory commission and other stakeholders have prepared the Draft General Management Plan that provides for the management of Cedar Creek and Belle Grove National Historical Park; and

WHEREAS, Alternative D in the Draft General Management Plan provides the highest degree of protection for the important resources within the park and the best opportunities for visitors to understand and enjoy these resources.

NOW, THEREFORE, BE IS RESOLVED, that the Board of Supervisors of Warren County, Virginia endorses and supports Alternative D in the Draft General Management Plan and urges the Secretary of Interior to approve and implement this alternative.

Adopted: February 17, 2009

Clerk, Board of Supervisors
County of Warren, Virginia



APPENDIX F

SUBSTANTIVE PUBLIC COMMENT CONCERN AND RESPONSE REPORT ON THE DRAFT GMP/EIS

CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

Appendix F

Substantive Public Comment Concern and Response Report on the Draft GMP/EIS

Comments Received during the Comment Period

NPS received 35 comments on the draft GMP/EIS that were received or postmarked through February 27, 2009 (the close of the comment period) and that are reprinted in Appendix E above. Comments included letters, e-mails, faxes, comment forms, public meeting comments, and electronic comments submitted through the NPS Planning, Environment and Public Comment (PEPC) web site.

All public comments received on the Draft GMP/EIS, were read and analyzed by the NPS GMP Planning Team. During the process of identifying public concerns, all comments were treated equally – they were not weighted by organizational affiliation or other status of respondents, and it did not matter if an idea was expressed by dozens of people or a single person. The process is not one of counting votes; emphasis is on the content of a comment rather than who wrote it or the number of people who agreed with it.

All substantive comments received a response from the NPS. Also included are a number of non-substantive comments that were raised with some frequency. These non-substantive comments are included in order to clarify both the plan and the legal mandates that NPS is required to follow in managing the park.

Table F.1 provides a summary of the comments received. Comments are organized by topic heading to help guide the reader. Because most subjects received more than one comment, the issue expressed by the topic heading is summarized as a concern statement that captures the concerns and ideas in the comments grouped under that topic heading. In most cases, the concern statement is accompanied by one or more representative quotes, or selected quotes taken verbatim from the public comments, that serve to illustrate the issue, concern, or idea captured in the concern statement. The NPS response follows the representative quotes. Finally, there is a list of each organization or individual who raised that particular concern.

Comments Received Following the Close of the Comment Period

The comment period for the Draft GMP/EIS ended on February 27, 2009. Following the closing period, the park received five letters from individuals, two letters from a member of the park's congressional delegation, and a petition containing 304 names. Of the five letters received from private individuals, one focused on the expansion of the limestone quarry located adjacent to the park boundary. The external threat presented by the quarry was raised in correspondence received during the official comment period and addressed in the Public Comment Concern

and Response Report. Of the four remaining letters, one was a duplicate of a letter received during the official comment period. The substantive issues raised in the three remaining letters, were previously raised in correspondence received during the official comment period. These issues include: objection to the environmental analysis of activities that occurred on private lands; statement that archeological artifacts found on private land would become the property of the National Park Service; objection to Key Partner visitor center being referred to as a "visitor contact facility;" statement that Key Partners would be required to raise money for the National Park Service; statement that the National Park Service would curtail activities held during the reenactment of the Battle of Cedar Creek; statement that the use of management zones represented a "taking" of private property; and statement that NPS would conduct interpretive programs on lands owned by Key Partners, without the owners' permission. Each of these substantive issues were previously raised in correspondence received during the official period, and have been analyzed in the Public Comment Concern and Response Report.

In addition, the National Park Service received two letters from Congressman Frank Wolf (VA-10); the two letters requested a response to letters received from three constituents. Two of the constituent letters were duplicates of letters previously received by the park during the official comment period. The comments in both letters have been analyzed and responded to in the Public Comment Concern and Response Report. In the other case, the constituent letter had not been sent to the National Park Service, but published in the *Civil War Courier* newspaper. The issues raised by this letter include the statement that the private property rights of individual landowners were threatened by the park; statement that Key Partners would be required to raise money for the National Park Service; statement that the National Park Service would curtail activities during the reenactment of the Battle of Cedar Creek; and the statement that the use of management zones represented a "taking" of private property. The substantive issues raised in this letter had all been raised in correspondence received by the planning team during the official public comment period, and have been analyzed and responded to in the Public Comment Concern and Response Report. The park also received a petition with 304 names, which stated "WE THE UNDERSIGNED OPPOSE THE NATIONAL PARK SERVICE DRAFT GENERAL MANAGEMENT PLAN FOR THE CEDAR CREEK AND BELLE GROVE NATIONAL PARK." The petition did not identify the specific actions in the Draft General Management Plan that the undersigned objected to. All correspondence received after the close of the public comment period is on file as part of the administrative record.

Table F.1 Summary of Substantive Public Comment Concerns (see Table F.2 for responses)

	Comment Category and Subject	Comment Summary
Alternatives		
1	**Friends Group**	Comments support the creation of a friends group that would assist the NPS and advocate for the park. Concerns were raised that a friends group would confuse the public as to the identities and goals of the various partner organizations and would compete with the funding for or priorities of the Key Partners. (3 comments)
2	**Preferred Alternative**	Comments support Alternative D (the Preferred Alternative) as the alternative that best protects park resources, provides for visitor enjoyment, and creates a viable framework for partner collaboration. (22 comments)
3	**Landscape Level Preservation**	Comments support landscape-level preservation within the park. (4 comments)
4	**Trails**	Comments support a non-motorized trail system within the park that would connect to communities, battlefields, and natural areas outside the park. Some comments expressed a desire for horse trails within the park. (7 comments)
5	**Roads**	One comment expresses a desire that roads in the park remain unimproved. Another comment requests that the park not direct visitors to the park's road system until road improvements are made. Finally, one comment suggests that the park seek Virginia scenic byway designation. (3 comments)
6	**Private Property Rights**	Comments state the importance of private property rights within the park and express concern that the GMP infringes upon these rights. (3 comments)
7	**Interpretive Programs**	One comment expresses concern that NPS interpretive programs would be conducted on key partner property without the permission or invitation of the Key Partner. (1 comment)
8	**National Historic District**	Comments support Alternative D as the alternative that best integrates Cedar Creek and Belle Grove National Historical Park into the Shenandoah Valley Battlefields National Historic District. Furthermore, these comments support the concept of an NPS visitor center that would orient visitors to the park and to the larger National Historic District. (3 comments)
9	**NPS Presence**	Comments support a strong NPS presence and role at the park so that the agency is better able to provide technical assistance, interpretation, and resource protection. (4 comments)
10	**Livestock**	Comments support the continued pasturing of livestock within the park. These comments state that pasturing livestock is an historical activity in this region and has many benefits. (2 comments)
11	**Bicycling**	One comment noted the importance of bicycle use within the park as an alternative means of transportation. (1 comment)

Table F.1 Summary of Substantive Public Comment Concerns (see Table F.2 for responses) (continued)

	Category	Comment Summary
12	**Alternatives: Artifacts**	Comments express concern that NPS would take ownership of artifacts found within the park regardless of the owner upon whose land they are found. (2 comments)
	External Threats	
13	**General**	Comments express concern about external threats to the park, particularly from commercial and residential development, an adjacent limestone mine, and the proposed expansion of Interstate 81. Commenters believe that, of the alternatives considered in the GMP, the land protection strategy in Alternative D would best protect the park from these threats. (2 comments)
	Facilities	
14	**NPS Visitor Center**	Comments support an NPS developed and managed visitor center for the park. Commenters feel that such a visitor center would serve as a central hub to orient visitors to the park and the National Historic District, support educational programs, provide economic benefits to surrounding communities, and address the interpretive themes proposed in the plan. (5 comments)
15	**Existing Structures**	Comments express an interest in exploring opportunities to adaptively reuse an existing historic structure to serve as the park visitor center. (7 comments)
16	**Visitor Contact Facilities**	Comments oppose the use of the term "visitor contact facility" to describe key partner facilities and imply the term is demeaning or connotes a facility of lesser importance. One comment supports the use of the term "visitor contact facility". (4 comments)
	Historic Resources	
17	**General**	Comments support the interpretation of the full span of history. (3 comments)
	Impact Analysis	
18	**Impact Analysis: Key Partners**	One of the Key Partners objects to the environmental analysis of the annual reenactment contained within the GMP and believes that their organization is better able to evaluate and judge the impacts associated with the hosting of battle reenactments than is the NPS. (2 comments)
	Lands	
19	**General**	Comments support the land protection goals established in Alternative D. (1 comment)
20	**Support for Collaboration**	Comments support collaboration on land protection among the NPS and the Key Partners. (2 comments)
21	**Opposition to Collaboration**	Comments express concern that the Key Partners would be required to contribute funds toward NPS land acquisition efforts. (2 comments)

Table F.1 Summary of Substantive Public Comment Concerns (see Table F.2 for responses) (continued)

Category	Comment Summary
Large Events and Reenactments	
22 General	Comments express concern about the possibility that the NPS would curtail or limit battle reenactments and other large events that occur within the park. (3 comments)
23 Activities	One comment expresses concern that the GMP describes the battle reenactments as a negative activity. One comment states that there is no evidence to support the conclusion that battle reenactments cause resource impacts. (1 comment)
24 Collaboration	One comment expresses opposition to the concept that the Key Partners would collaborate on evaluating the appropriateness of special events and identifying measures to help protect park resources. (1 comment)
Mitigation Measures	
25 General	One comment supports mitigation measures for any construction activities to be undertaken within the park. (1 comment)
26 General	Comments support the management zones as a way to ensure protection of park resources. (5 comments)
Management Zones	
27 Support for Sensitive Resource Zones	Comments support the Sensitive Resource Zone as a means to ensure protection of the park's rare species and stream habitat and to educate the visitor about the importance of resource protection. (3 comments)
28 Opposition to Sensitive Resource Zones	One comment opposes the Sensitive Resource Zone designation and questions the basis for the designation. (1 comment)
29 Large Events Zones	One comment supports the large events zone designation, stating that the zone provides ample space for battle reenactments and other large events. (1 comment)
30 Private Property Rights	One comment expresses concern that the management zones appear to represent a taking of private property rights. (1 comment)
Natural Resources	
31 Riparian Habitat	Extensive comments were received expressing the importance of riparian or stream habitat within the park, particularly along the Shenandoah River, Cedar Creek, and Meadow Brook. These comments outline the particular species of concern that live within these water courses and express the importance of protecting these species and restoring their habitat. (2 comments)
32 Panther Conservation Site	One comment expresses the importance of the state-designated Panther Conservation Site that lies within the boundaries of the park and is on land owned by one of the Key Partners. This site contains rare species, high biodiversity, a unique plant association, and a significant cave. (1 comment)

Table F.1 Summary of Substantive Public Comment Concerns (see Table F.2 for responses) (continued)

	Category	Comment Summary
33	**Protected Species**	Extensive comments, received from the Commonwealth of Virginia, detail the protected species of plants and animals that live within the park and express the importance of preserving these species. (1 comment)
Park Boundary		
34	**General**	Comments request that the NPS conduct a full boundary study to help protect related resources outside the park boundary. (5 comments)
35	**Battlefield Core Area**	Comments request that the NPS conduct a boundary study that would ultimately include the entire Battle of Cedar Creek core area within the boundaries of the park. (5 comments)
36	**Buffer Zones**	One comment requests that a protective buffer zone be created along the boundary of the park. (1 comment)
Partnerships		
37	**General**	Comments support strong partnerships and collaboration to ensure the success of the park. (8 comments)
38	**Key Partner Autonomy**	Comments support each Key Partner maintaining its autonomy and organizational identity. (2 comments)
39	**Other Stakeholders**	Comments express concern that the plan underemphasizes the importance and potential contributions of partnerships outside of those with the five legislated Key Partners and surrounding local governments (community partners). (4 comments)
40	**Formal Relationships**	Comments support the creation of more formal relationships and agreements between the NPS and the five Key Partners to strengthen collaboration and outline their roles in managing the park. (3 comments)
Technical Assistance		
41	**General**	Comments support the concept of technical assistance on a range of issues by and among the NPS and the Key Partners. (3 comments)
42	**General**	Comments support the incorporation of the GMP into the comprehensive plans of the surrounding communities. Additionally, comments support the provision of technical assistance for the management of the National Historic District. (2 comments)

Table F.2 **Cedar Creek and Belle Grove National Historical Park GMP/EIS**
Substantive Public Comment Concern and Response Report

Alternatives: Friends Group	**1**
Concern Statement Comments support the creation of a friends group that would assist the NPS and advocate for the park. Concerns were raised that a friends group would confuse the public as to the identities and goals of the various partner organizations and would compete with the funding for or priorities of the Key Partners.	
Representative Quote	The Park Federal Advisory Commission (FAC) supports the formation by the NPS of a Cedar Creek and Belle Grove National Historical Park friends group. The FAC recommends that any fundraising activities via a CEBE friends group be constituted and promoted so as not to cause confusion regarding the activities, needs and goals of the various Key Partners, and other local charitable and public interest organizations.
Commenting Parties	■ Cedar Creek Battlefield Foundation ■ Park Advisory Commission ■ Susan M. Golden
Response	The GMP at Section 2.3, Management Element #10, has been revised to state that any fundraising activities via a park friends group be constituted and promoted so as not to cause confusion regarding the activities, needs, and goals of the various key partner and public interest organizations. This section has also been revised to show that the creation of such a friends group is optional at the discretion of the NPS.

Alternatives: Preferred Alternative	**2**
Concern Statement Comments support Alternative D (the Preferred Alternative) as the alternative that best protects park resources, provides for visitor enjoyment, and creates a viable framework for partner collaboration.	
Representative Quote	After careful review and consideration, the Commission unanimously recommends Alternative D, as it has, in the Commission's view, the greatest prospect of enhancing the educational, cultural, and environmental richness of the park, while also leaving flexibility to accommodate the needs of the public and the various organizations and constituencies represented by the members of the Commission. The CEBE general management plan, and particularly Alternative D, creates a viable framework within which the NPS and Key Partners may cooperate and consult on matters of mutual interest.
Commenting Parties	■ Belle Grove Board of Directors ■ Belle Grove, Inc ■ Civil War Preservation Trust ■ Frederick Co. Bd. of Supervisors ■ National Parks Conservation Assoc. ■ National Trust for Historic Preservation ■ Park Advisory Commission ■ Preserve Frederick ■ Shenandoah Co. Bd. of Supervisors ■ Shenandoah Co. Parks and Recreation ■ Shenandoah Forum ■ Shenandoah Valley Battlefields Fdn. ■ Shenandoah Valley Network ■ Town of Strasburg Town Council ■ Town of Middletown ■ Virginia Department of Conservation and Recreation ■ Virginia State Historic Preservation Office ■ Warren Co. Board of Supervisors ■ Barbara Adamson ■ Michael Kehoe ■ Catherine Pfeifer ■ Private Citizen (anonymous)
Response	Thank you.

Table F.2 **Cedar Creek and Belle Grove National Historical Park GMP/EIS**
Substantive Public Comment Concern and Response Report

Alternatives: Landscape-Level Preservation	**3**
Concern Statement Comments support landscape-level preservation within the park.	
Representative Quote	Given the preservation challenges facing the National Historical Park, Alternative D is the appropriate management strategy to effectively preserve and protect the unique and irreplaceable historic landscape and resources which distinguish the Cedar Creek and Belle Grove National Historical Park.
Commenting Parties	■ Belle Grove, Inc ■ Civil War Preservation Trust ■ National Trust for Historic Preservation ■ Virginia State Historic Preservation Office
Response	Thank you.

Alternatives: Trails	**4**
Concern Statement Comments support a non-motorized trail system within the park that would connect to communities, battlefields, and natural areas outside the park. Some comments expressed a desire for horse trails within the park.	
Representative Quote	The vision of a trail network for the park that will connect the park to the surrounding community is another strong element of Alternative D that will provide visitors and residents with meaningful opportunities to experience our region's history, expand its recreational offerings, and offer alternative transportation options for exploring this landscape. In particular, the Forum supports connecting the park's other historic and natural sites with those at the Keister Tract and, in cooperation with the Shenandoah County Parks and Recreation Department, the U.S. Forest Service, the Shenandoah Valley Battlefields Association, and other partners, linking the park's trails to other resources, the George Washington National Forest, and a future trail system in Strasburg and at the Fisher's Hill and Tom's Brook battlefields.
Representative Quote	Battlefield properties in Frederick comprise the largest tracts of public and quasi-public lands, and so we are trying to work with groups and organizations to fill a real recreational need in Frederick County. We have horse owners, growing in numbers, who must travel out of the area to have a safe trail riding experience. We would like to work with you and other groups to establish multi-purpose trails so that our members and their children would have places to enjoy their horses. We understand the economic situation, and we expect our members to help with costs for such facilities. We recently worked with the Virginia Department of Conservation and Recreation to include horseback riding trails in the plan for the new Seven Bends State Park east of Woodstock and we are sitting in on the reworking of the George Washington National Forest master plan, in hopes of getting some sort of access for horses to use the trails in the forest that are located in Frederick County, which are currently not easily accessed with trucks and horse trailers. In the future, if multi-purpose trails are considered as part of this park system, we

Table F.2 Cedar Creek and Belle Grove National Historical Park GMP/EIS
Substantive Public Comment Concern and Response Report

	would appreciate the opportunity to present a case for the many horse owners in Frederick County to have an equal opportunity to visit and enjoy this National Battlefield Park, perhaps using the Manassas Battlefield Park as a model.
Commenting Parties	■ Frederick County Equine Network ■ National Trust for Historic Preservation ■ Shenandoah Forum ■ Shenandoah Valley Battlefields Fdn. ■ Virginia Department of Conservation and Recreation ■ Larry Allamong ■ Michael Kehoe
Response	Thank you for the comments regarding the proposed trail system within the park. The GMP does not contain a provision to include horse trails in the park. The priority at this time is to establish interpretive trails that would link the park's historic resources and allow visitors to follow the course of the battle of Cedar Creek and the historic mill road network. Additionally, the NPS does not anticipate having the financial means to construct and maintain horse trails, nor does the park have the land base necessary to support the trail mileage and trailer parking required for a quality equestrian experience. Nearby Shenandoah National Park, the George Washington National Forest, and Sky Meadows State Park contain opportunities for equestrian trail riders.
Alternatives: Roads	**5**
Concern Statement One comment expresses a desire that roads in the park remain unimproved. Another comment requests that the park not direct visitors to the park's road system until road improvements are made. Finally, one comment suggests that the park seek Virginia scenic byway designation.	
Representative Quote	None
Commenting Parties	■ Virginia Department of Conservation and Recreation ■ Larry Allamong ■ David Blount
Response	No new roads or major road improvements are proposed in the GMP. The existing county roads, with U.S. Highway 11 as the main feeder route, would constitute the road system of the park. As the park develops and traffic increases, there may be the need for improvements to some of the park's rural routes. In that case, the NPS would make appropriate recommendations to the county and the Virginia Department of Transportation. The NPS is willing to work with its partners and stakeholders to seek Virginia scenic byway designation at a future date.
Alternatives: Private Property Rights	**6**
Concern Statement Comments state the importance of private property rights within the park and express concern that the GMP infringes upon these rights.	
Representative Quote	The Cedar Creek Battlefield Foundation also welcomes the role of the Park Service as a resource and provider of consultation in accordance with the aims of the Act, but does not view the Act as supporting any actual or de facto NPS takings, by way of ownership or easement, from unwilling landholders or Partners.

Table F.2 Cedar Creek and Belle Grove National Historical Park GMP/EIS
Substantive Public Comment Concern and Response Report

Commenting Parties	■ Cedar Creek Battlefield Foundation ■ Richard H. Van Norton ■ Walter Jagiello
Response	The GMP reiterates and reaffirms the protections for private property owners contained in Public Law 107-373, the park's enabling legislation. Section 6 of the legislation states that the NPS "may acquire land or interests in land within the boundaries of the Park, from willing sellers only, by donation, purchase with donated or appropriate funds, or exchange." Section 2.3 of the GMP states that "land protection within the park would occur through donation of lands or fee-simple acquisition from willing sellers." Similarly, both the park's enabling legislation and the GMP provide for the donation or purchase of conservation easements from willing sellers. For lands that are not acquired by the park, the legislation authorizes – and the GMP reaffirms – the park to work with private landowners, organizations and businesses "to encourage conservation of historic and natural resources." Private landowners within the park retain the same rights and responsibilities as their counterparts outside the park's legislated boundary, and the GMP does not in any way threaten the property rights of private landowners or nonprofit organizations. The GMP is a collaborative, not compulsory, plan under which the NPS and the Key Partners would work together to make the park successful. The legislated Key Partners provide the foundation for protecting, preserving, and interpreting park resources by virtue of their ownership of significant acreage within the park, their commitment to a shared preservation ethic, their willingness to provide visitor services and public access, and their consent to manage their property as part of the national historical park. The NPS recognizes that the success of the park depends upon private property rights and a shared vision of collaboration with private land owners.
Alternatives: Interpretive Programs	**7**
Concern Statement One comment expresses concern that NPS interpretive programs would be conducted on key partner property without the permission or invitation of the Key Partner.	
Representative Quote	The interpretative programs to be offered by NPS rangers will add greatly to Cedar Creek and Belle Grove National Historical Park. Currently, several entities within the Park have, or are developing, interpretive programs. To the extent that the NPS augments these programs, the augmentation must be done at the request of, and to the specification of, the inviting entity.
Commenting Parties	■ Susan M. Golden
Response	In order for the park to function as an integrated whole in which visitors can visit the historic sites owned and operated by varying Key Partners but still experience the national park as a cohesive whole, the GMP in Section 2.8.5 states that the NPS, Key Partners, and others would develop and implement a coordinated interpretive plan and programs throughout the park. Our mutual goal is to have the Key Partners direct visitors to one another's sites and for park visitors to recognize that that they are within the same national park unit, regardless of which key partner site they are visiting. Section 2.8.1 of the GMP states that NPS rangers would offer interpretive programs and activities at the visitor center, at key partner sites, and at NPS and key partner owned focal areas. It is not the intent of the NPS to provide routine programming at any of the partner sites, and neither the enabling legislation nor the GMP authorizes the NPS to

Table F.2 Cedar Creek and Belle Grove National Historical Park GMP/EIS
Substantive Public Comment Concern and Response Report

	sponsor interpretive programs at key partner or private sites without the agreement of the owner. The GMP intends here to simply state that the NPS would provide assistance to the Key Partners in the form of public programming and interpretive media. We are modifying the language in Chapters 1 and 2 of the GMP to make clear that interpretation would be given only at the mutual request or agreement of the landowner. To meet the legislative mandate of interpreting the full span of Shenandoah Valley history, seven primary interpretive themes have been proposed in the GMP (see Section 1.6.4). These themes relate directly to the park's purpose and significance and connect the fundamental resources and values that contribute to the park's significance with relevant ideas, meanings, concepts, contexts, beliefs, and values. The Key Partners are encouraged to interpret these themes on their individual properties, with assistance from the NPS, with an emphasis on their particular resource or area of expertise.
Alternatives: National Historic District	**8**
Concern Statement Comments support Alternative D as the alternative that best integrates Cedar Creek and Belle Grove National Historical Park into the Shenandoah Valley Battlefields National Historic District. Furthermore, these comments support the concept of an NPS visitor center that would orient visitors to the park and to the larger National Historic District.	
Commenting Parties	■ Civil War Preservation Trust ■ Preserve Frederick ■ Shenandoah Valley Battlefields Fdn.
Response	Thank you.
Alternatives: NPS Presence	**9**
Concern Statement Comments support a strong NPS presence and role at the park so that the agency is better able to provide technical assistance, interpretation, and resource protection.	
Representative Quote	We would also note that as a participant in all of the public meetings conducting during the development of this plan as well as in our own meetings with partners and stakeholders, we have found that the public has overwhelmingly favored a strong National Park Service (NPS) role and presence at Cedar Creek and Belle Grove. The management approach embodied in Alternative D is consistent with that public opinion.
Commenting Parties	■ Shenandoah Valley Battlefields Fdn. ■ Virginia State Historic Preservation Office ■ Barbara Adamson ■ Michael Kehoe
Response	Thank you.

Table F.2 **Cedar Creek and Belle Grove National Historical Park GMP/EIS**
Substantive Public Comment Concern and Response Report

Alternatives: Livestock	**10**
Concern Statement Comments support the continued pasturing of livestock within the park. These comments state that pasturing livestock is an historical activity in this region and has many benefits.	
Commenting Parties	■ Cedar Creek Battlefields Foundation ■ Michael Kehoe
Response	The GMP has been modified in Section 2.2.4 to state that consideration would be given to removing or not introducing livestock into areas where the goals are protecting native plants, preventing the introduction of exotic species, and improving water quality. Hundreds of acres within the park, including the fields around Belle Grove and the Heater House, are planted in fescue and other common grasses. These areas are entirely appropriate for pasturing livestock. Areas within the Sensitive Resource Zone, where the goal is the protection of native species, would not be appropriate for pasturing livestock.

Alternatives: Bicycling	**11**
Concern Statement One comment noted the importance of bicycle use within the park as an alternative means of transportation.	
Representative Quote	I think this park is esp. (sic) well-suited to make use of bicycle and pedestrian modes of transportation, reducing the dependency on motorized vehicles by users. With the Northern Shenandoah Valley Regional Commission adoption of the "Walking and Wheeling the Northern Shenandoah Valley," this park would seem to be an excellent venue to allow some of those ideas to come to fruition and be implemented. With the slower than motorized traffic pace of bicycles, but also faster than pedestrian, this park would seem to be very well-suited to show the benefits of bicycle transportation especially.
Commenting Parties	■ Private Citizen (anonymous)
Response	Consideration would be given to allowing bicycle use on the non-motorized trail system that would be developed in the park. In addition, the low-speed, rural roads within the park are well-suited for bicycle use.

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Alternatives: Artifacts	**12**
Concern Statement Comments express concern that NPS would take ownership of artifacts found within the park regardless of the owner upon whose land they are found.	
Representative Quote	Additionally, as each entity individually owns its own land and resources, derivatives of those resources, by definition, belong to the ownership entity. For example, artifacts found on a property belong to the ownership entity, and will be handled by that entity, as it deems appropriate.
Commenting Parties	■ Cedar Creek Battlefield Foundation ■ Susan M. Golden
Response	Although this issue is not addressed in the park's enabling legislation, the same concept applies here as with other private property. Artifacts excavated on privately-owned or non-profit-owned land would remain the property of the ownership entity. In 1983 the Secretary of the Interior developed Standards and Guidelines for Archeology and Historic Preservation. These standards would be used by the NPS to provide technical assistance to private and nonprofit landowners on the preservation of archeological and historic artifacts but the artifacts would remain the property of the ownership entity. The paragraph on museum collections in Section 1.9.1 of the GMP has been modified to clarify this point.

Alternatives: External Threats	**13**
Concern Statement Comments express concern about external threats to the park, particularly from commercial and residential development, an adjacent limestone mine, and the proposed expansion of Interstate 81. Commenters believe that, of the alternatives considered in the GMP, the land protection strategy in Alternative D would best protect the park from these threats.	
Representative Quote	Finally, the Civil War Preservation Trust would like to address the Cumulative Impact Analysis discussed in Chapter 4, which further underscores the importance of land protection and the value of meaningful park boundaries. The cumulative impacts addressed in the Draft GMP focus on the potential widening of Interstate 81, the imminent expansion of the limestone quarry, and the threats posed by encroaching residential and commercial development. These are very real threats to the future success of the park, and the land protection vision outlined in Alternative D is best equipped to deal with the threats by protecting endangered landscapes before they are lost to development or impacted by future roads and highways.
Commenting Parties	■ Civil War Preservation Trust ■ National Parks Conservation Assoc. ■ Preserve Frederick ■ Shenandoah Valley Network ■ Barbara Adamson
Response	The NPS and the Key Partners would address external threats by collaborating with park stakeholders, coordinating land protection efforts, and providing technical assistance to surrounding communities. See Sections 2.3 and 2.8.10 of the GMP.

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Facilities: NPS Visitor Center	**14**
Concern Statement Comments support an NPS developed and managed visitor center for the park. Commenters feel that such a visitor center would serve as a central hub to orient visitors to the park and the National Historic District, support educational programs, provide economic benefits to surrounding communities, and address the interpretive themes proposed in the plan.	
Representative Quote	Finally, the Forum supports the NPS-managed visitor center in Alternative D. To deliver the strongest economic development benefit, it is important for this facility to provide comprehensive orientation for the park and the region (through its effort to orient visitors to the Shenandoah Valley Battlefields National Historic District). In addition, the interpretive, educational, research, and conservation programs that would be possible with this center will provide opportunities for visitors and residents to learn about and grow more mindful of our region's important historic, cultural, and natural resources.
Representative Quote	The second point of emphasis that distinguishes Alternative D from the other proposals is the call for a central visitor center. An NPS-operated visitor center is extremely important to addressing the seven interpretive themes illustrated by the park and its holdings. As one of the park system's newer sites, Cedar Creek and Belle Grove NHP is ideally positioned to serve as an interpretive model by incorporating numerous historical threads into a cohesive visitor experience. Such a successful model would, if implemented, be adapted and followed by other NPS units.
Commenting Parties	■ Belle Grove, Inc. ■ Civil War Preservation Trust ■ National Trust for Historic Preservation ■ Park Advisory Commission ■ Shenandoah Forum ■ Shenandoah Valley Battlefields Fdn. ■ Virginia State Historic Preservation Office
Response	Thank you.

Facilities: Existing Structures	**15**
Concern Statement Comments express an interest in exploring opportunities to adaptively reuse an existing historic structure to serve as the park visitor center.	
Commenting Parties	■ Belle Grove, Inc. ■ National Trust for Historic Preservation ■ Virginia State Historic Preservation Office ■ Barbara Adamson
Response	Alternative D in the GMP states, "Re-use of an existing structure to serve as a park visitor center has not been ruled out, but at this time a suitable facility has not been found." The NPS would consider the use of an existing structure, whether historic or contemporary, if it meets the criteria for a park visitor center outlined in Section 2.8.6 of the GMP.

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Facilities: Visitor Contact Facilities	**16**
Concern Statement Comments oppose the use of the term "visitor contact facility" to describe key partner facilities and imply the term is demeaning or connotes a facility of lesser importance. One comment supports the use of the term "visitor contact facility".	
Commenting Parties	■ Belle Grove, Inc. ■ Cedar Creek Battlefield Fdn. ■ Susan M. Golden
Response	The term "visitor center" comes with public expectations about staffing, services, and scope of interpretation. The GMP uses the term "visitor center" to describe a central facility that would orient visitors to the park and the National Historic District, tie the park together with a unified message, and provide a venue where all of the park's themes would be interpreted. The term "visitor contact facility" is used in the GMP to describe a facility where a limited number of themes are interpreted, and would likely be associated with one of the historic sites found within the park; it may also be physically smaller. "Visitor contact facility" is used to highlight the differences in function when compared to the proposed visitor center, not to imply lesser importance. The preferred alternative (Alternative D) proposes an NPS visitor center that would serve as a central hub providing overall orientation to the park and its themes, with separate key partner facilities that focus on a narrower span of history and fewer park resources.
Historic Resources	**17**
Concern Statement Comments support the interpretation of the full span of history.	
Representative Quote	Of particular importance to Belle Grove, Inc. is the interpretation of the full span of history represented within the National Historical Park boundaries, from pre-history through initial settlement, agricultural development, the Civil War and beyond.
Commenting Parties	■ Belle Grove, Inc. ■ Barbara Adamson
Response	The primary interpretive themes (see GMP Section 1.6.4) proposed for the park would capture the full span of history from prehistoric Americans to post Civil War life.
Impact Analysis: Key Partners	**18**
Concern Statement One of the Key Partners objects to the environmental analysis of the annual reenactment contained within the GMP and believes that their organization is better able to evaluate and judge the impacts associated with the hosting of battle reenactments than is the NPS.	
Representative Quote	Page 2-47 2-9 User Capacity – The Cedar Creek Battlefield Foundation (CCBF) takes issue with the sentence on line 9: "It is the responsibility of the NPS to determine what level of impact is acceptable and what actions are needed to keep impacts within acceptable limits". As stewards of the battlefield since 1988, the CCBF has comprehensive knowledge of its properties and is better qualified to determine impacts on the land. Moreover, Public Law 107-373-107th Congress, Sec. 13. (b), (1) (B) gives

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	the CCBF the continued right to conduct reenactments and other events within the Park. Since the NPS has no experience in conducting reenactments, the CCBF is a better judge of the impacts on the land and community as it has hosted twenty large scale events that have helped preserve important resources and provide a rich educational and cultural resource for the area.
Commenting Parties	■ Cedar Creek Battlefield Foundation
Response	In addition to being a General Management Plan, the planning document is also an Environmental Impact Statement (EIS). As an EIS the plan must describe the environmental impact of those activities that the NPS would undertake and would support others in undertaking. The park's enabling legislation states that the annual reenactment may continue within the national park, and Alternative D proposes the continuation of the annual reenactment. But because NPS is proposing the continuation of the reenactment as part of its management plan, we are obligated to conduct an environmental analysis of its impacts. The analysis contained within the GMP was conducted by natural and cultural resource specialists and it fairly describes the likely impacts on the park's cultural and natural resources. The sentence referenced in the representative quote has been change to read, "The NPS would work in consultation with the Key Partners to determine what level of impact is acceptable and what actions are needed to keep impacts within acceptable limits, with the final determination being made by the landowner."
Lands: General	**19**
Concern Statement	Comments support the land protection goals established in Alternative D.
Representative Quote	The Civil War Preservation Trust fully supports the land protection goals detailed in Alternative D, which recognizes the importance of historic and cultural landscapes and rightly calls for the protection of additional land that contributes to these landscapes. To tell the full story of the Cedar Creek and Belle Grove NHP, CWPT is particularly interested in the protection of battlefield land and historic viewsheds associated with the park. Alternative D also calls for funding for land acquisition, creating the financial resources necessary to protect the historic landscape in perpetuity by purchasing land directly from willing sellers.
Commenting Parties	■ Civil War Preservation Trust ■ Park Advisory Commission
Response	Thank you.

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Lands: Support for Collaboration	**20**
Concern Statement Comments support collaboration on land protection among the NPS and the Key Partners.	
Representative Quote	The Park Federal Advisory Commission supports the land protection aspect of Alternative D, and encourages the NPS to purchase land from willing sellers within or outside of the park boundaries. The Commission also recommends that the Key Partners and others work together to develop a land protection plan focusing on cultural landscapes, sensitive natural resources, and connections between the NPS and Key Partners' properties. The Commission acknowledges that the key partners and others, in addition to the NPS, may acquire and independently hold land within the park or outside of the present boundaries of the park.
Representative Quote	The Park Federal Advisory Commission recommends that the NPS and CEBE staff work closely with key partners and landowners to: (a) acquire and preserve additional holdings that would complement and augment the present and future holdings of the NPS and the key partners
Commenting Parties	■ Civil War Preservation Trust ■ Park Advisory Commission
Response	Thank you. Collaboration is a key aspect of the land protection component of the GMP.
Lands: Opposition to Collaboration	**21**
Concern Statement Comments express concern that the Key Partners would be required to contribute funds toward NPS land acquisition efforts.	
Representative Quote	Page 1-3 Land Protection – As is the case with the other Key Partners, the Cedar Creek Battlefield Foundation (CCBF) intends to continue its preservations activities via, e.g., the purchase and ownership of land and facilities, as funds and properties become available. Therefore, it would not be accurate to indicate, as this section of the Draft Plan may be interpreted, that the CCBF or other Partners would be required to contribute funds or resources to the NPS land and facilities acquisition efforts.
Representative Quote	I am sure that each entity within the Park desires to protect as much of our unique, historic resources as possible, and will work together to that end. However, the future purchase of land and other resources will, by definition, be done on an entity by entity basis. No entity should be nor will be required to purchase land or other resources for the NPS, an arm of the United States federal government.
Commenting Parties	■ Cedar Creek Battlefield Foundation ■ Susan M. Golden
Response	As stated in the GMP, Section 2.3, "The NPS and the Key Partners would acquire land and interests in land as opportunities arise and funding allows." Furthermore, the preferred alternative (Alternative D) states, "The NPS and Key Partners would work together to acquire lands and funding for their purchase would be a collaborative effort." Nowhere is it stated in the park's enabling legislation or in the GMP that the Key Partners would be required to contribute money to the NPS. Section 1.4 of the GMP has

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	been modified to make this clear. Section 2.3 of the GMP proposes the establishment of a friends group that would assist the park with resource protection, volunteer services, land acquisition, and fundraising. The NPS has worked with cooperating associations and friends groups since 1923 and these groups have provided many benefits to national parks including raising funds for programs, facilities, land acquisition, and operations. There are 391 individual units within the national park system, and there is recognition by Congress, the donor community, and the general public that national parks cannot exclusively rely upon congressionally appropriated dollars to fund our preservation mission. Friends groups can only be established and operated through contractual agreements with the NPS and they are always voluntary. The GMP does not propose that the Key Partners serve as the park's friends group; rather, the GMP proposes that the park establish a friends group separate and apart from the Key Partners. These fundraising activities were clearly anticipated in the park's enabling legislation; Section 11 of the legislation gives the national park the authority to "receive and expend funds from an endowment." These endowments would be funded though donations voluntarily contributed by private business, organizations and individuals.
Large Events and Reenactments: General	**22**
Concern Statement Comments express concern about the possibility that the NPS would curtail or limit battle reenactments and other large events that occur within the park.	
Representative Quote	The annual events that bring tourists to the area to observe and learn must not be discouraged. Measures can be taken to prevent destroying the historical aura that exists here while encouraging the educational use of the battlefields and surrounding area.
Representative Quote	The annual Cedar Creek Re enactment (sic) is an opportunity for many people to gather and share history. In many cases to walk the same ground their ancestors shed blood on almost a century and a half ago. To cease this and like events because they may trample on an overlooked relic is absurd. This is a working farm for the most part with animals that for centuries before and after the battle have worked this land. Anyone that has seen the efforts of the re enactors and volunteers following each event can attest to the fact that it is returned to the same condition which existed prior to the event. The educational value far outweighs any possible scar which may exist because of its use.
Commenting Parties	■ Cedar Creek Battlefield Foundation ■ Richard H. Van Norton ■ Walter Jagiello
Response	Section 13 of the park's enabling legislation states that the Cedar Creek Battlefield Foundation may "continue to conduct reenactments and other events within the Park." In Section 2.4, the GMP proposes a Large Events Zone that seeks to ensure that the reenactment and other large events continue at the park. The zone prescriptions serve two purposes: they describe how the area would be managed should it become the property of the NPS and how the NPS would encourage others to manage it should it remain privately owned. This zone, which is owned and/or managed by three different key partner organizations, includes all of the open fields in the vicinity of the Heater House and Belle Grove Plantation and is identical to the area that has traditionally been

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	used by the Key Partners for battle reenactments and other large events. By designating this area as a Large Events Zone, the NPS is saying that it would support the Key Partners in managing these fields in such a manner that large public events can take place at this location. The NPS, in implementing the GMP and providing technical assistance, would encourage the Key Partners to manage this zone to serve large numbers of visitors for relatively short time periods, while ensuring that such events do not impair park resources.
Large Events and Reenactments: Activities	**23**
Concern Statement One comment expresses concern that the GMP describes the battle reenactments as a negative activity. One comment states that there is no evidence to support the conclusion that battle reenactments cause resource impacts.	
Representative Quote	Throughout the draft GMP, the reenactments provided by the Cedar Creek Battlefield Foundation (CCBF) are characterized as a negative activity rather than unique, exciting educational and cultural opportunities for the public. The NPS' approach is puzzling and contrary to the approach in the Act, which specifically acknowledges the value of the CCBF's activities.
Representative Quote	The supposed impact of cavalry on soil compaction, erosion, tree damage, and introduction of exotic weeds during any reenactment or reenactments is wholly speculative and, in the view of the CCBF, evidence of a misplaced and unsubstantiated focus in the Plan.
Commenting Parties	■ Cedar Creek Battlefield Foundation
Response	As an Environmental Impact Statement, the GMP must analyze the impact of activities on the environment; there is no question that this and all large events can have impacts on natural and cultural resources. The reenactment is also an interpretive activity, and as such provides an opportunity to educate the visiting public. Section 2.4 of the GMP has been modified to highlight some of the educational and interpretive benefits of the battle reenactments. The impacts to soils, vegetation, and archeological resources from large events are well documented in Chapter 4 of the GMP and supported by empirical evidence. Nevertheless, these impacts are likely to be minimized under Alternative D because the NPS and Key Partners would collaborate to develop proactive strategies for resource preservation.
Large Events and Reenactments: Collaboration	**24**
Concern Statement One comment expresses opposition to the concept that the Key Partners would collaborate on evaluating the appropriateness of special events and identifying measures to help protect park resources.	
Representative Quote	Page 2-49 – The Cedar Creek Battlefield Foundation (CCBF) takes exception to the following statement in the last paragraph line 9: "There is an expectation that the demand for new and larger special events may occur, making it imperative that the partners collaborate on evaluating the appropriateness of future special events for the park and identifying measures needed to sustain park resources and provide an

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	authentic visitor experience." Nowhere in the Legislation that created the Cedar Creek and Belle Grove National Historical Park does it say that other Key Partners have the right to evaluate the appropriateness of another's event.
Commenting Parties	■ Cedar Creek Battlefield Foundation
Response	The large events zone proposed in Section 2.4 of the GMP is not intended for the sole use of the property owners within that zone, the Cedar Creek Battlefield Foundation, and the National Trust for Historic Preservation. Rather, the zone would accommodate all large events that would be held within the park, regardless of the sponsoring organization or entity. Therefore, as partners in managing the park, it would be imperative for the NPS and Key Partners to work together to evaluate the appropriateness of all such events and develop strategies for minimizing their impact to natural and cultural resources. Some events proposed for the park may not be appropriate or perhaps should only occur under certain conditions. The NPS and the Key Partners must develop a process for making these determinations, using the GMP as a guide.
Mitigation Measures: General	**25**
Concern Statement One comment supports mitigation measures for any construction activities to be undertaken within the park.	
Representative Quote	During any construction activities, impacts to resources should be avoided and minimized. In addition, activities under this action should comply with all appropriate stated and federal guidelines, regulations, and executive orders (including Invasive Species, Green Buildings, Low Impact Development, etc.). An air quality analysis may be warranted if there is significant roadway construction.
Commenting Parties	■ U.S. Environmental Protection Agency, Region III
Response	Thank you. The mitigation measures are fully documented in Section 2.11 of the GMP.
Mitigation Measures: General	**26**
Concern Statement Comments support the management zones as a way to ensure protection of park resources.	
Representative Quote	The Shenandoah Forum also supports the Management Zones concept as a way to ensure the park's historic, cultural, and natural resources are protected while providing opportunities for a variety of visitor experiences in a way that does not overburden the park's capacity and its private landowners.
Commenting Parties	■ National Parks Conservation Assoc. ■ Park Advisory Commission ■ Shenandoah Forum ■ Shenandoah Valley Network ■ Virginia State Historic Preservation Office
Response	Thank you.

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Management Zones: Support for Sensitive Resource Zones	**27**
Concern Statement Comments support the Sensitive Resource Zone as a means to ensure protection of the park's rare species and stream habitat and to educate the visitor about the importance of resource protection.	
Representative Quote	The Shenandoah Valley Network particularly supports the management "zones" in Alternative Plan D, which clearly reflect the distinct land uses and land protection goals within the Park. The Sensitive Resource Zone on Cedar Creek and the North Fork of the Shenandoah should provide much-needed education and protection for the rare, endangered and other plant and animal species in this zone, while the Large Events Zone should offer ample space for the historic reenactments that have made the Park nationally renowned. We appreciate the careful analysis of the different kinds of land protection and education efforts that will be needed for each zone.
Representative Quote	Trout Unlimited supports natural resource management actions that allow for the restoration of riparian and stream habitat along Cedar Creek and Meadow Brook. The designation of the riparian corridors (300 ft each side) in the park as Sensitive Resource Zones as outlined in Alternative D provides for such management actions. Given the importance of the Cedar Creek watershed as a fundamental resource for the significance of the park all efforts should be made to ensure not only Cedar Creek but also its tributaries maintain high standards of stream habitat and water quality.
Commenting Parties	■ Shenandoah Forum ■ Shenandoah Valley Network ■ Trout Unlimited
Response	Thank you.

Management Zones: Opposition to Sensitive Resource Zones	**28**
Concern Statement One comment opposes the Sensitive Resource Zone designation and questions the basis for the designation.	
Representative Quote	The Cedar Creek Battlefield Foundation (CCBF) has dedicated many years to, and is sensitive to, preservation goals. However, the CCBF has voiced its objection to the NPS' current approach to designating Sensitive Resource Zones, as evidenced by the NPS' proposed designation of the entire Panther Cave property (135 acres along Cedar Creek) and the Meadowbrook Run as Sensitive Resource Zones. For example, it is unclear to the CCBF how the lines on the map were determined, the methodology or the specific basis for the designations, the nature and full categories of the subject resources of concern to the NPS, and the actions or proscriptions that are intended to flow from a designation as a Sensitive Resource Zone.
Commenting Parties	■ Cedar Creek Battlefield Foundation
Response	The Sensitive Resource Zone was designed in consultation with the Virginia Department of Game and Inland Fisheries, the Virginia Department of Conservation and Recreation, and Shenandoah University. Several species of management concern and their habitats, along with a unique plant assemblage, a rare geologic formation, and a significant cave were identified by these organizations (see Appendix D, Compliance Coordination). These resources lie within the Cedar Creek Battlefield Foundation's Panther Cave

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	property and the Keister site owned by Shenandoah County, as well as along Meadow Brook, Cedar Creek, and the North Fork of the Shenandoah River. The Sensitive Resource Zone is designed to protect these critical natural resources as well as significant historical resources, including original XIX Corps Civil War earthworks. The zone designation connotes that should these areas be acquired by the NPS in the future, they would be managed to protect sensitive natural and cultural resources; and should this land remain in private hands, the NPS would encourage private and nonprofit landowners, through technical assistance, to protect these resources. The NPS and Key Partners would collaborate within this zone to protect, stabilize, and restore functioning natural communities while still providing for visitor use and enjoyment of the areas. For example, the NPS is currently seeking project funding to study these sensitive resources in more detail to determine how they can be best protected. The state has obtained baseline information on the sensitive natural resources from studies conducted by their staff biologists and Shenandoah University. The specific zone polygons and lines were determined through maps provided by the state combined with their request that the park provide a protective buffer around sensitive riparian areas. The zone designation and prescriptions were vetted and refined by the park's Federal Advisory Commission during several public meetings. The specific zone prescriptions or appropriate types of use and management are found in Section 2.4, Table 2.3 of the GMP.
Management Zones: Large Events Zone	**29**
Concern Statement One comment supports the large events zone designation, stating that the zone provides ample space for battle reenactments and other large events.	
Commenting Parties	■ Shenandoah Valley Network
Response	Thank you.
Management Zones: Private Property Rights	**30**
Concern Statement One comment expresses concern that the management zones appear to represent a taking of private property rights.	
Representative Quote	Cedar Creek Battlefield Foundation (CCBF) does not view the Act as contemplating "takings" by the NPS through the process of line-drawing on maps. Therefore, as indicated in prior comments by the CCBF, the CCBF views NPS-formulated management zones as advisory in nature only and not enforceable by NPS.
Commenting Parties	■ Cedar Creek Battlefield Foundation
Response	Management zones are the major tool that the park has of conveying to the public how it intends to manage an area, should it ever be owned by the NPS and how the NPS would support others in its management, should it remain in private property. As described in Section 2.4 of the GMP, management zones are used by the NPS to identify and describe how natural and cultural resources would be managed within an area and what types of visitor activities would be encouraged in those areas. The management zones are not regulatory or compulsory, but rather represent a shared vision among the

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	NPS and the Key Partners about how different areas within the national park would be managed. At the foundation of these zones is the identification of natural and cultural resources that warrant protection within an area, and determining what activities would be consistent with the protection of those resources. In partnership parks, such as Cedar Creek and Belle Grove National Historical Park, where the NPS and its partners are making management decisions, the management zones provide the basis for compatible facility development by the partners, evolution of an efficient circulation system, and general coordination of plans and activities. Management zones also help local governments make growth management decisions that support preservation of park resources and that are compatible with long-term plans for development of park facilities (such as road improvements and utility systems).
Natural Resources: Riparian Habitat	**31**
Concern Statement Extensive comments were received expressing the importance of riparian or stream habitat within the park, particularly along the Shenandoah River, Cedar Creek, and Meadow Brook. These comments outline the particular species of concern that live within these water courses and express the importance of protecting these species and restoring their habitat.	
Representative Quote	The Cedar Creek and Belle Grove National Historical Park is blessed with an abundance of coldwater resources worthy of conservation, protection, and restoration. The two largest perennial streams within the park boundary, Cedar Creek and Meadow Brook, once contained populations of native brook trout, the only salmonid species native to Virginia. Due to past and current land use, the stream habitat has degraded to a point where it can no longer support brook trout. The development of the GMP for the park presents an opportunity to establish the framework for restoring the streams of the park to their natural and historical condition.
Commenting Parties	■ Virginia Department of Conservation and Recreation ■ Trout Unlimited
Response	Thank you for the updated information on riparian species and habitat. Riparian habitat along the Shenandoah River, Cedar Creek, and Meadow Brook lies within the proposed Sensitive Resource Zone (see Section 2.4 of the GMP). The NPS would work with the State of Virginia, private land owners, and other stakeholders to protect these important species and habitats.
Natural Resources: Panther Conservation Site	**32**
Concern Statement One comment expresses the importance of the state-designated Panther Conservation Site that lies within the boundaries of the park and is on land owned by one of the Key Partners. This site contains rare species, high biodiversity, a unique plant association, and a significant cave.	
Representative Quote	The project area is also within the Panther and Panther2 Conservation Sites. Conservation sites are tools for representing key areas of the landscape that warrant further review for possible conservation action because of the natural heritage resources and habitat they support. Conservation sites are polygons built around one or more rare plant, animal, or natural community designed to include the element and, where possible, its associated habitat, and buffer or other adjacent land thought necessary for the element's conservation. Conservation sites are given a biodiversity significance

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	ranking based on the rarity, quality, and number of element occurrences they contain; on a scale of 1-5, 1 being most significant. The Panther Conservation Site has been given a biodiversity significance ranking of B2, which represents a site of very high significance. The natural heritage resources associated with this site are: - Montane Dry Calcareous Forest/Woodland GNR/SNR/NL/NL - Canby's mountain-lover *Paxistima canbyi* G2/S2/SOC/NL Montane Dry Calcareous Forest and Woodlands occur on subxeric, fertile habitats over carbonate formations of limestone or dolomite. Habitats are steep, usually rocky, south- to west-facing slopes at elevations from < 300 to 900 m (< 1,000 to 2,900 ft). Soils vary from circumneutral to moderately alkaline and have high calcium levels. Confined in Virginia to the mountains, these communities are most frequent and extensive in the Ridge and Valley, but occur locally in both the Blue Ridge and Cumberland Mountains. Tree canopies vary from nearly closed to sparse and woodland-like (Fleming et al., 2006). Canby's mountain-lover is a low evergreen shrub that occurs on limestone bluffs and cliffs and shaly slopes, often overlooking streams and rivers (The Nature Conservancy, 1996). This species is currently known from 15 occurrences, and historically known from multiple additional occurrences, in Virginia. DCR recommends surveying this area for Canby's mountain lover and other species that are possible within this habitat. The Panther2 Conservation Site has been given a biodiversity significance ranking of B4, which represents a site of moderate significance. The natural heritage resource associated with this site is Siginificant Cave G3/SNR/NL/NL.
Representative Quote	The Cedar Creek and Belle Grove National Historic Park (NHP) lies almost entirely on a well-developed karst landscape typical of the Shenandoah Valley. A single designated significant cave – Panther Cave – lies within the park boundary. The remainder of the property almost certainly hosts several globally rare subterranean aquatic species, including but not limited to Shenandoah Valley Cave Amphipod (*Stygobromus gracilipes*, G3G4/S2S3/NL/SC), Biggers Cave Amphipod (*Stygobromus biggersi*, G2G4/S1S2/NL/NL), and Price's Cave Isopod (*Caecidotea priceii*, G5/S3/NL/NL). Caves inaccessible to humans are also likely to host Thin-neck cave beetle (*Pseudanophthalmus parvicollis*, G1/S1/NL/NL). Please coordinate with Wil Orndorff (540-394-2552) to document and avoid impacts to caves and other karst resources.
Commenting Parties	■ Virginia Department of Conservation and Recreation
Response	Thank you for the updated information on the Panther Conservation Site. The site lies entirely within the sensitive resource zone (see Section 2.4 of the GMP) that is designed to protect such rare and significant resources. The NPS would work with the Cedar Creek Battlefield Foundation, owner of the property, to further delineate and protect these species and their habitats.

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Natural Resources: Protected Species	**33**
Concern Statement Extensive comments, received from the Commonwealth of Virginia, detail the protected species of plants and animals that live within the park and express the importance of preserving these species.	
Representative Quote	Furthermore as stated on p. 3-60 of the general management plan, the project area is within a section of Cedar Creek and Meadow Brook that has been designated by the Virginia Department of Game and Inland Fisheries (VDGIF) as being "Threatened and Endangered Species Water" for the Wood turtle (*Glyptemys insculpta*, G4/S2/NL/LT). The project area is also within a section of the North Fork Shenandoah River–Strasburg SCU that has been designated by the VDGIF as being "Threatened and Endangered Species Water" for the Brook Floater.
Representative Quote	The Bent milkvetch (*Astragalus distortus var. distortus*, G5T5?S1/NL/NL) has also been documented in the project area. Bent milkvetch typically inhabits shale barrens, slaty hillsides, and limestone outcrops (The Nature Conservancy, 1996). Bent milkvetch is currently known from seven occurrences in Virginia, six of which are historic.
Commenting Parties	■ Virginia Department of Conservation and Recreation
Response	Thank you for the updated information regarding protected species within the park. All the species outlined in the letter from the Commonwealth of Virginia lie within the sensitive resource zone which is designed to provide protection for these rare and significant resources.
Park Boundary: General	**34**
Concern Statement Comments request that the NPS conduct a full boundary study to help protect related resources outside the park boundary.	
Representative Quote	The GMP defers the issue of the appropriate boundaries for CEBE to a future study. While this is understandable given the challenge of such a multi-faceted planning process, it is important that a study of the boundary be conducted in the near future. Public understanding and support will be strengthened by a full boundary study with strong public participation.
Representative Quote	Finally, the GMP also notes that "the park's legislation directs the (Federal Advisory) Commission to advise the Secretary of the Interior with respect to the identification of sites of significance outside of the park boundary deemed necessary to fulfill the purposes of the Act." Shenandoah Valley Battlefield Foundation encourages the Commission to consider identifying these sites in advance of the pending boundary study in order to facilitate the study's work.
Commenting Parties	■ Cedar Creek Battlefield Foundation ■ Civil War Preservation Trust ■ National Parks Conservation Assoc. ■ Shenandoah Valley Battlefields Fdn. ■ Shenandoah Valley Network
Response	As of the writing of this GMP, about one-third of the land within the park's legislated boundary is protected from commercial and residential development by the NPS and the Key Partners. There are currently over 2,000 acres within the park that are not

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	protected and could potentially be subdivided and developed or subject to other resource threats. At this time, the priority of the NPS is to protect these potentially threatened lands within the park boundary, provide technical assistance to the Key Partners and surrounding communities, and work with various stakeholders to preserve natural and historic resources in and around the park. A boundary study would be completed in the future, but the focus of the GMP is on protecting and preserving resources within the current legislated park boundary.
Park Boundary: Battlefield Core Area	**35**
Concern Statement Comments request that the NPS conduct a boundary study that would ultimately include the entire Battle of Cedar Creek core area within the boundaries of the park.	
Representative Quote	The 1992 NPS Study of Civil War Sites in the Shenandoah Valley recognized that hundreds of acres of Civil War core area at Cedar Creek Battlefield were at serious risk from the potential expansion for mining and other development. The National Trust for Historic Preservation and Belle Grove Plantation both have highlighted those same concerns since the early 1960's. The Civil War Preservation Trust has placed Cedar Creek Battlefield on its 10 Most Endangered Battlefields list for the past 2 years. The historic and cultural resources alone in this area are priceless. Preserve Frederick respectfully requests that additional steps be taken to study and expand Park boundaries to more accurately reflect the Cedar Creek Battlefield Core area as described in the 1992 Study mentioned above. Cedar Creek, Belle Grove Plantation and the entirety of Cedar Creek Battlefield are all in harm's way as development encroaches on these sensitive areas. All that can be done – must be done – to protect and enhance these treasured resources. We firmly believe, as outlined in Section 1.11 Park Boundaries that all of the criteria listed – meets what is required for boundary study and adjustment.
Commenting Parties	■ Civil War Preservation Trust ■ Preserve Frederick ■ Shenandoah Forum ■ Shenandoah Valley Battlefields Fdn. ■ Shenandoah Valley Network
Response	The core area of Cedar Creek Battlefield contains approximately 6,250 acres and the study area for the battlefield contains approximately 15,600 acres. The park's legislated boundary contains approximately 3,700 acres. The enabling legislation also refers to the identification of sites of significance outside the park boundary necessary to fulfill the purposes of the Act. When conducting such a study, NPS fully anticipates the discovery of historic sites of sufficient national significance to be considered for inclusion in the national park, but that does the mean that the park's boundary would be expanded to include those resources. In addition to historical significance there are other criteria that factor into the determination of a national park's boundary, including the suitability and feasibility of adding the sites. Most national park units that preserve battlefields do not preserve the entire core or study areas. There are many reasons for this. In considering the feasibility of including additional land within a park boundary such factors as landownership, staffing requirements, and the cost associated with acquiring, developing, restoring, and operating the additional land are considered. Currently a small percentage of the 3,700 acres within the existing park boundary are protected by the NPS. Funding is a major reason for this. It is a high priority to protect the resources contained within the park's current legislated boundary. Even if the park's

Table F.2 Cedar Creek and Belle Grove National Historical Park GMP/EIS
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	legislated boundary is not expanded, the Key Partners are not prevented from preserving and acquiring land outside of the park's legislated boundary.
Park Boundary: Buffer Zone	**36**
Concern Statement One comment requests that a protective buffer zone be created along the boundary of the park.	
Representative Quote	The Civil War Preservation Trust would also encourage NPS and its park partners to work with local government to create a buffer or transition zone at Cedar Creek and Belle Grove NHP so that encroaching development does not immediately abut NPS land.
Commenting Parties	■ Civil War Preservation Trust
Response	The enabling legislation authorizes NPS to acquire conservation easements adjacent to the park from willing sellers for the purpose of "protecting the scenic, natural, and historic resources on adjacent lands and preserving the natural or historic setting of the park when viewed from within or outside the park." Additionally, the NPS and the Key Partners would work in close collaboration to protect the park's viewshed and related resources in proximity to the park, a feature of all of the GMP action alternatives (see Sections 2.3, 2.8.9, and 2.8.10).
Partnerships: General	**37**
Concern Statement Comments support strong partnerships and collaboration to ensure the success of the park.	
Representative Quote	WHEREAS, the success of the Park depends on the cooperative engagement of the National Park Service, five key partners, adjacent communities and other stakeholders to manage and protect its important resources and to be a focal point within our National Historic District providing opportunities for visitor's enjoyment;
Representative Quote	With the invaluable support of the National Park Service, the "Cornerstones Organizations", Belle Grove, Inc., Shenandoah Valley Battlefields Foundation, Cedar Creek Battlefield Foundation, Shenandoah County, and the National Trust for Historic Preservation have made great progress to guide the creation of the National Historical Park. Together, we are the founders of the Park. However, the future well-being of the National Historical Park depends upon this established partnership and a new commitment to make management decisions together and based upon the General Management plan, when it is adopted.
Commenting Parties	■ Belle Grove, Inc. ■ Virginia Department of Conservation and Recreation ■ National Trust for Historic Preservation ■ Park Advisory Commission ■ Town of Strasburg Town Council ■ Trout Unlimited ■ David Blount ■ Joan Harding
Response	Thank you.

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Partnerships: Key Partner Autonomy	**38**
Concern Statement Comments support each Key Partner maintaining its autonomy and organizational identity.	
Representative Quote	Cedar Creek Battlefield Foundation observes that the Act establishes and anticipates a cooperative working relationship among Partners, as well as the public, without any one entity or entities having the power to dictate the actions of a Partner or to require that Partner to act in a manner or manage its holdings in a way deemed by that Partner to be counter to the public interest and the Partner's charter.
Representative Quote	Although the intent of the Cedar Creek and Belle Grove National Historical Park is to work together to make the Park a "unit", it must be reiterated that each entity that makes up the Park is a separate and distinct, but equal, entity to all of the other entities within the Park. As such, each entity will continue to run its organization, and to utilize its lands and resources, both natural and financial, as each entity deems appropriate.
Commenting Parties	■ Cedar Creek Battlefield Foundation ■ Susan M. Golden
Response	As outlined in the park's enabling legislation and Section 1.5.6 of the GMP, each Key Partner – Belle Grove Inc., the Cedar Creek Battlefield Foundation, the National Trust for Historic Preservation, Shenandoah County, and the Shenandoah Valley Battlefields Foundation – would continue to own, operate, and manage its lands as an autonomous organization. In the GMP, the NPS stresses the collaborative nature of the relationship between the NPS and the independently-managed key partner organizations.

Partnerships: Other Stakeholders	**39**
Concern Statement Comments express concern that the plan underemphasizes the importance and potential contributions of partnerships outside of those with the five legislated Key Partners and surrounding local governments (community partners).	
Representative Quote	ENGAGING MANY PARTNERS AND TAPPING DIVERSE RESOURCES There is understandable emphasis in the Draft GMP on Key Partners and Community Partners. The draft underemphasizes the contributions that can and should be made by a much broader group of potential partners. These will be found both in a larger definition of geographic reach and in a more creative exploration of the types of partners and the tools financial, legal, educational, etc. that can be utilized in managing and providing support for the park.
Commenting Parties	■ Civil War Preservation Trust ■ National Parks Conservation Assoc. ■ Virginia Department of Conservation and Recreation ■ Trout Unlimited
Response	Thank you for your comment regarding other partnerships. The GMP has been modified in Chapters 1 and 2 to acknowledge the importance of partnerships with other organizations in addition to the Key Partners.

Table F.2 **Cedar Creek and Belle Grove National Historical Park GMP/EIS**
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Partnerships: Formal Relationships	**40**
Concern Statement Comments support the creation of more formal relationships and agreements between the NPS and the five Key Partners to strengthen collaboration and outline their roles in managing the park.	
Representative Quote	As set forth in alternative D, the Federal Advisory Commission (FAC) supports a strong partnership between park partners, the NPS, landowners within the park, and public entities represented on the FAC. The FAC recommends that the NPS and the Key Partners, particularly, continue to meet regularly to cooperate in the overall management of the park and to provide advice to one another on an as-needed basis. The FAC recommends that key partners and others choose to enter into formal, written cooperative agreements with the NPS to shape the elements of their particular relationship.
Commenting Parties	■ Park Advisory Commission ■ Shenandoah Valley Battlefields Fdn. ■ David Blount
Response	Thank you. Formal relationships between the NPS and the Key Partners are an element of Alternative D, the preferred alternative. These relationships would likely be formalized through written, cooperative agreements.

Technical Assistance: General	**41**
Concern Statement Comments support the concept of technical assistance on a range of issues by and among the NPS and the Key Partners.	
Representative Quote	In particular, Shenandoah Forum supports Management Element 9, in which the "NPS and the Key Partners would provide technical assistance to one another, to private landowners, and to nearby communities" in matters of community planning, rural land-use planning, voluntary land conservation by private landowners, agricultural best management practices, ecological restoration, forest management, and other activities. Providing this sort of technical assistance for the park's surrounding communities will not only lead to furtherance of the park's purposes, but it will deliver an untold benefit for the region's effort to maintain its historic, agricultural, and rural character.
Commenting Parties	■ Park Advisory Commission ■ Preserve Frederick ■ Shenandoah Forum
Response	Thank you.

Table F.2 **Cedar Creek and Belle Grove National Historical Park GMP/EIS**
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Technical Assistance: General	**42**
Concern Statement Comments support the incorporation of the GMP into the comprehensive plans of the surrounding communities. Additionally, comments support the provision of technical assistance for the management of the National Historic District.	
Commenting Parties	■ Shenandoah Forum ■ Shenandoah Valley Battlefields Fdn.
Response	After the GMP is finalized, the NPS would approach the surrounding towns and counties with a request that they incorporate the document into their comprehensive plans. Under Alternative D, the NPS would provide technical assistance to the Shenandoah Valley Battlefields Foundation on issues related to the park.



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Glossary

Accessibility. The provision of NPS programs, facilities, and services in ways that include individuals with disabilities or makes available to those individuals, the same benefits available to persons without disabilities.

Affected environment. The existing biological, physical, cultural, social, and economic conditions that are subject to direct and indirect changes which result from actions described in alternatives under consideration.

Alternative. A possible course of action, one of several ways to achieve an objective or vision. The term is used in a GMP to describe different management actions.

Area-specific management prescriptions. Area-specific guidance about the desired resource conditions, visitor experience opportunities, and appropriate kinds and levels of management, development, and access (modes of transportation) for each area of a park, based on how it is zoned; also the kinds of changes needed to move from the existing to the desired conditions.

Best management practices (BMPs). Practices that apply the most current means and technologies available to not only comply with mandatory environmental regulations, but also maintain a superior level of environmental performance.

Carrying capacity. The type and level of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions in a park.

Cedar Creek and Belle Grove National Historical Park (NHP). A unit of the National Park System, created by an Act of Congress in 2002.

Community Partners. Communities in and around the park who participate with the NPS in management of the park, as identified in Section 13 of the park's enabling legislation, including: the towns of Strasburg and Middletown, Virginia, as well as Frederick, Shenandoah, and Warren counties.

Connected action. Actions that are closely related. They automatically trigger other actions that have environmental impacts, they cannot or will not proceed unless other actions have been taken previously or simultaneously, or they are interdependent parts of a larger action and/or depend on the larger action for their justification.

Cooperating agency. A federal action other than the one preparing the National Environmental Policy Act document (lead agency) that has jurisdiction over the proposal by virtue of law or special expertise and that has been deemed a cooperating agency by the lead agency. State of local governments, and/or Indian tribes, may be designated cooperating agencies as appropriate.

Cultural landscape. A geographic area (including both cultural and natural resources and the wildlife and domestic animals therein) associated with a historic event, activity or person or exhibiting other cultural or aesthetic values. There are four types of cultural landscapes, not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

Cultural resources. Aspects of a cultural system that are valued by or significantly representative of a culture or that contain significant information about a cultural. A cultural resource may be a tangible entity or a cultural practice. Tangible cultural resources are categorized as districts, sites, buildings, structures and objects for the National Register of Historic Places, and as archeological resources, cultural landscapes, structures, museum objects, and ethnographic resources for NPS management purposes.

Cumulative actions. Actions that, when viewed with other actions in the past, the present, or the foreseeable future regardless of who has undertaken or will undertake them, have an additive impact on the resource the proposal would affect.

Cumulative effects. The culmination of a proposed action when added to past, present, and reasonably foreseeable future actions; action can be taken by anyone and can occur inside or outside the park.

Desired condition. A qualitative description of the integrity and character for a set of resources and values, including visitor experiences, that park management has committed to achieve and maintain.

Developed area. An area managed to provide and maintain facilities (e.g. roads, campgrounds, housing) serving park managers and visitors. Includes areas where park development or intensive use may have substantially altered the natural environment or the setting for culturally significant resources.

Direct effect. An impact that occurs as a result of the proposed action or alternative in the same place and at the same time as the action.

Environmental consequences. The scientific and analytic basis for comparing alternatives in an environmental impact statement, based on their environmental effects, including any unavoidable adverse effects. Environmental consequences include short-term, long-term, and cumulative impacts to ecological, aesthetic, historical, cultural, economic, and social environments.

Environmental impact statement. A detailed National Environmental Policy Act document that is prepared when a proposal or alternatives have the potential for significant impact on the human environment.

Ethnographic resources. Objects and places, including sites, structures, landscapes, and natural resources, with traditional cultural meaning and value to associated peoples. Research and consultation with people identifies and explains the places and things they find culturally meaningful. Ethnographic resources eligible for the National Register are called traditional cultural properties.

Environmentally preferred alternative. Of the action alternatives analyzed, the one that would best promote the policies in NEPA Section 101.

Fundamental resources and values. Those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes, including opportunities for visitor enjoyment, determined to warrant primary consideration during planning and management because they are critical to achieving the park's purpose and maintaining its significance.

General Management Plan (GMP). A National Park Service planning document which clearly defines direction for resource preservation and visitor use in a park, and serves as the basic foundation for decision making. GMPs are developed with broad public involvement.

Historic site. A landscape significant for its association with a historic event, activity or person.

Indicators of user capacity. Specific, measurable physical, ecological, or social variables that can be measured to track changes in conditions caused by public use, so that progress toward attaining the desired conditions can be assessed.

Impact topics. Specific natural, cultural, or socioeconomic resources that would be affected by the proposed action or alternatives (including no action). The magnitude, duration, and timing of the effect to each of these resources is evaluated in the impact section of an EIS.

Impairment. An impact so severe that, in the professional judgment of a responsible NPS manager, it would harm the integrity of park resources or values and violate the 1916 NPS Organic Act.

Indirect effect. Reasonably foreseeable impacts that occur removed in time or space from the proposed action.

Interpretation. Activities or media designed to help people understand, appreciate, enjoy, and care for the natural and cultural environment.

Issue. Some point of debate that needs to be decided. For GMP planning purposes issues can be divided into "major questions to be answered by the GMP" (also referred to as the decision points of the GMP) and the "NEPA issues" (usually environmental problems related to one or more of the planning alternatives).

Key Partners. Organizations who participate with the NPS in management of the park, as identified in Section 13 of the park's enabling legislation, including: Belle Grove Incorporated, Cedar Creek Battlefield Foundation, the National Trust for Historic Preservation, Shenandoah County, and the Shenandoah Valley Battlefields Foundation.

Lead agency. The agency either preparing or taking primary responsibility for preparing the National Environmental Policy Act document.

Management concept. A brief, inspirational statement of the kind of place a park should be (a "vision" statement).

Management prescription. A description of the specific resource conditions and visitor experiences along with appropriate kinds and levels of management, use, and development for each area of a park that are to be achieved and maintained over time.

Mitigation. Modification of a proposal to lessen the intensity of its impact on a particular resource.

National Historic District. (see Shenandoah Valley Battlefields National Historic District)

National Park Service (NPS). The agency in the U.S. Dept. of the Interior charged with overseeing the National Park System.

No Action Alternative. An alternative in an environmental impact statement that continues the current management direction. This alternative serves as a benchmark against which action alternatives are compared.

Notice of intent. The notice submitted to the *Federal Register* that an environmental impact statement will be prepared. It describes the proposed action and alternatives, identifies a contact person in the National Park Service, and gives time, place, and descriptive details of the agency's proposed scoping process.

Other important resources and values. Those attributes that are determined to be particularly important to park management and planning, although they are not related to the park's purpose and significance.

Park. In this GMP/EIS, the term "park" is used interchangeably with "Cedar Creek and Belle Grove National Historical Park (NHP)" to describe the area of approximately 3,471 acres designated by Congress as a unit of the national park system.

Park purpose. The specific reason(s) for establishing a particular park.

Preferred alternative. The alternative an NPS decision-maker has identified as preferred at the draft EIS stage. It is identified to show the public which alternative is likely to be selected to help focus its comments.

Primary interpretive themes. The most important ideas or concepts to be communicated to the public about a park.

Projected implementation costs. A projection of the probably range of recurring annual costs, initial one-time costs, and life-cycle costs of plan implementation.

Proposal. The stage at which the National Park Service has a goal and is actively preparing to make a decision on one or more alternative means of accomplishing that goal. The goal can be a project, plan, policy, program, and so forth. The National Environmental Policy Act process begins when the effects can be meaningfully evaluated.

Record of decision. The document that is prepared to substantiate a decision based on an environmental impact statement. It includes a statement of the decision made, a detailed discussion of decision rationale, and the reasons for not adopting all mitigation measures analyzed, if applicable.

Shenandoah Valley Battlefields National Historic District. The area designated by Congress in 1996 and managed by the Shenandoah Valley Battlefields Foundation to preserve and interpret the Shenandoah Valley's Civil War legacy. The counties and cities that compose the district include: Augusta, Clarke, Frederick, Highland, Page, Rockingham, Shenandoah, and Warren Counties and the cities of Harrisonburg, Staunton, Waynesboro, and Winchester, Virginia.

Significance. Statements of why, within a national, regional, and systemwide context, the park's resources and values are important enough to warrant national park designation.

Scoping. Internal NPS decision-making on issues, alternatives, mitigation measures, the analysis boundary, appropriate level of documentation, lead and cooperating agency roles, available references and guidance, defining purpose and need, and so forth. External scoping is the early involvement of interested and affected public.

Special mandates. Legal mandates specific to the park that expand upon or contradict a park's legislated purpose.

Stakeholders. Individuals and organizations that are actively involved in the project, or whose interests may be positively or negatively affected as a result of the project execution/completion. They may also exert an influence over the project and its results. For GMP planning purposes, the term stakeholder includes NPS officials/staff as well as public and private sector partners and the public, which may have varying levels of involvement.

Universal design. The design of products and environments to be usable by all people to the greatest extent possible, without the need for adaptation or specialized design.

User capacity. The types and levels of visitor and other public use that can be accommodated while sustaining the desired resource conditions and visitor experiences that complement the purposes of a park.

Visitor experience. The perceptions, feeling, and interactions that visitors have with the park's environment and programs. The experience is affected by the setting, the types and levels of activities permitted, and the interpretive techniques used to convey park themes.

Acronyms

ACHP – Advisory Council on Historic Preservation

BMPs – best management practices

CBA – Choosing By Advantages

CEBE – Cedar Creek and Belle Grove National Historical Park

CEQ – Council on Environmental Quality

CFR – Code of Federal Regulations

DO – Director's Order

DSC – National Park Service Denver Service Center

EIS – Environmental Impact Statement

EO – Executive Order

EPA – U.S. Environmental Protection Agency

FEMA – Federal Emergency Management Agency

FHWA – Federal Highway Administration

FONSI – Finding of No Significant Impact

FR – Federal Register

FTE – Full-time equivalent (staff positions)

FWS – U.S. Fish and Wildlife Service

GMP – General Management Plan

GPRA – Government Performance and Results Act

LPP – Land Protection Plan

MOA – Memorandum of Agreement

NEPA – National Environmental Policy Act

NERI – New River Gorge National River

NHPA – National Historic Preservation Act

NOA – Notice of Availability

NOI – Notice of Intent

NOAA – National Oceanic and Atmospheric Administration

NPDES – National Pollutant Discharge Elimination System

NPS – National Park Service

NRCS – U.S Department of Agriculture Natural Resources and Conservation Service

NWI – U.S. Fish and Wildlife Service National Wetland Inventory

ONPS – Operation of National Park System

PEPC – Planning, Environment and Public Comment System

PL – Public Law

ppm – parts per million

PSA – public service area

ROD – Record of Decision

ROW – right-of-way

T&E – threatened and endangered

SHPO – State Historic Preservation Officer

SCU – Stream Conservation Unit

SIU – Sections of Independent Utility

USC – U.S. Code

USACOE – U.S. Army Corps of Engineers

USDC – U.S. Department of Commerce, Bureau of the Census

USGS – U.S. Geological Survey

USFWS – U.S. Fish and Wildlife Service

VDCR – Virginia Department of Conservation and Recreation

VDGIF – Virginia Department of Game and Inland Fisheries

VDHR – Virginia Department of Historic Resources

VDOT – Virginia Department of Transportation

VOP – Virginia Outdoors Plan

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

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CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK

National Park Service, U.S. Department of the Interior

