

FES 96-38

Final
General Management Plan
Environmental Impact Statement
1996

RICHMOND
National Battlefield Park • Virginia

ON MICROFILM

United States Department of the Interior • National Park Service

RECOMMENDED:

Cynthia MacLeod 6.7.96

Cynthia MacLeod
Superintendent, Richmond National Battlefield Park

Date

APPROVED:

Marie Rust 6-7-96

Marie Rust
Field Director, Northeast Field Area

Date

Final
General Management Plan
Environmental Impact Statement

RICHMOND
National Battlefield Park • Virginia

This *Final General Management Plan/Environmental Impact Statement* (FEIS) presents a proposal and three alternatives for the management, use, and development of Richmond National Battlefield Park (RNBP). The proposal, which constitutes the National Park Service's general management plan for the park, calls for interpretation of the military actions between 1862 and 1865 integrated with an understanding of the importance of the Confederate capital to both sides. Visitors would be directed to battlefields and other Civil War resource sites in Virginia. The main visitor center would remain at Chimborazo Park augmented with interpretation of the hospital story; NPS would continue to explore the possibilities for cooperative development of a heritage education/visitor center in Richmond. The proposal responds actively to the Civil War Sites Advisory Commission (CWSAC) report to Congress recommending federal involvement in protection of certain battlefields. RNBP's enabling legislation would be amended to authorize the appropriation and expenditure of federal funds for the purchase of battlefield lands, including specific tracts outside the existing legislative boundary. The authorized boundary of RNBP be redefined and reduced to include approximately 7,121 acres, within which battlefield resource protection and/or interpretation would be accomplished through a partnership among local, state, and federal government and the private sector. Any real property interest acquired by the NPS will only be acquired on a willing seller basis. The environmental consequences of this proposal would include expansion of the battlefield resource protection effort, and, with partnerships with other entities, a greatly improved and integrated interpretation of all the Civil War resources in the Richmond area. Expanded partnerships and resource protection efforts would lead to an expanded visitor base. More visitors to the battlefields would result in longer visits to the area by more people, resulting in expanded heritage tourism and increased tourist spending. The benefits would positively affect the metropolitan Richmond area. Nationally significant battlefields would enjoy a greater measure of protection and natural resources would be carefully considered as cultural resource restoration and management plans are developed. Regional air quality could suffer measurable but negligible impacts due to increases in visitation and vehicle mileage; however the visitation would be distributed throughout the region via the tour route to mitigate the impact.

The alternatives under consideration, in addition to the proposal, include the no-action alternative and two development options. One development option would create a new visitor center within the city of Richmond. Interpretation would emphasize the importance of the Confederate capital, and visitors would be directed to a wide range of surviving Civil War resources in the metropolitan Richmond area. The other development option would emphasize an expanded battlefield land protection and cultural/natural landscape scene restoration effort. The visitor center would be located adjacent to a battlefield, and interpretation would emphasize the military actions in the two major campaigns to take the city.

The environmental consequences of the proposed action and the other alternatives were fully documented in the Draft Environmental Impact Statement (DEIS) and are re-presented with modifications in the FEIS. The public review period on the DEIS ended October 2, 1995. The results of public comment on the DEIS are included in the FEIS. The no-action period on this final plan and environmental impact statement will end 30 days after the publication of a notice of availability in the *Federal Register*. For further information, contact: Superintendent, Richmond National Battlefield Park, 3215 Broad Street, Richmond, Virginia 23223.

SUMMARY

During the American Civil War, from the first battle of Manassas until the guns fell silent four years later at Appomattox, the cry of the Union armies was "On to Richmond." Richmond's battlefields and related resources have deep and abiding stories to tell visitors.

At Richmond National Battlefield Park (RNBP) there is an opportunity to convey to visitors the meaning of the war. Not only is there a strategic explanation for the battles at Richmond, but also the Confederate capital's industrial, economic, political, and social fabric merge with the battlefield stories there. The concentration of diverse Civil War resources found in the Richmond area is unparalleled. A site-specific focus on the battles at Richmond, the combatants, and an understanding of why those battles occurred at Richmond can contribute to a visitor's understanding of the complexity of the American past and provide a means to appreciate strengths and shortcomings in our collective heritage. With a carefully developed battlefield preservation, commemoration, and interpretive effort, including close cooperation with other public and private agencies preserving Civil War resources, RNBP can become a moving and eloquent place where visitors can examine for themselves the meaning of the American Civil War and its relevance in the modern world.

This *General Management Plan/Environmental Impact Statement* identifies the purpose, significance, and primary interpretive themes for RNBP. The proposal and alternatives consider visitor experience, resource protection, and administrative requirements that will affect the park over the next 15 years.

Alternative A (the no-action alternative) describes the current situation and provides a baseline for comparison with the other alternatives. No significant management actions shielding resources from the effects of neighboring land use changes have been possible since the park's establishment due to limitations contained in the enabling legislation. A related lands study in 1989 (*Conserving Richmond's Battlefields*) identified some issues and led to improved consultations with cooperating jurisdictions, but the overall impact has been slight due to restrictions in the enabling legislation. Alternative A would continue this minimum response policy regarding battlefield land protection and the effect on the visitor experience. This alternative reviews present management practices at the park and describes the future impact on park resources and visitor services. Expanded visitor options and interpretive services at some units would be possible only if accompanied by the reduction of services/options at other units.

No change in the park's 1936 enabling legislation would be sought.

Alternative B develops the concept of an integrated interpretation of all Civil War resources in the Richmond area. The main visitor center would be located in the city center adjacent to a Civil War resource. The visitor would be afforded an integrated interpretive experience using the wide range of surviving Civil War resources in the metropolitan Richmond area. The interpretation would be based on a close partnership with state, county, city, and nonprofit and private agencies protecting Civil War resources and would emphasize the larger issues that drew the opposing armies to the Richmond area. To draw the distinction between this and other Civil War battlefield parks in the national park system, the park's name would be changed to Civil War Richmond National Historical Park. Every effort would be made to coordinate land protection strategies in partnership

with ongoing efforts by Hanover, Henrico, and Chesterfield County authorities and with other agencies.

Changes in the park's 1936 enabling legislation would be sought to authorize the name change.

Alternative C emphasizes the importance of the battle action and the strategies in the two major campaigns to take the city. A major effort would be undertaken to protect and interpret as an integrated whole the battlefields associated with the Seven Days' battles and the Overland Campaign. A self-guided tour route would be mapped out, "From Richmond to Harrison's Landing" (Seven Days) and "From the North Anna to the James" (Overland Campaign). Visitors would be able to approximate the route of the armies, see privately owned sites from public rights-of-way, and visit the battlefields protected by the National Park Service (NPS) and Hanover, Henrico, and Chesterfield counties. The NPS would work in partnership with state, county, nonprofit, and private agencies to mount a coordinated protection and interpretive effort. An expanded battlefield land protection effort would be strongly emphasized. Protection efforts would be enhanced at the most at-risk Richmond area battlefields cited in the report to Congress by the Civil War Sites Advisory Commission (CWSAC). Those battlefields include North Anna, Gaines' Mill, Glendale, Malvern Hill, Cold Harbor, Chaffin's Farm/New Market Heights, and Second Deep Bottom. To enhance protection and interpretation for the Seven Days' Campaign, additional protection efforts would be undertaken at Beaver Dam Creek and Savage's Station. The visitor center would be located adjacent to one of the battlefields. A site in Hanover County near the Gaines' Mill and Cold Harbor battlefields would be an ideal location. An active program of cultural/natural landscape scene restoration would be implemented at several battlefield units. In-person ranger interpretation, waysides, electronic, and other media would connect specific battle action with the larger issues confronting both commands, in accord with the park's current "Statement For Management."

Changes in the park's 1936 enabling legislation would be sought to authorize the appropriation and expenditure of federal funds for the purchase of battlefield lands, including specific tracts outside the current legislative boundary.

Alternative D (the proposal) emphasizes an interpretation of the military actions in the two major campaigns integrated with an understanding of the importance of the Confederate capital to both sides. The interpretive experience would include the wide range of surviving Civil War resources in the Richmond area. The campaigns around Richmond would be interpreted as motivated ultimately by the resources of the city — industry, transport, functions of government (both actual and symbolic), and the human resources (both black and white). For example, the relationship between the Tredegar Iron Works, Rockett's Landing, and Capitol Square on the one hand, and the battles at Gaines' Mill, Drewry's Bluff, and Cold Harbor on the other, would be the basis for the interpretation. Four years of war filled the city with refugees, while Chimborazo Hospital, Belle Isle Prison, and Hollywood Cemetery were grim reminders of the cost. In addition the visitor would be invited to reflect on the new sense of union that emerged from the conflict and to consider the tragic implications of civil strife in our own time. The interpretation would meet the needs of an increasingly diverse visitor base, especially those new to NPS battlefield parks.

Visitors would be encouraged to begin their tour at the main visitor center where they would encounter an interpretive overview of Richmond's Civil War story and orientation to battlefields and other Civil War resource sites in Virginia. The main visitor center would remain at Chimborazo Park, augmented with seasonally staffed facilities at some units. The visitor center at Chimborazo Park would develop an augmented interpretation of the hospital story.

Note: The NPS would continue to explore the possibilities for RNBP to partner with local public and private agencies to develop a cooperative heritage education/visitor center in Richmond. The successful development of such a center would be strictly dependent upon close cooperation and partnership among the NPS and local public and private agencies. Local leadership is an absolute precursor to NPS involvement in such a cooperative venture.

Multiple options would permit the visitor a choice of emphasis regarding themes (military, social, political, and economic). Visitors would be oriented to the chronology of the Richmond-area battles and encouraged to visit the battlefields themselves. The battlefields would be the window for interpreting the specific actions and personnel involved and each battle's relation to the larger campaign and war strategy issues. A program of cultural/natural landscape restoration would be implemented at Gaines' Mill, Cold Harbor, Glendale/Malvern Hill, and Drewry's Bluff. Explanations regarding prisons, hospitals, transportation, industry, and government activity would be available. The war's impact on the civilian population, including refugees, slaves, and free blacks would be explored. An orientation to other Civil War sites in Virginia would be provided.

This alternative reaffirms the NPS commitment to battlefield resource protection and responds actively to the CWSAC report to Congress recommending federal involvement at certain battlefields. Changes in the park's enabling legislation would be sought to authorize the appropriation and expenditure of federal funds for the purchase of battlefield lands, including specific tracts outside the existing legislative boundary. These changes will enable RNBP to be a more effective steward and partner with private interests and local and state governments to protect the principal Civil War resources associated with the long and difficult struggle for the capital of the Confederacy and to interpret these resources so as to foster an understanding of their significance as parts of a whole.

As part of the proposed land/resource protection strategy, the NPS is recommending that:

- The authorized boundary of RNBP be redefined and reduced to include approximately 7,121 acres. (Specific protection recommendations are made at Beaver Dam Creek, Gaines' Mill, North Anna, Totopotomoy Creek, Cold Harbor, Glendale, Malvern Hill, Chaffin's Farm/Fort Harrison, New Market Heights, and Second Deep Bottom.)
- Within the 7,121-acre boundary, battlefield resource protection and/or interpretation should be accomplished through a partnership among local, state, and federal government and the private sector.
- NPS involvement beyond the 7,121-acre boundary of RNBP will be limited to technical assistance only.
- Any real property interest acquired by the NPS (e.g., fee simple ownership, easement, etc.) will be the minimum to accomplish the necessary management objective, and will only be acquired on a willing seller basis.

The recommendations contained in this plan do not constitute an offer to purchase lands or interests in lands, and they do not diminish the rights of nonfederal landowners. Implementation of part or all of the proposed protection strategy is subject to legislative action and available funding. More specifically the effective implementation of the proposed protection strategy is dependent upon the coordinated action of private interests working with local, state and federal government.

This proposed land/resource protection strategy is intended to help focus efforts to protect threatened battlefield resources, and define the NPS role and interest in protection efforts.

The "Affected Environment" section that follows the alternatives describes the park's surroundings and community context, the current visitor experience, existing cultural and natural resources, and current park operations and administration.

In the Environmental Consequences section the proposal and alternatives are analyzed for their general and specific impacts on the visitor experience, resource protection, park administration, and the surrounding community.

CONTENTS

PART ONE: OVERVIEW OF THE PARK / PLANNING BACKGROUND	1
INTRODUCTION	1
BRIEF DESCRIPTION AND BACKGROUND OF THE PARK	3
Park Origins and Legislative History	3
Park Purpose	4
Richmond and the Civil War	4
PLANNING BACKGROUND	9
Purpose of and Need for the Plan	9
Planning Issues and Concerns	10
Relationship to Other Planning Entities	22
MANAGEMENT OBJECTIVES	24
INTERPRETATION	25
Interpretive Objectives	25
Interpretive Themes	25
 PART TWO: GENERAL MANAGEMENT PLAN	27
INTRODUCTION	28
PROPOSAL	29
Concept	29
Parkwide Actions	32
Unit-Specific Actions	36
Proposed Units Where the NPS Does Not Currently Have a Presence	41
PROPOSED LAND/RESOURCE PROTECTION STRATEGY	43
Cooperative Effort to Protect and Interpret Civil War Resources	43
Federal Acquisition Authority	44
Reduction and Redefinition of the RBNP Boundary	44
Authority to Expend Appropriated Funds to Protect Qualifying Resources ...	44
NPS Advocacy and Technical Assistance	45
BOUNDARY RECOMMENDATIONS	46
Specific Boundary Recommendations for Each Battlefield	49
 PART THREE: AFFECTED ENVIRONMENT	109
INTRODUCTION	109
CULTURAL RESOURCES	109
Historical Background	109
Cultural Landscapes	110
Archeological Resources	111
NATURAL RESOURCES	112
Topography	112
Climate	112
Geology	112
Prime Farmlands	112
Floodplains and Wetlands	112
Soils	113
Threatened and Endangered Species	113
Vegetation	113
Earthworks	114
Wildlife	114

Air Quality	115
Water Quality	115
UNIT-SPECIFIC CULTURAL AND NATURAL RESOURCES	116
Battlefields and Civil War Resources Represented in Park Holdings	116
Significant Battlefield Sites Outside Park Ownership	121
Other Battlefield Sites and Related Resources Associated with the Campaign for Richmond	124
SURROUNDING POPULATION AND LAND USE	125
PARK USE AND DEVELOPMENT	125
Park Structure	125
Noncontributing Roads and Trails	125
Noncontributing Buildings	126
Utility System	126
Permits and Rights-of-Way	126
Cooperative Agreements	127
CARRYING CAPACITY	127
 PART FOUR: DESCRIPTION OF ALTERNATIVES / ENVIRONMENTAL CONSEQUENCES	129
DESCRIPTION OF THE ALTERNATIVES	130
Alternative A (No Action Alternative)	130
Alternative B	130
Alternative C	132
Alternative D (Proposal)	134
ALTERNATIVES CONSIDERED BUT REJECTED	137
Battlefield Focus Alone	137
Joint Management with Petersburg National Battlefield	137
Deaccession of Beaver Dam Creek, Chickahominy Bluffs, and the Tour Road at Fort Harrison	137
No Action Regarding Bluff Stabilization at Drewry's Bluff	137
Inclusion of Savage's Station Battlefield Within Redefined RNBP Boundary ...	138
ENVIRONMENTAL CONSEQUENCES	144
Impacts of Alternative A	144
Impacts of Alternative B	147
Impacts of Alternative C	151
Impacts of Alternative D (Proposal)	155
COMPLIANCE REQUIREMENTS	159
CONSULTATION AND COORDINATION	161
Summary of Comments on the Draft Environmental Impact Statement	164
 APPENDIXES	233
APPENDIX A: LEGISLATION	234
APPENDIX B: MANAGEMENT ZONING (EXISTING CONDITIONS)	235
APPENDIX C: VISITOR USE DATA	239
APPENDIX D: OTHER CIVIL WAR RESOURCES AND AGENCIES IN THE METROPOLITAN AREA	241
APPENDIX E: CULTURAL RESOURCE COMPLIANCE	243
APPENDIX F: ADDITIONAL STUDIES NEEDED	245
APPENDIX G: STAFFING AND COSTS	246
APPENDIX H: PERTINENT LAWS AND REGULATIONS	259
APPENDIX I: PROTECTION MECHANISMS	260

Zoning	260
Regulations	260
Cooperative Agreements	261
Acquisition	261
Acquisition Options	263
BIBLIOGRAPHY	265
INDEX	269
NPS PLANNING TEAM AND CONTRIBUTORS	272
PART ONE: OVERVIEW OF THE PARK / PLANNING BACKGROUND	1
INTRODUCTION	1
BRIEF DESCRIPTION AND BACKGROUND OF THE PARK	3
Park Origins and Legislative History	3
Park Purpose	4
Richmond and the Civil War	4
PLANNING BACKGROUND	9
Purpose of and Need for the Plan	9
Planning Issues and Concerns	10
Operational Issues	10
Battlefield Resource Protection Issues	12
Relationship to Other Planning Entities	22
Partnerships	22
Federal	22
Commonwealth of Virginia	22
Hanover County	22
Henrico County	22
Chesterfield County	23
City of Richmond	23
Independent Agencies and Museums	23
MANAGEMENT OBJECTIVES	25
INTERPRETATION	26
Interpretive Objectives	26
Interpretive Themes	27
MAPS	
Vicinity	2
Legislative Boundary	14
Core Battlefields	16
Proposal	31
Beaver Dam Creek	91
Cold Harbor	93
Gaines' Mill	95
North Anna	97
Totopotomoy Creek	99
Chaffin's Farm	101
Glendale	103
Malvern Hill	105

New Market Heights 107

TABLES

Table 1: Summary of the Boundary Adjustment Proposal 48
Table 2: Summary of Alternatives 139
Table 3: Summary of Impacts 141
Table 4: Estimated Development Costs 252

PART ONE: OVERVIEW OF THE PARK / PLANNING BACKGROUND

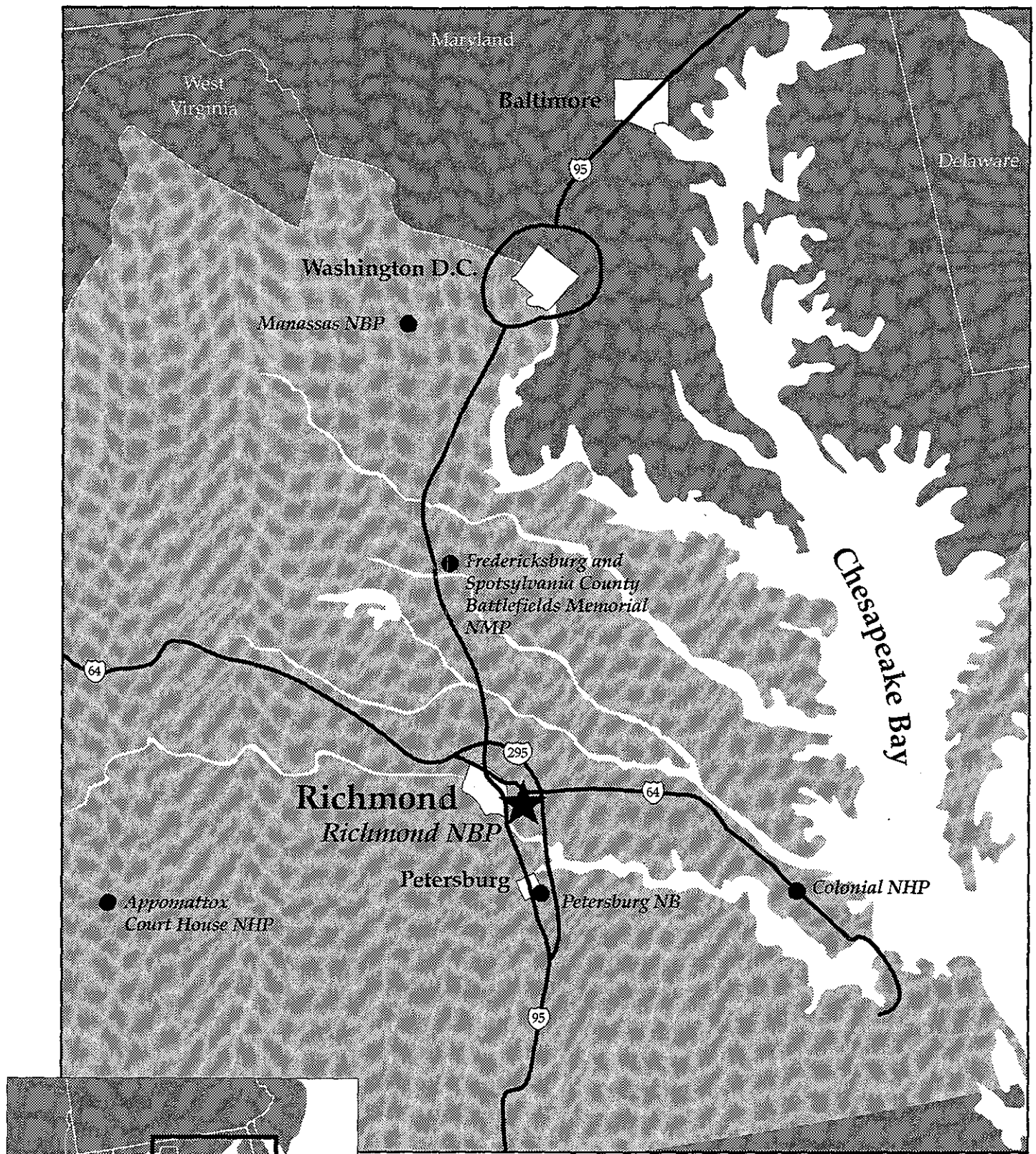
INTRODUCTION

During the American Civil War, from the first battle of Manassas until the guns fell silent four years later at Appomattox, the cry of the Union armies was "On to Richmond." From 1861-1865, sacrifices in the name of principle and deeds of valor on behalf of cherished ideals (as well as cruelty, horror, and boredom) were common soldier experiences. The farms, fields, woodlots, and swamps through which the Union and Confederate soldiers struggled, made up the rural surroundings of 19th century Richmond, which had a pre-war population of fewer than 40,000 people. Today most of the battlefields have been engulfed by urban and suburban expansion, and those few battlefields that retain their integrity are endangered.

From minor skirmish to major confrontation, enormous effort and sacrifice through much of the war focused on Richmond and what it symbolized. As the Confederate capital, Richmond was essential to both sides. Richmond was a transportation hub and an economic and industrial center. Symbolically, as long as the city and its protecting army survived, the right to divide the Union survived, and the right of some to hold others in bondage continued.

At Richmond National Battlefield Park (RNBP) there is an opportunity to convey to visitors the meaning of the war — a sense of the past that is as important to present and future generations as it was to our forbears. When set in appropriate context by the National Park Service (NPS), Richmond's battlefields have a deep and abiding story to tell visitors, and the historic context of the battlefields around Richmond is critically important as well. Not only is there a strategic explanation for the battles at Richmond, but also the Confederate capital's industrial, economic, political, and social fabric merge with the battlefield stories there. Visitors will be encouraged to think critically about America's past, and the park can become a powerful and positive stimulus to enlightened citizenship. The Richmond story will have meaning for all Americans and for international visitors as well. The American tragedy of the Civil War retains its relevance in a modern world confronted with religious, ethnic, and linguistic divisions.

The concentration of diverse Civil War resources found in the Richmond area is unparalleled. A site-specific focus on the battles at Richmond, the combatants, and an understanding of why those battles occurred at Richmond can contribute to a visitor's understanding of the complexity of the American past and a means to appreciate strengths and shortcomings in our collective heritage. With a carefully developed battlefield preservation, commemoration, and interpretive effort, including close cooperation with other public and private agencies preserving Civil War resources, RNBP can become a moving and eloquent place where visitors can examine for themselves the meaning of the American Civil War and its relevance in the modern world.



North 0 15 30 miles

Vicinity

**Richmond National
Battlefield Park**
United States Department of the Interior
National Park Service
DSC • April 1996 • 367 • 20,051

BRIEF DESCRIPTION AND BACKGROUND OF THE PARK

RNBP is located 110 miles south of Washington, D.C., near the city of Richmond, Virginia. The park and the city lie along the transition (fall line) between the Tidewater and the Piedmont regions, and between the James and York rivers. Located at the junction of Interstate highways 64 and 95, the city is a major commercial and cultural center in the Mid-Atlantic region. Interstate 295 opened in June 1992, and bypasses Richmond on the east, near several park units (see Vicinity map.)

The park contains 763.99 acres in 11 individual units spread over a 132-square mile area. The Chimborazo Park unit contains the main visitor center and administrative office and is the only unit within the Richmond city limits. The remaining units lie north, east, and south of the city, in Chesterfield, Hanover, and Henrico counties, 8 to 15 miles from the visitor center. All units are in the Third and Seventh congressional districts as reconfigured after the 1990 census. (See the "Affected Environment" section for a description of the units).

Park Origins and Legislative History

Prehistoric sites demonstrate that the Richmond area was settled before European contact occurred. For reasons related to transportation, topography, and climate, the area at the falls of the James River has long been a center for regional commercial contact between the coastal areas to the east and the mountains to the west. By the time of the Civil War, Richmond had become the key urban center in the upper south. During the war, the city served as the Confederate capital, a major industrial and medical center, a transportation hub, and a prime supply and staging area for the southern armies.

RNBP interprets the repeated efforts by the Union army in 1862 and 1864-65 to take Richmond, the capital of the Confederacy, and to destroy the Army of Northern Virginia. Established as a unit of the national park system in 1936, the park evolved from private and state actions to protect the battlefields. As early as 1914 there had been talk of building a road to connect the main battle sites east of the city. In 1921 the well-known journalist and historian Douglas Southall Freeman encouraged the Rotary Club of Richmond to sponsor what may have been the first organized civilian battlefield tour. An association was formed to mark the important battle sites. By 1928 the Richmond Battlefield Parks Corporation began to purchase battlefield parcels and earthworks. In 1932 the corporation deeded all of its property (572 acres) to the Commonwealth of Virginia for a state park.

Shortly after World War I Congress directed the War Department to conduct a study of American Revolutionary War and Civil War battlefields. In 1929 funds were authorized to "study, investigate, and survey for commemorative purposes battlefields in [the] Richmond vicinity." In 1932 the secretary of war forwarded to Congress, *The Study of Battlefields in the United States for Commemorative Purposes* (Senate Document 151). The study recommended that the battlefield park acreage be accepted by the United States as a donation from the Commonwealth of Virginia. It also recommended that an additional 1,905 acres of core battlefield land be purchased, including substantial acquisitions at Beaver Dam Creek, Gaines' Mill, Cold Harbor, Bethesda Church (part of the Totopotomoy Creek Campaign), Savage's Station, White Oak Swamp, and Malvern Hill. Although the new road access served as a stimulus to residential development on the battlefields, the recommendation to protect additional land was not acted upon. The offer by the Commonwealth of Virginia to donate park land was formally accepted by act of Congress in 1936.

Congressional legislation (49 Stat. 1155) signed into law on March 2, 1936, established RBNBP. The enabling act identified the 572 acres managed by the state and 1.9 acres of additional land as the nucleus for the new park. Since then, the park has grown to 763.99 acres as additional land has been donated. According to the enabling legislation, the park can acquire land only through direct donation or with funds donated for land acquisition. All actions that will affect the cultural resources within these lands must comply with NPS policies and guidelines set by the National Historic Preservation Act of 1966, as amended.

Park Purpose

The March 2, 1936, authorizing act of Congress (49 Stat. 1155) defines the mission of RBNBP as follows:

... all such lands, structures, and other property in the military battlefield area or areas of the City of Richmond, Virginia, or within five miles of the city limits of said city or within five miles of the boundary of the present Richmond Battlefield State Park, as shall be designated by the Secretary of the Interior, in the exercise of his discretion as necessary or desirable for national battlefield park purposes, ... such area or areas shall be, and they are hereby, established, dedicated, and set apart as a public park for the benefit and inspiration of the people and shall be known as the Richmond National Battlefield Park.

The Historic Sites, Buildings, and Antiquities Act of August 21, 1935 states:

It is declared that it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States.

The Secretary of the Interior ... through the National Park Service, for the purpose of effecting the policy expressed ... shall have the following powers and perform the following duties and functions: ... (j) Develop an educational program and service for the purpose of making available to the public facts and information pertaining to American historic and archaeologic sites, buildings and properties of national significance.

Based on the authorizing legislation, the 1935 Historic Sites Act, and the mandate in the National Park Service Organic Act of 1916 to preserve, protect, and interpret cultural and natural resources, the following purpose of RBNBP has been established:

to protect the Civil War battlefield resources associated with the struggle for the capital of the Confederacy and to interpret these resources so as to foster an understanding of their larger significance.

Richmond and the Civil War

Mid-19th century America found itself deeply divided. An emerging industrial complex in the northeast was at odds with the agrarian economy in the South, the authority of central government was challenged by states rights advocates, and the slavery issue continued to fester. Westward expansion, whether new states would join the Union as slave or free, and the election of Abraham Lincoln in 1860 exacerbated sectional differences. The firing on Fort Sumter brought these differences to a head. Virginia did not secede at first. Only after President Lincoln in April 1861 called for troops from Virginia to fight against the southern states, did Virginia vote to secede from the Union. In May, Richmond was established as the capital of the new Confederate States of America.

President Lincoln had resolved to preserve the Union, by force if necessary. The first battle of Manassas in July 1861 demonstrated that the Union resolve would not be easily achieved. It would be necessary to carry the offensive to the Confederate capital.

The campaign in 1862 to take Richmond was intended to end the war, and in part to prevent the South from carrying the war to the North. If the South could threaten Washington, D.C., and disrupt rail communications in Maryland and Pennsylvania, it would strike fear in the great cities of the northeast and might lead to diplomatic recognition for the Confederate States of America in foreign capitals. A Union thrust at Richmond would make this Confederate strategy too risky.

By 1864, as the conflict dragged on, war weariness in the north, expiring three-year enlistments in the summer of 1864, draft riots, and the prospect of a close presidential race compelled President Lincoln to press for an early victory. The same circumstances seemed to offer a ray of hope to the beleaguered Confederacy. Perhaps a negotiated peace was possible.

By now the scene at Richmond had changed. The city's pre-war population of 40,000 was swollen to 140,000 people with thousands of Union prisoners of war and more thousands of sick and wounded Confederate soldiers, not to mention a large refugee population. The city was encircled by more than 100 miles of defensive earthworks constructed in large part by slave labor.

Chimborazo Hospital was one of dozens of hospitals in the city; Belle Isle, Libby, and Pemberton prisons were jammed with Union soldiers; the Tredegar Iron Works bustled with activity day and night; Rockett's Landing on the James River teemed with life; both the central government and the city administration struggled to cope with the growing seriousness of the situation; and the general population, both black and white, endured great hardships but contributed greatly in many, often surprising ways.

Battle Actions of 1862. In March 1862, the Peninsula Campaign began when the Union launched its first major offensive against Richmond. The main Union force, led by Maj. Gen. George B. McClellan, landed at Fort Monroe and Newport News. After delaying the Federal advance for a month at Yorktown the Confederate troops withdrew toward Richmond, and the Union army advanced up the peninsula between the York and James rivers. The Federals established a supply base at White House Landing, where the Richmond and York River Railroad crossed the Pamunkey River. A second Union force, led by Maj. Gen. Irvin McDowell, was to advance from Fredericksburg and join McClellan, but these troops were held back to defend Washington after Maj. Gen. Thomas J. "Stonewall" Jackson won a series of victories in the Shenandoah Valley.

Although Union gunboats controlled the lower James River, they found that they could not pass the powerful Confederate fortification at Drewry's Bluff eight miles below Richmond. As determined by the battle of May 15, 1862, the river approach to the capital was closed.

Defending Richmond was a Confederate force of 70,000 men under the command of Gen. Joseph E. Johnston. On May 31, 1862, Johnston was seriously wounded near Richmond at the Battle of Seven Pines/Fair Oaks. President Jefferson Davis then appointed Gen. Robert E. Lee to command what soon became known as the Army of Northern Virginia.

Lee initiated a series of attacks to push the Union troops away from the city. This campaign, known as the Seven Days' battles, forced the Federals to withdraw to a base at Harrison's Landing on the James River. In August, leaving behind a military garrison at Ft. Monroe, Yorktown and Newport News, the Army of the Potomac was evacuated to Alexandria and Aquia Landing, ending McClellan's grand campaign to take Richmond.

Eight days after the opening engagement at Oak Grove, 35,000 soldiers on both sides were dead, wounded, missing, or captured. A young Georgian wrote home "I have seen, heard and felt many things in the last week that I never want to see, hear or feel again." Richmond was safe for the moment, but the Confederacy did not break President Lincoln's capability or determination to preserve the Union. The war would continue.

Outline of Military Activity around Richmond, 1862

May 15	Drewry's Bluff (land/naval engagement)
May 27	Hanover Courthouse/Slash Church
May 31-June 1	Seven Pines/Fair Oaks
June 12-15	J.E.B. Stuart's Ride around McClellan's Army

Seven Days' Battles (June 25-July 1)

June 25	Oak Grove/King's Schoolhouse
June 26	Mechanicsville/Beaver Dam Creek/ Ellerson's Mill
June 27	Gaines' Mill
June 29	Savage's Station
June 30	Glendale/Fraser's Farm/White Oak Swamp
July 1	Malvern Hill
July 3-Aug 16	Withdrawal to Harrison's Landing and encampment

Battle Actions of 1864 and 1865. In July 1863, Lee's second invasion of the North was repulsed at Gettysburg. Yet through the summer and fall the Union was not able to gain an advantage in Virginia. In March 1864, Lt. Gen. Ulysses S. Grant was given command of all the Union armies and focused serious attention on destroying the instrument of Richmond's defense, the Army of Northern Virginia. Determined to crush the enemy's ability and will to resist, Grant endorsed an end to prisoner exchanges that had been in effect since late October 1863 and adopted a policy of relentless pursuit of Lee's army. Grant's orders to Maj. Gen. George G. Meade, commander of the Army of the Potomac, were specific and to the point, "Lee's army will be your objective point. Wherever Lee goes, there you will go also."

Grant and Meade engaged Lee at every possible opportunity — the Wilderness, Spotsylvania, and the North Anna. Lee could not stop the onslaught, but he did avoid the destruction of his army and deflected the Federal army's advance on Richmond to the east of the city; however, further confrontation remained inevitable. As Grant pressed south, Lee needed to destroy at least part of the Union army, to continue to protect Richmond, and to prevent the investment of the capital that could result if Grant crossed the James River in force.

After the Federals crossed the North Anna River, skirmishes became more frequent. Between May 24 and May 30, 1864, Federal troops were met by Confederate soldiers at Ox Ford and Hanover Junction (North Anna), Hanover town, Haw's Shop, Totopotomoy Creek, Old Church, and Bethesda Church. Grant continued to slip to the southeast, looking for an opening between Lee's army and Richmond.

In May 1864, in conjunction with the Federal advance at Wilderness and Spotsylvania, Grant directed Maj. Gen. Benjamin Butler and his Army of the James to attack Richmond from the south. Landing near the confluence of the James and Appomattox rivers, Butler advanced across Bermuda Hundred towards Richmond. Near Drewry's Bluff on May 16, 1864, Gen. P.G.T. Beauregard ordered a counterattack that stopped the Union advance. To contain Butler the

Confederates constructed the "Howlett Line," a line of earthworks stretching from the James River to the Appomattox River. Butler's advance was halted.

During the first two weeks of June 1864 severe fighting for the strategic Cold Harbor crossroads occurred, followed by the adversaries entrenching along a 6-mile front from Bethesda Church to the Chickahominy River. Believing that a massive frontal assault would overwhelm the Confederates and destroy Lee's army, Grant ordered an attack on June 3, 1864, near a crossroads known as Old Cold Harbor. By the end of the day, 7,000 Union soldiers were dead or wounded, a majority of them having fallen in the first hour of fighting. Grant's attack at Cold Harbor had gained nothing. For the next nine days, both sides remained dug in, with neither side willing to risk a major attack.

Recognizing the failure of this effort, Grant again slipped south and east, and in a master feat of military engineering moved his army across the James River. It was the longest continuous pontoon bridge used in the Civil War and was built in less than 12 hours across a deep tidal river with a tidal range of 4 feet. From June 15-18, 60,000 men crossed the river, along with a herd of 3,000 cattle and a wagon and artillery train estimated to be 50 miles long. They closed on Petersburg, intending to seize the vital rail links between Richmond and the Confederate heartland. Lee had no choice but to continue his defense of Richmond and to defend Petersburg as well.

From July 26-29, and again from August 13-20, 1864, Union troops in corps-strength crossed to the north bank of the James River at Deep Bottom Landing and engaged the Confederates in heavy fighting. The intent was to force Lee to weaken his Petersburg lines and to prevent him from sending reinforcements to the Shenandoah Valley. Most of the action took place east of Baileys Creek and along the New Market Road. Particularly savage fighting took place around Fussell's Mill, and New Market Heights was shelled by Union artillery.

As the siege lines lengthened, Lee had the advantage of a defensive position and interior lines of communication. But Grant possessed an enormous advantage in manpower and material. Grant directed Butler to apply pressure on Richmond again to prevent Lee from reinforcing Petersburg.

Crossing the James River on September 29, 1864, Butler attacked the outer defense lines southeast of Richmond and captured Fort Harrison, together with adjacent sections of earthworks. The attack had two components, the attack on Forts Harrison and Gilmer and a connecting earthwork, and an attack on New Market Heights, a low ridge about a mile away with a commanding view of the flat open terrain. It was an extension of the Confederate defense line designed to control Deep Bottom Landing on the James River. This battle is referred to in contemporary accounts as Chaffin's Farm. African-American troops made a major contribution at the New Market Heights battle. They suffered grievous casualties, and 14 members of the United States Colored Troops were awarded the Medal of Honor for valor.

Through the winter of 1864-1865, Grant extended his lines west, seizing one after another the vital roads and rail lines into Petersburg. On April 2, 1865 Jefferson Davis ordered the evacuation of Richmond. During the evacuation, civil order collapsed and the city was in flames. Richmond's Mayor Joseph Mayo requested that Union troops enter the city and restore order. On April 3 Union forces entered the city. On April 9, 1865, Lee surrendered to Grant at Appomattox Court House.

Outline of Military Activity around Richmond, 1864-1865

Feb. 28-March 2 Kilpatrick-Dahlgren Raid on Richmond

Grant's Overland Campaign

May 5-7	Wilderness
May 8-20	Spotsylvania Court House
May 11	Yellow Tavern
May 23-26	North Anna River
May 27-30	Totopotomoy Creek (including Haw's Shop, Bethesda Church, and Old Church)
May 31-June 12	Cold Harbor
June 15-18	Crossing of the James River

Action North of the James River

July 26-29	First Deep Bottom
August 13-20	Second Deep Bottom
September 29-30	Chaffin's Farm/New Market Heights/Ft. Harrison
April 3, 1865	Occupation of Richmond

Action South of the James River

May 1864	Bermuda Hundred and Drewry's Bluff actions; construction of Howlett Line
June 18-20	Grant's advance on Petersburg
June 1864- April 1865	Investment of Petersburg

Richmond's prominence led to its selection as the capital of the Confederacy and it remained a prime target of Northern armies throughout the war. The combined effect of strong earthen defenses around the city, the valiant defenders in the Army of Northern Virginia, and a resolute civilian population prevented the city's capture until late in the war. Most of the defensive earth fortifications have since been lost, but some sections are preserved in national battlefields, in county parks, and by private owners.

PLANNING BACKGROUND

Purpose of and Need for the Plan

NPS policy requires a thorough review of management practices and procedures at each unit of the national park system every 10 to 15 years. In accordance with this policy, RNBP has prepared this *General Management Plan* (GMP). The purpose of this GMP for RNBP is to guide management in its effort to preserve, protect, and interpret the cultural and natural resources of the park and to effectively serve visitor needs.

The last *Master Plan* was prepared for the park in 1971. The issues at RNBP have changed dramatically since 1971 and the *Master Plan* is dated. New challenges for park management have emerged since then.

Major regional population growth in the past two decades has encroached on or enveloped the separate and mostly small units of the park. In 1988 the city, the affected surrounding counties, and the state historic preservation office, in cooperation with the NPS, began a cooperative effort to assess the situation and to seek solutions. A related lands study, *Conserving Richmond's Battlefields*, a document prepared cooperatively by representatives from the affected jurisdictions, was published in draft in October 1990. After the draft report appeared, concerns were expressed at public meetings, especially in Henrico County, which then withdrew from the process. Hanover and Chesterfield counties and the city of Richmond were supportive of the draft document.

This draft report indicated specifically that it was only a first step, that the process would continue to include diverse interests within local jurisdictions, and acknowledged that each locality has its own approach to historic preservation. The related lands study has led to more extensive consultation with some jurisdictions but the overall effect has been slight due to limitations contained in the enabling legislation.

In 1990, the *General Management Plan* for the park was slated to begin and was funded. Since that time the park has been engaged in the planning process for this GMP. In the pages to follow the planning issues and concerns confronting management today are presented. This GMP proposes approaches for resolving these issues, analyzes the potential environmental impacts associated with the proposal, and compares these impacts with the impacts associated with other alternatives considered.

Planning Issues and Concerns

For purposes of this GMP, the issues are presented under two categories: operational issues and battlefield resource protection issues.

Operational Issues. Operational issues include configuration of the park units, visitor orientation and access, visitor services, resources management, and administration.

Park Unit Configuration. Eleven noncontiguous units located along a 64-mile-long tour route traversing an urban/suburban environment in four different political jurisdictions present a host of interpretive, resource protection, visitor protection, and maintenance challenges.

Location of Visitor Orientation/Access. First-time visitors to the park are often confused or uninformed as to where to begin. Access to the resources is difficult and current orientation is ineffective.

Visitor Services. The following issues affect the visitor experience.

Access and Orientation. Noncontiguous units located miles apart in an urban/suburban setting make it difficult to follow the complex stories of two campaigns, and the tour route requires a substantial amount of urban/suburban driving.

Interpretation. Interpretation of several military campaigns with multiple battles is difficult, especially for the nonspecialist visitor and those with limited time for battlefield visits. Existing interpretation is limited by staff size and focuses on the battles without much emphasis on the context in which they were fought. Visitor facilities are not provided at most interpretive sites.

Important elements related to the battlefield stories, such as military hospitals and prisons, the Sanitary Commission and the Christian Commission, engineer units, naval and marine forces on the James River, and the U.S. Colored Troops are not fully explained. For example, although Chimborazo is one of the best known hospitals, there were at least 20 others—located for the most part in warehouse or factory buildings (some of which still stand).

Visitor Safety. The tour route requires frequent turns in an environment of high-speed, heavy traffic. Tour route signs compete for the driver's attention with a myriad of traffic and advertising signs. At the Chaffin's Farm/Fort Harrison unit visitors must share Battlefield Park Road and Hoke-Brady Road with through and commuter traffic. The narrow road surface and sharp turns adjacent to earthworks create hazards, particularly for tour buses. Some closely spaced and related units, for example Cold Harbor and the Garthright House, are on opposite sides of a major two-lane road corridor. More intense land use in the vicinity of park units has led to an increase in illegal and/or inappropriate activities in park units, including hunting and poaching, public sexual activity, excessive speed on park roadways, and alcohol and other drug use.

Facilities. There are currently insufficient facilities to address the following visitor needs: viewing room for films, lecture hall, hands-on learning spaces for children, office spaces, restrooms, museum with space for fixed and changing exhibits, and library/family/military history research space.

The headquarters and main visitor center occupy an adapted/reused older building in the city of Richmond. The building is too small, was not designed to serve current needs, is not energy efficient, and is not easily accessible for the disabled. Curatorial space is inadequate. The shelters at Malvern Hill and Chickahominy Bluff are not in ideal locations; viewing platforms stand on top of resources at Chickahominy Bluff, Fort Brady, and Drewry's Bluff. The visitor contact station at

Fort Harrison is too small, screens sight of the resource from the parking lot, and lacks adaptability. Various support facilities are not well situated, including, for example, the parking at two of the three locations at Cold Harbor and the access roads at Beaver Dam Creek and Drewry's Bluff.

The current site of the maintenance facility is adequate, but expansion may be required in the event of expanded visitor use, an expanded land base, and/or increased resource protection needs.

Staffing. In light of the dramatically changed environment in which the park operates, the current staff level is inadequate to meet acceptable NPS standards for resource and visitor protection, resource interpretation, and maintenance. The dispersed nature of the park makes management more difficult and increases administrative travel time for employees.

Resource Management. The battlefields resources protected by RBNP are dispersed, vary in their integrity, and exhibit a diversity of historic resources and cultural landscapes. Cultural landscapes in general reflect the human adaptation and use of natural resources, such as landforms, soils, and vegetation. Their character is defined by their size, past and present use, and historical significance and integrity. Research, planning, and stewardship are the framework for cultural and historic landscape management. Research provides a means to evaluate the significance of a cultural or historic landscape; planning outlines the issues and alternatives for long-term preservation; and stewardship puts the planning decisions into motion. All cultural landscapes should be managed as cultural resources in accord with federal law and NPS management policies.

In 1966 when the National Historic Preservation Act created the National Register of Historic Places, historic battlefield parks in the national park system were listed automatically in the register. RBNP is listed in the National Register of Historic Places by virtue of its designation as a historic unit of the national park system. A national register nomination form for RBNP was prepared in 1976. However, as part of that effort, individual register forms were not completed for each of the battlefield units. Documentation needed to register each battlefield unit will be compiled. The Association for Preservation of Civil War Sites is preparing a study to document to the level of detail required for the national register for each battlefield unit. Cultural landscape resources contributing to the historical significance of the battlefields would be included. An assessment would determine the history, evolution, and existing condition of each park unit's historic landscape, would evaluate the existing integrity, and would define appropriate national register boundaries.

Additional archival and archeological research on the cultural landscape at each unit also is needed. The historic structures are a critical component of the historic landscape and would be included in the additional research recommendations.

The park's existing list of classified structures dates to 1976; the list update was completed in the fall of 1994. In addition to updating the information contained in the list, the number of listings will change. For example, the list will now include structural features of the cultural landscape, such as fences, roads, and paths, if they are eligible for the national register. Currently 29 structures are included in the list of classified structures. Of these historic structures, 27 are Civil War-related and consist of earthworks and buildings. The headquarters building at Chimborazo Park is a former weather station constructed in 1909. The log building at Ft. Harrison was constructed by the Battlefield Parks Corporation ca. 1930.

Artifact hunting and metal detector possession/use on park property are illegal and continue to be a concern. Artifact curation and storage facilities are critically inadequate. The park maintains important archives of the Civil War that lack proper storage facilities and that cannot be curated, displayed, or otherwise used for public benefit.

The park's important lines of earthworks are threatened by natural and human impacts, including erosion, compaction, and past conflicting management and interpretive goals. The earthworks were built to serve a temporary purpose and have long since lost their original definition. Reforestation and plant succession within the park tend to obscure the cultural resources. Unauthorized visitor use also has an adverse impact. Trail design and support facilities may encourage earthwork trampling and soil erosion in certain places. Metal detector use and artifact hunting result in the destruction of cultural and natural resources. Game poaching is an occasional problem.

Adjacent Land Use. Multiple rights-of-way (some not yet exercised) exist along park roads, particularly at Fort Harrison. When rights-of-way are exercised, development on adjacent battlefield land generally follows, further damaging or destroying earthworks and associated resources, fragmenting the cultural landscape, and disrupting the visitor's ability to appreciate the historic context of battlefield action.

Other rights-of-way for water, sewer, electric, and telephone lines exist in the park. Requests also occur for special uses, including weddings, foot races, and bicycle outings.

Cooperation/Coordination with Other Agencies. The park extends over four political jurisdictions, offering many opportunities for coordination with other federal, as well as state and local governments and other groups.

Many significant battlefield resources lie outside park ownership, and the park has no authority to protect or preserve them. Important core battlefield areas—some adjacent to existing park units, some at a considerable distance from them—are privately owned, and in some cases they are threatened by development proposals and rezoning actions.

Each county and the city have control over zoning decisions within their respective jurisdictions. Zoning changes do not necessarily occur in coordination with adjoining jurisdictions, and the impact of such changes on historic resources is not always fully anticipated. Over the past 10 years, the number of adverse development proposals has increased and significant resources have been lost. Opportunities to participate in the early planning stages could help to create development projects that are sensitive to historic resources. Such opportunities have been limited to date.

Battlefield Resource Protection Issues. The issues related to battlefield resource protection include population and land use, the existing legislative boundary, and the recommendations of the Civil War Sites Advisory Commission (CWSAC).

Protection for the battlefield resources around Richmond has engendered debates about where, how much, and by whom since the local citizenry began the push for battlefield preservation early this century. In 1927 the Richmond Battlefield Parks Corporation began assembling the original battlefield acreage; and in 1932 the corporation deeded all of its property to the Commonwealth of Virginia to become Virginia's first state park—the Richmond Battlefield State Park. That same year, a study done by the secretary of war for the U.S. Congress (see Park Origins and Legislative History section) determined that these acres were appropriate for acquisition by the War Department should they be offered for donation. The War Department study further recommended that an additional 1,905 acres of core battlefield land be purchased. The donation was ultimately accepted by federal authorities, but the recommendation regarding additional land acquisition was not acted upon.

Existing Legislative Boundary. When the RBNP was authorized by Congress in 1936, its boundary was established to include, "all such lands, structures, and other property in the military battlefield area or areas in the city of Richmond, Virginia, or within 5 miles of the city limits of said city or within 5 miles of the boundary of the present Richmond Battlefield State Park." The legislation was

intended to provide an opportunity to identify and then seek to acquire areas of Civil War significance.

The uncertainty created by the lack of a specific legislative boundary has been cause for concern among some landowners and local officials. In theory, this boundary creates the potential for large scale additions to the park. However, RBNP is authorized to expand within this boundary only by means of the donation of lands or the purchase or condemnation of lands with donated funds. Furthermore, as no federal funds have ever been authorized or appropriated for land acquisitions, and as few donations have materialized, park landownership has expanded very little beyond that originally conveyed to the federal government by the Commonwealth of Virginia. All land additions have been by donation or exchange as allowed by the legislation (see Legislative Boundary map).

1995-96 Proposed Legislation. During the 104th Congress, Congressman Thomas J. Bliley, Jr. introduced H.R. 1091, the Virginia Parks Bill. Title I of H.R. 1091 (amending the 1936 legislation which established the Richmond National Battlefield Park), proposed that the RBNP boundaries be redrawn to include the existing acreage and donations proposed up to that time, about 900 acres. Thus, the park would lose its ability to accept donations (without additional Congressional legislation), and the perceived threat to landowners of condemnation would be eliminated.

In testimonies before the U.S. House of Representatives and the U.S. Senate regarding Title I of H.R. 1091, the NPS requested that the Congress defer action while NPS completed the GMP/EIS planning process. By completing the GMP, the NPS would be in position to provide Congress our professional recommendations based on a plan that has been subject to public review and comment, and thereby help inform the legislative debate.

As of the time of printing, H.R. 1091 has been passed by the House of Representatives on a suspension of the rules, but the Senate has not acted on the bill.

Regional Population and Land Use Changes. At the time the RBNP was authorized, adjacent land use was mostly agricultural. Small parcels of protected battlefield acreage were sufficient because the surrounding farm fields, woodlots, and forests were representative of the historic period and were compatible with park purposes. So long as the existing agricultural land use remained consistent with that in place during the Civil War, the battlefields and the ability to interpret historic events within a visually appropriate setting were not threatened.

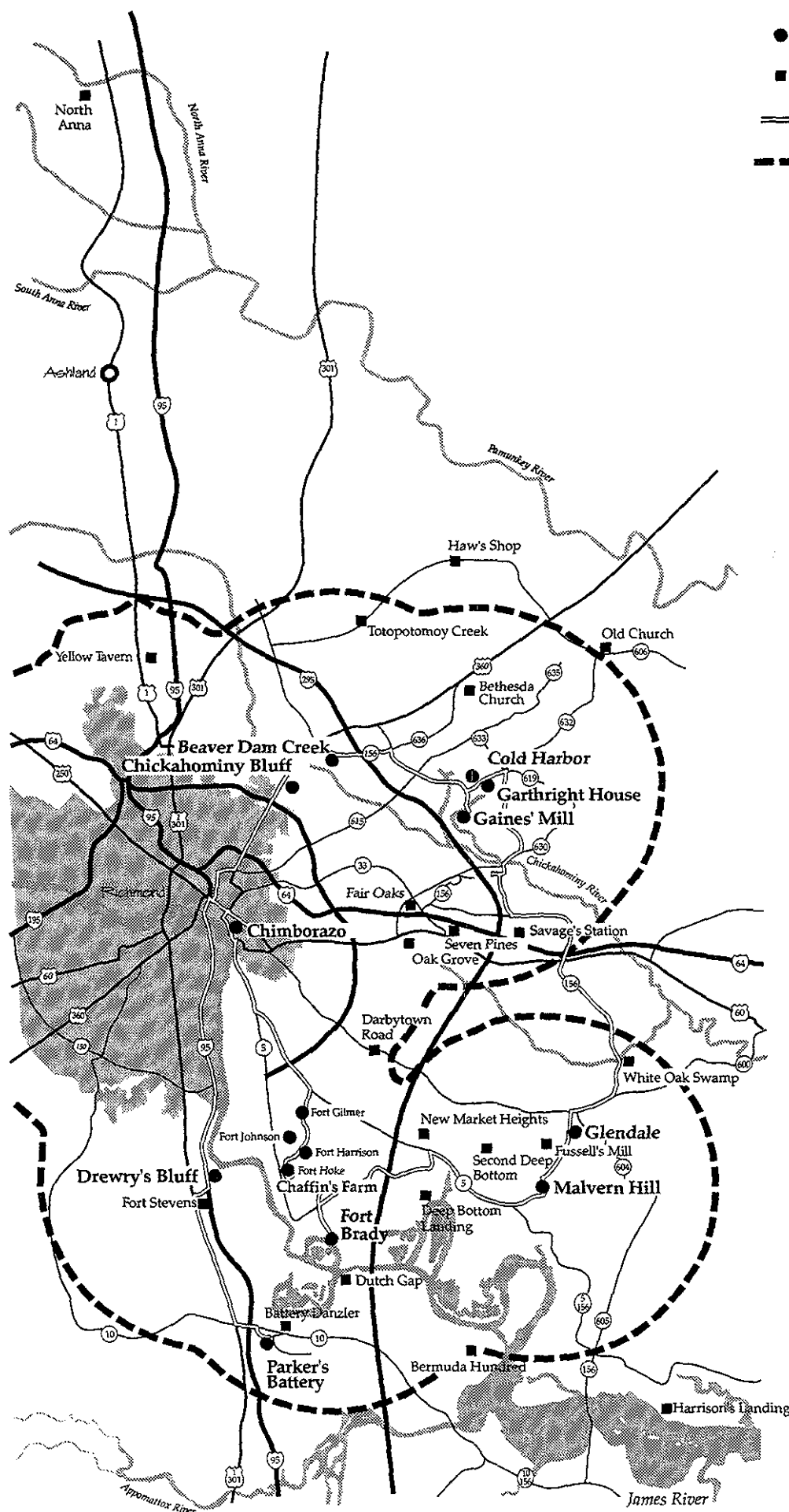
In 1930, when the Richmond Battlefield Parks Corporation had assembled the original battlefield acreage, the combined population of the three counties—Chesterfield, Hanover, and Henrico—totaled only 70,000. In 1990, the combined population of the three counties was 490,461—with 209,274 in Chesterfield, 63,306 in Hanover, and 217,881 in Henrico. The total population of the three counties is projected to rise to 782,100 by 2020—with 363,900 in Chesterfield (74% growth rate), 142,200 in Hanover (124% growth rate), and 276,000 in Henrico (31% growth rate).

● Richmond National Battlefield Park site

■ Significant sites

== Tour route

--- 1936 RNBP legislative boundary



↑ North 0 1 2 3 miles

Legislative Boundary

Richmond National Battlefield Park

United States Department of the Interior

National Park Service

DSC • April 1996 • 367 • 20,054

The physical and visual integrity of many of Richmond's Civil War battlefields has already been lost to changing land use. Without appropriate protection, these population trends represent a threat to virtually all remaining agricultural land use and with it the integrity of nationally significant battlefields and the potential economic gain from heritage tourism.

As the population has grown and new land uses have emerged, the need to define the dimensions of the battlefields more specifically has become apparent. Unless the location and extent of the remaining battlefields can be quantified, the preservation of historic values cannot be effectively considered as the Richmond community makes future land use decisions.

Civil War Sites Advisory Commission. In 1990 Congress authorized the creation of the Civil War Sites Advisory Commission (CWSAC) because of national concern over the increasing loss of Civil War sites. The CWSAC was asked to identify the nation's significant Civil War sites, determine their relative importance and condition, assess threats to their integrity, and recommend alternatives for preserving and interpreting them. In 1993 the *Civil War Sites Advisory Commission Report on the Nation's Civil War Battlefields* was forwarded to Congress.

The report stated that, out of some 10,500 armed conflicts from 1861-1865, only 384 (about 3.7%) were principal battles. These were classified according to their historic significance. Class A and B battlefields represent the principal strategic operations of the war. From the list of 384, the CWSAC also identified 50 battle sites as (1) being especially significant to the outcome of the war, (2) being still in good or fair condition, and (3) facing an imminent high or moderate threat. The CWSAC recommended to Congress that protection efforts at these 50 Priority I battlefields begin as soon as possible and be completed by the year 2000.

For these battlefields a federal role, working in concert with others, was identified. "Because of their strategic character and national significance, the class A and B sites (including the 50 Priority I battlefields mentioned above) should be an interest or responsibility of the federal government as well as state and local governments, non profits, and other private entities."

Of these 50 priority battlefields, 7 are located in the greater Richmond area: Gaines' Mill, Malvern Hill, Cold Harbor, Chaffin's Farm/New Market Heights, Glendale, North Anna, and Second Deep Bottom. All except North Anna are within RNBPs current legislative boundary.

During their study the CWSAC staff prepared maps of the major battlefields. The "core" and "study" areas of these battles were outlined on USGS topographic quadrangle maps.

The CWSAC defines a study area as, "all places related or contributing to the battle event; where troops deployed and maneuvered before, during, and after the engagement; it is the maximum delineation of the historical site and provides more of the tactical context of a battle than does the core area."

"The core area of a battlefield is within the study area and includes only those places where the combat engagement and key associated actions and features were located; the core area includes, among other things, what often is described as 'hallowed ground'.... The core area is generally the part that should remain undisturbed, with less stringent and more diverse protection techniques usually appropriate for the remainder of the study area."

The results of the CWSAC study and the maps of core and study areas have been reviewed in detail by NPS staff and accepted for consistent use in resource identification and preservation efforts. This definition of the core and study areas was an important step toward a refinement in the legislative boundary of RNBPs (see Core Battlefields map).

Current Authorization and Protection of Richmond's Civil War Battlefields by RBNP. A 5-mile perimeter around the city of Richmond, and around park units as they existed in 1936 (the existing legislative boundary) would encompass more than 225,000 acres. Because RBNP's authorizing legislation specifies "military battlefields area or areas" within this 5-mile perimeter, the park's actual legislative boundary is far less than 225,000 acres. The CWSAC identified the core area of Richmond's battlefields (the seven previously mentioned Priority I battlefields plus Savage's Station, Beaver Dam Creek, and Totopotomoy Creek) at approximately 38,000 gross acres. When allowance is made for battlefield overlap, the total acreage is about 32,000 net acres.

At present, less than 2.5% of the core battlefield land is protected by RBNP. The 11 noncontiguous units of RBNP total 763.99 acres of fee ownership and 19.02 acres of easement. The units range in size from 1.53 acres to 312.76 acres, and they extend along a 64-mile tour route east of the city. The park has a cooperative arrangement with Hanover County relating to 50 acres of land owned by the county that surrounds park property at the Garthright House.

None of Richmond's battlefields has an adequate land protection program. No battlefield in the Richmond area has extensive protection or interpretation by any public agency, and some have none at all. Examples of important battlefields that lack any federal protection include Savage's Station, North Anna, Totopotomoy Creek, New Market Heights, and Second Deep Bottom. Local protection for limited portions of the battlefield exist at North Anna, Cold Harbor, Malvern Hill, New Market Heights, and Second Deep Bottom.

Historic Context of the Battlefields. National Register Bulletin #40, *Guidelines for Identifying, Evaluating and Registering America's Historic Battlefields*, published in 1992 by the NPS, states in the section on Identifying Battlefields; Defining the Historic Context:

The significance of a battlefield can only be understood when the battle is considered within its historic context. The historic context of a battlefield is the chronological period, the geographic area, and the series of events which account for its occurrence and help explain its significance. Many individual battles were part of a larger military campaign that may need to be explained to place a battle in context.

The bulletin raises important questions. What impact did the battle's outcome have on contemporary military and political decision making? What is the geographical component or spatial significance? What is the chronological framework? What future actions are set in motion by the battle? Answers to these and related questions can help to account for the human and material costs of war.

RBNP differs substantially from other NPS Civil War battlefields that are associated with one battle or one campaign. The park interprets the repeated efforts by the Union Army to take Richmond and to destroy the Army of Northern Virginia. Therefore, the context of the battlefields at Richmond is (a) the Peninsula Campaign in 1862, (b) the Overland Campaign in 1864, and (c) the operations north of the James River associated with the Final Campaign, 1864-1865. Resource protection and interpretation at RBNP must consider these battles and campaigns as they relate to each other and also to the ultimate war aims at the Confederate capital. In this way the battlefields around Richmond are distinct from other battlefields in the national park system.

The following information concerning federal ownership at other parks is helpful for purposes of comparison. The numbers are rounded, except for RBNP.

Selected NPS Civil War Battlefield Parks	Federally Owned Acres	Acres in Authorized Boundary
Chickamauga/Chattanooga, GA/TN	8,000.00	9,400.00
Fredericksburg/Spotsylvania, VA	6,500.00	8,400.00
Gettysburg, PA	4,500.00	5,700.00
Shiloh, TN	3,900.00	6,000.00
Antietam, MD	2,400.00	3,200.00
Petersburg, VA	2,600.00	2,700.00
Vicksburg, MS	1,800.00	1,800.00
Monocacy, MD	1,200.00	1,600.00
Richmond, VA	763.99	***

*** For RBNP the authorized boundary is the military battlefield area within 5 miles of the city limits of Richmond as they were in 1936, and/or within 5 miles of park units as they were in 1936—an area of 225,000 acres. As discussed in the preceding "Current Authorization and Protection of Richmond's Civil War Battlefields by RBNP" section, the net core battlefield acreage is approximately 32,000 acres.

The complexity of the Richmond story and the number of discrete battle actions in several major campaigns is unique among NPS Civil War parks. This distinction must be considered when comparing the net acreage protected at RBNP with the number of acres protected at other NPS Civil War battlefield parks. Most of the parks presented in the proceeding table commemorate a single battle, and yet they still have more protected acreage than does RBNP. The national park at Fredericksburg/Spotsylvania, Virginia, is similar to RBNP in that it commemorates multiple battles and multiple campaigns, and so is perhaps the most relevant for purposes of comparing protected acreage. However, by any conventional measure (level of significance of the historic event, number of troops engaged or casualties involved), **the quantity and configuration of battlefield acreage protected at Richmond is inadequate and fails to provide sufficient protection of the physical resource to allow for the interpretation of the battlefields within their historic context.**

As long as this situation prevails, RBNP will fail to achieve the full measure of its legislated mandate to protect and interpret the Civil War battlefields of Richmond; likewise, visitation to RBNP will continue to lag as travelers choose to visit sites where the battlefields are more fully preserved.

NPS Policy Regarding Land/Resource Protection. NPS policy regarding cultural resource protection (in this case battlefield land) is guided by federal law, executive orders, and department policies and regulations, the most important of which are listed in Appendix H: Pertinent Laws and Regulations. These laws, policies and regulations are the basis for RBNP's mandate to preserve and interpret nationally significant battlefield land for present and future generations.

Public Law 95-625, the National Parks and Recreation Act, requires the preparation and timely revision of GMPs for each unit of the national park system. Section 604 of that act outlines several requirements for GMPs including measures for the protection of the area's resources and

"indications of potential modifications to the external boundaries of the unit and the reasons therefor." NPS *Management Policies* list five criteria for NPS boundary revision recommendations:

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

Recommendations to expand park boundaries will be preceded by determinations that

- the added lands will be feasible to administer considering size, configuration, ownership, costs, and other factors; and
- other alternatives for management and resource protection are not adequate.

The first three criteria focus on the quality and character of the resources within or adjacent to the current park boundary. Boundary adjustments may be appropriate for any one of these conditions; all three do not have to be satisfied. However, both of the next two criteria would have to be satisfied before NPS would recommend a boundary adjustment.

Portions of 11 battlefields were considered for inclusion within the redefined boundary. The core area of the seven battlefields in the Richmond area that are on the CWSAC's national priority list of the 50 most important and the most threatened were carefully considered. Three other battlefields not on the priority list, Beaver Dam Creek where RNBP has a unit, and Totopotomoy Creek and Savage's Station, where RNBP does not have units, were also considered for protection. These sites were considered for protection because of their special importance to a connected and coherent interpretation at Richmond, or their ability to introduce interpretive themes not adequately represented in the national park system. All 11 sites qualified based on one or more of the first three criteria.

Considerations for boundary adjustments at RNBP would include the criteria related to the significance, suitability, and feasibility of the park described below.

Significance. The battlefields around Richmond are of national significance. They are listed in the National Register of Historic Places. Seven are listed in the CWSAC Report to Congress as being among the top 50 battlefields worthy of federal protection.

The battlefields at Richmond have special significance because the focal point, the Confederate capital, was a critically important war aim. High casualty figures both in 1862 and 1864 brought home the costs of war to both sides, and the performance of U.S. Colored Troops in 1864 highlighted the growing importance of African-American troops in the Union army. The James River as a transport corridor and/or barrier is a significant factor as well.

Additional information regarding the significance or protection objectives for the individual battlefields and parcels recommended for inclusion within the redefined boundary can be found in the Specific Boundary Recommendations for Each Battlefield section to follow.

Suitability. This study area is compatible with several thematic categories defined in the publication, *History and Prehistory in the National Park System and National Historic Landmarks Program*, 1987.

The primary themes would be as follows:

VI. The Civil War:
B. The War in the East

The battlefields at Richmond are unique in that a primary battle objective was the seizure/defense of the Confederate capital. General Lee first assumed field command here, General McClellan's failed attempt to take Richmond in 1862 prolonged the war, the 1864 campaign was especially bloody, and U.S. Colored Troops distinguished themselves at New Market Heights.

In addition to the interpretation of the Peninsula Campaign and the Overland Campaign, interpretation in this study area would give added attention to the other political, social, and economic factors that caused Richmond to be of crucial importance to both sides. This added emphasis would differentiate the study area from other NPS battlefield parks.

VI. The Civil War
D. Naval Action

The naval action at Drewry's Bluff in May 1862 convinced the Union that a river approach to Richmond was impossible. The naval yard at Rockett's Landing and the James River Squadron were important Confederate assets.

XVI. Architecture:
W. Regional and Urban Planning
4. Cemeteries

This study area includes three national cemeteries holding the remains of thousands of Union soldiers.

XVIII. Technology (Engineering and Invention):
E. Military (Fortifications, Weapons, and War Vehicles)

The extensive fortifications, some built by the soldiers, some by slave labor, some built in defense of the city, some under battle conditions comprise a valuable thematic asset. Railroad artillery used by General Lee at Savage's Station, and observation balloons used by both sides during the Seven Days' battles are technological innovations important in this study area.

Associated themes in the study area would be:

XIV. Transportation:
C. Canals
E. Railroads

The Richmond & York River Railroad was important to both sides during the Peninsula Campaign. The river and canal system provided transport and sustenance to the defenders and was both an avenue and an obstacle to the Union side. The

vital railroad network connected the capital with the Shenandoah Valley as well as the lower south and was a key objective of the Union army.

XXX. American Ways of Life:

- A. Slavery and Plantation Life
- D. Urban Life

The labor of slaves and free blacks was vital to the wartime economy of the city. This study area affords an opportunity to consider an urban society under wartime conditions.

XXXI. Social and Humanitarian Movements

- D. Abolitionism

There was strong Unionist sentiment in Richmond before the war and a functioning underground railroad (although information is limited). During the war the same covert network provided information to the Union army and assisted Union prisoners of war in the city.

XXXIII. Historic Preservation

- G. The Federal Government Enters the Movement, 1884-1949
 - 1. Battlefield Preservation

The study area includes lands acquired by private individuals in the 1920s and a structure built as their headquarters in 1930. The battlefields were transferred to the Commonwealth of Virginia, then to the War Department, and then to the NPS. From 1933-1938 they were maintained by a CCC labor force.

Feasibility. The battlefields at Richmond are in the path of development, and in general, more intensive land uses are being encouraged. Land use planning documents in the affected counties are under revision, and the park would continue its education and lobbying efforts to mitigate the impacts of development on battlefield resources. Henrico County officials are concerned that preservation efforts will limit the development potential in the eastern part of the county. However, the public's attitude, as evidenced by newsletter mailback responses, is favorable toward preservation, especially in the city of Richmond and Chesterfield and Hanover County.

Representative portions of the battlefields are a feasible addition to the national park system. Land costs, while high, would be limited; only portions of battlefields would be proposed for acquisition (fee simple or easements), and coordination with other agencies protecting battlefields would be a high priority.

Relationship to Other Planning Entities

Partnerships. In the Richmond area there are a number of private, independent nonprofit, city, county, state, and federal agencies whose initiatives complement the goals of the park and the purpose of this GMP. Cooperative efforts between these entities and the NPS will more effectively preserve resources and better serve visitor needs. An expanded program of cooperative agreements with other groups and agencies should be considered to coordinate the telling of Richmond's Civil War stories and to facilitate resource protection. Individual and group volunteer involvement should be explored.

Federal. Within the park's legislative boundary, the Department of Veterans Affairs (VA) is responsible for the five national cemeteries at Richmond, Cold Harbor, Glendale, Seven Pines, and Ft. Harrison. The cemeteries at Cold Harbor, Glendale, and Ft. Harrison are located in the immediate vicinity of existing park units and afford the opportunity for cooperative efforts with the VA in regards to resource protection and interpretation.

The U.S. Army Corps of Engineers is responsible for water quality and erosion concerns relating to the James River and the maintenance of the ship channel to the deep water port at Richmond that passes Drewry's Bluff. At Malvern Hill cooperative efforts can be especially helpful in the resource protection efforts in regards to a proposed gravel mining operation. The park will work with the Corps' district office to coordinate resource protection with a special emphasis on these two units.

The park will continue to work with local representatives of the U.S. Fish and Wildlife Service in regards to wetlands delineation/mapping and the identification and protection of rare/threatened/endangered flora and fauna species in the park units.

Commonwealth of Virginia. The Commonwealth of Virginia has a program of state-endorsed agricultural and forest districts, easements, and tax incentives to encourage the continued agricultural use of productive croplands near metropolitan areas. However, it has not been a widely used or especially effective preservation strategy where agricultural land adjoins expanding suburban residential and commercial development.

Hanover County. Hanover County has a comprehensive plan (May 1991) that includes historic overlay and special protection districts. An architectural review board and a historical commission advise county government. The park has an opportunity to comment on rezoning proposals for lands adjacent to the park, and works in an advisory capacity with the commission. Economic pressures for development are strong. Although historic overlay zoning is available, compliance procedures are essentially voluntary.

In cooperation with a private landowner, Hanover County has accepted a perpetual easement on a 75-acre parcel protecting part of the North Anna battlefield. The county is also developing a passive-use park on 50 acres surrounding the Garthright House, which will protect a portion of the Cold Harbor battlefield.

Henrico County. A comprehensive land use plan (June 1983) and an open space land use plan (September 1988) are in effect. A historic preservation advisory commission advises Henrico County government. County officials support additional development in the Varina District, where much land that is in agricultural use is zoned for more intensive use. A gravel mining permit was issued in 1991 on a portion of the Malvern Hill battlefield near the park, despite opposition from the county planning department staff and RNB staff.

The park receives notice of planning and zoning meetings and has an opportunity to comment in advance on zoning matters affecting park units. In the past, Henrico County officials have expressed concern about an expanded NPS presence in the county. In July 1993 county officials were supportive when a landowner agreed to sell battlefield land at Malvern Hill and Glendale to a private preservation group intending to donate the land to the park. In the Varina district, the county has two parks which protect historic resources; Four Mile Creek Park is situated on a portion of the New Market Heights battlefield, and Deep Bottom park is located at the landing site on the James River used by Union troops in 1864. Historic resources are not interpreted at Deep Bottom, and while interpretive planning for Four Mile Creek Park is still in process, it appears that cultural resource interpretation will be limited and general.

Chesterfield County. Chesterfield County has adopted a comprehensive land use map (January 1988) that features conservation strategies for the Bermuda Hundred District where Parker's Battery and Drewry's Bluff are located. Historic preservation groups receive support and planning assistance from the county. The county and private individuals have cooperated in two instances to develop small county parks protecting Civil War earthworks.

City of Richmond. A comprehensive master plan (January 1983) designates specific parts of the city as historic overlay areas. There is a commission of architectural review to advise on proposals in historic districts. The city, in conjunction with nonprofit groups, is developing a commemorative park at the site of the Belle Isle Prison. The Richmond Riverfront Redevelopment Corporation, and the city are working to rehabilitate the riverfront through the downtown from Belle Isle to Rockett's Landing, including the canal, the Tredegar Iron Works, and associated historic resources. The intention is to expand historic tourism and at the same time to display sensitivity to historic preservation. Economic pressures for development are strong, and some historic resources in the city continue to be lost to redevelopment.

Independent Agencies and Museums. Others supporting the park's mission and willing to share expertise, loan exhibit materials, or offer other assistance include, but are not limited to, the following:

Association for the Preservation of Civil War Sites
Association for the Preservation of Virginia Antiquities
Berkeley Plantation
Chesterfield County Historical Society
Flowerdew Hundred Foundation
Hanover County Historical Society
Henrico County Historical Society
Historic Richmond Foundation
Living History Associates
Museum of the Confederacy/White House of the Confederacy
Richmond Civil War Round Table
Sons of Confederate Veterans
United Daughters of the Confederacy, National Headquarters
Valentine Museum
Virginia Commonwealth University, Medical College of Virginia
Virginia Historical Society
Virginia State Library and Archives
Sons of Union Veterans

MANAGEMENT OBJECTIVES

The following objectives are taken from the "Statement for Management" for the park, approved in 1989. They reflect the enabling legislation and the long history of commemoration, preservation, and interpretation at Richmond.

To identify, evaluate, protect, restore and preserve park cultural resources important to the understanding of the military actions during the 1862 Peninsula Campaign and the 1864 and 1865 battle actions that resulted in the final struggle for Richmond

To provide a historic context that will foster public understanding of

- battlefield actions during the 1862 Peninsula Campaign and the 1864-65 battle actions
- military strategies of the Union and Confederate forces
- life in and around Richmond during the Civil War
- the city of Richmond as the social, economic, and political focus during the Civil War

To promote the identification and conservation of important Richmond area Civil War battlefields and associated resources not currently in park ownership, through cooperative federal, state, county and private actions

To make all of the units easily available and accessible to the visitor

To interpret each site in its overall historic context

INTERPRETATION

Interpretive Objectives

An updated interpretive program will take into account differences in visitor interest and time constraints, while providing comprehensive and thought-provoking activities. The program will provide opportunities for visitors to

- understand the military action at Richmond in terms of the underlying issues and the importance of the Confederate capital to both sides

- visualize the individual engagements at Richmond, relate them to the campaigns for Richmond in 1862 and 1864-1865, and integrate these campaigns with the war's larger strategic aims and political context

- realize the military importance of geography and topography both as obstacle and benefit

- appreciate the contributions of African Americans—soldier and civilian—slave and free—on both sides

- understand that major military activity extended well beyond the area currently under protection by the park, and appreciate the need for resource protection coordinated with sensitive economic development

- develop a readiness to compare and contrast Richmond's Civil War heritage with conflict resolution at other times and places

Interpretive Themes

Interpretive programs and activities at the park will focus on the following interpretive themes, which encompass the park's cultural resources and their significance. Interpretation will relate to one or more of the themes but the emphasis may vary under each alternative.

During the Civil War, Richmond was vital to both sides. As the capital of the Confederate States of America, Richmond was a political, social, economic, and industrial center and a symbol for the southern cause. For the Confederacy it was essential that Richmond and its functions remain viable; for the Union it was imperative that these functions be destroyed.

Several major military campaigns were fought for Richmond. The 1862 Peninsula Campaign, which culminated in the Seven Days' battles before Richmond, was a Confederate strategic success after eight months of defeats in the West and an ever-tightening naval blockade. It established Robert E. Lee's reputation. The Army of Northern Virginia emerged bloodied, but Richmond survived and the Confederacy renewed its struggle for independence. The Army of the Potomac was frustrated but remained a threat to southern aspirations.

In 1864 General Grant was determined to end the war, but the campaign on the North Anna River and at Totopotomoy Creek yielded no decisive result, and Cold Harbor reinforced the lesson that a frontal assault was too costly. In June the Union army crossed the James River and after an initial assault on Petersburg failed, began an encircling maneuver to cut off Richmond from the south. Through the

summer and fall unsuccessful efforts were made at Deep Bottom, Ft. Harrison, and New Market Heights to break through Richmond's defenses north of the James. Through the fall and winter Richmond and the Army of Northern Virginia struggled to survive, while the Union army grew more powerful by the day until the capital fell in April 1865.

War-related activities at Richmond had a human dimension. All of Richmond was affected by the war—civilian and military, African-Americans both slave and free, recent emigrants, women, and children. Individuals who helped slaves escape via the Underground Railroad before the war assisted escaping Union prisoners during the war. The effectiveness and bravery under fire of U.S. Colored Troops was demonstrated convincingly. War-related suffering was acute at the overcrowded prisons and hospitals. Active Union sympathizers, including blacks, risked much to aid the Union.

There is a nonmilitary story to tell at Richmond. The beleaguered citizenry of Richmond suffered greatly, and a flood of refugees compounded the misery. Heavy industry and the foundries struggled to keep the Confederate army supplied with the munitions of war. The civilian government strove to cope with a deteriorating situation, as the entire social, political, and economic fabric of the community experienced radical change.

PART TWO: GENERAL MANAGEMENT PLAN

INTRODUCTION

This section describes the General Management Plan/Development Concept Plans for RBNP. It is a comprehensive proposal for all aspects of future management and use of the park, including visitor use, management of natural and cultural resources, operations, development, and potential changes to the park's boundary and legislative authorization.

As part of the planning process, the NPS considered three additional alternatives—no action and two different action alternatives to the plan offered under the proposal. The three alternatives are described and compared to the proposal in part four of this document.

PROPOSAL

Concept

Interpretation would be resource-based, explain the military action during the major campaigns, relate the military action to the significance of the Confederate capital to both sides, and place the battles for Richmond in the context of the rest of the Civil War. The causative issues and larger war aims would be interpreted.

Visitors would be encouraged to begin their tour at the main visitor center where they would encounter an interpretive overview of Richmond's Civil War story and orientation to battlefields and other Civil War resource sites in Virginia. The main visitor center would remain at Chimborazo Park, augmented with seasonally staffed facilities at some units.

The visitor center at Chimborazo Park would also be developed as the place to tell the hospital story.

Multiple options would permit the visitor a choice of emphasis regarding themes (military, social, political, and economic). Explanations regarding prisons, hospitals, transportation, industry, and government activity would be available. The war's impact on the civilian population, including refugees, slaves, and free blacks would be explored. Options in the visitor center would permit the visitor to experience these themes either in brief survey format or by means of a more thorough analysis, which would meet varying interest levels and needs. The visitor would be invited to reflect on the new sense of union that emerged from the conflict and to consider the tragic implications of civil strife in our own time. The information would make possible an integrated understanding of all Civil War resources in the Richmond area and their relation to Civil War resources throughout the region.

Visitors would be oriented to the chronology of the military activities and encouraged to visit the battlefields themselves. The battlefields would be the window for interpreting the specific actions and personnel involved and each battle's relation to the larger campaign and war strategy issues. Some onsite ranger interpretation would be available.

Based on thorough research and analysis, as well as an evaluation of the existing cultural landscape's significance and integrity, a cultural landscape assessment would be prepared. The report would prescribe a program of cultural/natural landscape treatments (i.e., stabilization, rehabilitation, or restoration) at Gaines' Mill, Cold Harbor, Glendale/Malvern Hill, and Drewry's Bluff. Development concept plans would be prepared for these sites before implementation. A development concept plan for Beaver Dam Creek would eventually be written.

This proposal reaffirms the NPS commitment to battlefield resource protection and responds actively to the CWSAC report to Congress recommending federal involvement at certain battlefields. This would include full-time staff providing technical advice and support, as well as appropriated funds for conservation incentives, heritage grant funds, and/or the purchase of battlefield lands or easements on lands. Using collaboration with others to the maximum degree possible, protection efforts would be enhanced at North Anna, Gaines' Mill, Cold Harbor, Glendale, Malvern Hill, Chaffin's Farm/New Market Heights, and Second Deep Bottom. Enhanced protection efforts would be undertaken at Beaver Dam Creek, and Totopotomoy Creek.

Note: In response to strong local sentiment in favor of the NPS maintaining a presence in the city of Richmond and at Chimborazo Park, RBNP is committed to maintaining a presence at Chimborazo Park. At the very minimum Chimborazo will be retained to interpret military

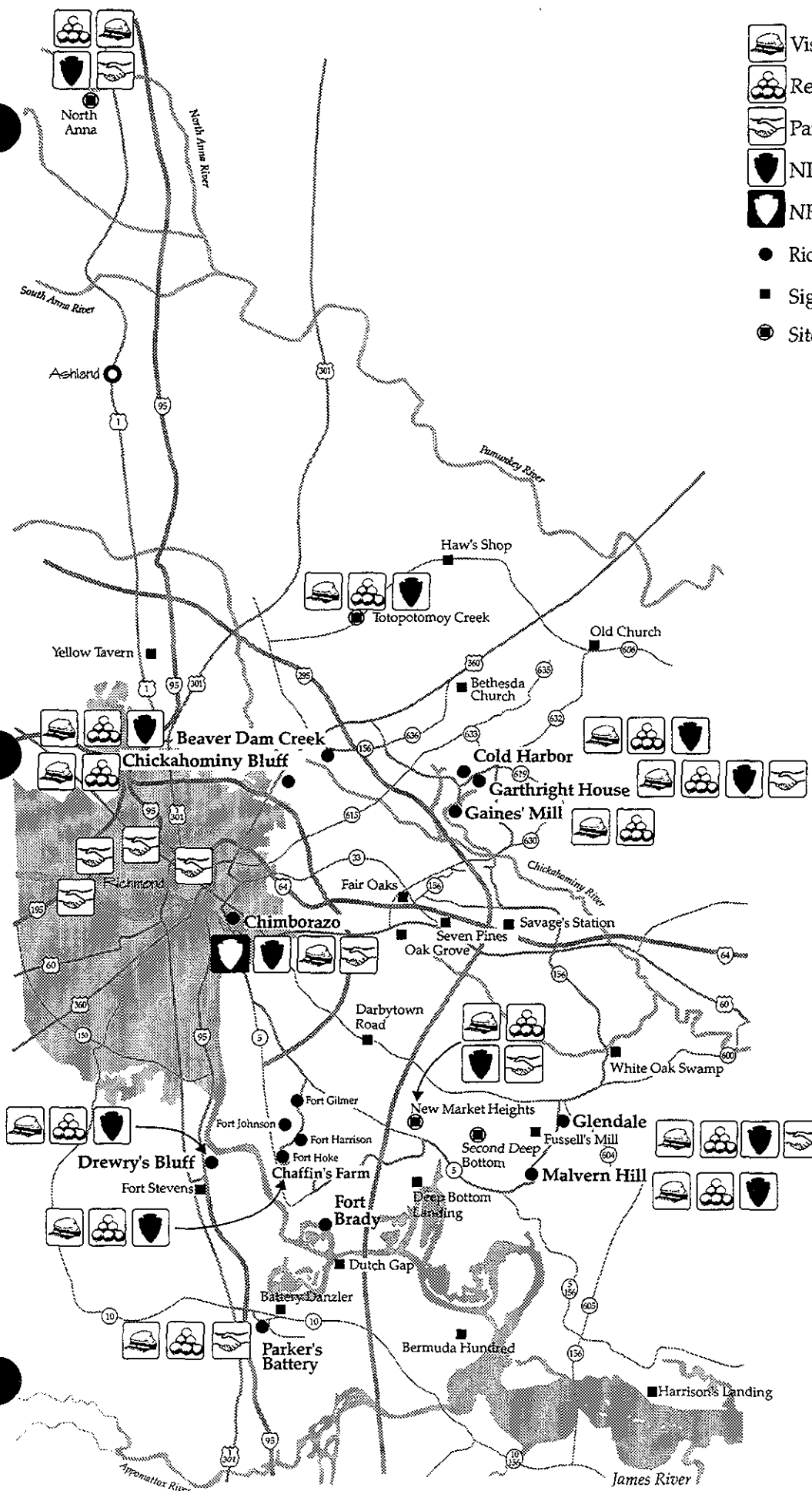
medical practices and the use of the site as a military hospital during the Civil War. In the near term Chimborazo will be retained as the main visitor center. This commitment will allow RNBP to contain the development and operating costs of this proposal.

Likewise, there have been strong opinions expressed that the possibility exists to develop a cooperative heritage education/visitor center in Richmond. Therefore, the NPS will continue to explore the possibilities for RNBP to partner with local public and private agencies to develop such a center. The successful development of such a center would be strictly dependent upon close cooperation and partnership among the NPS and local public and private agencies. All partner groups must commit and contribute to development and operating costs for the facility.

Local leadership is an absolute precursor to NPS involvement in such a cooperative venture.

All possible sites for such a center should be openly explored. However, certain advantages could be associated with a location in downtown Richmond:

- provides visitors with ready access to the many Civil War resources in downtown Richmond (see Appendix D: Other Civil War Resources and Agencies in the Metropolitan Area)
- offers greatest possibility for partnership arrangements due to physical proximity of resource sites and managing agencies and organizations
- emphasizes the connection between the battlefield resources outside the city and the rationale for the fighting represented by Civil War resources in the city itself
- provides easy access to I-95 and other major regional thoroughfares allowing visitors ready access to the battlefields and other regional attractions
- creates synergy with the ongoing major redevelopment in Richmond



-  Visitor experience
-  Resource management
-  Partnerships
-  NPS facility development
-  NPS visitor center
- Richmond National Battlefield Park site
- Significant sites
- ⦿ Sites proposed for additional protection

North ↑ 0 1 2 3 miles

Proposal
Richmond National
Battlefield Park
 United States Department of the Interior
 National Park Service
 DSC • April 1996 • 367 • 20,052

Parkwide Actions

Interpretation and Visitor Services. Visitors would be directed to the visitor center at Chimborazo Park. An explanation of the military campaigns to take Richmond would be accomplished in terms of the overall political, social, and economic circumstances that led to military action. Interpretation would begin with the battlefields and provide an integrated understanding of all Civil War resources in the Richmond area and their relationship to Civil War resources throughout the region. Emphasis would also be placed on developing interpretive linkages with other NPS Civil War sites in the region, especially Fredericksburg/Spotsylvania, Petersburg, and Appomattox Court House to improve visitor understanding of the larger war aims.

A major effort would be made to integrate the interpretation of Civil War resources in metropolitan Richmond, and to present nonmilitary and civilian stories. This would require significant interaction and partnership with other private, nonprofit, local, state, and federal entities involved in Civil War resource protection and interpretation. This partnership could be most fully realized through a cooperative heritage education/visitor center developed in a downtown location near Richmond's many surviving Civil War resources (see discussion in the preceding Concept section).

A river tour, possibly operated by a concessioner, or independently, would afford an opportunity to explain the role of the James River during the repeated efforts to take Richmond, and to connect and interpret Rockett's Landing, Drewry's Bluff, Fort Brady, Deep Bottom Landing, Bermuda Hundred, City Point, Harrison's Landing, and Grant's Crossing.

Interpretation at Battlefield Units. Detailed battle interpretations would occur onsite and would establish a connection with the larger strategic issues interpreted at the main visitor center. Interpretive rangers would be stationed at the center and at Gaines' Mill/Cold Harbor, Malvern Hill/Glendale, Drewry's Bluff, Chaffin's Farm/Fort Harrison, and New Market Heights.

In the Seven Days' battles units, additional wayside exhibits and other interpretive media would focus on a variety of topics, including the long-term significance of the failure of McClellan's strategy at Richmond in 1862. At battlefield units associated with the 1864 Overland Campaign, wayside exhibits and other interpretive media would explain the larger issues that helped to determine Grant's aggressive strategy.

Where appropriate at park units, wayside exhibits and other media would interpret the effectiveness of field hospitals, the use of slave labor to construct Richmond's outer defenses, the horrors of battle, the day-to-day routine of soldier life, the background and origins of soldiers, and the displacement of civilians by the war.

Cultural/Natural Resource Management. Management of all resources would continue in a manner that best enhances the visitor experience and resource protection within staff and budget constraints. Opportunities to enhance and/or expand curatorial and storage space would be pursued. The expanded visitor services would require additional staff for resource and visitor protection. Personal and educational services onsite would be increased, and cooperative efforts for land protection would be cultivated.

Cultural resource management would emphasize an understanding of the battlefields in light of the larger issues at stake and recommend a more active federal involvement in battlefield land protection. Based on a cultural landscape assessment and development concept plans, a resource protection program of prescribed cultural/natural landscape treatments would be enacted at Gaines' Mill, Cold Harbor, Glendale/Malvern Hill, Drewry's Bluff, and possibly Beaver Dam Creek.

Natural resource management would complement the primary focus on cultural resource management and would follow all applicable NPS policies. Resources owned by the United States and managed by the park would be protected and interpreted to the degree permitted by available funding. Natural resources would be managed to allow the growth and diversity of native species, to curtail the spread of exotic (non-native) species, and to minimize maintenance expense.

Earthworks management and preservation would proceed according to the program defined in the 1989 *Earthworks Landscape Management Manual* and subsequent revisions to the manual. This management plan would seek to minimize earthwork degradation resulting from development and inappropriate visitor behavior. Earthworks would be stabilized through the management of healthy forest tracts and in open areas with native grass. In those wooded areas where selective views are desired, a light forest cover would suffice to meet interpretive demands.

Park Operations and Administration. The existing battlefield tour route will continue to provide visitor access to the battlefield sites and emphasize the military campaigns. Signing would be evaluated to ensure ease of visitor use and beneficial distribution of visitors among the battlefield sites. As cooperative ventures emerge, additional tour routes may be developed to facilitate visitor access to other Civil War resource sites in the Richmond area. A concession-operated bus tour of the battlefields would be considered.

Staffing — An increase in staffing and funding would be required to meet expanded interpretive and resource protection responsibilities. A new park staff position would be created to serve as a full time land/resource protection advocate. The potential for partnerships to support this effort would be carefully explored. Coordinated use of staff among the partnership institutions would be considered. A coordinated and expanded use of volunteers could be implemented. See the table for staffing estimates included in Appendix G: Staffing and Costs.

Facilities — The visitor center/headquarters would remain at Chimborazo Park and would be rehabilitated to address health and safety issues for both staff and visitor use, including asbestos removal and emergency egress improvements. Opportunities to upgrade utility service to improve energy efficiency would be pursued. The park would continue the effort to eliminate the public's perception that the area is unsafe and in an inconvenient location. Cooperative agreements would be continued with the city regarding grounds maintenance for the unit.

An archeological survey would determine the location and extent of any surviving cultural resources. Over time the interpretive facilities would be upgraded and continue to provide the interpretive overview and orientation to the battlefields and other Civil War resource sites in the Richmond area and in the state of Virginia. Interpretation would also focus on historic use of the site as a military hospital and military medical practices during the Civil War.

Over time the visitor center would be rehabilitated and/or expanded to accommodate the following activities/uses:

- office and parking space
- cooperating association sales space
- movie/slide/video; multiple spaces for different sizes and needs of varying groups and individuals
- educational uses
- conference uses
- research and library uses
- museum/curatorial space

- climate-controlled and secure environment for permanent and temporary exhibits of federally owned artifacts, and items on loan
- administrative office support facilities (computer/GIS capabilities)

Note: As previously discussed, NPS will continue to explore opportunities to cooperatively develop a heritage education/visitor center in downtown Richmond. If such a center should evolve to serve visitors to the Richmond area, then some of the park's interpretive and administrative facilities needs might be met in that facility rather than in a rehabilitated Chimborazo headquarters.

Maintenance — The maintenance facilities would remain at their present location near Fort Harrison. Some expansion of the facility would be possible there, if needed, and small satellite facilities would continue to be maintained at the more distant units for site-specific needs.

Visitor Contact Stations — Visitor facilities would be enhanced with new or remodeled contact stations at the following units: Cold Harbor, Glendale/ Malvern Hill, Chaffin's Farm/Ft. Harrison, Drewry's Bluff, and New Market Heights. There would be enhanced nonpersonal interpretation at all other battlefield sites.

Land Protection. Actions would be taken to protect additional battlefield resources in response to the CWSAC report recommending federal involvement in battlefield land protection at the 50 most important and most at-risk battlefields. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals.

Resources Outside Park Ownership. While recommendations are made for boundary modifications and additional protection of battlefield resources by RBNBP, there are in the Richmond area many additional Civil War resources beyond those protected and interpreted by RBNBP. The NPS will continue its advocacy for protection of significant resources and can offer technical assistance in developing potential protection strategies.

Battlefields protected by others would be identified in park publications and their interpretation integrated with park units. Individual battles would be interpreted as part of a larger military campaign. Civil War resources in the greater Richmond area would be an integral part of the interpretation, and visitors would learn how they relate to the battlefields at the main visitor center. There would be close coordination with other entities and individuals protecting Civil War resources. The park would continue to encourage development of cooperative arrangements with individual landowners, government agencies, and other organizations to preserve significant sites and provide public access. Ranger interpretation and tours could include non-NPS sites.

Partnerships and Cooperative Arrangements. Key elements in this proposal are an enhanced Civil War resource protection effort and an integrated interpretive focus that would evolve from cooperative agreements and partnerships with other entities in the Richmond area. These special arrangements might include NPS assistance with training, historical research, special programs and seminars, exhibit planning and development, referrals and site promotions, and tours. Agencies and/or individuals concerned with Civil War resources would

- gain access and exposure to a wider variety of Civil War resources
- expand opportunities for interagency exchange (loan) of artifacts
- receive technical assistance
- expand the potential use of nonpark resources for special activities
- improve the integration of resource interpretation among agencies
- encourage more visitation to the Richmond area
- provide visitors with a comprehensive overview of the state's Civil War resources

Cooperative protection and interpretation of the area's Civil War resources would enhance

- exchange of technical expertise among agencies
- regional and national recognition of Richmond's Civil War resources
- cooperative utilization of staff and volunteers
- access to and efficient use of nonfederal funding for resource protection and interpretation

Other partnership possibilities would include

- appropriate local, state, and federal agencies and governments
- school systems
- universities
- law enforcement and fire protection
- air and water quality monitoring
- Hanover County (Garthright House)
- Chesterfield County (Parker's Battery and Bermuda Hundred)
- private landowners
- county and city planning and zoning boards and staff
- Medical College of Virginia
- county historical groups
- special interest groups
- tourism agencies

Some non-NPS agencies and non-battlefield sites of special importance to an expanded and integrated program of resource protection and interpretation include

- Valentine Museum (Richmond's social and economic history)
- Museum of the Confederacy/White House of the Confederacy (repository of Confederate artifacts and research materials)
- Berkeley Plantation (Harrison's Landing 1862) (A 1200-acre plantation with multiple historic resources, Berkeley is privately owned, but open to the public; strategies would be explored to preserve the cultural resources and to ensure continued public access)
- Chimborazo Park (hospital site)
- Flowerdew Hundred Foundation (Grant's crossing of the James)
- Belle Isle (prison site)
- Virginia Historical Society (repository of Civil War research material and artifacts)
- Hollywood and Oakwood Cemeteries (Confederate burials)
- Richmond, Seven Pines, Cold Harbor, Glendale, Ft. Harrison National Cemeteries (Union burials)

A full listing of cooperators, federal, state, local, and other entities can be found in the Consultation and Coordination section.

Costs. Initial operating costs for the proposal would be consistent with current costs for operating the park. Operating costs are expected to increase over time as recommended actions are taken in battlefield land protection and interpretive enhancements. Some operating costs could be offset by possibilities for volunteers and support through cooperative agreements. In accordance with the Vail Agenda, partnerships would serve primarily to enhance and enrich the program; protection and interpretive functions compatible with the park's enabling legislation would remain an NPS responsibility.

The cost of implementing the land/resource protection strategy has not been calculated, but would depend on the availability of willing sellers, the extent of resources protected, and the protection mechanisms employed. Anticipated development costs are presented in Appendix G: Staffing and Costs.

Unit-Specific Actions

Chimborazo Park.

Visitor Experience and Interpretation — In the near term Chimborazo will be retained as the main visitor center, allowing RNNP to contain the development and operating costs of this proposal (see preceding Facilities section for further discussion).

The current park headquarters would also be remodeled to become the place for interpreting the role of hospitals and medical practices in the Civil War era. The building would house exhibits on the hospital and Civil War medical practices. The role of women and minorities in the hospital story would be included. Exterior exhibits and location identification of Civil War-era buildings would be included. Additional wayside exhibits would interpret the view overlooking the city, including Rockett's Landing at the foot of the bluff and Belle Isle in the distance, among other historic sites.

The interpretation of Chimborazo Hospital and Civil War medical practices here could lead to cooperative ventures with the Medical College of Virginia (which protects an extensive medical artifact collection), and with other federal, state, and private conservators of Civil War medical artifacts.

Cultural/Natural Resource Management — The current headquarters building would be remodeled to meet visitor safety/accessibility standards and to provide space and facilities to interpret effectively military medicine practices during the Civil War. An archeological survey would determine the location and extent of surviving cultural resources. Cooperative agreements would be continued with the city regarding grounds maintenance for the unit.

Chickahominy Bluff.

Visitor Experience and Interpretation — From the parking area, a short trail would lead to a relocated overlook and wayside. Interpretation would continue to provide a sense of the defensive importance of the topography and the river systems. Emphasis would also be placed on the response of the civilian population to the threat of invasion as well as the organization and use of slave labor to construct earthworks protecting the city, a portion of which are protected at this unit. The visitor could walk a short trail into a drainage and examine representative earthworks and a wayside interpreting the methodology of earthwork construction.

Cultural/Natural Resource Management — The overlook would be moved away from the earthworks and improved to enhance the visitor experience and protect the resources. The existing shelter would be removed. The stream course would be studied for possible restoration, as would the former configuration of the trail after mitigating the effects of earthmoving and runoff originating on adjoining properties. Selective tree removal and brush clearing would enhance visitor safety and discourage inappropriate use.

Beaver Dam Creek (Ellerson's Mill).

Visitor Experience and Interpretation — Visitors would be provided access to the site of the mill and mill race and each would be interpreted. Wayside exhibits would interpret the battle scene. Visitors would experience the difficulty of the Confederate attack and the strength of the Union position.

Means to enhance the visitor experience and to mitigate the adverse effect of modern intrusions would be examined. Eventually a development concept plan/environmental assessment (DCP/EA) could examine the viability of the following actions: the current access could be closed with visitor access provided from the east side (the Union side) of Beaver Dam Creek. The main orientation wayside could be repositioned to the opposite side (east side) of the creek with a footbridge across the creek to the Confederate position. A cooperative arrangement with Hanover County could permit parking on the turnaround adjacent to park property on the east side of the creek, as well as access to the park unit via a short portion of closed public roadway between the turnaround and the creek. This arrangement would facilitate bus access.

Cultural/Natural Resource Management — Additional archeological testing would be performed and the historic road trace to the bridge and the dimensions of the mill determined. Brush concealing the mill race and the site of the mill would be removed, and a visual screen would be retained where necessary. This action would require additional cultural landscape research.

The current "plaza" viewing area could be removed. A pedestrian bridge across the creek could be built. The existing park access road, formerly old Rt. 156, (the 19th century historic road trace) could be restored to its 1860s appearance.

Additional land protection, through easements or other cooperative methods, would be pursued to preserve a portion of the Union defense line across the creek from the park unit. The Douglas Southall Freeman Branch of the Association for the Preservation of Virginia Antiquities is in the process of raising funds to acquire a portion of the Union defense line with the possibility of donating the land to the federal government. An adjacent parcel, downstream from the bridge site, and containing some cultural resources and extensive wetlands may be available for donation. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals.

Gaines' Mill.

Visitor Experience and Interpretation — The unit protects only part of the core of the battlefield. Adjacent private land currently in agricultural use facilitates interpretation from the park of additional portions of the battle.

The Watt House, an 1830s structure, is preserved as an exterior exhibit. Wayside exhibits would interpret the house, its occupants, and the effects of war on them. The story of the Watt family and the farm during and after the battle, including its use as Brig. Gen. Fitz John Porter's headquarters, could be part of the interpretation to show the effect of the war on the civilian population.

A .5-mile loop trail from the parking area that leads visitors across an open field and through a wooded area containing the site of one of the Confederate breakthroughs would be enhanced with additional wayside interpretive exhibits of the battle action. Exhibits would tie the beginning of the campaign at Chickahominy Bluff to Beaver Dam Creek and focus on this battle action at Gaines' Mill. An NPS interpretive ranger would continue on seasonal duty from June to August.

Cultural/Natural Resource Management — An archeological survey could be done in order to locate the outbuildings associated with the Watt House. The historic treeline and other aspects of the

historic scene would be reestablished based on appropriate research. Such documentation could allow greater resource protection and could be used for expanded interpretive programs.

The Watt House would continue as an exterior exhibit and park housing closed to the public. Two special use permits, one to board horses and the other to farm a portion of the unit, would remain in effect.

Much of the core battlefield adjacent to the park remains in agricultural use and is critical to an understanding of the battle action. Adequate battlefield protection measures on adjacent land would require memoranda of agreement, easements, donation, fee land acquisition, or other strategies. The park staff land and resource protection advocate would work with park neighbors, county government, and other interested parties toward preserving the rural setting. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals.

Cold Harbor.

Visitor Experience and Interpretation — The visitor contact station will be staffed year-round. The fiber optic map in the visitor shelter would be modified to contrast the size of the park unit with the scale of the actual area of fighting. Additional interpretive media would show how skillful use of defensive fortifications at Cold Harbor obliged General Grant to change his strategy and to cross the James River. Additional interpretive trails would be developed to connect with the Cold Harbor National Cemetery and lead to the Garthright House. In cooperation with the Department of Veterans Affairs, the Cold Harbor National Cemetery and the emergence of monumentation on Civil War battlefields in the late 19th century would be interpreted.

Cultural/Natural Resource Management — Additional tree removal and brush clearance from some earthworks would occur. Native grasses would be established on the earthworks as one measure to improve stabilization measures. Parking at the Confederate earthworks would be removed to improve resource protection. A research-based cultural landscape scene restoration would be undertaken. Agricultural leases to continue hay removal from fields would continue.

The Douglas Southall Freeman Branch of the Association for the Preservation of Virginia Antiquities is in the process of acquiring several parcels in the vicinity of the unit, with the intent of donating the land to the park. To accomplish adequate battlefield protection measures and to integrate the interpretation with the Cold Harbor National Cemetery, memoranda of agreement, donations, easements, fee land acquisition, or other means would be needed. The park's land and resource protection advocate would continue to work with all interested parties to preserve the extensive resources associated with the battle of Cold Harbor. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals.

Garthright House.

Visitor Experience and Interpretation — The interpretation would be integrated with Cold Harbor, Cold Harbor National Cemetery, and with the 50.9-acre Hanover County park surrounding the Garthright unit. Wayside exhibits would interpret the house, its occupants, and the effects of war on them. A short trail on park property would connect with an interpretive trail constructed by Hanover County on their adjacent park land. The house would remain an exterior exhibit, and the interior possibly could be developed as a visitor contact station, jointly operated with Hanover County, or would be developed for other related use.

Cultural/Natural Resource Management — This house and property would be managed in coordination with Hanover County, which owns the adjacent park land. A short trail on park

property could connect with an interpretive trail developed by Hanover County. The house would remain an exterior exhibit, and the interior probably would continue in use as park housing.

Glendale (Frayser's Farm).

Visitor Experience and Interpretation — By incorporating wayside exhibits, trails, vehicle pull-offs, and driving tour tapes and maps, the site will enable the visitor to understand that this battle was Lee's best opportunity during the Seven Days' battles to administer a decisive blow to the Army of the Potomac and thus enhance the status of the Confederate States of America. Lee's failure had far-reaching implications for the Confederacy. Exhibits would orient visitors to the opposing lines and highlight the importance of the crossroads.

Interpretation of the Seven Days Campaign from Savage's Station to the Battles of Glendale and Malvern Hill would be enhanced with the use of the gatehouse in the Glendale National Cemetery that is located across Rt. 156. The Civil War National Cemetery system would also be interpreted.. Maps and other interpretive media would be installed to aid in understanding the flow of action from Gaines' Mill to Harrison's Landing with specific emphasis on the battle actions at Glendale and Malvern Hill.

Cultural/Natural Resource Management — Management options at this site are limited by the small size of the unit. The proposed donation of battlefield land by APCWS at Glendale/Malvern Hill would greatly enhance land and resource protection in the area of the park units. Adequate battlefield protection measures on adjacent land in addition to the proposed donation would require memoranda of agreement, easement or additional land donations, or other cooperative strategies. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals.

Malvern Hill.

Visitor Experience and Interpretation — Enhanced interpretation would give visitors two options—to stand near the hilltop behind the Union lines, as at present, or to walk a new trail up the hill along the path of the Confederate advance. Seasonal ranger staff would be provided, the existing shelter would be removed, and new wayside exhibits would be developed. The surrounding landscape contributes to the site interpretation and would be preserved. Additional cannon would be acquired as interpretive exhibits.

Cultural/Natural Resource Management — A research-based cultural landscape scene restoration would be undertaken. An archeological survey would be completed to determine the extent of surviving subsurface cultural resources and the location of outbuildings associated with the Crewe house. Such documentation would allow greater resource protection and could be used for expanded interpretive programs. Agricultural leasing would continue to be an important resource management tool.

Land adjacent to the Malvern Hill unit has experienced little change, and the unit has great potential for a significant enhancement of the cultural landscape. Fields east, west, and north of the unit are vital to the understanding of the battle. Adjoining landowners could continue to preserve much of the rural scene. To realize the exceptional cultural landscape/scene restoration possibilities, memoranda of agreement, easements, donations, fee land acquisition, or other means of resource protection would be explored and pursued. The proposed donation of battlefield land by APCWS at Glendale/Malvern Hill would greatly enhance land and resource protection in the area of the park units. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals.

Chaffin's Farm (Fort Harrison).

Visitor Experience and Interpretation — The name of the unit used in the early years of RBNBP, Chaffin's Farm, would be revived to draw attention to the connection of the action at Fort Harrison with that at Forts Gilmer, Johnson, Hoke, and Maury, and the actions at Deep Bottom Landing and New Market Heights.

Additional wayside exhibits, some with audio stations, would interpret key elements in the landscape and significant structures in and around the forts. These exhibits would orient visitors to the direction of the Union attack and the Confederate counterattack. Maps and other graphics would relate the action to the strategic issues and Grant's effort to apply pressure both north and south of the James and hasten the end of the war.

The visitor contact station would be relocated in order to afford a line of view from the parking lot to the fort, and would contain an information desk, publication sales area, and exhibits focusing on the forts. This facility would be staffed year-round with NPS rangers. Interpretation of Fort Harrison National Cemetery, last resting place of many U.S. Colored Troops, would be included.

A wayside exhibit would identify the log building at Fort Harrison built by the Battlefield Parks Corporation and later used by the CCC, and interpret the work of the CCC at the park during the Great Depression. The building would continue in use for educational programs and other interpretive activities. Other interpretive facilities would include enhanced self-guiding trails at Fort Harrison and Fort Brady.

Cultural/Natural Resource Management — The small visitor contact center at Fort Harrison would be relocated in order to be out of the line of view between the parking lot and the fort. Major emphasis would be on more active earthwork preservation and interpretation. More earthworks would be cleared of trees and brush and planted with native grasses such as little bluestem, and maintained through a program of prescribed burning.

Possibilities exist at this unit for enhanced resource protection and interpretation. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals.

Drewry's Bluff.

Visitor Experience and Interpretation — A visitor contact station staffed year-round would be established. Exhibits would emphasize the May 15, 1862, naval attack on the Confederate defenses at this site, the role of the James River in Civil War strategic planning, and the 1864 campaign that included the second battle of Drewry's Bluff. The effect of the Union's failure to force a passage at Drewry's Bluff on the larger war issues would be interpreted. A relocation of the trail into the fort would enhance visitor understanding of military fortification construction techniques.

After an archeological survey and archival research, building outlines would be identified, and an expanded interpretive trail with wayside exhibits explaining the complex multiple uses of the site would be developed. Access from the bluff to the river would be restored.

Cultural/Natural Resource Management — This unit would be developed with restoration of key interpretive elements. The parking area would be relocated. Outlining of other Civil War resources at the site would be accomplished. The overlook platform would be relocated away from the gun emplacement earthworks but still afford a view of the river. The access trail would be relocated to bring visitors in through the original sally port which would be restored based on surviving photographs. Bluff stabilization would be required to prevent further erosion. A dock may be

constructed to permit access from the river. A foot trail from the bluff to the river, following the historic trail where possible, would be established. A high priority would be to maintain the vistas up and downriver, and across the river toward the Chaffin's Farm area, with easements, memoranda of agreement, or other suitable cooperative arrangements.

Coordination and a partnership agreement with the U.S. Army Corps of Engineers would enhance resource protection. The cooperation of the Richmond Port Authority would be sought for the same purpose.

Management partnerships would be sought with the landowners of adjacent parcels that contain some of Drewry's Bluff's historic resources.

Parker's Battery.

Visitor Experience and Interpretation — A loop trail through the unit would be developed cooperatively with a Sons of Confederate Veterans group and Chesterfield County. Wayside exhibits would interpret the site as a part of Richmond's defenses south of the city. Ranger-provided interpretation would continue to be available only for special guided groups.

Cultural/Natural Resource Management — Under a cooperative agreement with Chesterfield County, parking would be provided, and site development and resource protection would be enhanced. An adopt-a-park program with the local chapter of the Sons of Confederate Veterans would be sought to provide additional resource protection.

Proposed Units Where the NPS Does Not Currently Have a Presence

To accomplish needed battlefield land preservation actions and to respond actively to the recommendations contained in the CWSAC's 1993 report to Congress, this proposal recommends that new park units be established as indicated. To accomplish the desired end, memoranda of agreement, easements, donation, fee land acquisition, or other means would be pursued. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals.

New Market Heights. The NPS currently does not have a presence at New Market Heights. The battle action that occurred there, associated with the attack on Fort Harrison a mile away, receives limited interpretation at the Fort Harrison unit.

Visitor Experience and Interpretation — A new unit would be added to interpret the action at New Market Heights. Staffed year-round, it would have wayside exhibits to explain the battle action, the heroism of United States Colored Troops in the engagement, and their growing acceptance in the Union army. Black soldiers suffered severe casualties here and their heroism was recognized with 14 medals of honor. Coordination of this NPS interpretive effort with an interpretation of the historic resources at the new Four-Mile Creek Park, now under development by Henrico County, would be desirable.

Cultural/Natural Resource Management — Land acquisition would be required. Management strategy would depend on the size, location, and integrity of the parcel(s) acquired. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals. Cooperative arrangements with Henrico County would be sought to encourage an enhanced interpretation of the New Market Heights action at Four-Mile Creek Park.

North Anna. A 75-acre portion of the battlefield is currently protected under a perpetual easement held by Hanover County; however, the county will be deeded the property in fee. NPS management of battlefield land at North Anna could include this 75-acre parcel, depending on the result of collaborative planning efforts of the NPS with the county.

Visitor Experience and Interpretation — A new unit would be added to protect and interpret this important aspect of the Overland Campaign. Several sharp engagements took place from May 23-26, 1864, as Lee held a strong defensive position and fended off General Grant's attacks. Grant briefly divided his army, and Lee missed an opportunity to attack, and possibly destroy part of the Federal force. Grant broke contact and, seeking an easier path to Richmond, moved to Totopotomoy Creek. Staffed seasonally, this unit would have waysides explaining the battle action. Interpretation and site management would be coordinated with the unit managed by Hanover County.

Cultural/Natural Resource Management — Changes would be sought in the park's enabling legislation to permit acquisition of specific battlefield resources outside the existing legislative boundary. A legislative change permitting the use of appropriated funds for land acquisition would also be requested. Management strategy would depend on the size, location, and integrity of the parcel(s) acquired. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals.

Second Deep Bottom. Henrico County maintains an undeveloped (except for a boat ramp), 50-acre park at the landing site. The most intensive battle action occurred near Fussell's Mill, adjacent to the site of the New Market Heights battlefield.

Visitor Experience and Interpretation — Grant's strategy was to prevent Lee from sending reinforcements to the Shenandoah Valley to increase the threat to Washington, and to oblige him to weaken his Petersburg defenses. The strategy was partially successful and cost both sides substantial casualties. Waysides would explain the battle action and the larger significance. This site could be commemorated in a separate unit, or in conjunction with the New Market Heights battlefield as the two battles were fought partially over the same ground. If developed in tandem with the New Market Heights battlefield, the unit could be staffed year-round. Otherwise seasonal staffing would be planned.

Cultural/Natural Resource Management — The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals. Management strategy would depend on the size, location, and integrity of the parcel(s) acquired.

Totopotomoy Creek/Rural Plains (including Enon Church (Haw's Shop) and Bethesda Church). Some interpretation takes place at Cold Harbor.

Visitor Experience and Interpretation — A new unit would be added to interpret the action at Totopotomoy Creek. Staffed seasonally, it would have permanent wayside exhibits to explain the battle action. After a sharp cavalry engagement at Haw's Shop, the Army of Northern Virginia dug in at Totopotomoy Creek and repulsed a heavy Union attack in the vicinity of Rural Plains (Shelton House). The Shelton House was a focal point during the battle and survives. Although Lee suffered heavy losses, Grant disengaged and moved toward Cold Harbor.

Cultural/Natural Resource Protection — Portions of the battlefield are outside the park's existing legislative boundary and changes would be sought to permit acquisition of specific battlefield resources. The Proposed Land/Resource Protection Strategy and Boundary Recommendations sections present specific proposals. Management strategy would depend on the size, location, and integrity of the parcel(s) acquired.

PROPOSED LAND/RESOURCE PROTECTION STRATEGY

The Richmond area today is a special place, filled with cultural, historic, natural, and recreational resources. Since the days just after the Civil War, citizens of Richmond have been involved in private efforts to commemorate the battlefields in their neighborhood. All of the battlefield core area warrants some level of commemoration based on national significance criteria. However, the physical integrity of part of the core areas has already been lost. The threat of continued loss of battlefield resources is very real, as the Richmond community continues to pursue other important economic development needs.

The legislative mandate of RNBP and the intent of this proposed protection strategy is to protect the resources associated with the battles and to provide an appropriate setting for visitor understanding of the battles. RNBP can continue to make some progress under NPS current authorities to accept donations or acquire with donated funds. However, more proactive efforts to accomplish park purposes and acquire battlefield resources from willing sellers with appropriated funds requires legislative action and funding. More specifically the effective implementation of the proposed protection strategy is dependent upon the coordinated action of private interests working with local, state, and federal government.

It is important to preserve aspects of the historic context and cultural landscape of these battlefields and to link interpretation of these battlefields and other non-battlefield resources. Accomplishing this larger goal requires mutual cooperation among the NPS and local governments and residents in a comprehensive effort for the conservation, management, interpretation, and promotion of the cultural and historic resources of the Richmond area.

The preservation of the battlefield resources must be fairly and equally considered along with other community values. The rewards would be three-fold: (1) nationally and locally significant resources would enjoy a greater measure of protection, thereby assuring the ability to interpret the significant stories of the Civil War in Richmond; (2) local residents would continue to experience the high quality of life to which they are accustomed; and (3) the attractions themselves would stimulate heritage tourism and contribute more to the local economy.

This proposed land/resource protection strategy is intended to help focus efforts to protect threatened battlefield resources, and define the NPS role and interest in protection efforts.

Cooperative Effort to Protect and Interpret Civil War Resources

The NPS is recommending that battlefield resource protection and/or interpretation be accomplished through a partnership of local, state, and federal government and the private sector. The NPS will continue its advocacy for the protection, interpretation, or commemoration of nationally significant battlefield resources. The RNBP will continue to work closely with its neighbors and local governing officials to plan for community development and growth so that the local economy and resource conservation, which are closely related, can all benefit. There are a number of land use tools that can achieve a balance between resource protection goals and a community's or landowner's economic interests. In many instances, battlefields and other Civil War resources can be appropriately protected by state and local governments, and the private sector, utilizing, at their discretion, local laws, ordinances, historic district overlays, zoning requirements, proffers, tax and other incentives, and similar measures.

Given the complexity of ownership patterns, current land uses, and jurisdictional responsibilities, preservation options that emphasize a partnership approach to resource protection appear to offer the greatest potential for success. A range of mechanisms, agreed upon by the local jurisdictions,

will be needed to ensure that valuable resources are preserved and promoted for the benefit of residents and visitors alike.

Federal Acquisition Authority

The proposed protection strategy recommends a cooperative approach to protecting and interpreting Richmond's battlefields. Some local residents and elected officials have expressed serious concerns about the threat of federal condemnation, and these concerns have become an obstacle to the type of partnerships that are most likely to be effective in protecting significant battlefield resources in the future.

Implementation of this proposed protection strategy will require action by Congress to amend the authorizing legislation for the park. **The NPS does not intend to acquire any private property within the redefined boundaries of RNBP without owner consent, and NPS will support legislative action to limit the use of its acquisition authority to owners at RNBP who are willing to sell.**

Reduction and Redefinition of the RNBP Boundary

In response to public comments to focus primary/short-term effort on battlefield preservation, an approach to the federal role in the protection of Richmond's Civil War battlefields is outlined below.

The NPS criteria were applied to determine that portion of Richmond's battlefield that qualifies for inclusion within RNBP's boundary. Based upon the application of these criteria, **the NPS recommends that the boundary be redefined and reduced to include approximately 7,121 acres.** This 7,121 acres includes approximately 764 acres currently owned by the federal government and approximately 900 acres currently proposed for donation to the federal government.

This refined boundary for RNBP accomplishes two things: (1) it helps to focus the efforts of all conservation partners on the most essential historic battlefield resources, and (2) it establishes more reasonable and practical limits to the theoretical size of the park.

This boundary adjustment represents a major reduction in the legislative boundary. The boundary defines the area within which the NPS could be involved in battlefield resource ownership and management. However, NPS ownership and management is not necessary in all cases. Where the battlefield resources can be appropriately protected and/or interpreted by means other than NPS acquisition, those means will be encouraged. Any real property interest acquired by the NPS (e.g., fee simple ownership, easement, etc.) will be the minimum necessary to accomplish the desired management objective; and will only be acquired on a willing seller basis.

Authority to Expend Appropriated Funds to Protect Qualifying Resources

The NPS has taken what it believes to be a reasonable and moderate stance concerning the boundary at Richmond, in the belief that local and state authorities and the private sector, with technical assistance from NPS when requested, will assume their share of the responsibility for protecting these nationally significant battlefield resources.

All of the resources within this boundary qualify for inclusion and would be appropriate additions to the national park system. There is an appropriate role for the NPS in stemming the deterioration

and loss of battlefields and related resources. Fee simple ownership by the NPS is seen as the most secure method to protect battlefield resources and the most appropriate method where public access is desirable.

In the current fiscal climate it may not be possible to expend federal funds for large scale land acquisition. While federal funds are scarce and may continue to be so, there are legitimate circumstances for acquiring land. The resources within this proposed boundary are nationally significant, and contribute to the established mandate of RBNP. Therefore, **the authorizing legislation for RBNP should be amended to permit the expenditure of both appropriated and donated funds for the acquisition of qualifying battlefield land and/or resources. Also, the right to accept donation of battlefield lands, buildings, structures, and other property within those boundaries should be retained.** Where less than fee simple ownership within the boundary can accomplish the desired management objectives, other protection mechanisms will be employed.

NPS Advocacy and Technical Assistance

The overall effectiveness of core battlefield land protection depends on the level of state and local government support, landowner commitment to resource protection, severity of threats to resources, and existing land use regulations. The NPS will continue its advocacy for the protection, interpretation, and/or commemoration of nationally significant battlefield resources outside the 7,121-acre boundary; however, **NPS involvement in battlefield resource protection beyond the 7,121-acre boundary of RBNP would be limited to technical assistance only. There would be no NPS ownership or management of resources outside the 7,121-acre boundary.** Any action affecting nonfederal land would remain the responsibility of the local governing body and/or private landowners.

BOUNDARY RECOMMENDATIONS

This proposed land/resource protection strategy recommends that the 5-mile boundary contained in the 1936 legislation be redefined. It is proposed that the legislative boundary be reduced to approximately 7,121 acres. The total of 7,121 acres includes approximately 764 acres currently owned by RBNP and approximately 900 acres proposed for donation to RBNP. The specific acres identified for inclusion in the boundary are described below:

(a) The core areas of seven battlefields that are associated with the major campaigns to take Richmond and are regarded by CWSAC as being among the 50 battlefields most deserving and most in need of federal protection. These battlefields are Gaines' Mill, Cold Harbor (including Garthright House), Glendale, Malvern Hill, Chaffin's Farm/New Market Heights, Second Deep Bottom, and North Anna. North Anna is approximately 8 miles outside the RBNP's 1936 legislative boundary.

(b) Specific parcels adjacent to the Beaver Dam Creek (Ellerson's Mill) battlefield where the park already has a unit. Beaver Dam Creek is within the 1936 legislative boundary, but the extensive construction on the battlefield precluded it from listing on the CWSAC list of priority battlefields.

(c) The main visitor center and park headquarters now located at Chimborazo Park, the Chickahominy Bluff unit, and the units at Drewry's Bluff and Parker's Battery, where the park already protects resources.

(d) Specific parcels of the core area of the Totopotomoy Creek battlefield. Totopotomoy Creek is not on the CWSAC battlefield priority list but is identified for action here because of its importance in understanding General Grant's strategic intent in the Overland Campaign.

The acreage recommended for inclusion in the revised boundary has been carefully selected to meet NPS criteria. Strong consideration was given to recommending only relatively large parcels, parcels that largely retain their physical integrity, and/or which are contiguous to existing protected battlefield resources. The creation of large consolidated tracts of protected battlefield acreage can contribute to more efficient maintenance operations. Furthermore, the land use on many of the parcels recommended for inclusion in the redefined boundary is compatible with park purposes. Such tracts might be eased or leased back so that land uses such as agriculture can continue, thereby decreasing operational expenses. Visitor access for interpretation can be provided through construction of trails that will not interfere with agricultural operations. Lastly, the 7,121 acres contained within the redefined boundary is owned by relatively few landowners, making the necessary negotiations to design appropriate protection more feasible.

All of the resources within this boundary qualify for inclusion and would be appropriate additions to the national park system. The boundary defines the area within which the NPS could be involved in battlefield resource ownership and management. Fee simple ownership by the NPS is seen as the most secure method to protect battlefield resources, and the most appropriate method where public access is desirable. However, NPS ownership and management is not necessary in all cases. The NPS invites partnerships for the protection of battlefield resources within this recommended boundary. Given the current fiscal climate and the complexity of ownership patterns, current land uses, and jurisdictional responsibilities, preservation options that emphasize a partnership approach to resource protection appear to offer the greatest potential for success. No one agency, organization or individual can do it all, but all can do a part. By working together and consolidating our resources, the greatest level of protection for these significant battlefield resources can be achieved.

Contingent on the necessary legislative changes and full implementation of the proposed GMP and land/resource protection strategy, a large part of the battlefield core area at Malvern Hill would be protected. Major portions of the core battlefields at Gaines' Mill and Glendale would be protected. Significant and largely contiguous portions of the battlefields of Cold Harbor, New Market Heights, North Anna, Totopotomoy Creek, and Second Deep Bottom would be protected.

No additional protection measures are recommended under this proposal at the Chimborazo Headquarters, Chickahominy Bluff, Beaver Dam Creek (with the exception of an anticipated donation), Garthright House, Drewry's Bluff, Parker's Battery, or Savage's Station (see Alternatives Considered but Rejected section).

These recommended protection measures would ensure cultural resource protection, afford meaningful interpretive opportunities now and in the future, and enhance public understanding of the historic context of the battles.

The recommendations contained in this plan do not constitute an offer to purchase lands or interests in lands, nor do they diminish the rights of nonfederal landowners. As a land managing agency of the federal government, the NPS has jurisdiction over only those lands owned by the federal government.

Subject to the recommended legislative changes redefining the boundaries and authorities of RNBP, resource protection measures would be undertaken on a parcel-by-parcel basis. Where the battlefield resources can be appropriately protected and/or interpreted by means other than NPS acquisition, those means will be encouraged. Any real property interest acquired by the NPS (e.g., fee simple ownership, easement, etc.) will be the minimum necessary to accomplish the desired management objective; and will only be acquired on a willing seller basis. Negotiations with willing sellers will focus on specific protection mechanisms appropriately tailored to protect specific resource values on a given parcel.

The cost of implementing the land/resource protection strategy has not been calculated, but would depend on the availability of willing sellers, the extent of resources protected, and the protection mechanisms employed.

As implementation of the proposed land/resource protection strategy takes place, compliance with applicable federal requirements will be undertaken on a parcel-by-parcel basis. Requirements of the National Historic Preservation Act (NHPA) of 1966, as amended, and the federal consistency component of PL 101-377 will be met through a memorandum of agreement (MOA) between the NPS and the Virginia State Historic Preservation Office. Land acquired by the NPS from willing sellers would be surveyed for other resources potentially eligible for listing on the National Register of Historic Places as required by section 110 of the NHPA.

Compliance with other applicable laws such as the National Environmental Policy Act, and for other agency or departmental requirements such as hazardous waste surveys and dam safety will be addressed as required prior to action being taken on individual parcels.

Table 1: Summary of the Boundary Adjustment Proposal (figures are in acres)

	Existing Park Land	Additions Proposed for Inclusion within Redefined Park Boundary
Hanover County		
Beaver Dam Creek	16.20	23.49 ^a
Gaines' Mill	59.70	2,024.07
North Anna	0	1,095.18 ^b
Totopotomoy Creek	0	124.40
Cold Harbor	151.10 ^c	793.13 ^d
Subtotal	227.00	4,060.27
Henrico County		
Savage's Station	0	0
Glendale	1.53	884.48 ^e
Malvern Hill	130.60	1,146.79 ^f
New Market Heights	0	253.87
Second Deep Bottom	0	0
Chaffin's Farm/Ft Harrison	312.76	11.79
Chickahominy Bluff	37.00	0
Subtotal	481.89	2,296.93
Chesterfield County		
Drewry's Bluff	39.50	0
Parker's Battery	10.00	0
Subtotal	49.50	0
City of Richmond		
Chimborazo Park HQ	5.60	0
TOTAL	763.99	6,357.20

a. All 23.49 acres are proposed or possible donations.

b. Total includes 193.88 acres which are in Caroline County.

c. Total includes 149.00 acres at the Cold Harbor unit and 2.1 acres at the Garthright House.

d. Total includes 142.00 acres currently proposed for donation.

e. Total includes 211.08 acres currently proposed for donation.

f. Total includes 534.63 acres currently proposed for donation.

Specific Boundary Recommendations for Each Battlefield

The matrixes on the following pages list only those battlefield core parcels recommended for inclusion in the redefined boundary. The identification information (tract number, acreage, and owner name and address) is drawn from public records available in the respective county government centers. The information was obtained at various times in 1994, and rechecked in 1995. Every effort has been made to insure that the information is accurate and current.

The column headed "Significance" refers to the special identifying characteristics of the individual parcels. The national significance criteria found in chapter 2, *NPS Management Policies*, December 1988, provide the basis for the determination.

The column headed "Protection Objectives" refers to objectives for the individual parcels. The objectives include resource protection, visitor access to the resource, and maintenance of a quality visitor experience once public access is secured. Where necessary and/or feasible the historic scene would be restored, and noncontributing resources on adjacent properties would be screened. Existing agricultural and other compatible land uses could continue, and would be desirable except where public access would be required.

The column headed "Priority" provides guidance regarding the order of preference in which individual parcels should be protected. In general, parcels that are listed as priority 1, are contiguous to the existing park units or anticipated donations, or that are both large in size and especially significant. Those parcels that are smaller in size and separated by major roadways or located at the edge of proposed priority 1 parcels generally are listed as priority 2.

Inclusion of a parcel in the park boundary is not a offer or an indication of an intent to offer to acquire any fee interest in the property. The intent of this proposed land/resource protection strategy is to provide guidance both to park management and to property owners, recognizing that any protection action most likely would occur over an extended time period, during which time circumstances could change.

If the boundary adjustments recommended herein were to be adopted by Congressional action, implementation of the protection recommendations would occur on a parcel-by-parcel basis. Specific actions would be negotiated with individual landowners who are willing sellers.

Beaver Dam Creek (Ellerson's Mill) (1862)

The CWSAC core at Beaver Dam Creek is approximately 1,900 acres. The RBNP park unit is 16.2 acres along the creek and includes a small part of the ground over which the Confederates advanced and where they suffered grievous casualties.

Commercial and residential development has blossomed near the unit in the last 10 years as highway and interstate highway improvements have increased access. Soil disturbance resulting from these improvements, and rainwater runoff from the increased impervious surface area have increased siltation and erosion along the stream bed, altering the basic appearance of the stream corridor. Housing developments now surround the unit, except for a small part of the Union defensive position directly across the creek (parcel 90-54F) and an area downstream from the park unit. On parcel 90-051E, a strip of land along Beaver Dam Creek adjoins the park and contains approximately 10 acres. This portion relates to the park's mission.

The parcels recommended for inclusion within the redefined boundary (all of 90-054F and part of 90-051E) total an additional 23.49 acres. When combined with the existing unit (16.2 acres) the total area recommended for protection equals approximately 2% of the core battlefield. Protection of this acreage would enhance the interpretive possibilities at this site and prevent further encroachment of modern development.

BEAVER DAM CREEK					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
90-051E	10 acres (part of a 212.14 acre parcel)	Cold Harbor Associates c/o Tidewater Holding Co. P.O. Box 42070 Richmond, Va 23224-9070 (Possible donation)	The Union left, held by the 7th and 9th Penna Reserves, and several artillery pieces	Preserve integrity; interpret and provide visitor access along the creek downstream from historic bridge site on a small portion of this tract adjacent to the park	2
90-054D	13.49	B & F Ltd Partnership 2109 Buckeye Dr. Richmond, VA 23228 (Proposed APVA donation)	Union reserves under Meade here; CSA pursuers under A.P. Hill and Longstreet came through early on June 27; Federal earthworks and artillery platform	Preserve integrity, interpret and provide visitor access to Union position	1

Cold Harbor (1864)

The CWSAC core at Cold Harbor is approximately 4,900 acres. At the battle of Cold Harbor, the futility of frontal assaults on well defended positions was proven, and General Grant was obliged to revise his strategy and search for a way to break the Confederate defense of Richmond at a point south of the James River.

RNBP has two units at the battlefield, the Cold Harbor unit is 149 acres, and the Garthright House unit across Rt. 156 is 2.1 acres. The 1.43-acre Cold Harbor National Cemetery is across Rt. 156 from the Garthright House and near the Cold Harbor unit. The Garthright House unit is surrounded on three sides by a Hanover County passive use park (Cold Harbor Battlefield Park) containing approximately 50 acres. A cooperative agreement exists between Hanover County and RNBP concerning mutually beneficial visitor access, interpretation, and parking.

The park unit at Cold Harbor is surrounded by a mix of small to large tract single family homes, with some wooded areas and open farm fields. There is one existing residential subdivision. A recently installed waterline, and eventual plans for a sewerline indicate the potential for rapid residential and commercial development. An existing right-of-way serving several residences on private land behind the unit may lead to additional residential development.

This proposal recommends that the boundary include 793.13 acres in addition to the existing unit. The additional parcels recommended for inclusion within the revised boundary are contiguous and include the areas of most intense fighting. These acres, when combined with existing park units at Cold Harbor and Gaines' Mill and proposed boundary adjustments on the Gaines' Mill battlefield where the two battlefield cores overlap, would total approximately 54% of the Cold Harbor core. (Note: See the Gaines' Mill chart for further information about recommended boundary adjustments in both core areas.)

COLD HARBOR					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
91-172D	42 (part of a 292.31 acre parcel)	Oscar Via, Jr. Rt. 8, Box 149 Mechanicsville, VA 23111 (Proposed APVA donation)	CSA and Union earthworks; from 5/30 to 6/6, heavy repeated close combat between CSA forces under Rodes, Ramseur and Bratton, and elements of Union V Corps forces, especially Hardin's and Cutler's men	Maintain historic scene and provide visitor access	1

COLD HARBOR					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-027	50.00	Augustus Thomas (no known address)	Position held by elements of Union XVIII Corps, June 1-12; Confederate attack of June 1 launched from this vicinity; contains distinctive earthen fortification; site of rare 20 lb. Parrott battery	Maintain historic scene and provide visitor access	1
92-032	98.00	Wm. M. and Catherine Coffman 4104 Harvie Rd. Richmond, Va 23223	Federal earthworks; very heavy repeated close combat, Union XVIII Corps; historic road trace	Maintain open fields	1
92-033	20.00	Joseph Leonard and Lillian G. Via Rt. 8 Box 640 Mechanicsville, VA 23111	Forward CSA position occupied by Kershaw's Division; repeated heavy fighting	Maintain open fields	2
92-033A	3.00	Barbara A. Via Rt. 8 Box 641 Mechanicsville, VA 23111	Forward CSA position occupied by Kershaw's Division; repeated heavy fighting	Restore open fields	2
92-033B	3.00	Anita and Robert Thurston Rt. 8, Box 640 Mechanicsville, VA 23111	Forward CSA position occupied by Kershaw's Division; repeated heavy fighting	Restore open fields	2
92-033C	4.22	Jos. and Barbara Via Cottrell Rt. 8, Box 641 Mechanicsville, VA 23111	Forward CSA position occupied by Kershaw's Division; repeated heavy fighting	Restore open fields	2

COLD HARBOR

Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-033D	5.70	Barbara Via and Joseph A. Cottrell Rt. 8 Box 641 Mechanicsville, VA 23111	Forward CSA position occupied by Kershaw's Division; repeated heavy fighting; ruins of historic Allison house	Restore historic scene	2
92-039E	2.00	Carl E. Vandergrift Rt. 4, Box 316 Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-039F	10.00	Lennie E. and Betty Woodfin Rt. 4, Box 316 A Mechanicsville, Va 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-039G	10.00	Lennie E. and Betty Woodfin Rt. 4, Box 316 A Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-039H	10.47	Robt D. and Deborah Alvis Rt. 4, Box 316 B Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-040	7.50	James R. Snell, Jr. Rt. 4, Box 320 Mechanicsville, Va 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2

COLD HARBOR					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-041	2.00	David T. and Judith Myers Rt. 4, Box 325 Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-041A	1.00	Willard and Rose Mary Gary Rt. 4, Box 325 B Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-041B	6.86	Nancy J. Martin Rt. 4, Box 325 B Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-041C	0.13	Nancy J. Martin Rt. 4, Box 325 B Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-042	2.80	Geriel S. and Sylvia M. Deoliveira Rt. 4, Box 326 Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-042A	6.90	Robt. K and Christine Steward Rt. 4, Box 214 E Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-043	2.00	Ruth S. Wells Rt. 4, Box 328 Mechanicsville, Va 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2

COLD HARBOR

Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-043A	3.00	Ruth S. Wells Rt. 4, Box 328 Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore historic scene	2
92-044	36.17	Lee T. Wood Rt. 4, Box 162 Mechanicsville, VA 23111	Union assaults under Penrose and Cross; at the Old Cold Harbor crossroads — the reason for the battle	Maintain open field, provide visitor access, and interpret the key road junction	1
92-045	1.11	Jacques and Dennis Chartier P.O. Box 968 Mechanicsville, VA 23111	Old Cold Harbor crossroads, the junction of five roadways and the reason for the battle	Maintain road configuration	2
92-046	40.69	Marvin L. Stewart Rt. 4, Box 161A Mechanicsville, VA 23111	CSA cavalry held this ground on May 31; dismounted Union cavalry under Merritt and Custer on June 1; immediate rear of Union VI Corps on June 3	Maintain open fields	1
92-046B	0.39	James L. and June Yates, Sr. Rt. 4, Box 158 Mechanicsville, VA 23111	Part of Anderson's Ist Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1, occupied by VI and XVIII on June 3	Restore open fields; provide visitor access	2

COLD HARBOR					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-046C	12.49	Marvin L. Stewart Rt. 4, Box 161 A Mechanicsville, VA 23111	CSA cavalry held this ground on May 31; dismounted Union cavalry under Merritt and Custer on June 1; immediate rear of Union VI Corps on June 3	Restore open fields; provide visitor access	2
92-046D	2.00	David R. and Velma Shirey Rt. 4, Box 332 A Mechanicsville, VA 23111	Part of Anderson's Ist Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access	2
92-046E	2.00	Ray E. and Doris Call Rt 4, Box 330 A Mechanicsville, VA 23111	CSA cavalry held this ground on May 31; dismounted Union cavalry under Merritt and Custer on June 1; immediate rear of Union VI Corps on June 3	Restore open fields; provide visitor access	2
92-054	0.58	Betty Wiseman Rt. 4, Box 154 Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	1

COLD HARBOR

Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-055	5.00	Clarence Higgins Rt. 4, Box 156 Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	1
92-055A	2.06	Betty Wiseman Rt. 4, Box 154 Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	1
92-055B	8.82	Mark L. Duval Kim Jennings Rt. 4, Box 156D Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	1
92-055C	6.00	Arthur P. Schultz Rt. 4, Box 156 B Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	2
92-055E	4.37	Edward L. Parrish Rt. 4, Box 155C Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	1

COLD HARBOR					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-055F	6.10	Douglas L. and Lois Foss Rt. 4, Box 156 A Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	2
92-055G	1.00	Charlotte M. and Herbert Smith Rt. 4, Box 155 D Mechanicsville, Va 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	2
92-055J	2.00	Clifton W. Broach Rt. 1, Box 763 Aylett, VA 23009	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	2
92-055K	0.38	Clifton and Judy Brooks Rt. 4, Box 155B Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	1
92-055L	3.15	Clifton and Judy Brooks Rt. 4, Box 155B Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access to Cold Harbor National Cemetery	1

COLD HARBOR

Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-056	40.14	James L. and June Yates Rt. 4, Box 158 Mechanicsville, Va 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access	2
92-056B	1.00	Michael R. and Gail Porch Rt. 4, Box 332 B Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access	2
92-056C	2.61	David W. and Kim Yates Rt. 4, Box 158 Mechanicsville, VA 23111	Part of Anderson's I Corps (CS) and Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access	2
92-057	12.40	Linda Nolte Rt. 4, Box 333 Mechanicsville, VA 23111	Immediate rear of Union line; defended by dismounted cavalry brigades under Custer and Merritt; CSA attack led by Keitt passed through here and suffered heavy losses	Restore open fields	1

COLD HARBOR					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-057A	0.09	James L. & June Yates Sr. Rt. 4, Box 158 Mechanicsville, VA 23111	Part of Anderson's 1st Corps (CS) & Hoke's Div. under heavy attack by Union VI and XVIII Corps on June 1; occupied by VI and XVIII on June 3	Restore open fields; provide visitor access	2
92-057B	5.93	James A. Nolte, Sr. Rt. 4, Box 333 Mechanicsville, VA 23111	Immediate rear of Union line; defended by dismounted cavalry brigades under Custer and Merritt; CSA attack led by Keitt passed through here and suffered heavy losses	Restore open fields	1
92-058	13.14	Thelma L. Hart Rt. 4, Box 332 Mechanicsville, VA 23111	Immediate rear of Union line; defended by dismounted cavalry brigades under Custer and Merritt; Union line from June 6-12, occupied by Willcox's division (IX Corps)	Maintain existing vegetation; provide visitor access	1
92-060	10.00	Margaret B. Pointer et al. Rt. 4, Box 336 Mechanicsville, VA 23111	Union line from June 6-12, occupied by Willcox's division (IX Corps)	Maintain structures on site of the historic Woody farm house to aid visitor understanding	2

COLD HARBOR

Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-060A	50 (part of a 111.80 acre parcel)	Robert Bluford, Jr. 2109 Buckeye Dr. Richmond, Va 23228 (proposed APVA donation)	Union line from June 6-12; occupied by Willcox's division (IX Corps); CSA attack under Keitt passed through here; site of historic David Woody house; fortifications	Maintain existing ground cover and provide visitor access	1
92-061	50 (part of a 103.00 acre parcel)	Robert Bluford, Jr. 2109 Buckeye Dr. Richmond, Va 23228 (proposed APVA donation)	Union line from June 6-12; occupied by Willcox's division (IX Corps); came under severe CSA artillery fire on June 6; fortifications	Maintain existing ground cover and provide visitor access	1
92-112	36.70	J. Judson Williams, II 4307 Newport Dr. Richmond, VA 23227	Immediate rear of Union line; defended by dismounted cavalry brigades under Custer and Merritt; Union line from June 6-12, occupied by Willcox's division (IX Corps)	Maintain existing vegetation; provide visitor access	1
92-121	29.43	Charles Williams 6310 Lake Point Dr Mechanicsville, VA 23111	Union assaults under Penrose and Cross; at the Old Cold Harbor crossroads--the reason for the battle; site of the Cold Harbor Tavern	Maintain open field; provide visitor access, and interpret the key road junction and tavern site--a battlefield landmark	2

COLD HARBOR					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
98-008F	2.00	Lennie and Betty P. Woodfin Rt. 4, Box 316 A Mechanicsville, VA 23111	Union VI Corps attacks on June 1; the II and VI Corps attack on June 3; heavy losses	Restore open fields	2

Gaines' Mill (1862)

The CWSAC core at Gaines Mill is approximately 3,100 acres. The RBNP unit at Gaines' Mill (Watt House) is 59.7 acres. All parcels listed here are also in the Cold Harbor core except tracts numbered 97-17, 97-18, and 97-19. The CWSAC core at Cold Harbor is approximately 4,900 acres. The RBNP units at Cold Harbor (including Garthright House) total 151.1 acres.

The Gaines' Mill unit is located on a cul-de-sac off Rt. 156, providing a more rural setting; from the parking lot, the visitor sees only farm fields, the historic house, and related out buildings. A right-of-way through park property leads to private land behind the park unit, and several private homes line the road leading into the unit. Although waterlines and sewerlines have not been extended along the park access road, this area could develop rapidly following the installation of county services.

This proposed protection strategy recommends that 2,024.07 acres, in addition to the existing unit, be included within the redefined boundary, or approximately 65% of the Gaines' Mill core area. In the case of parcel 98-024A only the northernmost portion (approximately 60 acres) is identified for inclusion in the boundary. The recommended boundary includes the area of most intense fighting. The acreage is all contiguous and surrounds the existing park unit. The southern boundary is wetland adjacent to the Chickahominy River, much of the northern and eastern boundary is a major roadway (Rt. 156). The recommended boundary joins the existing Hanover County Park, Cold Harbor Battlefield Park (surrounding the Garthright House), and includes land along Rt. 156 and across from the Cold Harbor unit.

GAINES' MILL					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-038	27.90	Vernon T. and Matilda B. Grubbs Rt. 8 Box 652 Mechanicsville, VA 23111	Gregg's CSA brigade advanced under heavy artillery fire; later Trimble's brigade, together with elements of other CSA units moved toward Union lines	Interpret and provide visitor access; maintain open fields	2

GAINES' MILL					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-038B	28.30	Stanley Bosher 8469 Oak Hill Camp Rd. Mechanicsville, VA 23111	Gregg's CSA brigade advanced under heavy artillery fire; later Trimble's brigade, together with elements of other CSA units moved toward Union lines	Interpret and provide visitor access; maintain open fields	2
92-039A	20.00	Harry Lee and Islay McGhee Rt. 8 Box 660 Mechanicsville, VA 23111	Left center of CSA line; Jackson here; area swept by Union fire	Interpret and provide visitor access; maintain open fields	2
97-017	7.72	Marilyn B. Roper 750 Bridle Path Dr. Earlyville, VA 22936	Longstreet's CSA division and part of Jackson's made major assault across this ground and suffered heavy casualties	Interpret and provide visitor access; thin wooded area and maintain open areas; maintain railroad grade	1
97-018	270.92	J. Louis Reynolds, Glenn P. Reynolds, Trustee 2000 W. Club Lane, Ste A Richmond, VA 23226	Longstreet's CSA division and part of Jackson's made major assault across this ground and suffered heavy casualties	Preserve integrity, interpret and provide visitor access; maintain open fields and current agricultural use; maintain existing screen along northern boundary against visual intrusions	1
97-019	320.85	B. L. Randolph and B.R. Shannon 1592 Devon Way Manakin Sabot, VA 23103	The left of the Union line, where General Butterfield won Medal of Honor; Union artillery and infantry reserves attacked by CSA troops here late in the battle	Preserve integrity; interpret and provide visitor access to north 1/2 of property; maintain open fields and agricultural use; maintain existing wetland on south 1/2	1

GAINES' MILL

Tract	Acres	Owner	Significance	Protection Objectives	Priority
97-020A		Combined with 97-021	CSA brigades under A.P. Hill and from Ewell's division were pinned down by heavy Union resistance	Preserve integrity; interpret and provide visitor access; maintain railroad grade	1
97-021	72.99	Frederic I. and Jacqueline McGhee Rt 8, Box 184 Mechanicsville, VA 23111	CSA brigades under A.P. Hill and from Ewell's division were pinned down by heavy Union resistance; site of historic Parsons house	Preserve integrity; interpret and provide visitor access; maintain existing open fields and perimeter screen; thin wooded area	1
97-021A	3.21	Bonnie Boyette 6339 Watt House Rd. Mechanicsville, VA 23111	CSA brigades under A.P. Hill and from Ewell's division were pinned down by heavy Union resistance	Interpret and provide visitor access; thin wooded areas	1
98-001	11.00	Frederic A. Ryan Rt. 8, Box 607 Mechanicsville, VA 23111	CSA divisions under Ewell, A.P. Hill; Whiting advanced under heavy fire	Interpret and provide visitor access; restore wooded area	1
98-001A		Combined with 98-001	CSA divisions under Ewell, A.P. Hill; Whiting advanced under heavy fire	Interpret and provide visitor access to Boatswain Creek; maintain wooded area along creek; maintain railroad grade	1
98-001B	3.50	Hans Brinker Rt. 8, Box 606 Mechanicsville, VA 23111	CSA divisions under Ewell, A.P. Hill; Whiting advanced under heavy fire	Interpret and provide visitor access; restore wooded area	1
98-001E	1.81	Edmund P. Goggin III Rt. 8, Box 604 Mechanicsville, VA 23111	CSA divisions under Ewell, A.P. Hill; Whiting advanced under heavy fire	Interpret and provide visitor access; restore wooded area; maintain railroad grade	1

GAINES' MILL					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
98-001F	8.40	B. L. Randolph and B.R. Shannon 1592 Devon Way Manakin Sabot, VA 23103	CSA divisions under Ewell, A.P. Hill; Whiting advanced under heavy fire	Interpret and provide visitor access; restore wooded area	1
98-002	13.70	Benjamin W. Wood Rt. 8, Box 622 Mechanicsville, VA 23111	Location of New Cold Harbor tavern (still standing); form up site for CSA assaults; HQ for R. E. Lee and A.P. Hill; site of famous interview between Lee and Hood	Interpret and provide visitor access; restore tavern site and restore wooded area	2
98-003		Combined with 98-002	Form up site for CSA assaults	Interpret and provide visitor access to Boatswain Creek; maintain/restore visual screen; maintain railroad grade	2
98-004	26.90	William Hubbard c/o Mary McDowell 714 N. 33rd St. Richmond, VA 23223	Section of Union line held by two regiments under Warren, including 5th NY Zouaves; Gregg's So. Carolina brigade fought Warren in intense struggle	Preserve integrity, interpret and provide visitor access; restore to open fields	1
98-005	13.45	Mahlon Beal c/o Altus Beal 104 H Windsor Lane Williamsburg, VA 23188	Section of Union line held by two regiments under Warren, including 5th NY Zouaves; Gregg's So. Carolina brigade fought Warren in intense struggle	Preserve integrity, interpret, and provide visitor access; restore to partly open/partly wooded condition	2

GAINES' MILL

Tract	Acres	Owner	Significance	Protection Objectives	Priority
98-006	24.89	John W. Roane Rt. 4, Box 309 Mechanicsville, VA 23111	Intense fighting; ground held by US Regulars under Sykes, reinforced by Penna Reserves until pushed back by CSA forces	Preserve integrity, interpret, and provide visitor access; restore to open fields	1
98-007	13.59	William Peele 1303 Strain Ave. Mechanicsville, VA 23111	Intense fighting; ground held by US Regulars under Sykes, reinforced by Penna Reserves until pushed back by CSA forces	Preserve integrity, interpret, and provide visitor access; restore to open fields	1
98-008	44.06	James C. Lyles Rt. 4, Box 312 Mechanicsville, VA 23111	Ground controlled by Sykes' US Regulars at start of battle, later by CSA forces under Stonewall Jackson; site of historic Boze house	Interpret and provide visitor access; restore open fields	2
98-008A	1.69	Harvey L. Farmer Rt. 4, Box 311-A Mechanicsville, VA 23111	Occupied by Buchanan's USA brigade until driven in by CSA forces under D.H. Hill	Interpret and provide visitor access; restore open fields	2
98-008B	12.10	Harvey L. Farmer Rt. 4, Box 311-A Mechanicsville, VA 23111	Section of Union line held by two regiments under Warren, including 5th NY Zouaves; Gregg's So. Carolina brigade fought Warren in intense struggle	Interpret and provide visitor access; restore open fields	2

GAINES' MILL					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
98-008C	10.00	Robert E. Farmer Rt. 4, Box 311-B Mechanicsville, VA 23111	Ground controlled by Sykes' US Regulars at start of battle, later by CSA forces under Stonewall Jackson	Interpret and provide visitor access; restore open fields	2
98-008D	10.00	Harvey L. Farmer Rt. 4, Box 311-A Mechanicsville, VA 23111	Ground controlled by Sykes' US Regulars at start of battle, later by CSA forces under Stonewall Jackson	Interpret and provide visitor access; restore open fields	2
98-008E	10.00	Donald E. Farmer Rt. 4, Box 311 Mechanicsville, VA 23111	Ground controlled by Sykes' US Regulars at start of battle, later by CSA forces under Stonewall Jackson	Interpret and provide visitor access; restore open fields	2
98-008G	16.72	Forrest E. Alvis Rt 4, Box 315-A Mechanicsville, VA 23111	Occupied by Buchanan's USA brigade until driven in by CSA forces under D.H. Hill	Interpret and provide visitor access; restore open fields	2
98-008H	4.88	Forrest E. Alvis Rt 4, Box 315-A Mechanicsville, VA 23111	Ground controlled by Sykes' US Regulars at start of battle, later by CSA forces under Stonewall Jackson	Interpret and provide visitor access; restore open fields	2
98-008J	3.39	Forrest E. Alvis Rt 4, Box 315-A Mechanicsville, VA 23111	Occupied by Buchanan's USA brigade until driven in by CSA forces under D.H. Hill	Interpret and provide visitor access; restore open fields	2

GAINES' MILL

Tract	Acres	Owner	Significance	Protection Objectives	Priority
98-009	27.00	Edwin E. Adams Rt. 4, Box 310 Mechanicsville, VA 23111	Intense fighting; ground held by US Regulars under Sykes, reinforced by Penna Reserves until pushed back by CSA forces; borders two historic roads	Interpret and provide visitor access; restore open fields; maintain historic road trace	1
98-011	188.50	Edwin E. Adams Rt. 4, Box 310 Mechanicsville, VA 23111	Ground held by US Regulars, reinforced by Bartlett's brigade; breakthrough by CSA forces under D.H. Hill and Jackson; heavy casualties suffered by both sides in hand to hand combat; important historic road trace bounds parcel on the north; McGehee house site (hospital and HQ)	Interpret and provide visitor access; maintain open fields with existing agricultural use; maintain historic road trace; identify site of the historic McGhee house	1
98-013 also CH	379.20	Edwin E. Adams Rt. 4, Box 310 Mechanicsville, VA 23111	Scene of heavy fighting between CSA divisions under Ewell, A.P. Hill and Whiting, and Union brigades under Meade, Newton, Griffin and Taylor; two Union regiments captured intact here; historic road trace and Adams house site (hospital and Union HQ)	Interpret and provide visitor access; maintain open fields with existing agricultural use; maintain historic road trace; identify site of the historic Adams house and cemeteries	1

GAINES' MILL					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
98-014 also CH	37.00	Rich. E. and Jacqueline Adams Rt. 4, Box 303 Mechanicsville, VA 23111	Entire Union V Corps retreated toward the Chickahominy bridges through here, screened by brigades under Meagher and French	Interpret and provide visitor access; maintain open fields with existing agricultural use	1
98-014C	37.00	Richard E. Adams, et al. Rt. 4 Box 303 Mechanicsville, VA 23111	Entire Union V Corps retreated toward the Chickahominy bridges through here, screened by brigades under Meagher and French	Interpret and provide visitor access; maintain open fields with existing agricultural use	1
98-024A	approx. 60.00 (N 1/3 of 160.)	Phyllis H. Wasylyk Rt. 4, Box 264 Mechanicsville, VA 23111	Entire Union V Corps retreated toward the Chickahominy bridges through here, screened by brigades under Meagher and French	Interpret and provide visitor access; maintain open fields with existing agricultural use; maintain wetlands	1
98-042	115.90	Allen B. Miller 3545 Blue Ridge Dr. Pensacola, FL 32504	Entire Union V Corps retreated toward the Chickahominy bridges through here, screened by brigades under Meagher and French	With the other parcels E of Rt 156 (below) it would be possible to interpret the entire Union line; provide visitor access; maintain open fields with existing agricultural use	2

GAINES' MILL

Tract	Acres	Owner	Significance	Protection Objectives	Priority
98-043	15.70	Claude W. and Frances A. Carmack Rt. 4 Box 307 Mechanicsville, VA 23111	Union right flank, held by 3rd and 4th US Regulars and two artillery batteries	With the other parcels E of Rt 156 (below) it would be possible to interpret the entire Union line; provide visitor access; maintain open fields with existing agricultural use	2
98-044	83.60	James A. Rawls, Jr. et al. 8313 Fulham Ct. Richmond, VA 23227	Union right flank, held by 3rd and 4th US Regulars and two artillery batteries; historic McGee house site	With the other parcels E of Rt 156 (below) it would be possible to interpret the entire Union line; provide visitor access; maintain open fields with existing agricultural use	2
98-048	98.20	James A. Rawls, Jr. et al. 8313 Fulham Ct. Richmond, VA 23227	Union right flank, held by 3rd and 4th US Regulars and two artillery batteries	With the other parcels E of Rt 156 it would be possible to interpret the entire Union line; provide visitor access; <i>maintain open fields with existing agricultural use</i>	2

North Anna (1864)

The CWSAC core at North Anna is approximately 6,700 acres. Approximately 1,400 of the core area acres are in Caroline County and 5,300 acres are Hanover County. The North Anna River is the boundary dividing the counties and bisects the battlefield. The battlefield is outside the existing legislative boundary of RNNP. The battlefield is listed among the top 50 by CWSAC and is an important precursor to the Cold Harbor campaign. The river was an important defensive position, and the vital rail junction on the battlefield connected Richmond with the Shenandoah Valley as well as Northern Virginia. For reasons of strategy and defense, General Lee chose to make a strong stand here.

The battlefield at North Anna is somewhat remote from the metropolitan area and lacks a convenient I-95 interchange. Residential and commercial development does not appear eminent, however, the natural and scenic resources of the river area have attracted mining interests and can be expected to attract residential developers when tracts of land come on the market. Most of the acreage is in large farm tracts with scattered associated residences and outbuildings. At present about 1% of the battlefield is protected under easement by Hanover County. If implemented this proposal would facilitate the protection of approximately 17% of the core, including the county's easement.

The proposed GMP recommends changes in the park's authorizing legislation to include portions of this battlefield within the redefined boundary. This proposed protection strategy recommends that a total of 901.3 acres in Hanover County be included in the park boundary. One large site includes an area of intense fighting, the Union artillery positions south of the river, and the well documented Jericho Mill river crossing. A second smaller site in Hanover County at the junction of the Virginia Central and the Richmond, Fredericksburg, and Potomac railroads is an ideal place to interpret the emerging importance of the railroad in military decision making. These two sites are approximately 4.5 miles apart. About midway between them, along the river, Hanover County holds approximately 90 acres under easement that protects the apex of the CSA line, a furious Union attack repulsed by the Confederates, and contains perhaps the best preserved CSA field fortifications to survive in Virginia. The cultural resources are interpreted by the county. The easement was donated to the county by an adjacent land owner.

In Caroline County, the proposed protection strategy recommends that the site of the Chesterfield Bridge on the old Telegraph Road, the main north/south road, together with the Confederate defense position north of the river that was overrun by Union forces on the first day of fighting be included in the boundary. This site is approximately 2 miles north of the rail junction. This would amount to approximately 193.88 acres. In the case of parcel 92-A-25, only the easternmost one third (approximately 125 acres) is recommended for inclusion.

NORTH ANNA (HANOVER COUNTY)

Tract	Acres	Owner	Significance	Protection Objectives	Priority
16-001	900.00	Anchor's Down Farm Rt. 1, Box 723 Doswell, VA 23047	Union V Corps crossed the river in strength at the Jericho Mill ford in an effort to turn the CSA left; Union artillery shelled the CSA lines in intense fighting; historic Fontaine house	Preserve integrity, interpret and provide visitor access to the historic ford and earthworks associated with the artillery position	1
26-181	0.30	R. F. & P. RR CSX Transportation, Inc. 500 Water St. Tax Dept J91 Jacksonville, FL 32202	Strategic aim of the Union was to cut the junction and end rail contact between Richmond, the Shenandoah Valley, and Northern Virginia	Preserve integrity; interpret significance of rail transport; provide visitor access to the rail junction	1
26-182	1.00	R. F. & P. RR CSX Transportation, Inc. 500 Water St. Tax Dept J91 Jacksonville, FL 32202	Strategic aim of the Union was to cut the junction and end rail contact between Richmond, the Shenandoah Valley and Northern Virginia	Preserve integrity; interpret significance of rail transport; provide visitor access to the rail junction	1

NORTH ANNA (CAROLINE COUNTY)					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
92-A-25	125 (E 1/3 of 381.00 parcel)	Nancy C. Wood Trustee Patrick Cameron Wood Box 122 Doswell, VA 23047	Site of the Telegraph Road, the main N/S highway; CSA had a earth fort defending the Chesterfield Bridge crossing the North Anna; CSA position overrun on the first day of fighting	Preserve integrity; interpret the strategic role of the river in military decision making; provide visitor access to the crossing site	1
92-A-26	68.88	Lillian G. Coleman Drawer 267 Ruther Glen, VA 22546	Site of the Telegraph Road, the main N/S highway; CSA had a earth fort defending the Chesterfield Bridge crossing the North Anna; CSA position overrun on the first day of fighting	Preserve integrity; interpret the strategic role of the river in military decision making; provide visitor access to the crossing site	1

Totopotomoy Creek (1864)

The CWSAC core at Totopotomoy Creek is approximately 2,800 acres. The battle is a crucial precursor to the Cold Harbor battle, and the battlefield is important for the interpretation of the Overland Campaign in a coherent and connected manner. There is currently no protection of this battlefield, and it has already experienced some residential and commercial development. While much of the area is still farmed, several residential subdivisions have been developed, and there are a number of large-tract, single family housing units. The roadways are two-lane and most follow their original configuration.

The proposed protection strategy recommends the inclusion of 313 acres, approximately 11% of the core area, for inclusion within the redefined boundary. The parcels are contiguous and would permit the protection of parts of both the Union and the Confederate lines.

Parcel 82-107 contains a well documented and pristine historic structure used as a Union signal station during the battle. Residents remained in the cellar during intense cannon fire; the house and Union artillery in the yard took heavy Confederate shelling.

TOTOPOTOMOY CREEK					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
82-107	124.4	William R. Shelton, Jr. Rt. 7 Box 20 Mechanicsville, VA 23111	Parcel contains structure listed on the National Register; the house and Union artillery in the yard took heavy CSA shelling; the Federals maintained a rooftop signal station while residents remained in the cellar during intense cannon fire	Maintain existing ground cover; interpret topography, and civilian experiences in the path of the opposing armies; provide visitor access	2

Chaffin's Farm (Fort Harrison) (1864)

The CWSAC core at Chaffin's Farm (Fort Harrison) is approximately 4,700 acres. An attack at Fort Harrison and Ft. Gilmer, and coordinated with another attack at New Market Heights threatened to break the CSA defenses north of the James River. The Confederates lost the fort and a fierce counterattack failed to retake it, but they were able to maintain the defense line. The existing park unit is 312.76 acres, approximately one half of which is a narrow strip along a 6 mile battlefield park road.

The area surrounding this park unit retains some of its rural character, although there has been a substantial loss of cultural features due to long term gravel mining. The completion of I-295 has spurred development interest. Most residential development consists of modern single family dwellings on large lots and older residential structures associated with prior farm use.

This proposed protection strategy recommends the inclusion of 11.79 acres, in addition to the existing unit, within the redefined boundary. This is in one parcel that would join the park with the Fort Harrison National Cemetery. Direct access to the cemetery would strengthen interpretation. It would be especially important for the longstanding and very successful summer children's program (EARTH - Environmental Activities Related To History) serving more than 2,000 Richmond area youngsters annually.

The existing park unit, and the recommended addition, together represent approximately 6% of the core battlefield at Chaffin's Farm (Fort Harrison).

CHAFFIN'S FARM (FORT HARRISON)					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
25-A2-03	11.79	George R. and Mabel N. Johnson 4801 E. Seminary Ave. Richmond, VA 23227	Parcel is in front of the works at Ft. Harrison; Union forces swept through here to take the CSA position; parcel connects the fort with Ft. Harrison National Cemetery	Preserve existing integrity; interpret the battle, the National Cemetery system and the Medal of Honor winner from the conflict who is buried there; provide direct visitor access from the fort to the cemetery	2

Glendale (1862)

The CWSAC core at Glendale is approximately 2,700 acres. In the Glendale study area, and partly in the core, there was prior to the war a free black community known as Gravel Hill. Residents suffered property damage during the battle and claimed compensation from the Southern Claims Commission after the war. In addition to battlefield protection, an opportunity exists here to preserve and interpret a portion of the site of a free black community affected by the war.

Glendale retains much of its original pristine character because it is more distant from the metropolitan area and is accessed by two-lane roads following their original configuration. Development of a small residential subdivision in the battlefield led to the donation of the existing park unit, a 1.53-acre parcel. Some large lot single family dwellings are mixed in an otherwise mostly rural environment. A recent memorandum of agreement (MOA) with the Department of Veterans Affairs affords the use of the lodge at Glendale National Cemetery, situated on a 1.94-acre parcel across Rt. 156 from the park unit. The Association for the Preservation of Civil War Sites (APCWS) is in the process of acquiring 211.08 acres of the Glendale battlefield, which they propose to donate to the park. The proposed donation has high integrity and significance, but does not include the areas of most intense fighting.

The core at Glendale partially overlaps the Malvern Hill core. The opportunity exists at Glendale and Malvern Hill to preserve a major portion of the two battlefields. This proposed protection strategy recommends the inclusion of 884.48 acres, in addition to the existing unit, within the redefined boundary of RNBPF. This acreage includes the area of most intense fighting, and when combined with the existing park and the proposed APCWS donation, provides the opportunity to protect approximately 37% of the core battlefield area.

GLENDALE					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
48-A2-24	39.53	Anne M. Donley 5871 Darbytown Rd. Richmond, VA 23231	The Confederate assault came through here in waves, including brigades commanded by Wilcox, Field, Gregg, Pryor, and Featherston; site of farm of Richard Sykes, a free black	Preserve integrity; interpret and provide visitor access; the visitor experience would be enhanced with a foliage screen along the N and NW perimeter	1

GLENDALE					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
48-B2-15	126.50	Thelma C P Kinney 2824 Bicknell Rd. Richmond, VA 23235	Advancing Confederate columns skirmished here under Union artillery bombardment; one of the three battlefield conferences between Pres. Davis and Gen. Lee during the Seven Days occurred here	Preserve integrity; interpret and provide visitor access to a site associated with CSA government/military management concerns; screening on the W would minimize modern visual intrusions	2
48-B2-17	11.00	Mary Price Phillips U Price 8440 Willis Church Rd Richmond, VA 23231	Advancing Confederate columns skirmished here under Union artillery bombardment	Preserve integrity; interpret and provide visitor access; parcel is surrounded by 48-B2-15 and 56-B1-8	2
48-B2-19	96.59	Leonard O. Morrow P.O. Box 7447 Richmond, VA 23221	Part of the Union main line; Cooper's artillery battery (PA) supported PA brigades under Seymour and Simmons; parcel adjoins the proposed APCWS donation and the Sykes farmstead	Preserve integrity, interpret and provide visitor access to key segment of the battle line; restore open fields.	1
49-A2-02	16.64	Thom. W. and Iris Walton, II 8513 Carters Mill Rd. Richmond, VA 23231	Advancing Confederate columns skirmished here under Union artillery bombardment; part of Malvern Hill cores	Preserve integrity, interpret and provide visitor access; screening along the W would minimize visual intrusions	2
55-A1-05	20.00	Evelyn Gill Woods 8570 Willis Church Rd. Richmond, VA 23231	Union withdrawal from the battlefield through here; also part of Malvern Hill core area	Preserve integrity, interpret and provide visitor access; adjoins Willis Church Road, the Union withdrawal route toward Malvern Hill	2

GLENDALE

Tract	Acres	Owner	Significance	Protection Objectives	Priority
56-A1-03	70.25	Stuart E. and P.C. Thompkins 6070 Charles City Rd. Richmond, Va 23231	Key road junction was reason for the battle; Riddell's shop, a battlefield landmark, was located here	Preserve integrity, interpret and provide visitor access, thereby enhancing appreciation of the strategic importance of the parcel	2
56-A1-11	20.50	Evelyn Woods 8574 Willis Church Rd. Richmond, Va 23231	Two key roads meet at this parcel; the need to control the junction was the main reason for the battle	Preserve integrity, interpret and provide visitor access, thereby enhancing appreciation of the strategic importance of the parcel	2
56-A1-17	13.15	Carolyn Richardson c/o Mabel Tyler 2906 Peabody Ln. Richmond, VA 23233	The assaults noted under Tract 48-A2-24 collided with the main Union line here, including infantry supported by artillery batteries; the farm site of Richard Sykes, a free black; (See also 56-A1-25 and 48-A2-24)	Preserve integrity, interpret and provide visitor access at a site that saw intense fighting; occupied prewar by a small community of free blacks whose property losses were partially compensated by the postwar Southern Claims Commission	1
56-A1-18	37.13	Anne M. Donley 5871 Darbytown Rd. Richmond, VA 23231	The main Union line, held by McCall's Pennsylvanians; desperate fighting to preserve the road junction immediately behind the line; (See 56-A2-11 and -19)	Preserve integrity, interpret, and provide visitor access, thereby enhancing appreciation of the strategic importance of the parcel; the visitor experience would be enhanced with a foliage screen along the N perimeter	1

GLENDALE					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
56-A1-19	20.06	John Warriner, Jr. 8153 Willis Church Rd. Richmond, VA 23231	The need to control the adjacent key road junction was the main cause for the battle	Preserve integrity, interpret, and provide visitor access, thereby enhancing appreciation of the strategic importance of the parcel	1
56-A1-20	100.00	Reva Warriner 8183 Willis Church Rd. Richmond, VA 23231	The main Union line, held by McCall's Pennsylvanians; desperate fighting to preserve the road junction immediately behind the line	Preserve integrity, interpret and provide visitor access to a key segment of the battlefield	1
56-A1-23	appr 50 acres (west portion)	John Warriner, Jr. 8183 Willis Church Rd. Richmond, Va 23231	Heavy fighting; Nelson farm site — Union command HQ and field hospital; the parcel surrounds the Glendale National Cemetery	Preserve integrity, interpret and provide visitor access; visitors would begin their orientation at the adjacent (1.94 acre) Glendale National Cemetery parcel	1
56-A1-25	11.35	Spott Atkins Estate 5428 Longbridge Rd. Richmond, Va 23231	The Confederate assault came through here in waves, including brigades commanded by Wilcox, Field, Gregg, Pryor and Featherston; farm site of Richard Sykes, a free black; this is the edge of the main battle line	Preserve integrity, interpret and provide visitor access; together with 56-A1-17 and 48-A2-24 this parcel represents the plight of free blacks caught in the path of war	1
56-B1-01	97.46	Glendale Homes Inc. P.O. Box 26801 Richmond, Va 23261 (proposed APCWS donation)	See Tract 48-B2-19; historic Fuqua house site; Union Gen. Jos. Hooker's counterattack went through here	Preserve integrity, interpret and provide visitor access; the visitor experience would be enhanced with a foliage screen along the E perimeter; maintain agricultural use	1

GLENDALE

Tract	Acres	Owner	Significance	Protection Objectives	Priority
56-B1-06	2.98	Evelyn Gill Woods 8570 Willis Church Rd. Richmond, VA 23231	Gen. Jos. Hooker's 2nd Div III Corps began its counterattack here, and prevented CSA consolidation of a breakthrough, thereby keeping Willis Church Road open for the Union withdrawal; also in Malvern Hill core	Preserve integrity; interpret and provide visitor access	2
56-B1-07	10.00	J. M. Rooks c/o Adalphus M. Holmes 7766 Doran Rd. Richmond, VA 23231	Gen. Jos. Hooker's 2nd Div III Corps began its counterattack here, and maintained road clearance for withdrawing Union forces	Preserve integrity; interpret and provide visitor access; adjoins proposed APCWS donation; screening on the E would minimize modern intrusions	2
56-B1-08	113.62	James River Lumber Co. P.O. Box 26801 Richmond, VA 23261 (proposed APCWS donation)	The right flank of the Confederate attack, (Branch's Brigade), moved through this tract and made their closest approach to the Willis Church Road; portion within the Malvern Hill core	Preserve integrity, interpret, and provide visitor access	1
56-B1-10	17.02	Evelyn Carol Woods 8574 Willis Church Rd. Richmond, VA 23231	Gen. Jos. Hooker's 2nd Div III Corps began its counterattack here, and maintained road clearance for withdrawing Union forces; partly within the Malvern Hill core	Preserve integrity, interpret, and provide visitor access; adjoins proposed APCWS donation	2

GLENDALE					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
56-B1-12	10.50	Phillip and Ida Price 8440 Willis Church Rd. Richmond, VA 23231	Gen. Jos. Hooker's 2nd Div III Corps began its counterattack here	Preserve integrity, interpret, and provide visitor access; adjoins proposed APCWS donation; screening on the E would minimize modern intrusions	2
56-B1-16	0.20	John T. Ferguson 9720 Malvern Hill Lane Richmond, VA 23231	Gen. Jos. Hooker's 2nd Div III Corps began its counterattack here	Preserve integrity, interpret, and provide visitor access; adjoins proposed APCWS donation	2

Malvern Hill (1862)

The CWSAC core at Malvern Hill is approximately 2,700 acres. The power of massed artillery to destroy large numbers of troops advancing across open ground was demonstrated at Malvern Hill as nowhere else during the entire Civil War.

The battlefield is the most pristine of all those in the Richmond area. From the viewing area in the park unit, the fields appear much as they did during the battle. Although not historic, most farmhouses and outbuildings blend into the scene. In concert with neighboring Glendale, Malvern Hill offers an excellent opportunity to preserve the majority of the actual battlefield without the need for extensive historic scene restoration.

The existing park, 130.6 acres, is part of the center of the federal line. APCWS is in the process of acquiring 534.63 acres of the Malvern Hill battlefield, which they intend to donate to the park. The proposed donation surrounds the park unit on the north, west and south, and includes part of the federal line and much of the Confederate attack route. The proposed donation has high integrity and significance, and includes parts of the area that saw the most intense fighting.

The Malvern Hill core area partially overlaps the Glendale core. This proposed protection strategy recommends that 1,146.79 acres, in addition to the existing unit, be included within the redefined boundary, including substantially all of the areas of most intense fighting. This acreage, when combined with the existing park unit and the proposed APCWS donation, provides the opportunity to protect approximately 56% of the CWSAC core battlefield area. In the case of parcel 54-A1-01 this proposal identifies the north one half (approximately 120 acres) for inclusion within the redefined boundary. In the case of parcel 54-B1-01, the north one half (approximately 260 acres), is recommended for inclusion in the boundary.

Henrico County owns a large adjacent tract that is partially within the core. Including the protected status of the county owned land, approximately 75% of the Malvern Hill core could be preserved. Malvern Hill could be among the most pristine and best preserved of all the battlefields at Richmond. This would enable visitors, especially those without special knowledge, to better appreciate the battle's military and strategic significance.

MALVERN HILL					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
49-A2-07	375.89	William Ferguson (Estate) John T. Ferguson 9743 Malvern Hill Richmond, VA 23231 (proposed APCWS donation)	Main CSA assault under heavy fire, involving eight brigades; Union complement included Berdan's U.S. Sharpshooters and some artillery pieces	Preserve integrity, interpret and provide visitor access to CSA attack route; surrounds existing unit on N, W, and S; includes wetland across drainage on W, and ridge behind Union artillery position; thin woods on N to open vista	1
49-B2-05	65.25	W. H. Ferguson Est. John T. Ferguson 9743 Malvern Hill Rd. Richmond, Va 23231 (proposed APCWS donation)	D. H. Hill's Confederate infantry formed here prior to the first attack while under Union artillery fire; remains of the Methodist parsonage, the key surviving cultural feature are here; part of the Glendale core	Preserve integrity, interpret and provide visitor access to the Methodist parsonage and Willis Church Road that borders the parcel on the E — was the Union withdrawal route from Glendale to Malvern Hill	1
49-B2-06	62.16	Robert E. Holt et al. P.O. Box 5305 Richmond, VA 23220	Union brigades under Howe, Abercrombie, and Palmer (IV Corps), and later Robinson's brigade (III Corps) in heavy close combat; site of historic West house; 10-15 Union artillery pieces here	Preserve integrity, interpret and provide visitor access to Federal line; maintain open fields and existing agricultural use; parcel extends to drainage on E	1
50-A2-04	105.00 (N 1/2 of a 210.00 parcel)	William Ferguson, Jr. P.O. Box 26801 Richmond, VA 23261	At least 30 Union artillery pieces helped repulse CSA attacks; brigades of U.S. Regulars under Lovell and Buchanan heavily engaged; stopping advance of CSA brigade under Holmes	Preserve integrity, interpret and provide visitor access to Union left; parcel is bounded on NW by Rt. 156, on SW by Rt. 5; maintain existing woodland; only N 1/2 proposed for inclusion in redefined boundary	1

MALVERN HILL

Tract	Acres	Owner	Significance	Protection Objectives	Priority
54-A1-01	120.00 (N 1/2 of a 240.65 parcel)	Hugh G. Buhrman P.O. Box 5305 Richmond, VA 23220	Union III Corps located here; active skirmish activity; prevented CSA flanking maneuver; West Cottage (James Binford residence) located here	Preserve integrity, interpret, and provide visitor access to Union right; parcel is mostly open, extends to drainage on E. and connects with Henrico County property; maintain existing agricultural use; only N 1/2 recommended for inclusion in redefined boundary	1
54-B1-01	260.00 (N 1/2 of a 523.34 parcel)	William Ferguson (Estate) John T. Ferguson 9743 Malvern Hill Richmond, VA 23231	Union V Corps and reserve artillery deployed here as the battle began; site of the B.F. Dew house "Malvern Hill", HQ for Union General Fitz John Porter; used as a hospital	Preserve integrity, interpret, and provide visitor access to the house site; bounded by Rt 5 on the S, and Carter's Mill Rd. on the E; maintain existing agricultural use; only N 1/2, including the house site, is recommended for inclusion in the redefined boundary	1
55-A1-01	70.00	William Ferguson (Estate) John T. Ferguson 9743 Malvern Hill Richmond, VA 23231 (proposed APCWS donation)	D.H. Hill's Confederate infantry formed here prior to the first attack while under Union artillery fire; portions of R. S. Ewell's division passed through at twilight; site of historic G. Garthright house	Preserve integrity, interpret and provide visitor access; parcel is mostly open and existing agricultural use should be maintained	1
55-A1-05	20.00	Evelyn Gill Woods 8570 Willis Church Rd Richmond, VA 23231	Confederates under D.H. Hill and "Stonewall" Jackson advanced through here; location of the "gate," a battlefield landmark; Law's brigade here during the battle; also part of Glendale core	Preserve integrity, interpret and provide visitor access; bounded on the E by Rt 156; Henrico County parcel located across the road	1

MALVERN HILL					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
55-B1-01	45.00	Hugh Buhrman P.O. Box 5305 Richmond, VA 23220	Union brigades under Howe, Abercrombie, and Palmer (IV Corps), and later Robinson's brigade (III Corps) in heavy close combat; 10-15 Union artillery pieces here	Preserve integrity, interpret, and provide visitor access to area in advance of the Union line where the CSA attack was stopped; bounded on the E by a drainage defining the battlefield, and parcel owned by Henrico County; maintain and/or restore open fields and existing agricultural use	1
55-B1-03/04	23.49	William Ferguson (Estate) John T. Ferguson 9743 Malvern Hill Richmond, VA 23231 (proposed APCWS donation)	CSA attacked in brigade strength--first G.B. Anderson, then Ripley, finally Winder, Stafford and part of Lawton's, and suffered heavy losses	Preserve integrity, interpret, and provide visitor access; bounded on W by Rt 156 and on S by existing unit, and on N by Henrico County parcel	1

Second Deep Bottom (1864)

The CWSAC core at Second Deep Bottom is approximately 5,000 acres. This battle in August 1864 was an important part of General Grant's overall strategy to break the defenses of Richmond and is one of the 50 battlefields listed by CWSAC as warranting federal protection. The core of this battlefield partially overlaps that of New Market Heights. There is currently no RBNP protection of this battlefield.

Some portions of the battlefield have experienced extensive development and large lot residential development also exists in the area (see discussion under New Market Heights). A county park on the James River provides a boat ramp.

The parcels recommended for inclusion in the boundary at New Market Heights are also part of the core of Second Deep Bottom. An opportunity exists here to interpret a portion of this battlefield on the same acres recommended for inclusion in the boundary at New Market Heights. This would enhance the possibility of the preservation/interpretation of two highly significant battles while minimizing the impact on landowners and Henrico County. See the New Market Heights matrix for further details.

New Market Heights (1864)

The CWSAC core at New Market Heights is approximately 1,800 acres. United States Colored Troops were a major factor in the Union Army late in the war; they won 16 Medals of Honor during the entire Civil War, 14 of them at New Market Heights. There is currently no RBNP protection of this battlefield. There is also no comparable park in the national park system that acknowledges the importance of African American soldiers in the Union Army during the Civil War. The Commonwealth of Virginia recently placed a highway marker along Rt. 5 commemorating the battle.

Land use in the area includes large lot residential and some small commercial/retail ventures along Rt. 5. The county owns Four Mile Creek park; the facility is in the process of development.

This proposed protection strategy recommends 253.87 acres for inclusion within the redefined boundary, or 14% of the New Market Heights core. The acreage is contiguous, bounded on the north, east and southeast by major roadways, and on the west by Four Mile Creek and includes the area of most intense combat. The New Market Heights core partially overlaps the core of Second Deep Bottom. The parcels are also in the core of Second Deep Bottom, and that battle can be interpreted from the same acres recommended for inclusion at New Market Heights. This would enhance the possibility of the preservation/interpretation of two nationally significant battles while minimizing the impact on landowners and Henrico County.

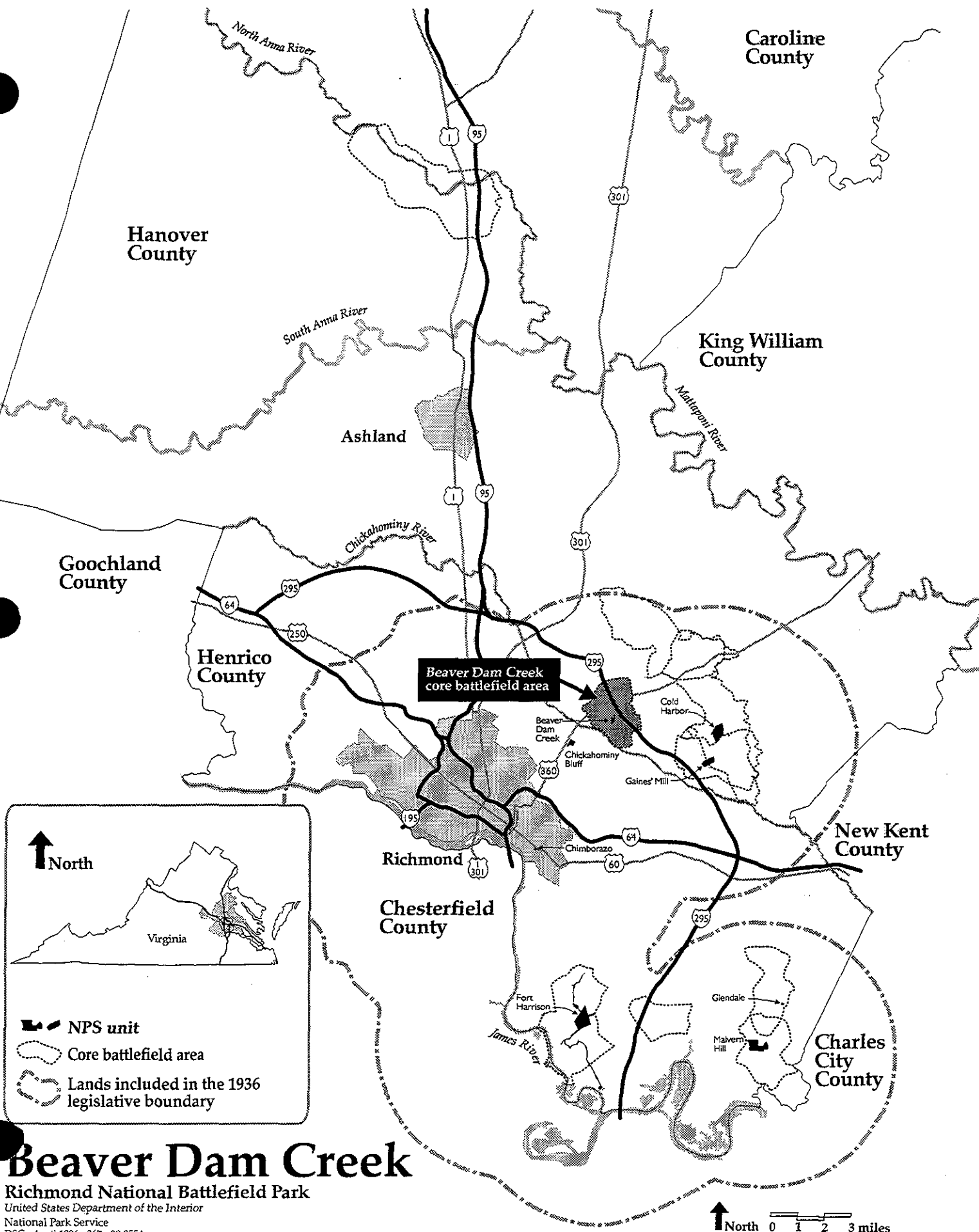
The combined core acreage of these two battles is 6,800 acres. The recommended boundary adjustment represents 4% of the combined core acreage of the New Market Heights and Second Deep Bottom battlefields.

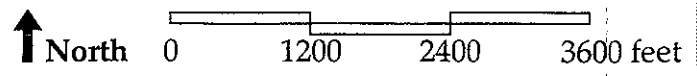
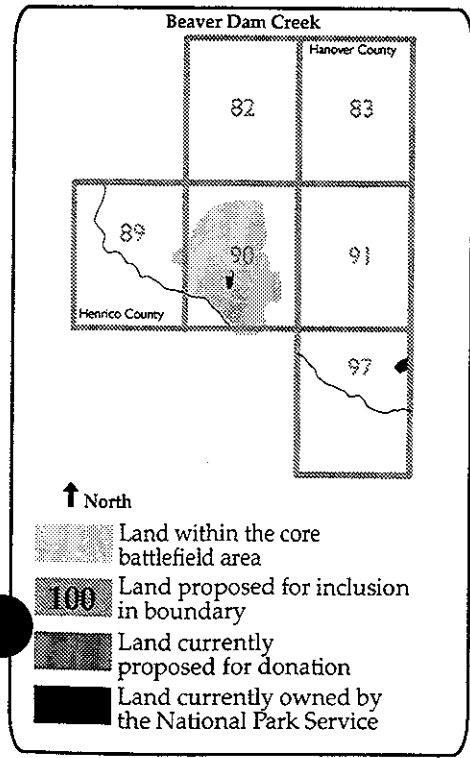
NEW MARKET HEIGHTS					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
32-B2-09	4.50	Marvin T. Ball 3531 New Market Rd. Richmond, VA 23231	Portion of CSA line held by Bass's Texas brigade; two brigades of USCT under Draper and Duncan (Paine's Third Div.) attacked and suffered heavy losses	Preserve integrity, interpret and provide visitor access to the CSA line along New Market Road, that was the scene of the most intense fighting	2
39-A1-01	63.51	Allan T. Dotson 3501 New Market Rd. Richmond, VA 23231	Area of most intense fighting; CSA defense line and earthworks included two lines of abatis; two USCT brigades advanced through the obstructions under heavy fire, suffered severe casualties and won 14 Medals of Honor	Preserve integrity, interpret and provide visitor access to the CSA line along New Market Road; Four-Mile Creek provides a natural perimeter along the west property line; interpretive possibilities might be developed with the Henrico County park across New Market Road	1
39-A1-02	18.85	John Couglin, Jr. 1857 New Market Rd. Richmond, VA 23231	Duncan and Draper formed their USCT brigades behind Four-Mile Creek, here flowing easterly, then advanced almost 1/2 mile across open ground under heavy fire; Thom. Yarbrough house site; post 9/29/64 Federal earthworks	Preserve integrity, interpret, provide visitor access to the battlefield	1

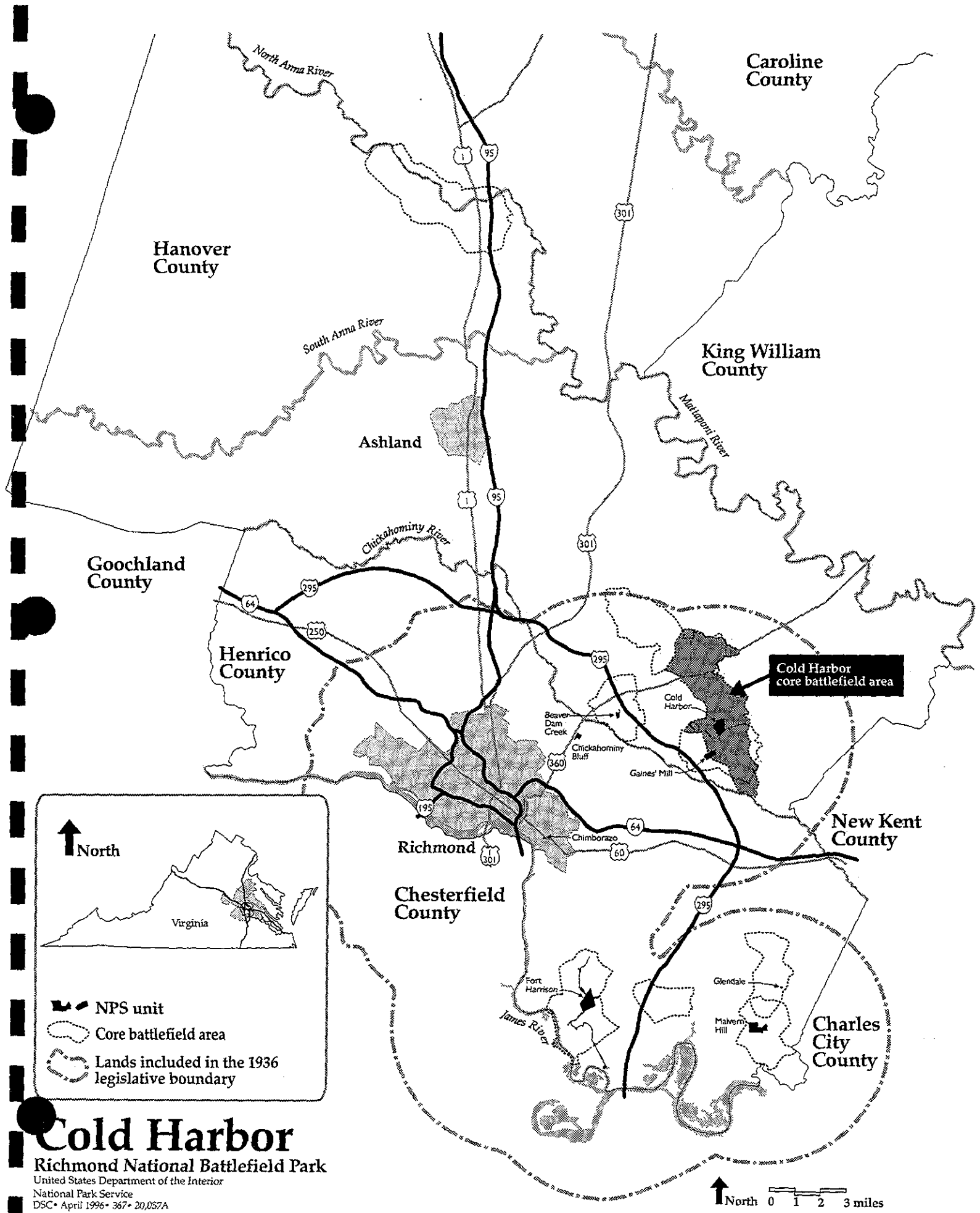
NEW MARKET HEIGHTS

Tract	Acres	Owner	Significance	Protection Objectives	Priority
39-A1-03	10.00	Charles Wright 2626 Kingsland Rd. Richmond, VA 23231	Duncan and Draper formed their USCT brigades behind Four-Mile Creek, here flowing easterly, then advanced almost 1/2 mile across open ground under heavy fire; post 9/29/64 Federal earthworks	Preserve integrity, interpret, provide visitor access to the battlefield	1
39-A1-04	16.74	Roy D. Gray 2626 Kingsland Rd. Richmond, VA 23231	Duncan and Draper formed their USCT brigades behind Four-Mile Creek, here flowing easterly, then advanced almost 1/2 mile across open ground under heavy fire; post 9/29/64 Federal earthworks	Preserve integrity, interpret, provide visitor access to the creek and battlefield	1
39-A1-05	59.52	John C. Zehler c/o Pointer Oil Co. 400 W. Nine Mile Rd. Highland Springs, Va 23075	Federal troops posted behind Four-Mile Creek, here flowing easterly; position held by Terry's (Union) division during Federal assaults; post 9/29/64 Federal earthworks	Preserve integrity, interpret, provide visitor access to the creek and battlefield; Four-Mile Creek and a tributary form the north property line; Kingsland Road bounds the parcel on the E and S	1
39-A1-08	28.10	Howard C. Eberly, Jr. 3751 New Market Rd. Richmond, VA 23231	Area of heavy fighting; CSA defense line included two lines of abatis; two USCT brigades advanced through two lines of abatis, suffered heavy losses and won 14 Medals of Honor; John Garthright house site	Preserve integrity, interpret, provide visitor access to the battlefield	1

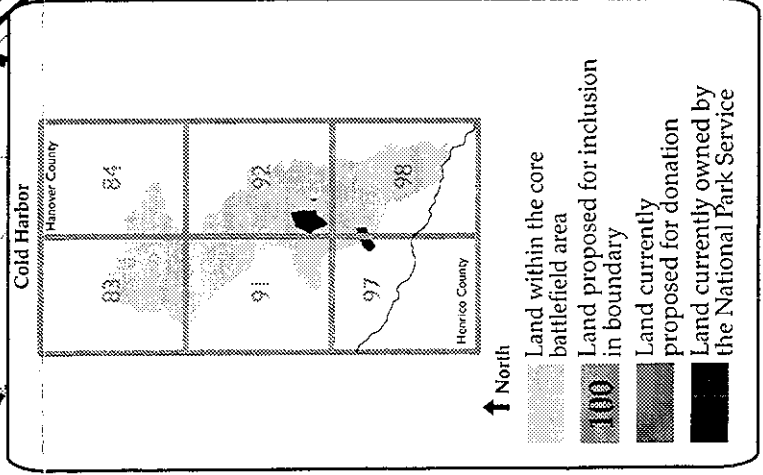
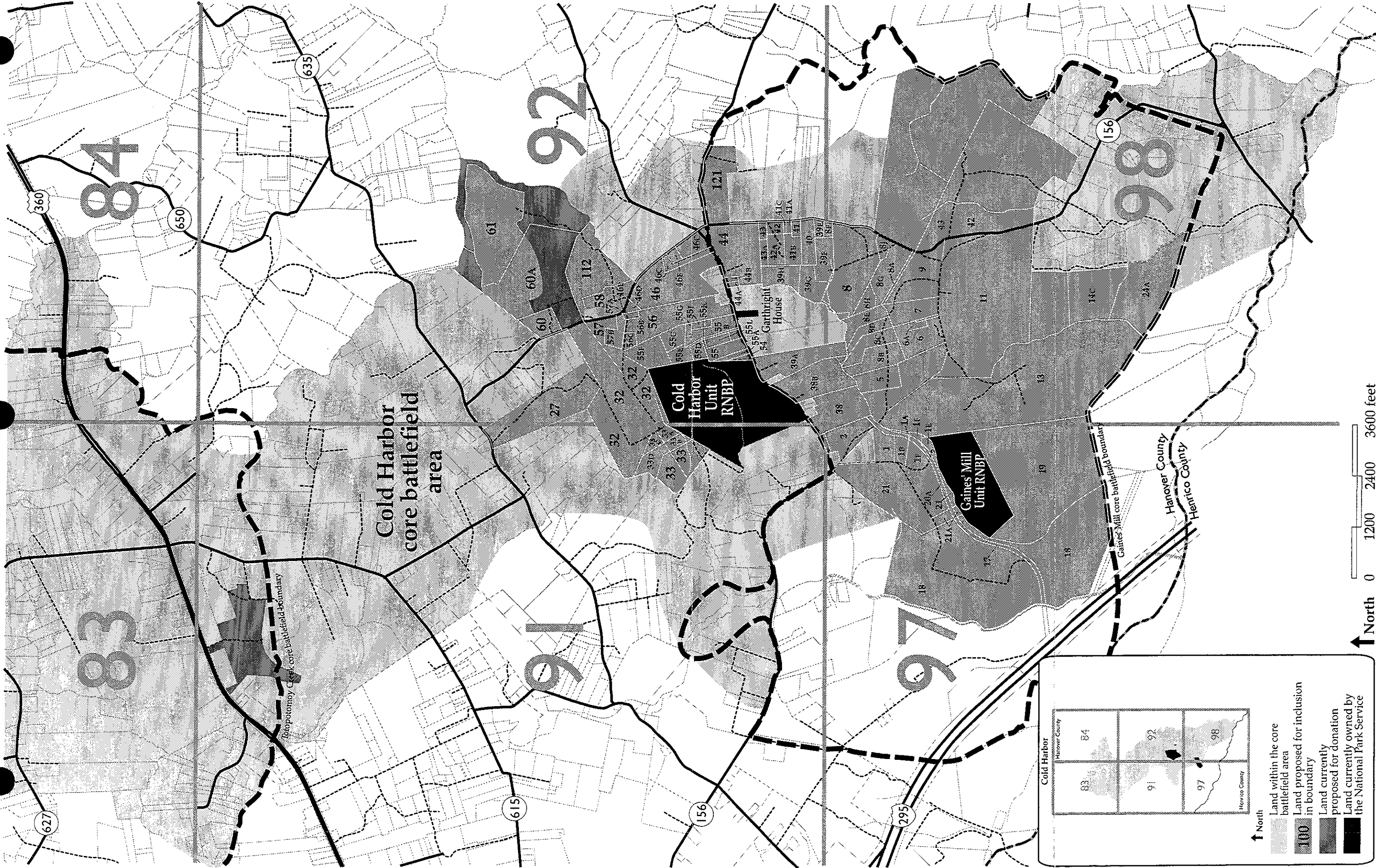
NEW MARKET HEIGHTS					
Tract	Acres	Owner	Significance	Protection Objectives	Priority
39-A1-33	2.40	John J. Coughlin, Sr. 2570 Kingsland Rd. Richmond, VA 23231	Duncan and Draper formed their USCT brigades behind Four-Mile Creek, here flowing easterly, then advanced almost 1/2 mile across open ground under heavy fire; post 9/29/64 Federal earthworks	Preserve integrity, interpret and provide visitor access	1
39-A1-35	44.90	Howard C. Eberly, Jr. 3751 New Market Rd. Richmond, VA 23231	Area of most intense fighting; CSA defense line included two lines of abatis; two USCT brigades advanced through two lines of abatis, suffered heavy losses and won 14 Medals of Honor; CSA earthworks	Preserve integrity, interpret and provide visitor access to the CSA line along New Market Road	1
40-B1-23	2.00	Louis R. and Reta Jordan 3601 New Market Rd. Richmond, VA 23231	Area of most intense fighting; Bass's Texas brigade defended against two USCT brigades under Draper and Duncan; USCT soldiers suffered severe casualties; CSA earthworks	Preserve integrity, interpret and provide visitor access to the CSA line of earthworks along New Market Road that was the scene of the most intense fighting	2
40-B1-55	3.35	Robert K. and Marjorie B. Pinkerton 3565 New Market Rd. Richmond, VA 23231	Area of most intense fighting; Bass's Texas brigade defended against two USCT brigades under Draper and Duncan; USCT soldiers suffered severe casualties	Preserve integrity, interpret and provide visitor access to the CSA line along New Market Road, that was the scene of the most intense fighting	2

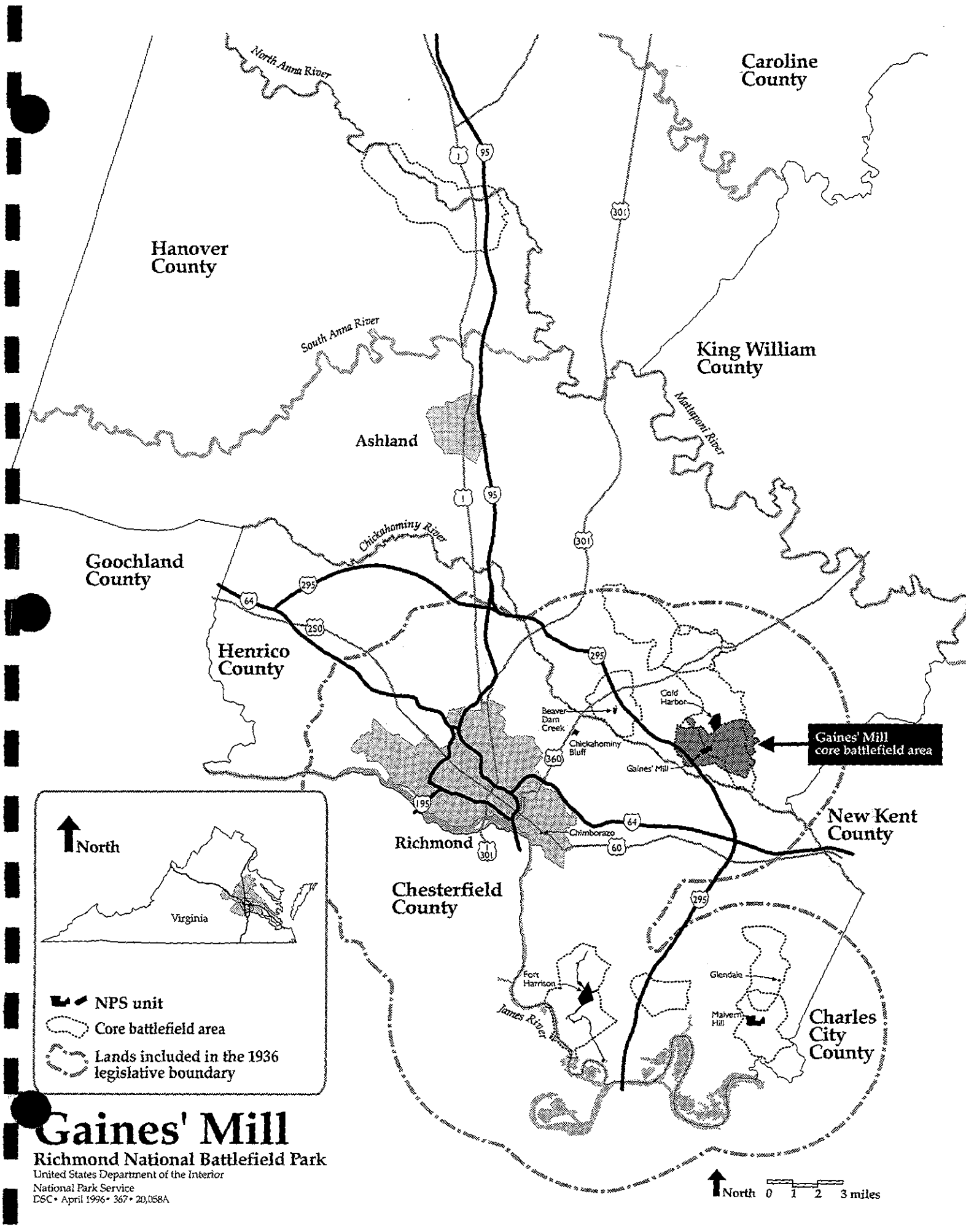




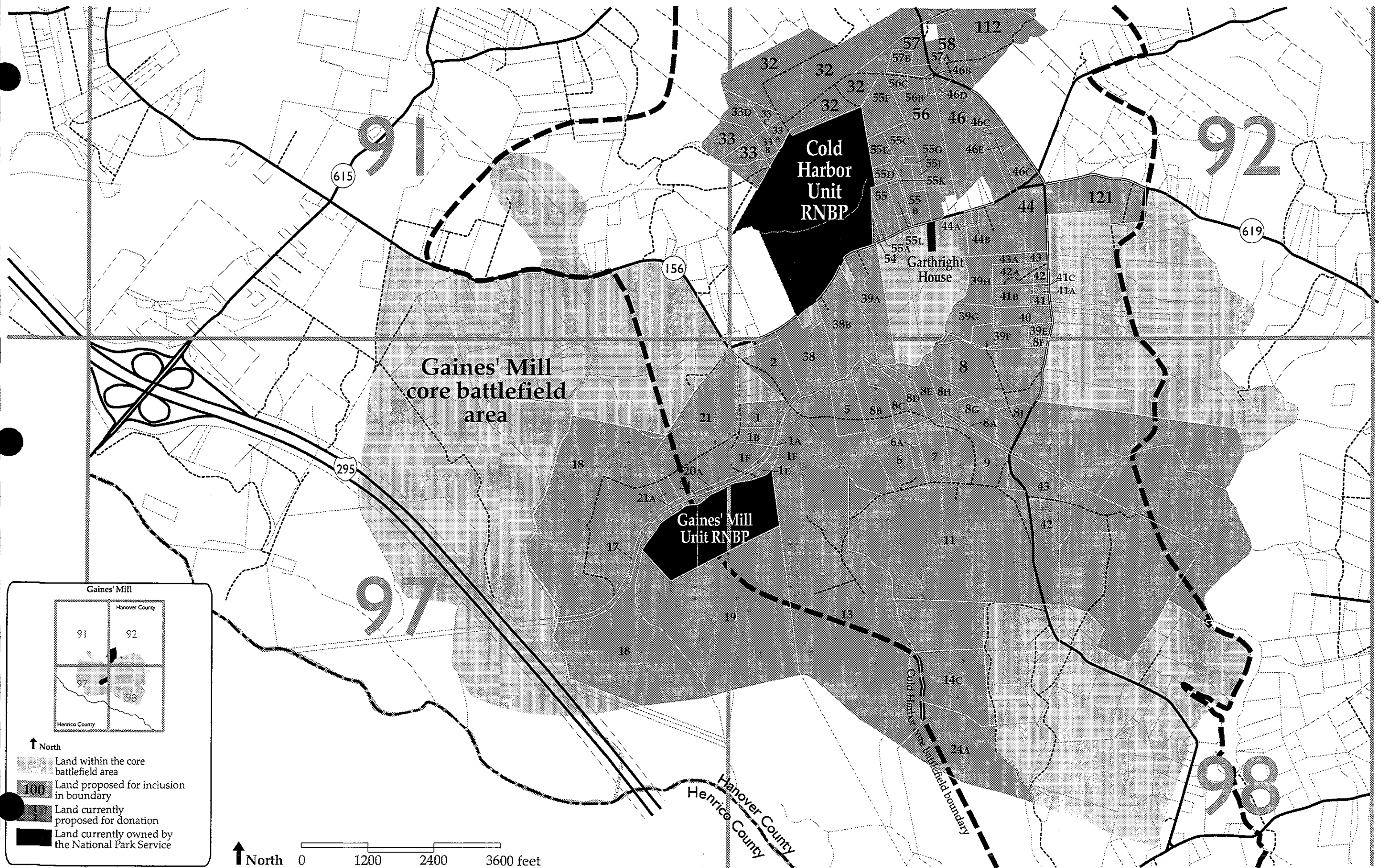


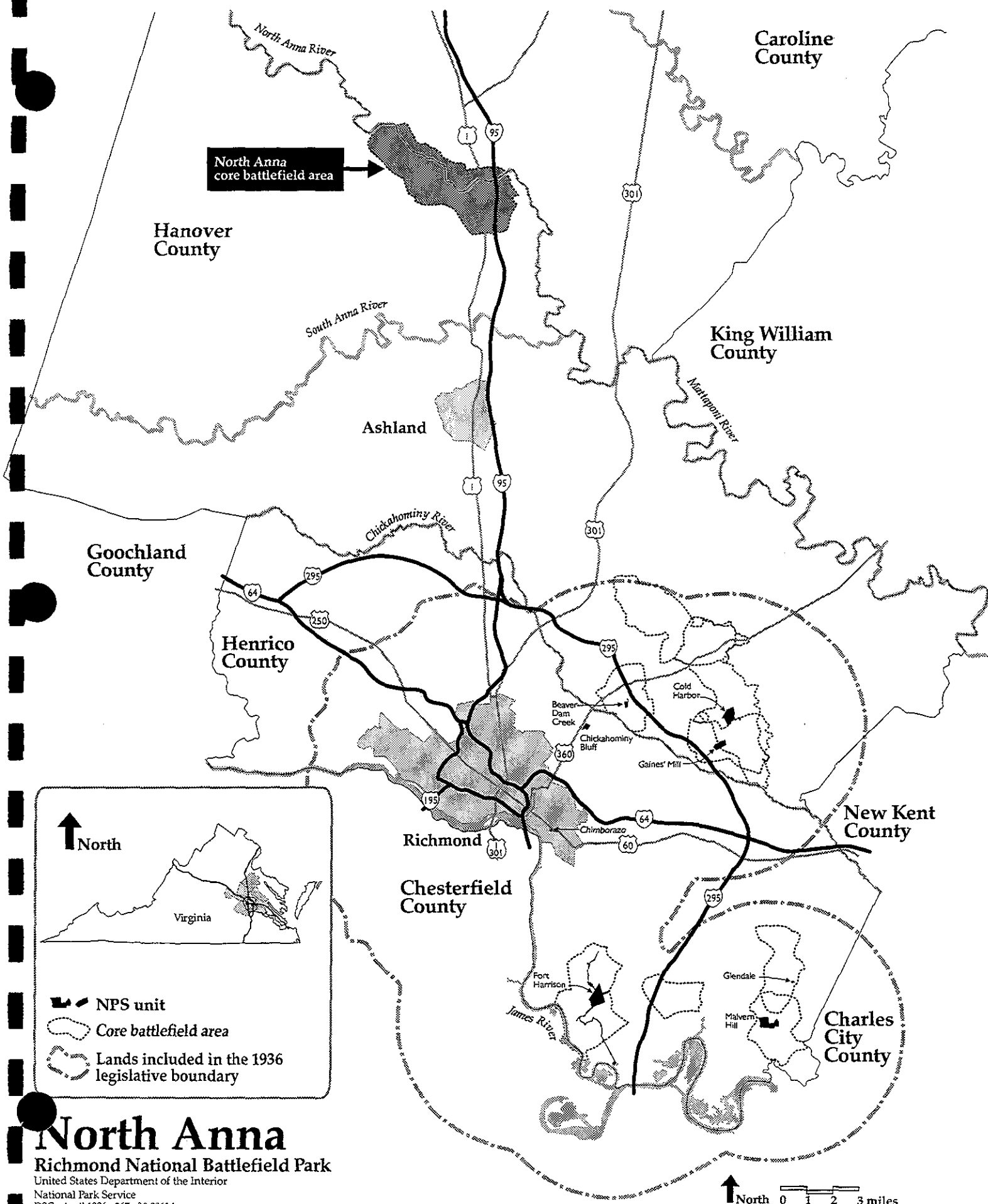
Cold Harbor
 Richmond National Battlefield Park
 United States Department of the Interior
 National Park Service
 DSC • April 1996 • 367 • 20,057A





Gaines' Mill
Richmond National Battlefield Park
United States Department of the Interior
National Park Service
DSC • April 1996 • 367 • 20,058A





North Anna
core battlefield area

Caroline
County

Hanover
County

King William
County

Ashland

Goochland
County

Henrico
County

New Kent
County

Richmond

Chesterfield
County

Charles
City
County

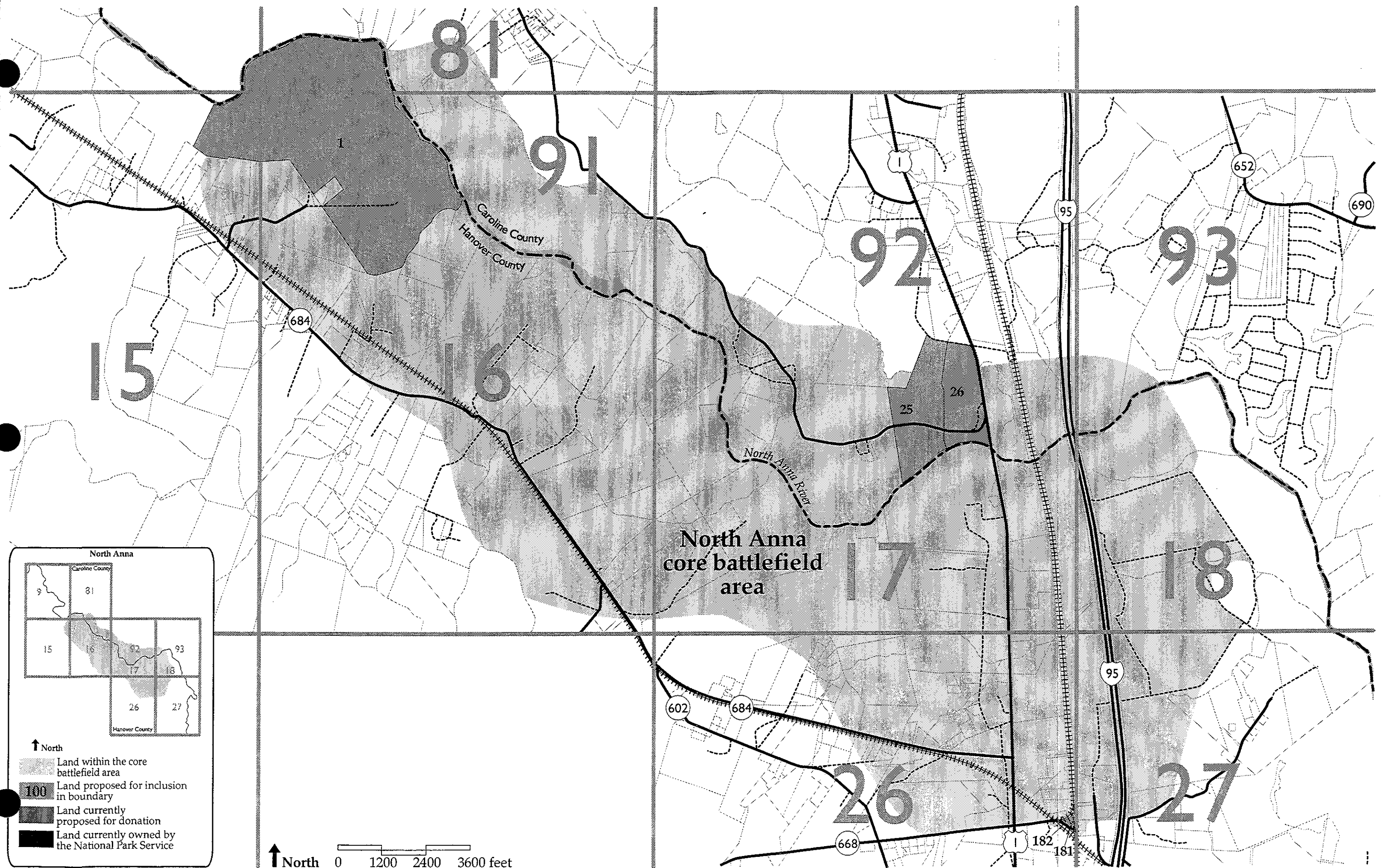
North

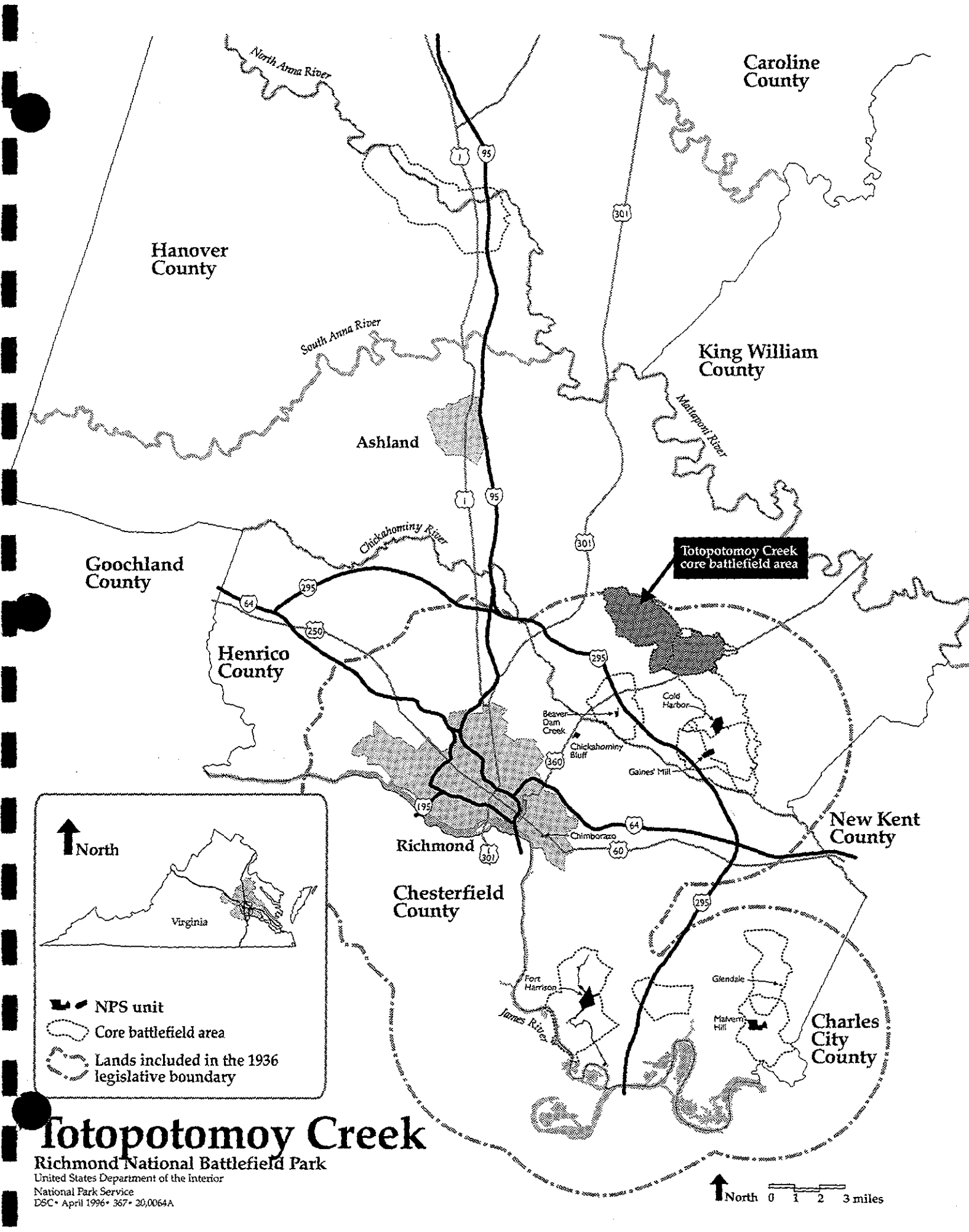
Virginia

- NPS unit
- Core battlefield area
- Lands included in the 1936 legislative boundary

North Anna
Richmond National Battlefield Park
 United States Department of the Interior
 National Park Service
 OSC • April 1996 • 367 • 20,0061A

North 0 1 2 3 miles





Totopotomoy Creek

Richmond National Battlefield Park
United States Department of the Interior
National Park Service
DSC • April 1996 • 367 • 20,0064A

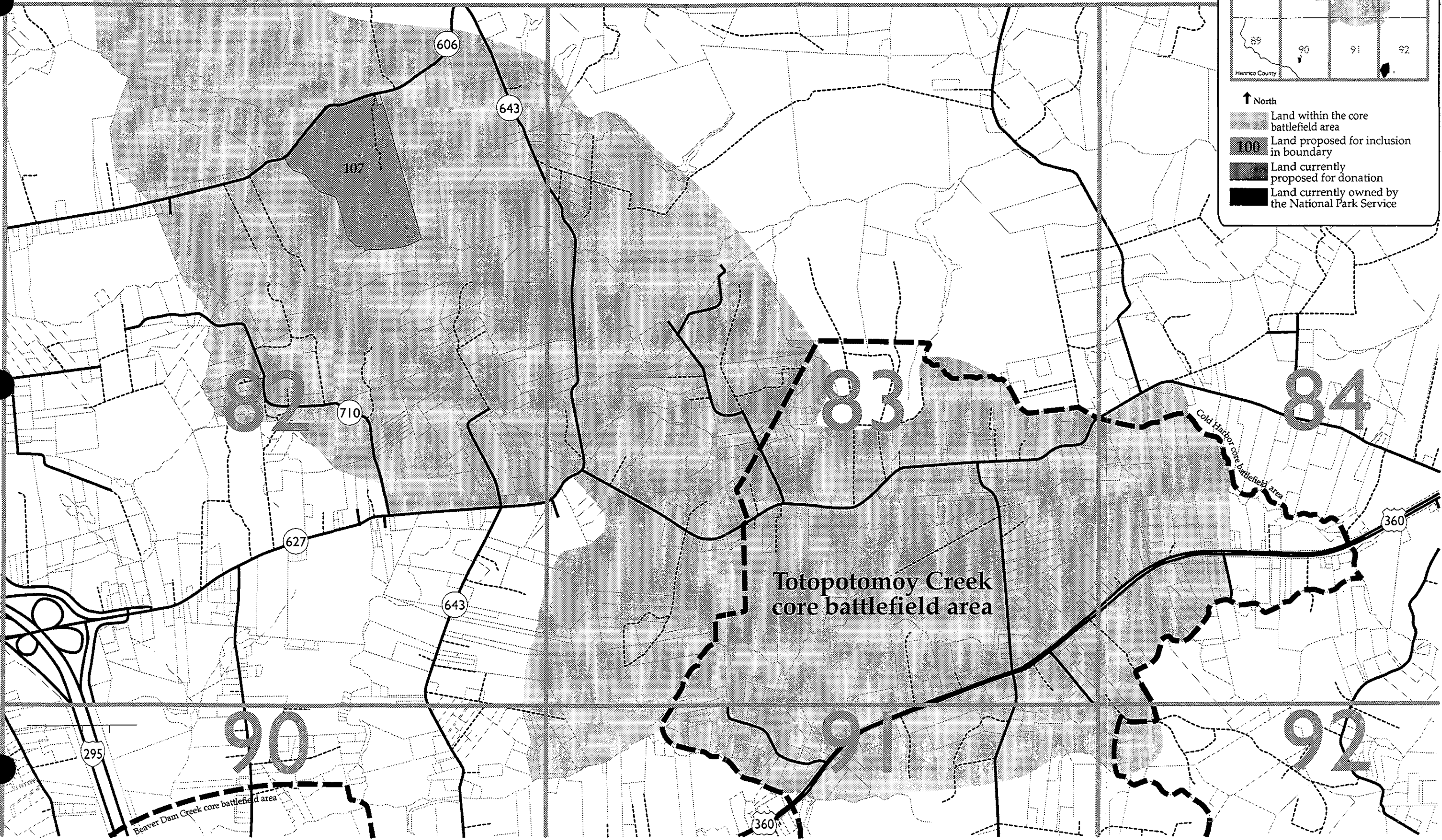
North 0 1200 2400 3600 feet

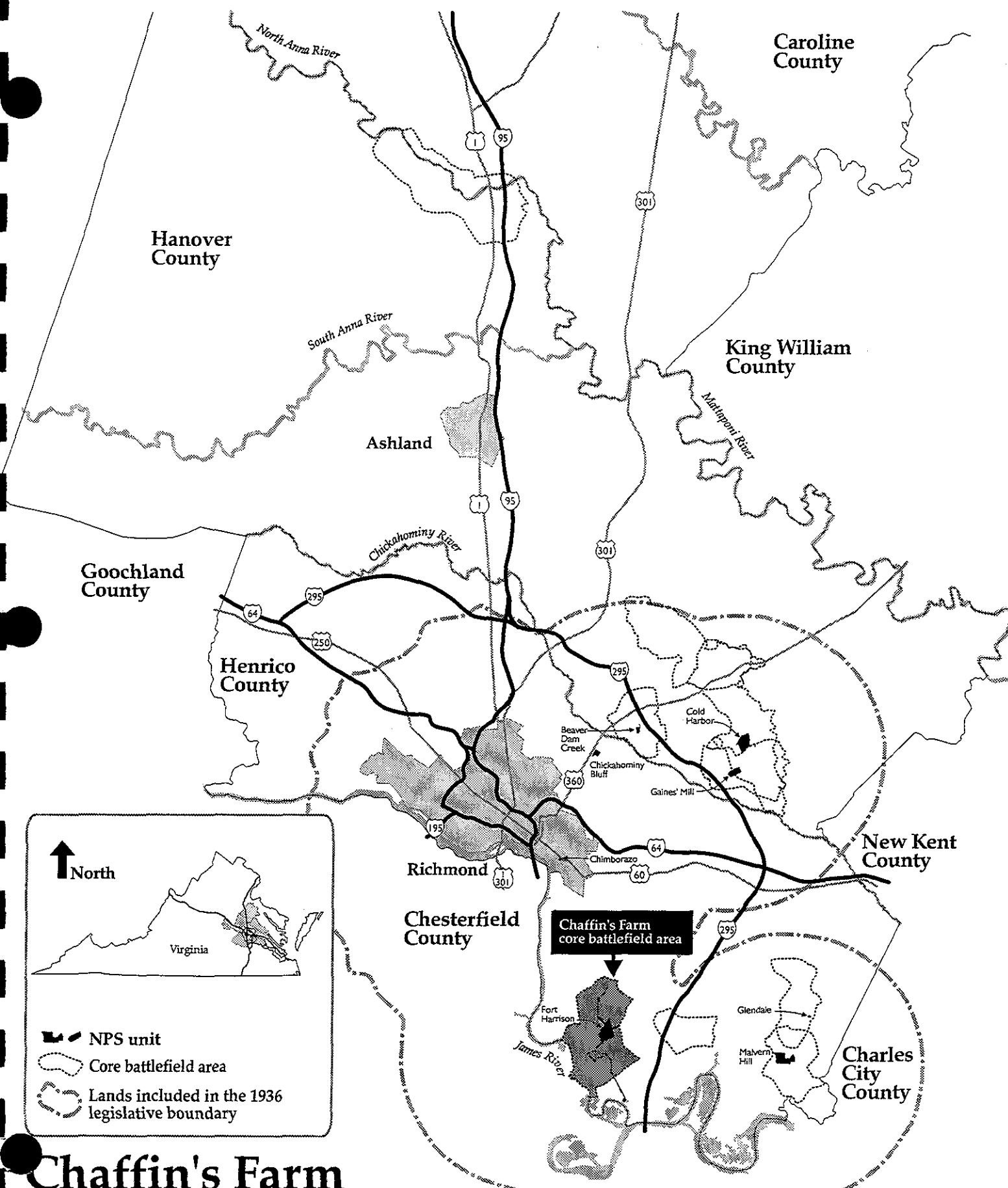
Totopotomoy Creek

Hanover County			
81	82	83	84
Henrico County			
89	90	91	92

North

- Land within the core battlefield area
- Land proposed for inclusion in boundary
- Land currently proposed for donation
- Land currently owned by the National Park Service





North

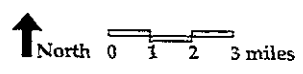
Virginia

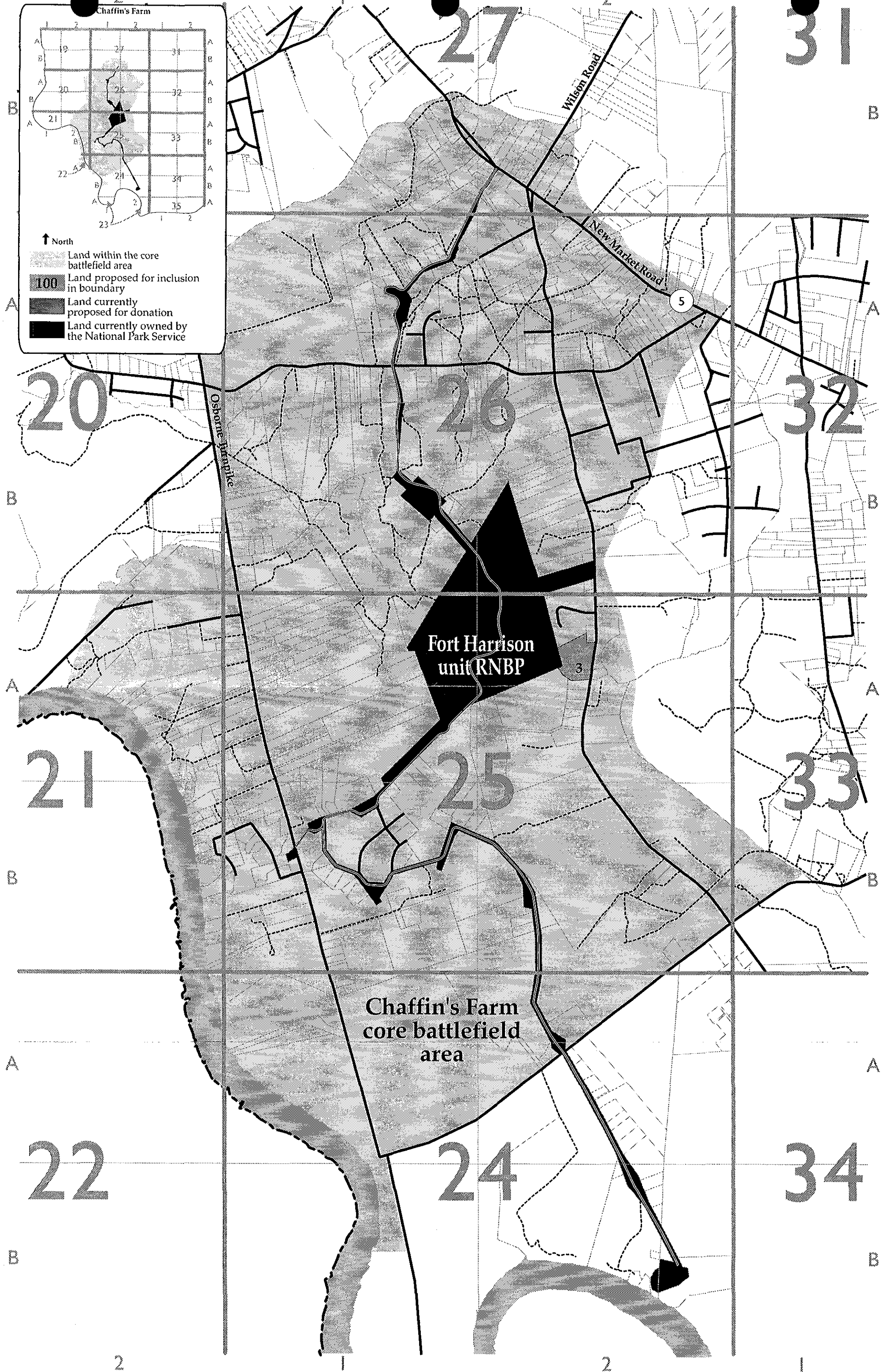
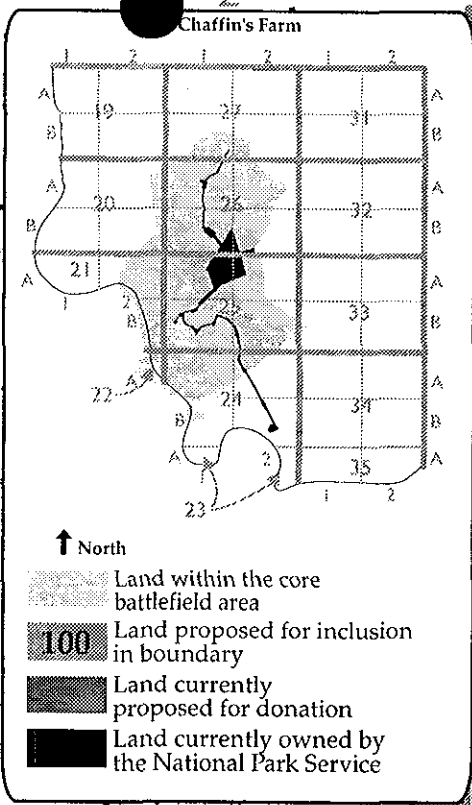
Legend:

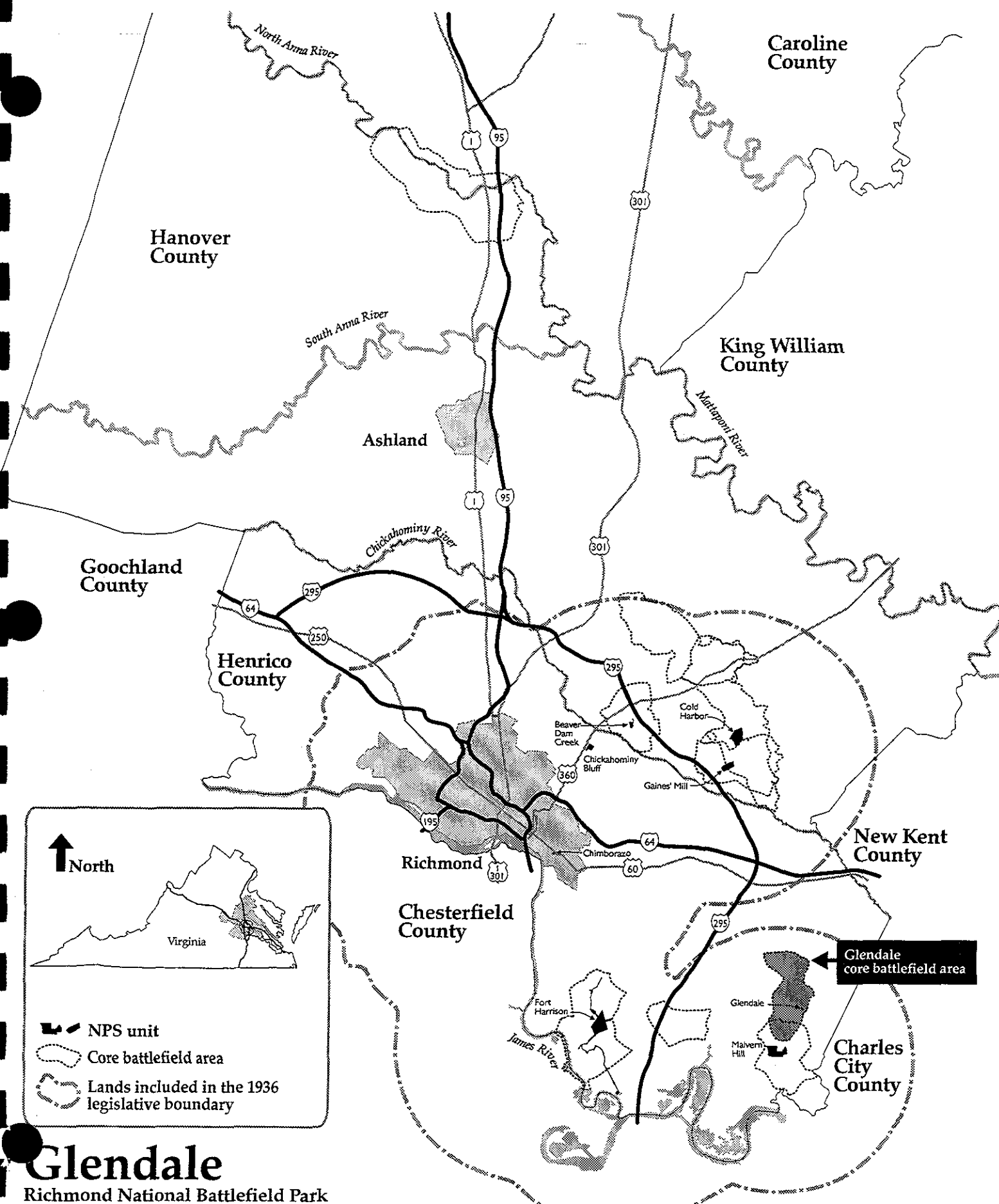
- NPS unit
- Core battlefield area
- Lands included in the 1936 legislative boundary

Chaffin's Farm

Richmond National Battlefield Park
 United States Department of the Interior
 National Park Service
 DSC • April 1996 • 367 • 20,056A







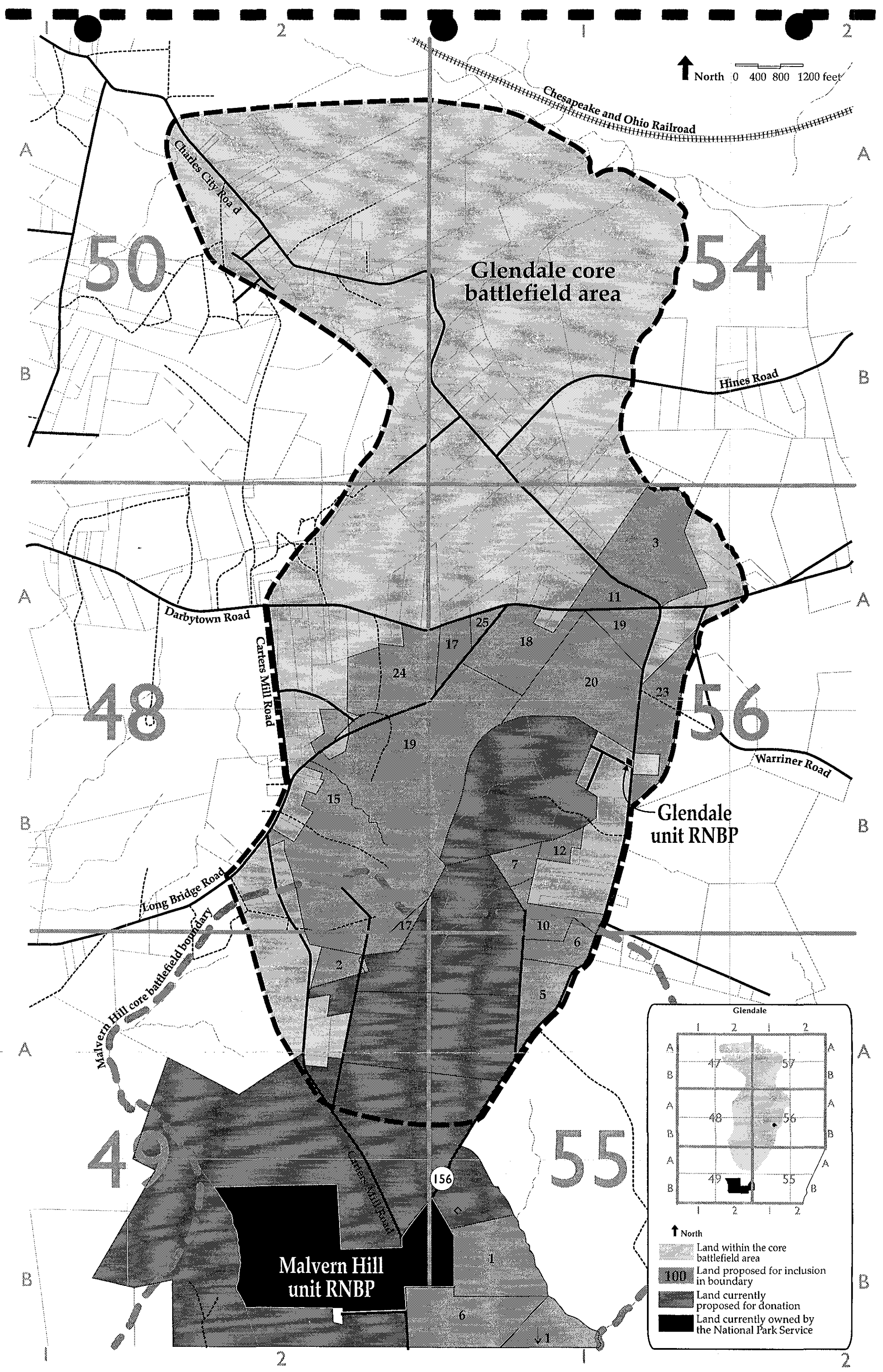
Glendale

Richmond National Battlefield Park

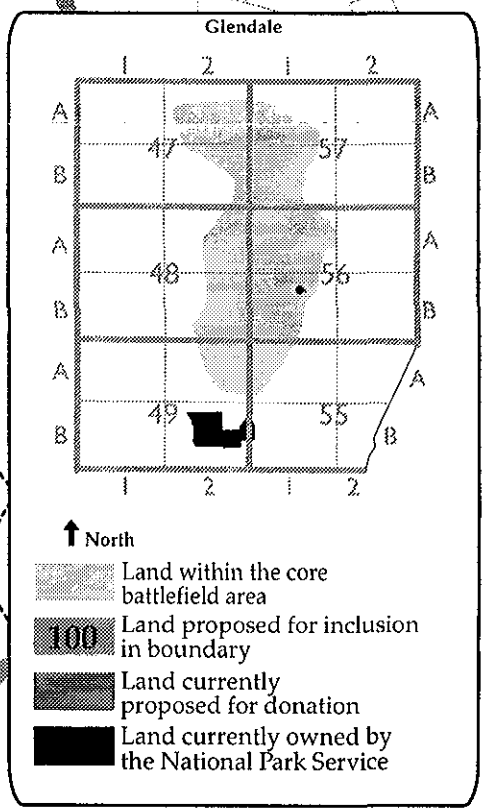
United States Department of the Interior

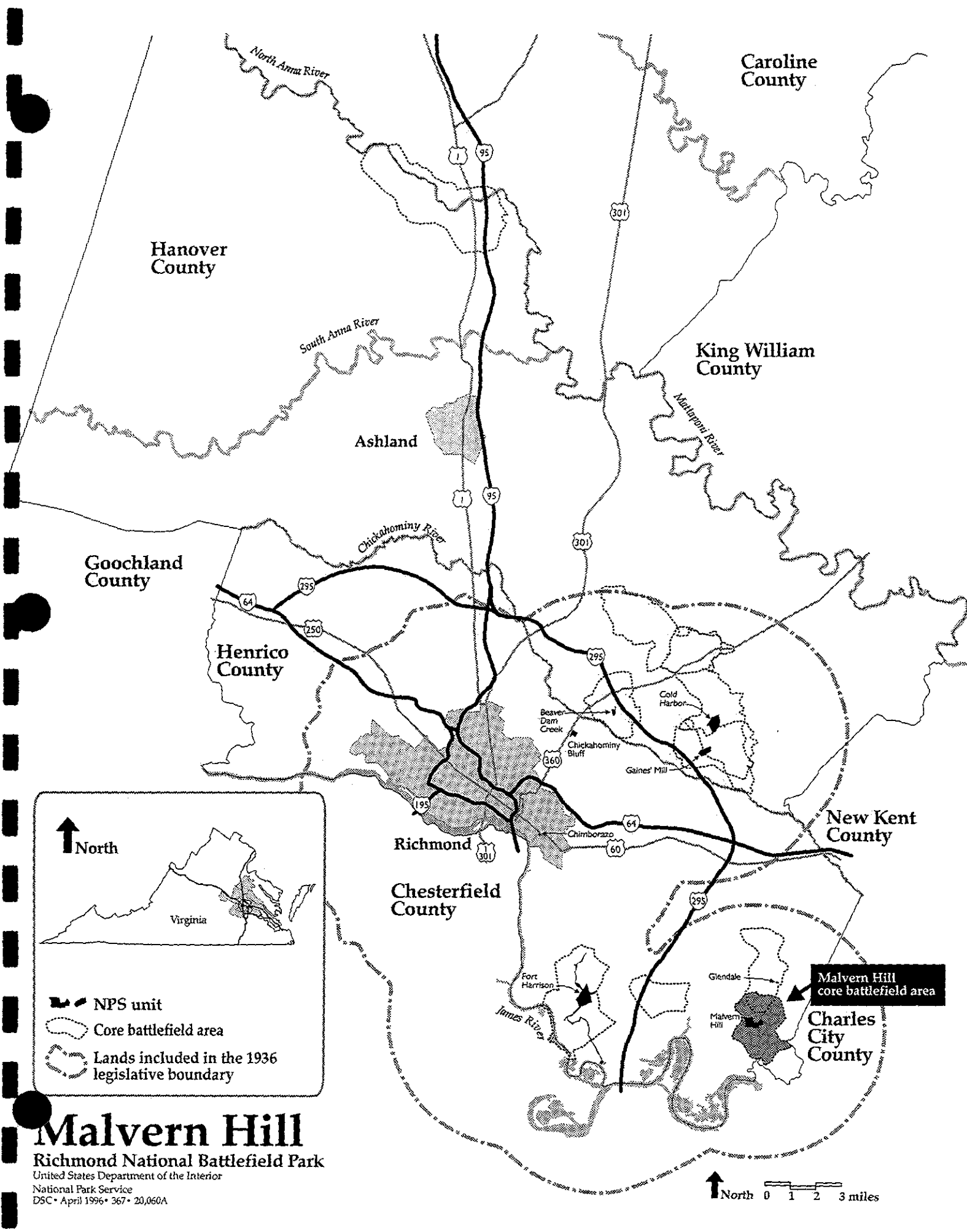
National Park Service

DSC • April 1996 • 367 • 20,059A

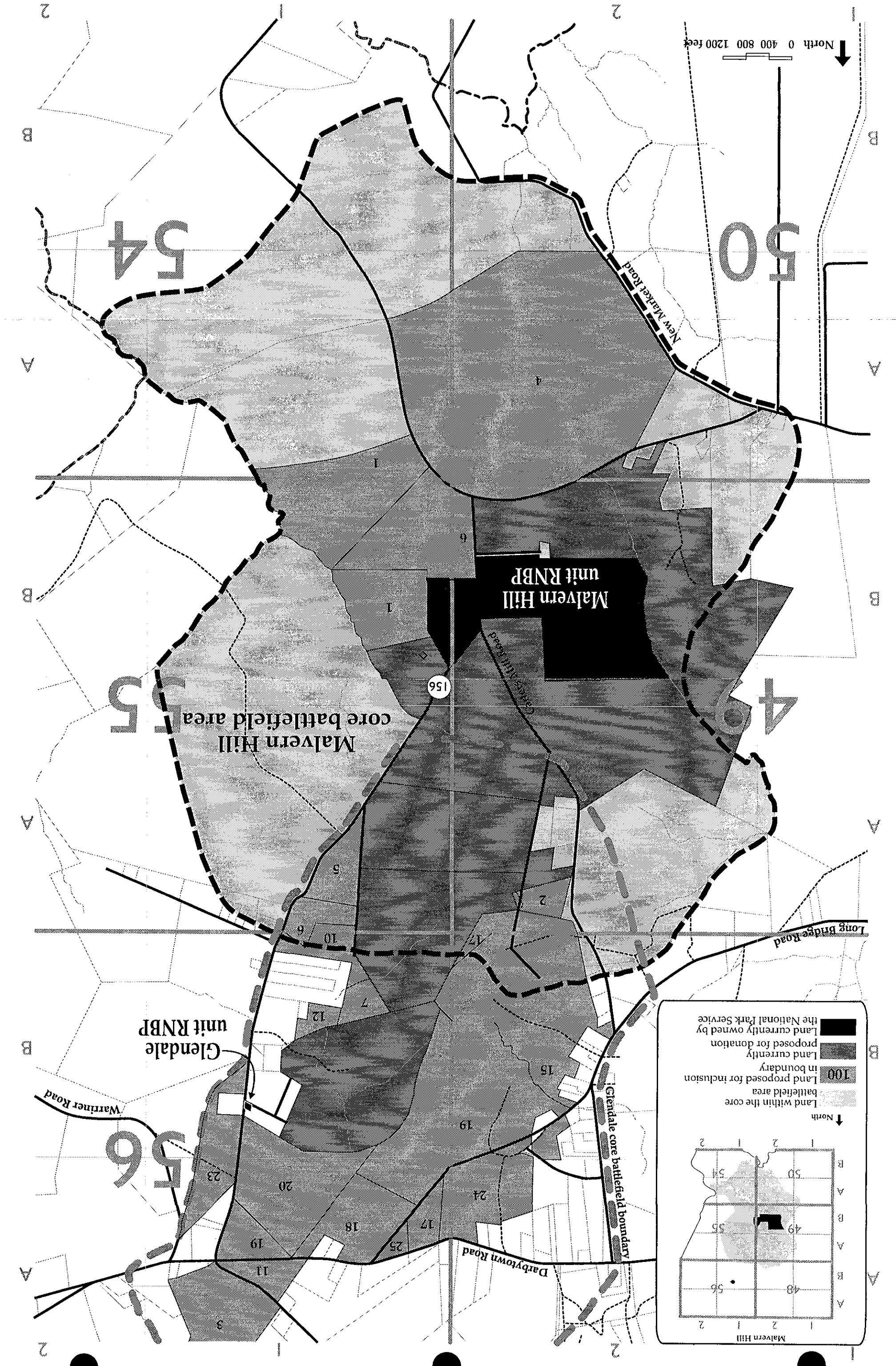


North 0 400 800 1200 feet





Malvern Hill
Richmond National Battlefield Park
United States Department of the Interior
National Park Service
DSC • April 1996 • 367 • 20,060A



North

Malvern Hill

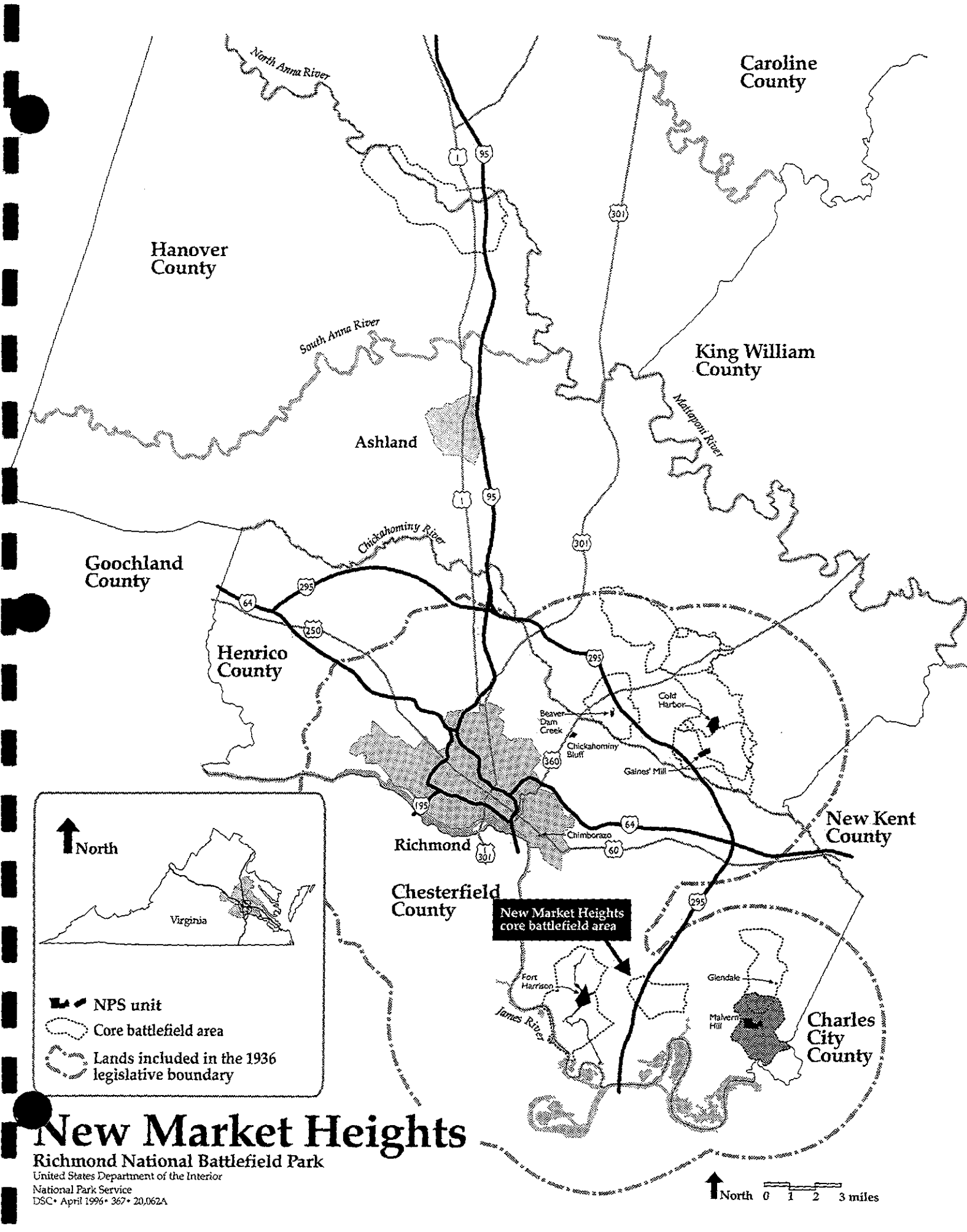
1 2 1 2

A B A B A B

48 49 50 54 55 56

Legend:

- Land within the core battlefield area
- Land proposed for inclusion in boundary
- Land currently proposed for donation
- Land currently owned by the National Park Service



Caroline County

Hanover County

King William County

Ashland

Goochland County

Henrico County

New Kent County

Richmond

Chesterfield County

Charles City County

New Market Heights core battlefield area

North

Virginia

NPS unit

Core battlefield area

Lands included in the 1936 legislative boundary

New Market Heights

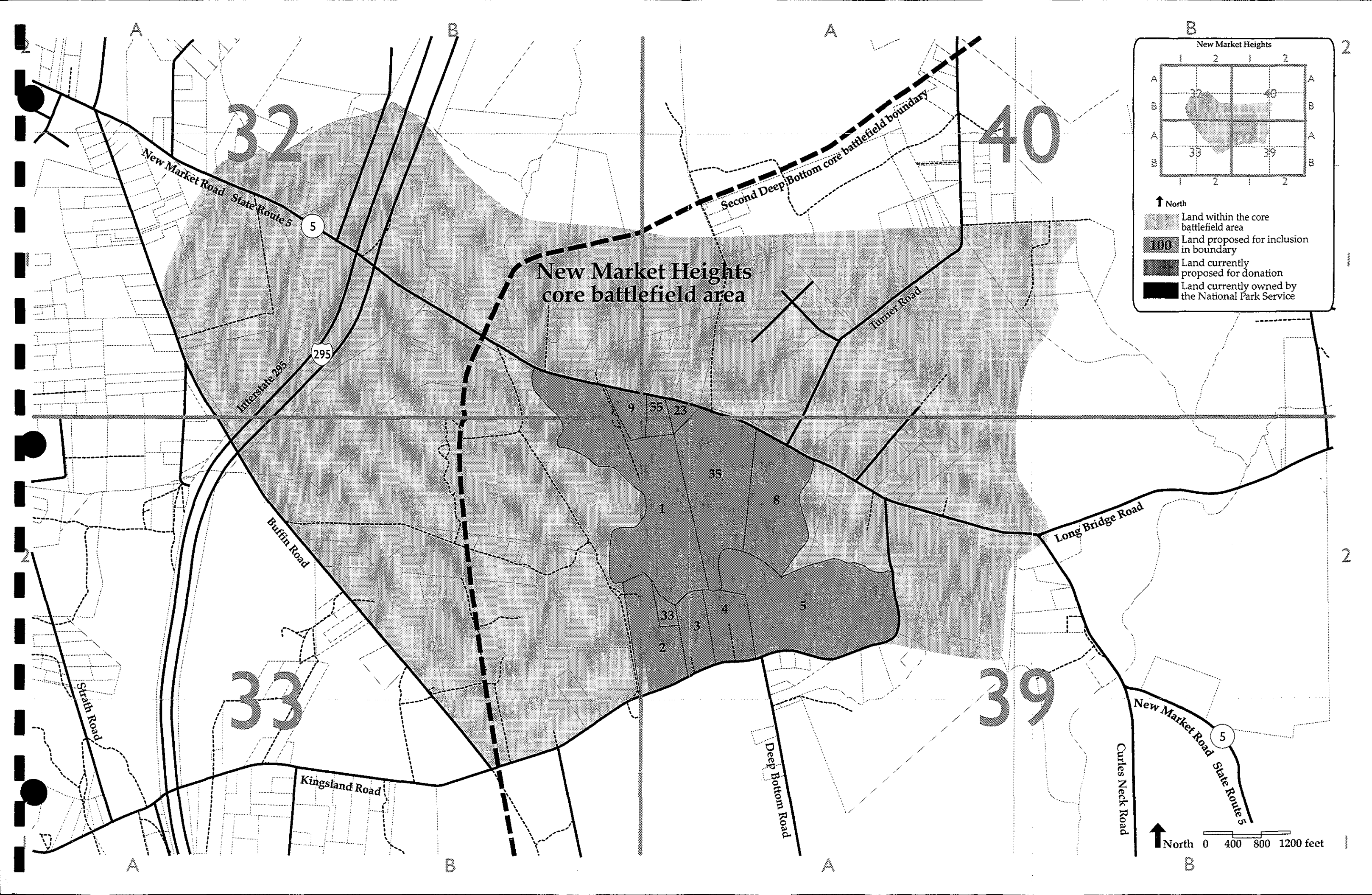
Richmond National Battlefield Park

United States Department of the Interior

National Park Service

DSC • April 1996 • 367 • 20,062A

North 0 1 2 3 miles



New Market Heights

	1	2	1	2
A				A
B	32		40	B
A				A
B	33		39	B
	1	2	1	2

↑ North

- Land within the core battlefield area
- Land proposed for inclusion in boundary
- Land currently proposed for donation
- Land currently owned by the National Park Service

Many of the resources within the park had experienced some degree of change before 1936. The temporary nature of the earthen structures, the continued use of farmsteads, the increasing pressures of urbanization, and the limited area of the park all have contributed to this change. In general, remnants of open fields and forested areas, farmsteads, and earthen fortifications can be most easily found within park boundaries or on property far from developing areas. The park protects only portions of the battlefields, strategic views, and related resources. The original areas were selected without the benefit of formal planning and do not protect all of the areas critical to the mission of the park.

Studies to be done over the next several years, including national register nominations, archeological resource studies, cultural landscape assessments, and historic resource studies, will add much to an understanding and evaluation of the park's resources.

Managing what visitors see at historic sites is a complex task. There is always a need to distinguish between remnant and modern features to present a clear story and develop a sense of historic ambience. Battle actions were fluid and could shift rapidly in terms of intensity, scale, and terrain. To provide the visitor with an opportunity to visualize and understand the landscape as it was and the events that took place is a challenge.

In the mid-19th century, agricultural activity predominated in the Richmond area. Elevated ground saw a mix of cultivated fields, pasture land, and woodlots, with heavier timber growth in the swamps and along the watercourses. By mid-century, most of the original native mixed-hardwood forest had been cleared. During the Civil War, military axmen cleared additional areas for the construction of defenses. Trees were removed to provide clear sight of the advancing enemy, as well as to make timber available for the construction of fortifications and bridges. After the war, agriculture continued as the predominant land use. In the 20th century small-scale general farming operations declined sharply, and extensive tracts have been reforested to meet the rising demand for pulpwood for the paper industry.

In addition to structures, such as the Garthright House and Watt House, and the archeological resources located throughout the park, 10.6 miles of earthworks are found in the park, only a remnant of the works that once guarded Richmond.

Archeological Resources

Affected archeological resources are the physical remains of the earthworks, battlefields, domestic sites, and industrial complexes throughout Richmond. These sites contain the undocumented history of wartime Richmond whose study would allow greater understanding of a wider range of its inhabitants, military or civilian, slave or free, throughout the conflict. Sites possessing high integrity, especially those containing information applicable to broad historical and anthropological questions, are nationally significant.

NATURAL RESOURCES

Topography

RNBP is in the greater Richmond, Virginia, area, 60 miles west of the Chesapeake Bay and 110 miles south of Washington, D.C. Some park units along the James River are nearly at sea level; some consist of level to steeply sloping landforms, and others are gently rounded hills rising to more than 175 feet above sea level.

Climate

The local climate is typical of the east coast, with warm, humid summers and generally mild winters. Average daytime summer temperatures reach 90 degrees F, while winter daytime lows average 35 degrees F. Since 1962 average precipitation has been 43.5 inches. Snow is infrequent, with a yearly average of only 14.2 inches between November and March.

Geology

The city of Richmond lies astride the fall line, a zone of transition between the Piedmont and Coastal Plain (Virginia Tidewater) geological provinces. While all the park units are on Coastal Plains landforms, the crystalline Petersburg granite bedrock of the Piedmont province is visible from the park at the Chimborazo visitor center approximately 1 mile upstream on the James River. Coastal Plains sediments lie deeply beneath each of the units (more than 100 feet in the northern units to more than 400 feet in the northeastern, eastern, and southern units). These sediments are primarily Tertiary sands and gravels, and shallow clayey silts, overlying thicker Tertiary and Cretaceous clayey silts, quartz sands, and interbedded limestones found at deeper points. The oldest and deepest Cretaceous sediment, the Patuxent Formation, is a reliable source of potable water in the overall eastern Richmond area. It holds a significant amount of water in 100- to 300-foot beds of sands and gravels commonly interspersed with interbedded clay.

Prime Farmlands

More than 100 specific prime farmland classifications have been listed by the Soil Conservation Service in Henrico, Hanover, and Chesterfield counties. While no unique farmlands have been identified, these prime soils constitute significant resources in the Richmond area. Development pressures conflict with regional and local efforts to preserve these soils. All but two units of the park (Chimborazo Park and Parker's Battery) contain and/or are bordered by extensive areas of these prime soils.

Floodplains and Wetlands

Flooding occurs in most of the watercourse drainage basins, with the most severe along the James River. The most severe flooding has been caused by rainfall associated with hurricanes. However, the only park unit that is threatened by floodwaters is Drewry's Bluff where the bluff and the resource are threatened by embankment sloughing caused by the freeze/thaw cycle and the river's erosive action.

Wetland areas in the park units provide numerous functions, including vegetation and wildlife habitat, drainage ways for hydrologic systems, and physical and chemical improvement of local waterways. Moreover, they are interpreted as historic conditions that strongly affected troop movements and battle outcomes.

Wetland soils are associated with most of the watercourses and drainage ways in the Richmond area. Additionally, numerous upland wetland areas lie in between watercourses where topography and internal drainage create moister conditions. Six of the 11 park units have identified wetlands onsite, with two units having some nearby. Three park units have no wetlands onsite, with the nearest wetlands occurring more than 500 feet from their boundaries.

Soils

Soils in the park and the entire Richmond area vary widely, from well-drained upland agricultural sand loams, to poorly drained silt and clay bottomland bordering the many drainage watercourses. Soils in the park units support natural and maintained vegetation, developed roadways and other facilities, and historically constructed earthworks.

Moderate to severe erosion and sedimentation of soils has been occurring in several of the park units, affecting walking trails in heavily used and/or steeply sloped areas. Where trails have been placed on or near earthworks, soil erosion has forced the park to move several trails to appropriate locations.

Several units are the recipients of soil eroded from outside the park, which causes a loss of landscape integrity and is less controllable than erosion inside the park. Impacts associated with soil erosion/sedimentation are especially apparent at Beaver Dam Creek, Chickahominy Bluffs, and Drewry's Bluff due to neighboring developments. These are some of the strongest examples of the loss of historic integrity due to outside developments. Severe embankment erosion threatens portions of the Drewry's Bluff fort and earthworks. Projects in the resource management plan identify actions needed to control these impacts within and outside the park.

Threatened and Endangered Species

All park units having naturally occurring vegetation were recently surveyed for rare, threatened, or endangered plant species. (Chimborazo Park and Glendale were not surveyed.) No rare, threatened, or endangered plant or animal species, as listed in state and/or federal registers, were identified in the survey except one rare sedge species in the Cold Harbor unit. Several state-ranked rare and very rare vascular plants have been identified at Chickahominy Bluffs, Beaver Dam Creek, and Drewry's Bluff.

Vegetation

Vegetative communities of the park include bottom land/upland forests, wetlands, meadows, agricultural fields, and lawn vegetation. Many historic areas from the Civil War are now naturally reforested in secondary-growth eastern deciduous forest. The park displays a relatively high level of vegetative diversity spread throughout the various units, which is discussed in more detail below.

The natural vegetation in each unit often serves a critical function by acting as a physical screen from adjacent land use and providing historical ambience to the units. In some cases it is a barrier to visitor understanding of the historical events.

Forest vegetation is deciduous hardwood with species composition that best characterizes upland/bottomland oak-hickory association. Upland oaks include such dominant species as white, scarlet, post, and black oak with black-jack oak occurring at a single unit. Lowland oak species include willow, water, and pin, with basket or cow oak in one unit. In addition, the association includes southern red, northern red, and chestnut oaks in more intermediate habitat conditions. Hickory species include mockernut and pignut hickory, with black walnut being represented in the more mesic sites. Species such as loblolly and Virginia pine are adapted to more infertile sites. Other species in the units more characteristic of mesic or moist soils include hornbeam (blue beech), American beech, sassafras, white ash, wild black cherry, hackberry, and American slippery elm. Wet or lowland species include red maple, smooth alder, river birch, black gum, and cottonwood. Understory tree or shrubs species include Indian hemp, American holly, spice-bush, wild rose, black raspberry, strawberry-bush, sweet pepper-bush, flowering dogwood, and persimmon. Heath shrubs, often associated with the eastern cool mountain forests, include pinxter-flower, swamp-azalea, mountain laurel, and deerberry. Various species of wild grapes grow throughout the park.

Earthworks

Contained within the boundaries of the park is one of the most significant collections of earthen fortifications constructed during the 1861-1865 period. Large scale enclosed fortifications such as Drewry's Bluff, Fort Brady and Fort Harrison survive with details of gun emplacements, firing steps, and bombproofs still very clear. Infantry trenches with traverses, covered ways, and protective rifle pits delineate the battle lines at Cold Harbor. Artillery lunettes and three-sided forts such as Gilmer, Hoke, White, and Johnson are well preserved Confederate fortifications of the Fort Harrison unit.

Stabilization of these resources requires constant effort. The process of preservation outlined in the document, *Earthworks Landscape Management Manual*, has guided RBNP resource management specialists, and the park has served as a model for testing new and innovative vegetative cover specified in the manual. Prescribed burns have also been employed to ascertain their effectiveness under local conditions.

Wildlife

Wildlife in the park is typical of parklands in the urban and mixed suburban/agricultural environments surrounding the greater Richmond area. Because of the small size of the individual park units, wildlife in the units reflect habitat type and locale of the unit in association with neighboring properties. Many wildlife species (including deer, raccoon, and most birds) rely on habitat inside and outside the units for their full habitat. As suburban residential encroachments around the park and certain interior park developments have occurred, the overall habitat has declined for wildlife species and diversity.

Larger mammals are represented by the white-tailed deer, while in many of the park units raccoon, Virginia opossum, and eastern cottontail are common small mammals. Many resident and migrating birds have been observed. Beaver Dam Creek, Cold Harbor, Malvern Hill, and Fort

PART THREE: AFFECTED ENVIRONMENT

INTRODUCTION

Expanding suburbs and growing population density in the Richmond area affect the management of RBNP. Increased usage, including some inappropriate and recreational activities, pose challenges. The following information makes it possible to analyze these changes, to evaluate park operations more clearly, and determine the impacts of the alternatives proposed for the park.

CULTURAL RESOURCES

Historical Background

Archeological finds in adjoining areas of the park indicate that the region hosted various native peoples throughout the Paleo-Indian, Archaic, and Woodland periods. At the time of European contact, Tidewater and Piedmont, Virginia, were occupied by Algonkian- and Siouan-speaking groups. Among them were the Manahoacs, Chickahominies, Monacans, Tutelos, Pamunkeys, and Powhatans.

English colonists began arriving in Virginia in the early 17th century. The first colony at Jamestown led to other settlements farther inland, and soon they could be found along the James and Appomattox river valleys all the way to the fall line. Among these inland settlements was one at Henricus, in the area to be known later as Bermuda Hundred. This expanding European presence provoked intermittent conflict with the indigenous peoples, and the new settlements suffered severely in 1622 when the Native American population reacted with violence. Following the Puritan revolution in England in the mid-17th century, an influx of gentry stock pushed settlement farther west. In 1676, the resistance of colonists to increasingly restrictive government policies led to Bacon's Rebellion, an insurrection that included landowners from present Henrico and Charles City counties.

The aftermath of this conflict brought rapid settlement along the Virginia frontier. In 1688, an official port on the upper James River was established at Bermuda Hundred. After an initial period of uncertainty, the town began to flourish in the early 1700s. Settlement along the fall line increased with the arrival of French Huguenot refugees, who pushed out remaining Indian groups. Today descendants of these native peoples occupy a reservation at Pamunkey, as well as an area in Charles City County.

Tobacco came to dominate the society, economy, and culture of 17th century Virginia. As settlement of the Piedmont proceeded, the fixtures of that society — stores, warehouses, roads, and taverns — appeared at the falls of the James and Appomattox rivers. Slavery, present since the earliest European habitation, continued as settlement spread into the area of present Henrico and Chesterfield counties. In 1780 the state capital moved from Williamsburg to Richmond. Founded in 1733 by William Byrd II, the latter community had become a major tobacco, milling, warehousing, and shipping center. Other communities developed around Richmond — Manchester and Westham became prominent commercial centers for Piedmont goods destined for shipment overseas. With advances in industry, mills and foundries proliferated along the falls and rapids of area streams. Besides tobacco, granite quarrying and coal mining became significant economic activities.

A growing population in the Richmond area attracted more support facilities, including ferries, taverns, markets, and churches. By the outbreak of the Revolutionary War, new counties—Chesterfield, Powhatan, Goochland, Hanover, and Amelia—had appeared, all carved from the larger Henrico County. During that conflict, the forces of Arnold, Tarleton, Von Steuben, and Washington criss-crossed the region, and twice British troops entered Richmond. Chesterfield courthouse served as a major rendezvous for colonial militias from throughout the South, while powder mills and arsenals in central Virginia provided munitions for the war.

Rapid growth continued around Richmond after the Revolutionary War, a period in which Virginians played major roles in the formation of the new nation. These years witnessed the presidencies of Washington, Jefferson, Monroe, and Madison, and saw John Marshall define the role of the Supreme Court. Urban expansion in the environs of Richmond in the late 18th and early 19th centuries was due to two important factors: the existence there of the state capital and the construction after the Revolutionary War of the James River and Kanawha Canal. The canal linked the Tidewater and Piedmont, allowing produce, coal, and lumber to reach Richmond for shipment abroad. Richmond thus grew into a thriving port city with extensive dockage.

Simultaneously with this activity, the Industrial Revolution arrived in America. Forges, foundries, sawmills, and machinery appeared, promoting the development of technologies that both supported and subordinated the rural economy around Richmond. Tobacco gave way to wheat, cotton, and corn, which in turn attracted new markets. With the water power available at the falls of the James, central Virginia became a major center for the milling of flour. Wood products, especially lumber production, and pottery manufacture became important. As more commercial enterprises emerged, the number of retail stores increased to meet the demands of a burgeoning middle class of farmers, tradesmen, and businessmen. A decline in tobacco production did not eliminate plantations, and the slave population once utilized almost exclusively by planters now was used more and more by the merchant class and in industry, and increased greatly before the Civil War. The Industrial Revolution also brought an influx of religious/ethnic groups to the Richmond area; the Jewish population present since early times increased and the Scots and Huguenot communities flourished. Richmond also had a sizable free black population. African Americans, both slave and free, were employed as artisans and factory labor and were an important component in the economic life of the city.

Richmond's status and influence accounted for its selection in May 1861 as capital of the Confederate States of America. As mentioned earlier, Richmond was a prime target for Northern armies throughout the war, in both a military and symbolic sense. The city endured almost to the last, thanks to its brave defenders, the fortitude of the civilian population, and the network of earthen fortifications dug mostly by slave labor. Today the battlefield sites of the 1862 and 1864-65 campaigns against Richmond, together with the remnants of both Confederate and Union defenses, constitute the significant cultural resources preserved and interpreted at RBNP.

Cultural Landscapes

The principal cultural resources at the park are the core areas of the battlefields where the Army of Northern Virginia and the Army of the Potomac fought between 1861 and 1865. These core areas contain cultural resources such as earthworks, archeological sites, and farm buildings. Property lines are defined by fence and treelines that identify field and woodlot boundaries. Hills, watercourses, and other physiographic features helped to define tactical and strategic military positions.

Harrison have sensitive wetland habitat for numerous amphibians. Some of the reptiles, amphibians, and smaller mammals would live their lives solely in park units the size of Cold Harbor, Malvern Hill, or Fort Harrison, but most other wildlife likely spend only portions of their time there.

Several wildlife species have been identified as "problem" species in the park and neighboring areas and are being evaluated for control strategies. Raccoons have been identified as rabies carriers, and starlings, pigeons, and the gypsy moth are being studied in the park's current resource management plan.

Air Quality

Air quality in the greater Richmond area is generally good year-round, as measured against the National Ambient Air Quality Standards (NAAQS). Eleven air monitoring sites make up the Region V Monitoring Network in the greater Richmond area for all of the NAAQS and the Virginia Ambient Air Quality Standard air quality standards. Richmond and the Commonwealth of Virginia were in compliance with the NAAQS for sulfur dioxide, nitrogen dioxide, carbon monoxide, lead, and particulate matter for 1991. The Richmond area, including all park units, is considered a moderate nonattainment area for ozone by the Environmental Protection Agency; the ozone limits were exceeded one time in 1991.

Water Quality

Seven of the park units (Chickahominy Bluffs, Beaver Dam Creek, Gaines' Mill, Cold Harbor, Malvern Hill, Chaffin's Farm (Fort Harrison), and Drewry's Bluff) contain or border watercourses. Six of those seven watercourses are small-to-medium freshwater streams, while Drewry's Bluff borders the James River, 7 miles downstream from the city of Richmond. The James River is a vital resource for recreational uses and carries maritime commerce to a deep water port at Richmond. Water quality in the six smaller watercourses is generally good but is being affected by increasing discharges, erosion, and sedimentation from developments along the unit boundaries and upstream.

All surface waters in the Commonwealth of Virginia are designated for recreational use and the propagation and growth of fish, shellfish, and wildlife. The state also has water quality standards that include physical, chemical, and biological parameters to protect and maintain the waters of the state. Additionally, Virginia uses an antidegradation policy to maintain instream water uses and water quality levels at their existing levels. This policy, specific health-related regulations, and point and nonpoint discharge regulations are enforceable standards to help maintain the water quality in the watercourses surrounding the park. (The park's resource management plan identifies current needs to inventory and monitor water quality at all units.)

UNIT-SPECIFIC CULTURAL AND NATURAL RESOURCES

This section discusses significant battlefield and war-related cultural and natural resources in the Richmond area. Whereas the park has battlefield resources, it encompasses only a small part of the entire battlefield area. For comparison purposes, a rough estimate of the acreage contained in each battlefield core area is included. These estimates are based on CWSAC maps, prepared in consultation with park staff. The estimates do not include staging and maneuvering areas, or areas where skirmishing took place. Some significant battlefield sites retaining integrity are not represented in park units at all. Some battlefields have been lost through development.

Battlefields and Civil War Resources Represented in Park Holdings

Chimborazo Park October 1861-April 1865 5.6 acres

Currently a part of a Richmond city park, this unit is the site of Chimborazo General Hospital, one of the Confederacy's numerous medical facilities. From 1861 to the end of the war this complex accommodated a growing number of sick and wounded soldiers under increasingly difficult circumstances. The hospital treated more than 75,000 patients and once covered more than 20 acres. No period structures remain. Today this site is close to the St. John's Old and Historic District and the Church Hill North Conservation Area and provides views of Richmond and the James River, including Rockett's Landing where President Lincoln docked when he visited on April 4, 1865. The two-story structure built for the U.S. Weather Service in 1909 currently houses a visitor center and the park's administrative offices.

The vegetation in the Chimborazo Park unit consists of turfgrass beneath thinly scattered specimen trees, mostly oaks and hickories.

Chickahominy Bluff June 1862 37.0 acres

On June 26, 1862, from earthworks on this ridge looking toward the crossroads hamlet of Mechanicsville, the Confederate Army of Northern Virginia, for the first time under the command of Gen. Robert E. Lee, controlled key bridges crossing the Chickahominy and initiated the Seven Days' Campaign. The first stop on the battlefield tour, the site contains a part of Richmond's outer defenses, built late in 1862, and commands a key historic river crossing. A short trail leads from the parking area to a viewing platform built on top of the earthwork that provides a view across the Chickahominy River toward the town of Mechanicsville. An access road at the foot of the bluff bisects the unit. This road is owned by an adjoining property holder. The park has the right of usage.

This unit lies 5 miles northeast of Richmond's downtown on Mechanicsville Turnpike. One-tenth of the 37.0-acre site is a maintained lawn, meadow, and parking area. Half of the site is a wooded slope of tulip poplar, sweet gum, and pignut hickory dropping 75 feet in elevation to the northeast and southeast to the Chickahominy River floodplain and a tributary stream. Another one-tenth of the site in the northeast corner is a meadow composed primarily of fescue grasses, tall redtop, and three-seeded mercury. A 1-acre area in front of the current lookout platform was cleared of woody undergrowth in 1992 to improve the vista. The remaining northern one-third of the site is a floodplain wooded swamp containing red maple, sweet gum, and scattered loblolly pine.

Beaver Dam Creek (Ellerson's Mill) June 26, 1862 16.2 acres

On June 26, 1862, after a sharp conflict at Mechanicsville, Union forces in advance of their main line fell back a mile to the east to previously prepared fortifications at a mill site near a bridge over Beaver Dam Creek. Attacking Confederates charged down the slopes and across the creek. Union troops inflicted devastating casualties on the Confederates. Intense fighting at Beaver Dam Creek raged over more than 2,500 acres. The site contains a small portion of the battlefield where part of the first major battle of the Seven Days' battles took place. Remnants of the millrace and mill site still exist. A portion of the 17-acre privately owned property across the creek from the park, part of the Union defense line, is being developed for housing. An archeological survey was conducted in 1976-1977 on a small portion of the unit.

This unit straddles Beaver Dam Creek, 6 miles northeast of downtown Richmond on Rt. 156. Ellerson's Mill, present at this site during the Civil War, harnessed water power from this perennial creek. Narrow woodland borders of red maple, sweet gum, tulip poplar, and oaks surround a wide, silted-in, swampy area on either side of Beaver Dam Creek. The majority of the site is dominated by wetland plants such as sedges and some shrubs. Numerous exotic plant species abound along the developed roadway and interpretive display areas.

Gaines' Mill June 27, 1862 59.7 acres

After the battle at Beaver Dam Creek, the Federal army withdrew to a position along Boatswain Creek. The left center of the Union line formed around the Watt House, a typical 19th century farmstead that served as headquarters for Union Brig. Gen. Fitz John Porter. The core of the battlefield covered more than 3100 acres. On June 27, 1862, attacking Confederates broke through the Union lines a few hundred yards west of the Watt House, forcing the Union army to retreat south across the Chickahominy River. Despite some forest encroachment the portion of the battlefield managed by the park and the surrounding private property retains much of the open agricultural character associated with the battlefield. The exterior of the Watt House has been restored to its historic appearance.

This unit contains wooded slopes and a mixture of wooded and cultivated field on the south side of Boatswain Creek. The older woodland areas are dominated by white oak (some of the large individual trees likely were present during the Battle of Gaines' Mill in 1862), tulip tree, and American holly. Younger successional forest areas bordering the fields are dominated by loblolly pine and a rampant growth of the invasive exotic, Japanese honeysuckle. In front of the Watt House is a grassed interpretive area, part of which has been replanted with a fruit orchard suggestive of the historic scene. An adjacent field is in cultivation.

Cold Harbor May 31 - June 12, 1864 149.0 acres

In the 1864 Overland Campaign, Grant and Lee fought at Cold Harbor from May 31 to June 12. The most notable confrontation took place on June 3, when Federal forces assaulted elaborate Confederate fortifications. At this stage in the war, both sides recognized the essential protection that well designed earthworks could offer. Intense fighting raged along a 6-mile front and the core battlefield area included more than 4,900 acres; the entrenchments of the opposing forces were unusually close and sharpshooters had a deadly effectiveness. The assault resulted in thousands of casualties. Failure at Cold Harbor caused Grant to order an unprecedented crossing of the James River to reach Petersburg in an attempt to cut Richmond's supply lines from the south. A visitors

center, staffed throughout the year, is located at the entrance. From here a .9-mile loop road leads across the Confederate earthworks, traverses the battlefield to the Union lines and exits near the east boundary. There are restrooms at the visitor contact center.

This unit contains largely dry, sandy soil supporting common upland secondary growth forest types (oak-hickory). The entry way to the unit skirts a gently sloped cultivated field before joining the woodland of maturing oaks, hickories, and the understory tree, chinquapin. Bloody Run Creek bisects the unit from east to west and contains several distinctive shrub and herbaceous species, including a rare sedge. Farther north, the woodland portion of the unit contains a second small creek that joins Bloody Run Creek off site to the west. A portion of the battlefield area north of Bloody Run Creek is maintained in an open woodland parkland, where trenchworks furrow the land under a canopy of scattered oaks and loblolly pines.

Garthright House 1862 and 1864 2.1 acres

This restored house, portions of which date from the 1700s, served as a Union field hospital during the Battle of Cold Harbor and was later used by the Confederates for the same purpose. The house serves as an exterior exhibit and is used as park housing. This 2.1-acre unit is across Rt. 156 from Cold Harbor National Cemetery and is surrounded on three sides by a 50.9-acre passive-use park being developed by Hanover County.

No archeological survey of this unit has been undertaken; therefore, the extent of any outbuildings associated with the house are unknown at this time.

The house has been maintained as park housing. Lawn grasses surround the structure.

Glendale (Frayser's Farm) June 30, 1862 1.5 acres

On June 30, 1862, Glendale offered Lee his best chance during the Seven Days' Campaign to destroy McClellan's army by striking the strung out Union column in the center and breaking it in two. After fierce fighting, the Union troops held the vital crossroads at Riddell's Shop and preserved their escape route toward Malvern Hill and eventually to Harrison's Landing on the James River. The zone of intense fighting covered approximately 2,400 acres. This recently acquired parcel is located across from the Glendale National Cemetery. The Protection and Resource Management Divisions of RNBP currently occupy the gatehouse at the National Cemetery. Immediately adjacent to the unit, a housing development interferes with interpretation of the action that took place here; however, other nearby tracts of the battlefield retain their historic appearance.

Malvern Hill July 1, 1862 130.6 acres

Following the action at Glendale, the Union army continued its withdrawal toward the James River. On July 1, the final action of the Seven Days took place at Malvern Hill. Steep wooded slopes on one side and swampy ground on the other forced the attacking Confederates to cross open ground directly into the Union artillery where they suffered heavy losses. For the Union it was an ideal defensive position; from the Confederate perspective it was an attack that should not have happened. Later Lt. Gen. D.H. Hill said, "It wasn't war, it was murder." The battlefield

covered more than 2,500 acres. This site retains much of its original battlefield integrity. Much of the viewshed and part of the core of the battlefield is privately owned and is in agricultural use.

This unit is a broad hilltop, which has moderately sloping fields in cultivation in its central area immediately adjoining the interpretation stop. Woodland consisting of secondary growth with transitional species of loblolly pines, oaks, and beeches borders portions of the fields both east and west of Rt. 156. The woodland in the western portion drops steeply to moist bottom lands where tulip poplar and sweet gum are joined by wetland shrubs. The woodland in the eastern portion of the unit gently slopes eastward and northwestward to a wetland swamp that had channeled attacking infantry in the battle for Malvern Hill. This wooded swamp contains a richly diverse herbaceous habitat that is fed by groundwater seepage from the slopes above. In spite of the several natural and diverse vegetative habitats at Malvern Hill, many invasive exotic grasses and herbs are found at the interpretive area and wooded portions of the unit.

Chaffin's Farm (Fort Harrison) September 29-30, 1864 312.7 acres

After Cold Harbor in 1864, to force the capitulation of Richmond, Grant crossed the James River and besieged Petersburg. During the 10-month siege, Grant ordered an attack at Fort Harrison, part of Richmond's outer defenses north of the James River. Grant hoped this would prevent Lee from sending reinforcements to the Shenandoah Valley and would further weaken Lee's forces in the Petersburg trenches. On September 29, 1864, a strong Union force seized the fort. Desperate Confederate counterattacks on September 30 and October 7 failed to recapture the lost works, and the position became part of the Federal anchor north of the James River. The battle raged over more than 5,100 acres. The area is referred to in contemporary accounts as Chaffin's Farm.

This area incorporates a series of fortifications (Forts Brady, Gilmer, Harrison, Hoke, Johnson, and Maury). All except Fort Brady were part of the Confederate defenses of Richmond; after capture some were modified by the occupying Union troops. Fort Brady, overlooking the James River a few miles downstream from Drewry's Bluff, was constructed by Union forces to control river traffic.

A small visitor center with restrooms is located a few yards west of Fort Harrison. Near the visitor center is a log building built by the Battlefield Parks Corporation. The structure is used for educational and interpretive programs and other activities. A picnic area is nearby.

During the 1930s the CCC performed maintenance and construction work throughout the Fort Harrison unit. Restoration work was done by the CCC at Fort Hoke.

The largest of the park units, Fort Harrison stretches along a sinuous 6 miles of roadway. This unit has the largest number of vegetative species, primarily because of Fort Harrison's size and habitat diversity. The mostly "parkland"-maintained woodland along the road and earthworks is dominated by a secondary growth oak-hickory forest. The approximately 200-acre Fort Harrison portion of the unit has maintained lawn areas, dense oak-hickory-pine forest, and an extensive wooded swamp. This swamp contains a diverse and distinctive habitat of ericaceous shrub understory. Several other small but unique wetland habitats occur along earthworks south of Fort Harrison and north near Fort Johnson.

Forts Gilmer and Johnson

North of Fort Harrison, these Confederate earth fortifications saw heavy action during the Union attack on September 29, in which U.S. Colored Troops took part.

Forts Maury, Hoke, and Brady

South of Fort Harrison the Confederate fortifications known as Fort Hoke and Fort Maury remained in Confederate hands until war's end. A line of Union earthworks bypassed them and reached to a newly constructed Federal position, Fort Brady, that anchored the Union line on the James River.

Drewry's Bluff May 15, 1862 and May-June 1864 39.5 acres

"Fort Darling," built on Drewry's Bluff overlooking the James River 8 miles downriver from Richmond, protected the capital from attack by water. On May 15, 1862, Federal gunboats, including the famed *Monitor*, steamed up the river to threaten the city. "Fort Darling's" fortified position made attack from the river untenable, and the gunboats were unable to pass the heavy artillery on Drewry's Bluff. This unsuccessful attack preceded the campaign that became known as the Seven Days. In May-June 1864, Maj. Gen. Benjamin F. Butler's attempt to seize control of the fort from the landward side also failed. The Confederate Naval Academy and Marine Corps training facility were located on this site. The attack in May 1862, including actions along both sides of the river, covered approximately 750 acres. Portions of the fort are in serious danger of collapse into the James River due to erosive action. A platform built over the earthworks provides a panoramic view of the James River and the open farmland across the river toward Chaffin's Farm. Although the vista is important to understanding the site, none of it is protected from development. A recently constructed marina and commercial river terminal intrude on the view downstream approximately in the area where the battle with *Monitor* took place in 1862. No period structures remain.

No archeological survey has been done so the full extent of the Confederate naval and marine activities at the site are unknown. A closed and capped landfill monitored by Chesterfield County occupies part of the unit.

Drewry's Bluff contains many different vegetative habitats. Along the access roadway and other maintained (by mowing) landscape areas, numerous grasses, periwinkle, and violets are found. Oak and hickory forest covers much of the site, particularly in the fort area proper. A small stream midway between the parking lot and the fort is bordered by yellowroot and nettle. Below the fort, on the bluff slope leading to the James River, a discontinuous groundwater seepage area supports mosses and liverworts, including the large liverwort *Marchantia*. Erosion and embankment sloughing caused by river undercutting and the freeze/thaw cycle have left areas open and in need of stabilization. The remaining large habitat is the closed and reclaimed landfill along the entire southern portion of the site. The landfill surface was capped with soil and final graded in the fall of 1991. The area was seeded soon after and a sparse growth of blue stem, some other grasses, and forbs currently cover the site.

Parker's Battery May 1864-April 1865 10.0 acres

The earthworks of this Confederate artillery position were part of the outer defenses south of Richmond known as the Howlett Line. This line of works stretched more than 5 miles and served to keep Butler's army bottled up within an arm of the James River known as Bermuda Hundred. The northern anchor of this line was Battery Danzler. Located 6 miles south of Drewry's Bluff, Parker's Battery is now in an industrial zone adjacent to an active rail line. The unit and the earthworks on it are wooded. A small monument erected by the United Daughters of the Confederacy is located in this unit.

This unit is predominantly flat and largely covered with secondary growth mixed-age dry forest of oaks, beech, and older loblolly pines. Understory trees and shrubs lie above a poorly developed herbaceous layer similar to the dry woodlands of Malvern Hill, containing pipsissewa, partridge berry, and several orchids. A small moist area in the southeast corner contains possum haw. The western portion of the site underlies high-tension power lines and is periodically cleared. The power line right-of-way contains sassafras and sumac trees and a diverse herbaceous layer of grasses, ferns, and wildflowers.

Significant Battlefield Sites Outside Park Ownership

The following areas are identified here because they are significant to the battle stories told at RBNP and to varying degrees are interpreted from existing park units. The park has no property ownership at these sites. Some are within, some just outside the park's legislative boundary.

Significant Battlefield and Battlefield-Related Sites with High Interpretive Value and No NPS Property Ownership

Seven Days' Campaign 1862

Savage's Station, June 29, 1862

Lee pressed the withdrawing Federal army, but an uncoordinated and poorly executed attack allowed McClellan to escape toward the James River, leaving behind equipment and 2,500 wounded soldiers. This was the first time railroad artillery was used in Virginia during the Civil War. The battlefield covered about 1,600 acres. The site is within the park's legislative boundary.

Union Encampment at Harrison's Landing, July 2-August, 1862

In spite of success at Malvern Hill, McClellan continued his withdrawal to the protection of Union gunboats in the James River. He established a defensive perimeter at Harrison's Landing (Berkeley Plantation) and remained in camp until his overland march to Fort Monroe and return to Washington, D.C., in mid-August. The Union encampment covered about 2,500 acres. About 1,200 acres are part of Berkeley Plantation, which is privately owned. The owner affords protection to the historic resources and opens the property to the public. Colonial structures on the property were used as hospitals during the Civil War and still retain high integrity. The property also contains well preserved earthworks constructed by McClellan's troops. This area is outside the park's legislative boundary.

Overland Campaign 1864

North Anna Campaign, May 23-26, 1864

In May 1864, Grant tested Lee's mettle along the North Anna River north of Richmond. Sharp actions at Jericho Mill, Quarles Mill, Chesterfield Bridge, and Ox Ford were intended to force a crossing, seize Hanover Junction, a key rail supply point, and to push on to the capital. The Confederate position proved to be too strong. Grant gave up the effort and moved southeast toward Totopotomoy Creek. The North Anna Campaign covered approximately 6,700 acres. In a cooperative effort between a private firm and Hanover County, a perpetual easement on 75 acres preserves a portion of the battlefield. The county's department of parks and recreation manages the site, which contains an interpretive trail with wayside exhibits. This area is outside the park's legislative boundary.

Totopotomoy Creek/Rural Plains (including Enon Church (Haw's Shop) and Bethesda Church), May 28-30, 1864

After a sharp cavalry engagement at Haw's Shop, Federal troops controlled the area, but Lee was alert to Union intentions and dug in behind Totopotomoy Creek, continuing to keep the Army of Northern Virginia between Grant and the Confederate capital. A major attack on the Confederate line was mounted in the vicinity of Rural Plains (the Shelton House), while a strong Confederate force attacked the Union left at Bethesda Church. Lee sustained heavy losses and broke off the attack, but his defensive line was too strong for Grant, who continued to move southeast, this time toward Cold Harbor. The battlefield covered approximately 2,800 acres, portions of which are outside the park's legislative boundary.

The Crossing of the James River, June 15-18, 1864

Failing to break through the city's defenses north of the river, Grant resolved to cross the James and attack Richmond from the south via Petersburg. He undertook a massive operation to cross his army and equipment train, a movement unprecedented in warfare at that time. Crossing points both on the north and south banks are in the hands of large private landholders. The public has access at Wilcox's Wharf and at Flowerdew Hundred Farm. This site is outside the legislative boundary of the park.

Battery Danzler (Howlett Line and Bermuda Hundred Line), May 1864-April 1865

This northern anchor of a 3-mile line of works was built by the Confederates and ran from the James River to the Appomattox River. A Union line, called the Bermuda Hundred Line paralleled these works near the confluence of the rivers. In effect, General Butler's Union army was bottled up behind the works in an arm of the James River. Chesterfield County recently acquired and is developing a 1.3-acre park at Battery Danzler and maintains two additional small parks, Fort Stevens (2+ acres), part of the Confederate outer defenses at Drewry's Bluff, and Howlett Line Park (2+ acres). The Bermuda Hundred Campaign included several battles and battlefields involving about 5,100 acres. This battlefield area is within the park's legislative boundary.

Deep Bottom, Actions from July-September 1864

In June 1864 Union forces established a toehold on the north bank of the James River at Deep Bottom Landing. The strategy was to prevent Lee from reinforcing his Petersburg defenses or sending reinforcements to the Shenandoah Valley. Confederate forces extended their lines to New Market Heights to contain the Union presence. Three Union efforts to turn the Confederate line in July, August, and September failed, with the August effort generating severe Federal casualties. The most intense action (known as Second Deep Bottom) covered about 5,700 acres and occurred in the Fussell's Mill area. Henrico County manages a 50-acre park at Deep Bottom Landing. Two acres contain a boat ramp; the balance is undeveloped. This battlefield area is within the park's legislative boundary.

New Market Heights, September 29, 1864

The Union attack on New Market Heights on September 29 was coordinated with the attack on Fort Harrison. New Market Heights was an important Confederate position on a low ridge overlooking the flat open terrain. At New Market Heights, U.S. Colored Troops assaulted the heavily fortified Confederate position and suffered heavy losses. African-American soldiers were awarded 14 medals of honor for their bravery in action. There is no NPS land base at New Market Heights, located 1 mile from Fort Harrison. The attack, part of the action at Chaffin's Farm, receives limited interpretation at the Fort Harrison unit. Henrico County is developing a 352-acre parcel known as Four-Mile Creek Park. A portion of this site is on the New Market Heights battlefield; however, historic interpretation in the park will be limited. The county and the Commonwealth's Department of Historic Resources, in collaboration with the park, developed the wording for a historic marker commemorating the battle that recently was placed along Rt. 5. The area of intense fighting covered approximately 2800 acres. The battlefield is within the park's legislative boundary.

Significant Battlefield Sites with Little Interpretive Value and No NPS Property Ownership

Seven Pines, May 31-June 1, 1862

Confederate forces under Gen. Joseph E. Johnston attacked Union forces astride the Williamsburg Road east of the capital. During the action Johnston was wounded and President Davis replaced him with Gen. Robert E. Lee. The core of the battlefield covered about 3,000 acres. Seven Pines National Cemetery and its historic lodge, now surrounded by development, is adjacent to the battlefield. The battlefield is within the park's legislative boundary.

Oak Grove, June 25, 1862

This engagement opened the Seven Days' battles. A Union offensive maneuver secured a vantage point from which to bring heavy weapons to bear on Richmond. The attack along the Williamsburg Road was slightly closer to the city than the Seven Pines engagement three weeks earlier. The effort was partially successful, but the following day Lee seized the offensive from McClellan and attacked at Beaver Dam Creek. The two sides suffered almost 1,000 casualties, and the Union had little to show for the effort. The main battle area included about 2,500 acres. The battlefield is within the park's legislative boundary.

White Oak Swamp, June 30, 1862

Using artillery, McClellan's rear guard again fought a successful delaying action that allowed the main body of the Union army to continue its withdrawal toward the James River and the protection of Union gunboats. The battle area covered about 1,000 acres, and lies within the park's legislative boundary.

Significant Military Actions Not Associated with a Specific Site

J.E.B. Stuart's Ride Around General McClellan's Army, June 12-15, 1862

This successful reconnaissance ride provided Lee with vital information about the Union right flank and impelled him to call Jackson from the Shenandoah Valley just before the beginning of the Seven Days' battles. The ride captured the imagination of the Confederate civilian population. Most of the route is outside the park's legislative boundary.

Kilpatrick-Dahlgren Raid on Richmond, February 28-March 2, 1864

Conceived as a dramatic effort to free Union prisoners and raid the presumably underdefended city, the plan intended for Brig. Gen. Hugh Judson Kilpatrick to lead a small force into the northern outskirts of the city and for Col. Uric Dahlgren to attack from the west. Kilpatrick withdrew in the face of strong resistance, and Dahlgren's effort misfired in the midst of controversy. The 3,500 Union cavalymen involved suffered about 600 casualties and failed to achieve their objectives. The route is outside the park's legislative boundary.

Other Battlefield Sites and Related Resources Associated with the Campaign for Richmond

The Wilderness and Spotsylvania campaigns are commemorated at Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park, the Petersburg Campaign is commemorated at Petersburg National Battlefield, and the surrender of Lee's army—the defenders of Richmond—at Appomattox Court House National Historical Park. Colonial National Historical Park protects a small portion of the early battle action during the Peninsula Campaign.

The Department of Veterans Affairs is responsible for the following national cemeteries in the Richmond area: Richmond National Cemetery, Cold Harbor National Cemetery, Seven Pines National Cemetery, Glendale National Cemetery, and Fort Harrison National Cemetery. All contain substantial numbers of Union dead. Two cemeteries maintained by the city, Oakwood and Hollywood, contain thousands of Confederate dead.

SURROUNDING POPULATION AND LAND USE

The Metropolitan Statistical Area (MSA) includes the cities of Richmond, Petersburg, Colonial Heights, and Hopewell and Charles City, Chesterfield, Dinwiddie, Goochland, Hanover, Henrico, New Kent, Powhatan, and Prince George counties.

From 1970-1990 Virginia's population increased by 33%, but the pace has been far more rapid in the area surrounding the park. Population in the Richmond MSA increased by 30%, Chesterfield County by 270%, Hanover by 70%, and Henrico by 41%. Declining numbers in the city of Richmond contrasted sharply with the rapidly increasing population in the neighboring counties.

In 1930, when the park was first being organized, only 70,000 people lived in Chesterfield, Hanover, and Henrico counties. In 1970 the three counties had a total population of 268,000. In 1990, the combined population of the three counties was 490,461—with 209,274 in Chesterfield, 63,306 in Hanover, and 217,881 in Henrico. The total population of the three counties is projected to rise to 782,100 by 2020—with 363,900 in Chesterfield (74% growth rate), 142,200 in Hanover (124% growth rate), and 276,000 in Henrico (31% growth rate).

Since the 1971 *Master Plan*, housing units have more than tripled in Chesterfield County, more than doubled in Hanover County, and almost doubled in Henrico County. Other kinds of data show a similar pattern. Steep increases in automobile registrations, driver's license registrations, and miles of roadway constructed in the three counties bear witness to the changing land-use patterns.

In summary, since the 1971 *Master Plan*, the population of Virginia has increased by 33%. In that same period (1970-1990) the population of the Richmond Metropolitan Statistical Area increased by 30%. But the combined population of Chesterfield, Hanover, and Henrico counties in 1970 was 268,000; by 1990 it was 490,461, an increase of 83%, changing the landscape in these counties dramatically. It is projected that by 2020, the population of these three counties will rise another 59% to about 782,100.

PARK USE AND DEVELOPMENT

Park Structure

The configuration of the park, consisting of 11 widely separated units in a rapidly developing urban setting that spans four political jurisdictions affects all aspects of park operations. It is an intricate and time-consuming task for park management to provide advice and expertise and to cooperate with other entities in Civil War resource protection.

Noncontributing Roads and Trails

The park maintains 10.36 miles of paved roads, including eight small parking areas and six interpretive turnouts. The park also contains 3.7 miles of trails that are maintained in a natural state.

More than 110 traffic control signs are strategically located throughout the park, complemented by 122 interpretive wayside and entrance signs conspicuously posted for visitor information and direction. There are more than 100 directional signs located off park property. One wooden pedestrian bridge spans a creek at Drewry's Bluff.

All roads were inventoried by the Federal Highway Administration in 1984 and follow-up actions to correct road deficiencies have been initiated by the park.

Noncontributing Buildings

The park's headquarters facilities and primary visitor center are in a two-story brick building in Chimborazo Park. The headquarters building was constructed in 1909 for use by the Weather Bureau. The park also maintains three maintenance buildings, two satellite visitor centers, one interpretive shelter, two small utility buildings, and a three-room log cabin at Chaffin's Farm (Fort Harrison). The log cabin was constructed ca. 1930 by the Battlefield Parks Corporation and is used primarily for youth education programs.

Two Mission 66 era houses are at Chaffin's Farm (Fort Harrison). Both are employee residences. The park does not rent or lease any buildings and no concession operation is in the park. A 5-acre picnic area is provided in the Chaffin's Farm (Fort Harrison) unit and a 1-acre picnic site is available at Cold Harbor on Hanover County property.

Utility System

All electricity in the park is supplied by Virginia Power Company. Telephone service is provided by AT&T and Chesapeake and Potomac Telephone Company. Active wells at Fort Harrison, Cold Harbor, Gaines' Mill, and the Garthright House provide public and residential water in sufficient quantities to meet demand. The Chaffin's Farm (Fort Harrison) water system includes a 25,000-gallon water tower and approximately 1.2 miles of underground service lines.

The sewage system consists of five septic tanks and two drainfields. Water and sewage systems meet Virginia public health standards.

Permits and Rights-of-Way

Four 3-year special-use permits at the Cold Harbor, Malvern Hill, and Gaines' Mill units allow agricultural use and grazing. The agricultural lease management plan is designed to maintain the cultural landscape, to protect cultural and natural resources, to enhance the visitor experience and understanding of the historic events, and to reduce park maintenance costs.

Utility rights-of-way permits with Chesapeake and Potomac Telephone Company and Virginia Power Company provide service for adjoining landowners. The different telephone and electricity permits for all the units have been consolidated under two permits.

A utility permit has been granted at the Beaver Dam unit as part of a county-wide sewer system. The line crosses the park at two points along the historic millrace. Utilities easements also exist at Drewry's Bluff and Parker's Battery.

Deeded rights-of-way crossing park property exist at Malvern Hill, Gaines' Mill, and Cold Harbor. Multiple deeded rights of way (some not exercised) exist along Battlefield Park Road and Hoke-Brady Road in the Chaffin's Farm (Ft. Harrison) unit.

Cooperative Agreements

The park is negotiating for concurrent jurisdiction and is pursuing new memoranda of understanding with all adjacent law enforcement agencies. The memoranda will establish the relationship of park law enforcement with county and city departments and provide for improved sharing of information among the agencies.

RNBP and the city of Richmond have entered into a cooperative agreement for the management and use of the building and surrounding grounds at the Chimborazo unit. The NPS is responsible for maintenance and any renovation of the building. Traditionally the city of Richmond has provided grounds maintenance. If the property is no longer used for park purposes, the structure, all improvements, and the land will revert to the city.

CARRYING CAPACITY

By law, the NPS is charged with both conserving park resources unimpaired for future generations and providing opportunities for the public to enjoy these resources. This GMP is intended to satisfy this dual mandate at RNBP.

Due to the park's configuration, useful statistics are difficult to obtain. Visitation during normal operating hours at park headquarters in 1992 was 33,000, and slightly less in 1993, but many visitors to park units do not come to the main visitor center and/or visit during early morning or early evening hours.

Each visitor directly and indirectly affects the park, sometimes altering it in subtle ways. For example, off-trail hikers create informal paths causing erosion that damages the earthworks. People removing Civil War artifacts from parks steal our country's heritage and destroy information as artifacts are separated from their context. Traffic congestion at popular sites, conflicting uses of park roads such as visitors and commuters sharing the same spaces, and the hazards of following a signed tour route through urban and suburban development, all affect the quality of the visitors' experience. As park use increases and the metropolitan Richmond area continues to grow, these problems will increase in severity.

After a management plan is adopted and implemented, the park staff, guided by input from visitor comments and information from local cooperators, will continue to monitor park resources and visitor use and judge whether carrying capacity is being exceeded in any of the park units. The existing level and type of visitor use and facility development are addressed in this document, and steps are outlined to ameliorate negative effects in those areas where problems currently exist. For the life of this plan, visitor use is expected to be influenced by the size of existing facilities. Should overuse problems arise, the park will take measures to address the impacts and prevent adverse impacts by redirecting visitor activities.

PART FOUR: DESCRIPTION OF ALTERNATIVES / ENVIRONMENTAL
CONSEQUENCES

DESCRIPTION OF THE ALTERNATIVES

Alternative A (No Action Alternative)

No significant management actions shielding resources from the effects of neighboring land use changes have been possible since the park's establishment due to limitations contained in the enabling legislation. A related lands study in 1989 (known as *Conserving Richmond's Battlefields*) led to improved consultations with cooperating jurisdictions, but the overall impact has been slight due to restrictions in the enabling legislation. In effect, alternative A would continue this policy in regards to land protection. This alternative reviews present management practices at the park and describes the future impact on park resources and visitor services.

Interpretive facilities, staffing, and services would remain substantially as they are. Resource protection would remain essentially unchanged, and the park's existing policy regarding Richmond area battlefield land use changes would remain largely ineffective. A deterioration in the visitor experience would continue and would be unavoidable in this option as adjacent land use changes affect the park's small and dispersed units. Static interpretive media would provide essential battlefield information at most sites. Expanded visitor options and interpretive services at some units would be possible only if accompanied by the reduction of services/options at other units. The primary attributes of Alternative A are summarized below:

- Continuation of current policy.
- No change to existing legislation: the 5-mile radius boundary would remain.
- Continued acceptance of donated lands where appropriate.
- Little opportunity to protect the park scene from additional external development.
- The park would continue to operate with its current level of resource protection, maintenance, interpretive, and administrative staffs, all of which are inadequate to meet current needs.
- The main visitor center would remain at Chimborazo Park, augmented with seasonally staffed facilities at some units. Static interpretive media employed at most sites.
- Expanded visitor options and interpretive services at some units would be possible only if accompanied by the reduction of services/options at other units.
- Costs would be consistent with current costs for operation. As conditions change, the gap between available funding and demands for resource protection and interpretation would continue to widen.

Alternative B

This alternative would place interpretive emphasis on why both North and South expended such enormous and protracted effort on the battlefields outside Richmond, and a new emphasis on integrating the interpretation of all of Richmond's Civil War resources. This would be done in close cooperation and partnership with local public and private agencies. Changes in the park's enabling legislation would be sought to authorize a name change, "Civil War Richmond National Historical Park" to emphasize this integrated approach. A new visitor center would be developed in

the downtown area, perhaps in the vicinity of Rockett's Landing—the municipal wharf where President Lincoln arrived after Union troops occupied Richmond. An urban location would facilitate enhanced partnership arrangements with other local agencies and would emphasize the connection between the battlefield resources outside the city and the rationale for the fighting represented by Civil War resources in the city itself.

Based on the findings of the CWSAC concerning the most at-risk battlefields in the Richmond area, the battlefield land protection effort would receive added emphasis. Creation of a new park staff position would dedicate a park employee full time as advocate for land protection efforts undertaken by state and local government, the nonprofit, and the private sector. No legislative changes authorizing the expenditure of federal funds for land or easements on land would be sought. Much of this advocacy would work for protection of battlefields at Gaines' Mill, Glendale, and Malvern Hill. The North Anna and Cold Harbor battlefields would receive new or enhanced protection attention. New protection measures at Chaffin's Farm/New Market Heights and Second Deep Bottom also would be sought. Every effort would be made to coordinate new land protection strategies with ongoing efforts by Hanover, Henrico, and Chesterfield county authorities and with other agencies and the private sector. The primary attributes of Alternative B are summarized below:

- Primary interpretive focus on Richmond as the capital of the Confederacy, defense of the capital and non-military and civilian stories.
- A new name—Civil War Richmond National Historical Park—would reflect the new interpretive intent. Would require a change in legislation.
- A high level of partnerships would be essential to provide linkage to city resource sites. Addition of staff cooperative program coordinator and volunteer training & staffing coordinator.
- New visitor center would be developed in downtown Richmond in close proximity to city resources.
- The Chimborazo site would be used to tell the hospital story.
- Interpretive staff deployed from visitor center to city resource sites and battlefields as part of organized tours. Addition of a staff tour coordinator.
- Static interpretive media employed at battlefield sites.
- The 5-mile radius boundary would remain. Continued acceptance of donated lands where appropriate.
- Limited opportunity to protect battlefields from additional external development.
- Addition of a staff resource protection technical advisor to pursue cooperative and collaborative approaches to resource protection.
- Costs would rise as a result of increased staff needs. Significant funding would be required for construction of a new visitor center. Partnerships could mitigate the impact somewhat.

Alternative C

Interpretation and resource protection would emphasize the battlefields and the activities that took place around Richmond. Two major military campaigns, involving the Army of Northern Virginia and the capital city it was defending, were conducted here.

The battlefield action would be interpreted in the context of military action elsewhere in Virginia and in the eastern and western theaters. Interpretive staff would be assigned to the major battlefield sites, with several units having a year-round ranger presence. There would be an increased level of on site static interpretive exhibits at all units, and the increased regular ranger presence would increase visitor opportunities for personal interpretation. A starting assumption would be that the Union and Confederate armies were in the field at Richmond because the city, as capital, as symbol, as transport center, and as industrial base was there. For the Confederacy, Richmond's survival was essential; for the Union its seizure paramount.

The battlefields associated with the Seven Days' battles and the Overland Campaign would be interpreted as an integrated whole. Self-guided tour routes could be developed, allowing visitors to approximate the route of the armies, see privately owned sites from public rights of way, and visit the battlefields protected by the NPS, Hanover, Henrico, and Chesterfield counties, and other entities. The NPS would work in partnership with federal, state, county, nonprofit, and private agencies to mount a coordinated resource protection and interpretive effort.

This alternative reaffirms the NPS commitment to battlefield resource protection and responds actively to the CWSAC report to Congress recommending federal involvement at certain battlefields. This would include full-time staff providing technical advice and support, as well as appropriated funds for conservation incentives, heritage grant funds, and/or the purchase of battlefield lands or easements on lands. Using collaboration with others to the maximum degree possible, protection efforts would be enhanced at North Anna, Gaines' Mill, Cold Harbor, Glendale, Malvern Hill, Chaffin's Farm/New Market Heights, Second Deep Bottom, and Savage's Station. Enhanced protection efforts would be undertaken at Beaver Dam Creek and Totopotomoy Creek.

Based on thorough research and analysis, as well as an evaluation of the existing cultural landscape's significance and integrity, a cultural landscape assessment would be prepared. The cultural landscape assessment would prescribe a program of cultural/natural landscape treatments (i.e., stabilization, rehabilitation, or restoration) at Gaines' Mill, Cold Harbor, Glendale/Malvern Hill, and Drewry's Bluff. Development concept plans would be prepared for these sites before implementation. A development concept plan for Beaver Creek eventually could be written.

A main visitor center/headquarters would be developed near one of the battlefields, perhaps near Gaines' Mill/Cold Harbor. When the NPS moved to Chimborazo, it was agreed that the site, if no longer used by the NPS, was to be returned to the city. With the renewed emphasis on battlefield protection and interpretation under this alternative, the hospital site at Chimborazo would be returned to the city. If the building is found to be national register-eligible, there should be some provision for its preservation, and the city should maintain the site as a Civil War hospital interpretive facility. The primary attributes of Alternative C are summarized below:

- Primary interpretive focus on the campaigns and battles waged against Richmond. The action would be interpreted in the context of military action elsewhere in Virginia and in the eastern and western theaters.

- A vigorous land protection plan would be implemented to protect battlefield land, including specific tracts outside the existing legislative boundary. Boundary modifications would require changes to RBNBP's authorizing legislation.
- Legislation changes also to allow appropriation and use of federal funds for purchase of battlefield lands, and for conservation incentives and heritage grant programs. Continued acceptance of donated lands where appropriate.
- Cooperative efforts for protection of battlefield lands and other Civil War resources. Addition of a staff resource protection technical advisor to address threats of battlefield destruction.
- Add battlefield land at Gaines Mill, Glendale, Malvern Hill, North Anna, Cold Harbor, Chaffin's Farm/New Market Heights, Second Deep Bottom, Beaver Dam Creek, Totopotomoy Creek and Savage's Station.
- Cultural/natural landscape restoration would be implemented at Gaines' Mill, Cold Harbor, Glendale/Malvern Hill, and Drewry's Bluff.
- New visitor center would be developed near one of the battlefields and in proximity to major thoroughfares.
- The Chimborazo site would be returned to the city.
- Technical assistance exchange programs in areas of interpretation and cultural resource preservation, curation, and presentation. Cooperative promotional efforts with agencies, jurisdictions, and other cooperators. Addition of a staff cooperative program coordinator.
- Staffed contact stations and ranger interpretation at Malvern Hill/Glendale, Drewry's Bluff, Cold Harbor, Gaines Mill, and Chaffin's Farm. Enhanced static interpretive media at all other battlefield sites.
- Costs would rise as a result of increased staff needed to protect and interpret more resources. Costs would include monies for heritage grant funds, conservation incentives, and/or the purchase of battlefield lands or easements. Significant funding would be required for construction of a new visitor center.

Alternative D (Proposal)

Alternative D is the NPS's proposed general management plan. It is described in detail in part two of this document and summarized below for purposes of comparison with the other alternatives.

Interpretation would be resource-based, explain the military action during the two major campaigns, relate the military action to the significance of the Confederate capital to both sides, and place the battles for Richmond in the context of the rest of the Civil War. The causative issues and larger war aims would be interpreted.

In response to (1) strong local sentiment in favor of the NPS maintaining a presence in the city of Richmond and at Chimborazo Park and (2) the opportunity to reduce the development and operating costs of this proposal, the main visitor center would remain at Chimborazo Park. The visitor center at Chimborazo Park would also be developed as the place to tell the hospital story.

Visitors would be encouraged to begin their tour at the main visitor center where they would encounter an interpretive overview of Richmond's Civil War story and orientation to battlefields and other Civil War resource sites in Virginia. Multiple options would permit the visitor a choice of emphasis regarding themes (military, social, political, and economic). Explanations regarding prisons, hospitals, transportation, industry, and government activity would be available. The war's impact on the civilian population, including refugees, slaves, and free blacks would be explored. Options in the visitor center would permit the visitor to experience these themes either in brief survey format or by means of a more thorough analysis, which would meet varying interest levels and needs. The visitor would be invited to reflect on the new sense of union that emerged from the conflict and to consider the tragic implications of civil strife in our own time. The information would make possible an integrated understanding of all Civil War resources in the Richmond area and their relation to Civil War resources throughout the region.

Visitors would be oriented to the chronology of the two campaigns and encouraged to visit the battlefields themselves. The battlefields would be the window for interpreting the specific actions and personnel involved and each battle's relation to the larger campaign and war strategy issues. Some units would be seasonally staffed and some on site ranger interpretation would be available.

This alternative reaffirms the NPS commitment to battlefield resource protection and responds actively to the CWSAC report to Congress recommending federal involvement at certain battlefields. This would include full-time staff providing technical advice and support, as well as appropriated funds for conservation incentives, heritage grant funds, and/or the purchase of battlefield lands or easements on lands. Using collaboration with others to the maximum degree possible, protection efforts would be enhanced at North Anna, Gaines' Mill, Cold Harbor, Glendale, Malvern Hill, Chaffin's Farm/New Market Heights, and Second Deep Bottom. Enhanced protection efforts would be undertaken at Beaver Dam Creek and Totopotomoy Creek.

Based on thorough research and analysis, as well as an evaluation of the existing cultural landscape's significance and integrity, a cultural landscape assessment would be prepared. The report would prescribe a program of cultural/natural landscape treatments (i.e., stabilization, rehabilitation, or restoration) at Gaines' Mill, Cold Harbor, Glendale/Malvern Hill, and Drewry's Bluff. Development concept plans would be prepared for these sites before implementation. A development concept plan for Beaver Dam Creek would be written.

Note: In response to strong local sentiment, the NPS will continue to explore the possibilities for RBNP to partner with local public and private agencies to develop a cooperative heritage

education/visitor center. All possible sites for such a center would be openly explored, particularly locations in downtown Richmond. The successful development of such a center would be strictly dependent upon close cooperation and partnership among the NPS and local public and private agencies. Local leadership is an absolute precursor to NPS involvement in such a cooperative venture. In that eventuality, the Chimborazo site would be devoted to the medical/ hospital stories.

The primary attributes of Alternative D are summarized below:

- Interpretative focus integrates the big picture of battlefield military actions with the importance of the Confederate capital.
- Richmond, the capital city, is the location for the main visitor center.
- Multiple aspects of the war—military, medical, industrial, political, economic—are interpreted in an integrated manner.
- Visitors directed to NPS and non-NPS resource sites (i.e., battlefield and city resources). Expanded personal and non-personal interpretation at battlefield units and at city resource sites. A high level of partnerships would be essential to provide linkage to city resource sites.
- Additional NPS interpretive staff would be deployed at several battlefield sites to enhance personal interaction with visitors. Staffed contact stations and ranger interpretation at Malvern Hill/Glendale, Drewry's Bluff, Cold Harbor, Gaines Mill, and Chaffin's Farm. Enhanced static interpretive media at all other battlefield sites.
- Concessionaire or independent operated river tour to connect and interpret Fort Brady, Drewry's Bluff, City Point, Rockett's Landing, Harrison's Landing, Deep Bottom, etc.).
- Technical assistance exchange programs in areas of interpretation and cultural resource preservation, curation, and presentation. Cooperative promotional efforts with private, nonprofit, local, state and other federal partners. Addition of a staff cooperative program coordinator.
- A vigorous land protection plan would be implemented to protect battlefield land, including specific tracts outside the existing legislative boundary.
- Legislation modification to: 1) redefine the park boundary; 2) allow appropriation and use of federal funds for purchase of battlefield lands, and for conservation incentives and heritage grant programs; and 3) allow continued acceptance of donated lands within the redefined boundary.
- Boundary adjustment to prioritize protection of additional battlefield land at Gaines Mill, Glendale, Malvern Hill, North Anna, Cold Harbor, Chaffin's Farm/New Market Heights, Second Deep Bottom, Beaver Dam Creek, and Totopotomoy Creek.
- Cooperative efforts for protection of battlefield lands and other Civil War resources. Addition of a staff resource protection technical advisor to address threats of battlefield destruction.
- Cultural/natural landscape restoration would be implemented at Gaines' Mill, Cold Harbor, Glendale/Malvern Hill, and Drewry's Bluff.
- Costs would rise as a result of increased staff needed to protect and interpret more resources.

- Repair/rehabilitation costs to address structural, health, safety and accessibility needs at Chimborazo. Costs for additional facility upgrades would be spread over time. Note: Some facility enhancements might occur in a new cooperative heritage education/visitor center, where cooperators could help to mitigate some costs.

- Costs would include monies for heritage grant funds, conservation incentives, and/or the purchase of battlefield lands or easements. Note: The cost of implementing the land/resource protection strategy has not been calculated, but would depend on the availability of willing sellers, the extent of resources protected, and the protection mechanisms employed.

ALTERNATIVES CONSIDERED BUT REJECTED

Battlefield Focus Alone

This strategy would focus interpretation and facilities solely on the individual battles around Richmond, and a site-specific interpretive strategy would be followed. There would be no unifying visitor center. This alternative was rejected as being too narrow in scope to serve current and future visitor needs. The diverse background of modern visitors requires that the military action be interpreted within the framework of the larger causative issues. In addition a focus on the battlefields alone is not consistent with the park's Statement for Management or with the recent National Register Bulletin 40 providing guidelines for identifying, evaluating, and registering historic battlefields.

Joint Management with Petersburg National Battlefield

The planning team weighed the advantages/disadvantages of combining Richmond National Battlefield and Petersburg National Battlefield under one management. The physical distances involved and the complex logistics seemed to outweigh improved resource protection or interpretation. Additional costs for facilities and staff reduce the likelihood of substantive gains. Therefore, the possibility of a joint visitor center or combined management was found to be impracticable at this time. However, great potential exists for a closer integration of the interpretive themes and protection services. A joint minifolder—"unigrid"—for both parks should be considered.

Deaccession of Beaver Dam Creek, Chickahominy Bluffs, and the Tour Road at Fort Harrison

The possibility of deaccessioning Beaver Dam Creek, Chickahominy Bluffs, and the tour road at Fort Harrison was considered. The cultural resources have been affected adversely at Beaver Dam Creek by adjacent land use, but the battle comprised a significant part of the Seven Days' battles. No battle action occurred at Chickahominy Bluffs, but the unit is an excellent vantage point from which to understand Lee's strategic thinking in planning the defense of Richmond. It is also an excellent site for visitors to understand the role of topography in military planning and the importance of prepared earthen defenses. Development along most of the tour road at Fort Harrison has compromised the historic scene, and a transfer of the roadway to Henrico County was discussed but is not proposed at this time.

No Action Regarding Bluff Stabilization at Drewry's Bluff

The fort on Drewry's Bluff is on a natural bend in the James River. The 90-foot drop from the fort to the river is steep and only partially vegetated. The river's natural action and the seasonal freeze/thaw cycle are slowly undermining the bluff causing sloughing. The process is accelerated by heavy rains and occasional major flooding, which will result in the eventual loss of the resource to the river's action. The thorough documentation of the resource and a no-action response to the river's action was considered and rejected. The value of the resource in understanding a unique aspect of the struggle for Richmond warrants the measures recommended to retard the river's undermining action and the effects of the freeze/thaw cycle.

Inclusion of Savage's Station Battlefield Within Redefined RBNP Boundary

As described in the *Draft General Management Plan*, Alternative D proposed the inclusion of Savage's Station battlefield within the redefined RBNP boundary. A new unit at Savage's Station would make possible a more complete interpretation of the Seven Days' Campaign in 1862.

Henrico County officials expressed extreme concern about the recommendation in the plan concerning the proposed unit at Savage's Station. The Savage's Station site is currently being marketed by the Henrico Industrial Development Authority and the Greater Richmond Partnership as a multi-million dollar prime economic development site. It was rezoned to industrial for this purpose in 1989. The County indicated that the proposal to include this battlefield in the redefined boundary was inconsistent with the County's future plans for economic development of this site. (Note: The development plan includes a proposal for a small level of interpretation of the site's history.) Furthermore, Savage's Station is not on the CWSAC top 50 priority list.

In consideration of this additional information, the site was no longer considered to meet all of the necessary NPS criteria and has been removed from the proposed redefined boundary.

TABLE 2: SUMMARY OF ALTERNATIVES

Topic	Alternative A	Alternative B	Alternative C	Alternative D (Preferred Alternative)
Interpretation/ Visitor Services	Visitor experience and interpretive facilities would remain the same; visitor center would remain at Chimborazo.	New visitor center would be in downtown area; interpretive media would be expanded; interpretive overview would orient visitors to the full range of Civil War resources in the Richmond area; detailed battle interpretations could be conducted by rangers accompanying bus tours of the battlefields.	New visitor center near battlefields in rural area would focus on military strategies and tactics; interpretation and visitor services would be expanded at park units.	The visitor center would initially remain at Chimborazo, and opportunities to develop a Richmond-located heritage education/visitor center would be explored. Interpretation would emphasize an integrated presentation of the military, political, industrial, financial, medical, and human dimensions of the battles for Richmond in the context of the rest of the Civil War. Visitors would be oriented to Civil War resource sites in the Richmond area and throughout Virginia. Visitor services and interpretation would be expanded at park units.
Cultural/ Natural Resource Management	Current cultural/natural resource management strategy would continue.	Cultural resource interpretation would include city resources through partnerships; natural resource management would follow current resource management plan.	Resource management would focus on the battlefield and actions to support the recommendations of the CWSAC to expand protection of Civil War resources.	Same as alternative C for battlefield resources, and would include partnerships for greater involvement of related nonbattlefield resources within the city; cultural resource interpretation and protection expanded.
Park Operations	Current number of personnel and facility use would remain.	Staffing and funding would increase; visitor facilities would be expanded at the new visitor center downtown and through redevelopment of existing contact stations; concession-operated bus tour would be considered.	Staffing levels would be somewhat higher than alternative B; more staff would be stationed at battlefield sites; locations would be more dispersed to units; five units would have redesigned or new visitor contact facilities, Chimborazo would be returned to city.	Staffing levels would be similar to alternative C; more staff would be stationed at battlefield sites; four units would have redesigned or new visitor contact facilities; Chimborazo would be augmented to interpret the hospital story.

Topic	Alternative A	Alternative B	Alternative C	Alternative D (Preferred Alternative)
Viewshed/ Land Use	Surrounding development would continue to affect park scene.	Cooperative efforts to preserve battlefield setting would be pursued with educational and advocacy techniques.	Protection of battlefield units would be major focus; expanded cultural landscape and viewshed protection would be sought through various protection methods.	Protection of battlefield units would be important, research-based cultural landscape restoration would be undertaken.
Resources Outside Park Ownership	Informal partnerships/cooperative management would continue.	City resources and battlefields not owned by park would be identified in publications; cooperative arrangements with entities would be expanded and emphasized; additional battlefield areas would be advocated for protection through private initiatives or donations.	Same as alternative B; in addition, the NPS would be a facilitator or offer technical assistance in developing potential protection strategies.	Expanded interpretive and battlefield land protection actions would be in alignment with the CWSAC recommendations.
Land Protection	Park units would remain disparate; no change in legislation.	Strategy for land protection would create a new, full-time park staff position to advocate for land protection efforts of state and local governments, nonprofit groups, and the private sector.	New legislation would redefine a new boundary for federal purchase of land or easements with appropriated funds; existing boundary maintained for donations.	Redefined park boundary; emphasis on partnerships to accomplish necessary level of protection; continued NPS acceptance of donations and authorized funds to purchase battlefield land from willing sellers.
Partnerships	Current interagency management agreements and contracts would continue.	Cooperative agreements and partnerships would be expanded with various groups in and around Richmond; cooperative arrangements with other Civil War agencies would be established.	Interpretive links and information-sharing with other NPS Civil War parks would be emphasized; local cooperations would be the same as alternative A.	Interpretive links and information-sharing with widest possible spectrum of Civil War and other related groups would be established; cooperators and partners would be important elements.
Legislation	No Change.	Legislation proposed to change name of park to Civil War Richmond National Historical Park.	Legislation proposed to redefine park boundary and to allow the park to receive and expend federally appropriated funds for land or easement purchases and cooperative agreements.	Legislation proposed to redefine park boundary and to allow the park to receive and expend federally appropriated funds for land or easement purchases and cooperative agreements.
Costs	\$1,300,000	\$8,270,707	\$17,499,512	\$12,797,244

TABLE 3: SUMMARY OF IMPACTS

Topic	Alternative A	Alternative B	Alternative C	Alternative D (Preferred Alternative)
Legislation	No change.	Legislation would be sought to change name to Civil War Richmond National Historical Park.	Legislation proposed to redefine park boundary and to allow the park to receive and expend federally appropriated funds for land or easement purchases and cooperative agreements.	Legislation proposed to redefine park boundary and to allow the park to receive and expend federally appropriated funds for land or easement purchases and cooperative agreements.
Visitor Use and Experience	Enhancements in visitor interpretation, visitor safety, and in resource protection would remain minimal.	Central visitor center downtown would have expanded interpretive capabilities; interpretive overview would orient visitors to the full range of Civil War resources in the Richmond area; emphasis would be on protection of additional core battlefield lands; additional staff would provide more and better services.	Interpretation would incorporate a more traditional NPS approach presenting military strategy and tactics; new units would offer more in-depth interpretation; additional staff would improve visitor understanding; visitors would benefit from easy access off I-295.	Interpretation would integrate military actions in the two major campaigns with actions in both Eastern and Western theaters to present a broader, encompassing picture of the war and an understanding of the importance of Richmond to both sides; new units would offer more in-depth interpretation.
Cultural Resources	Most resources would continue to deteriorate, causing diminished perception of park values and decreased visitation.	Minimal to moderate ground disturbance or construction; impacts from new visitor center cannot be finalized until location is determined.	Same as alternative B; in addition, new federal resource protection would be afforded battlefields, and additional land protection measures would be undertaken.	Same as alternative C, except for construction impacts which would be minimized by renovation of the Chimborazo visitor center.
Natural Resources • Soils	Soil erosion and sedimentation from existing disturbed areas would continue.	Limited disturbance of previously impacted soils caused by new or renovated visitor center; minor improvements in existing erosional impacts resulting from cooperative protection efforts outside park.	Construction of the new visitor center might affect 5 to 10 acres. Minor short- and long-term impacts from erosion and sedimentation from visitor center, trail, and parking area construction.	Same as alternative B, but for a renovated visitor center at Chimborazo.
• Prime Farmlands	No change and no impact would occur on prime farmland.	Some prime farmlands could be preserved for agricultural use; visitor center would have no effect on prime farmlands.	More extensive land protection would provide positive benefits to prime farmlands; 5 to 10 acres might be affected by the construction of the new visitor center.	Same as alternative C, except that construction impacts to farm lands would be minimized by renovation of the visitor center at Chimborazo.

Topic	Alternative A	Alternative B	Alternative C	Alternative D (Preferred Alternative)
• Floodplains and Wetlands	Changes in land use would continue to affect floodplains to minor degree.	Visitor center site, trails, interpretive displays, and minor landscaping would not affect floodplains.	Potential impacts caused by visitor center site or battlefield land acquisition are unknown.	Same as alternative B.
• Threatened & Endangered Species	No effects.	All state and federal species would be protected.	Same as alternative B.	Same as alternative B.
• Vegetation	No change and no new impacts on vegetation except at Cold Harbor where redesigning parking and developing a trail would cause some disturbance.	Cooperative agreements or easements could preserve additional acreage in agricultural or woodland vegetation/use.	About 5 to 10 acres could be lost, depending on design and location of visitor center. Some second growth forest would be replaced with open agricultural land.	Same as alternative B.
• Wildlife	No direct impacts, but overall wildlife numbers and diversity would be reduced.	Minor short- and long-term impacts to wildlife diversity could be caused by trails, parking areas, and vista clearings.	Visitor center could affect 5-10 acres of wildlife habitat, depending on design and location. Minor short and long-term impacts to diversity could be caused by trails, parking area, and vista clearings.	Same as alternative B.
• Air Quality	Park units and local region would be minimally affected.	The potential minor increase in air pollution caused by increased visitation would be offset by better traffic pattern and eventually the use of mass transit.	Similar to alternative B, except that less reliance on mass transit for visiting battlefields would have some impact.	Same as alternative C.
• Water Quality	Small streams would continued to be affected by erosion, sedimentation, and increased discharge	Water quality in small streams would be improved; minor short-term erosion and sedimentation impacts could occur from trail, parking areas, and vista clearings	Same as alternative B; in addition, proposed land protection measures would improve water quality.	Same as alternative C.
Socioeconomic Environment • Public Safety	Potential use conflicts between visitors and local residents would continue.	Same as alternative A.	Public safety would be a priority in development of proposed new units.	Same as alternative C.

Topic	Alternative A	Alternative B	Alternative C	Alternative D (Preferred Alternative)
• Local Residents	No change from existing conditions.	Traffic could increase; concern about land protection measures would be minimal.	Traffic would increase, however, tour route redirection would disperse the numbers throughout the battlefield; concern about land protection could be mitigated through land protection techniques.	Same as alternative C.
• Land Use	Local land uses and development would not be affected.	Additional battlefield acreage could be protected from residential development through local government and/or private initiatives.	Additional battlefield acreage could be protected from residential development; efforts continue to inform public and officials about need for historic preservation.	Same as alternative C.
• Local Economy	Local economy would experience little or no change.	Local tax base could decrease, but rising land values could offset; increased tourist spending downtown would result in positive benefits.	Same as alternative B and tourism spending could increase throughout the metropolitan region.	Same as alternatives B and C.
Operations and Administration • Staffing	Outmoded building at Chimborazo Park would continue to be used; staff numbers would be about the same, resulting in minimal services.	Moderate increase in park staff; some increased services could be provided by volunteers or through cooperative effort at centralized visitor center.	Staff requirements somewhat higher than under B; interpretive focus different with staff duty stations spread throughout units.	Staff requirements would be similar to those under alternative C, except interpretation would be more broadly based.
• Facilities	Facilities would remain inadequate for administrative and visitor services.	New visitor center would provide adequate space; existing maintenance facility would remain adequate.	New and redeveloped facilities would provide more opportunities for resource protection and visitor services.	Same as alternative C.

ENVIRONMENTAL CONSEQUENCES

Impacts of Alternative A

Legislation

No change in the establishing legislation would be sought, therefore no changes requiring new or amended legislation could be realized, including the use of federal funds for the purchase of battlefield land.

Impacts on Visitor Use and Experience

The existing resource base and interpretation would remain inadequate to serve the needs of an increasingly diverse audience, including minorities, foreign visitors, and non Civil War enthusiasts. Continued development around park units would make it even more difficult for visitors to understand the historic significance of the sites and the magnitude and the progression of the battles. Visitors would continue to find it difficult to locate the main visitor center and to follow the tour route. Overlaps in sites and interpretive themes from the two campaigns would continue to confuse visitors. The use of existing wayside exhibits would result in the continued interpretation of the battle action without an adequate interpretation of the larger war issues and the significance of the Confederate capital.

Signs leading to the park would continue to be ineffective in directing visitors to particular sites. Visitation could lag because the visitor experience would be adversely affected by outmoded facilities and outdated interpretive media.

Off-season visitors to battlefield units would meet a uniformed interpreter/ranger only by chance. During the warm months only three of the battlefield units would be staffed regularly. Approximately 90% of the visitors to the park would not receive any uniformed, on-site interpretation, making it difficult for visitors to understand the complexity and significance of the story at Richmond.

The specialized educational needs of school children and of the physically handicapped would not be met effectively.

The increasingly suburban setting heightens park management's concerns about resource protection and visitor safety; occasional, but increasing inappropriate and/or illegal activity would continue to impair the visitor experience.

A limited maintenance force means that earthworks, a prime park resource, would not be maintained properly for interpretation and preservation; that buildings, roads, and trails would receive less than adequate care; and that hazard tree removal projects would be deferred, with only the most pressing needs being met near term.

Enhancements in visitor interpretation, in visitor safety, and in resource protection would remain minimal.

Impacts on Cultural Resources

Most resources would continue to deteriorate, causing diminished perception of park values and decreased visitation.

Any increase in visitation could cause an indirect impact on resources. Increased activity in the Civil War artifact market and more sophisticated metal detecting equipment place the park's cultural resources at risk in the light of inadequate protection means. Inadequate maintenance staff would defer tree removal from earthworks; windthrown trees can cause major resource damage. The cultural landscapes within the park would continue to be maintained to the extent permitted by available staff and funding, however, any related lands outside the park units that have traditionally been part of the scene would remain in private ownership. As the potential for development is realized, it would adversely affect the scene viewed by visitors. Preservation and interpretation of any battlefield lands donated in the future would be marginal. Structures and properties would continue to receive current levels of maintenance. The park's ability to encourage development sensitive to the cultural resources, to participate in the education process concerning historical values, and to enter into partnership arrangements would remain restricted by the small staff.

Impacts on Natural Resources

Soils. Soil erosion and sedimentation caused primarily by trails in several of the park units (Chickahominy Bluffs, Chaffin's Farm, and Drewry's Bluff) would continue. An increase in visitation would add to the severity of the problem. Additionally, indirect erosion and sedimentation from outside the park would continue to affect three of the park units (Chickahominy Bluffs, Beaver Dam Creek, and Drewry's Bluff). Sloughing at Drewry's Bluff would continue, resulting in soil loss and some degradation in water quality in the James River.

Vegetation. Alternative A provides for no change and no new impacts on vegetation within the park units, except at Cold Harbor where the parking would be redesigned and an additional trail developed.

Prime Farmlands. Alternative A provides for no change and no impact on prime farmland soils within the park units. This alternative would not affect protection of prime farmland outside the park units. The extent of prime farmland soil acreage outside the park would continue to decline as agricultural uses give way to residential, commercial and industrial development.

Floodplains and Wetlands. Floodplains or wetlands would not be altered in any park unit. The changes in land use surrounding the park would continue to affect floodplains to a minor degree. The current erosion and sedimentation of wetland areas at Chickahominy Bluffs and Beaver Dam Creek would continue.

Threatened and Endangered Species. No rare, threatened, or endangered plant or animal species currently listed by federal or state agencies would be affected by this alternative.

Wildlife. No direct impacts on wildlife would occur within the park units, but continued habitat reduction and fragmentation outside the park units would ultimately reduce overall wildlife numbers and diversity.

Air Quality. The air quality at the park units and the local region would suffer measurable but negligible impacts under alternative A. Any increase in visitation would cause increased vehicle mileage, however, the resulting increase in vehicle-related pollutants would be insignificant to the Richmond regional effort to remain within the NAAQS air quality standards.

Water Quality. Six of the park units (Chickahominy Bluffs, Beaver Dam Creek, Gaines' Mill, Cold Harbor, Malvern Hill, and Chaffin's Farm) have small streams within their boundaries. In this alternative these small streams would continue to suffer erosion, sedimentation, and increased discharge impacts from some eroded and poorly located park trails and increased residential and commercial developments in the watersheds. A recent water quality study on the drainage leachate from the closed landfill at Drewry's Bluff cleared the area as a potential outlet for any acute or chronic toxic chemicals or priority pollutants.

Impacts on the Socioeconomic Environment

Public Safety. Sight distances at selected tour route intersections would continue to be limited and potentially dangerous to visitors and local residents.

Local Residents. Local residents would experience no change in impacts from park visitors beyond existing conditions.

Land Use. Local land uses and development would not be affected under this alternative. The metropolitan population has almost doubled in the past 20 years and is expected to increase again by almost 50% in the next 20 years. The park has no control over this growth. Efforts to mitigate the negative impacts of development on battlefield resources through such means as park support for protective local zoning have had limited effect to date but would continue to be made.

Local Economy. The local economy would experience little or no change from current conditions. If park resources were to continue to be negatively affected as the result of local development projects, it would be more difficult to increase visitation and heritage tourism in the region.

Impacts on Operations and Administration

Staffing. Visitors and staff would continue to use the outmoded building at Chimborazo Park for the park's main visitor center and headquarters. Staff numbers would remain approximately the same. Minimal resource protection, maintenance, interpretation, and overall management of resources would continue, reflective of staffing shortages.

Facilities. Curatorial and storage facilities would remain inadequate, the existing exhibits would continue to be outdated, and the office space for staff would continue to be insufficient. The visitor center would also continue to be inadequate.

Impacts on Costs

Increases to cover inflation, mandated activities, and some improvements for existing facilities and programs would be sought. The park budget would change incrementally, in line with cost of living and federal budget changes.

Conclusion

This alternative would result in the continued degradation of resources now under NPS protection, in the failure to protect effectively the culturally significant sites within the existing legislative boundary, in the continued severe limitation on the park's interpretive capability, and in a failure to further develop any cooperative preservation/interpretation opportunities with other agencies. Both the resources and the visitor experience would continue to decline.

Cumulative Impacts

In the long term, the surrounding communities would experience the park increasingly as an urban greenspace and overlook its cultural significance. As the park is surrounded more closely by the growing metropolitan area, cultural and natural resources would continue to degrade as available funding and personnel fail to provide adequate protection and maintenance.

Impacts of Alternative B

Legislation

Authorizing legislation would be sought to change the name of the park to Civil War Richmond National Historical Park to reflect more accurately the interpretive and protection efforts to be undertaken under this alternative. No legislation authorizing boundary changes or land acquisition with federal funds would be sought.

Impacts on Visitor Use and Experience

Under alternative B, the interpretation for visitors would begin at a main visitor center located in downtown Richmond, near a Civil War resource. The interpretive focal point would be the Confederate capital as symbol, and as the economic, industrial, and transport center, which generated the battles on the outskirts of Richmond. All of the area's Civil War resources, including those managed by public and private agencies, would be included in a comprehensive, cooperative interpretive approach. Close cooperation and partnerships would be essential to this alternative. The proposed variety of interpretive tour options would make an increased range of interpretive experiences available to the visitor.

A central visitor center with expanded interpretive capabilities would increase visitor opportunities to understand the battle-related events at Richmond and to connect their meaning with the causes for the war. An in-town location for the main visitor center would draw visitors initially into the heart of the city and symbolize the relationship between the Civil War resources in the city and the battlefields where the armies struggled so valiantly on account of the Confederate capital. This in-town location would underscore the NPS commitment to the partnership approach in resource protection and interpretation. It would also create opportunities for increased visitation to other downtown Richmond attractions, not necessarily associated with the Civil War. Conversely, other visitors, especially those on tight travel schedules, may not wish to contend with city traffic and would choose to avoid the downtown visitor center.

The emphasis on protection of additional core battlefield lands to be accomplished by other public and private agencies, groups and individuals with technical assistance from the NPS would reiterate

the cooperative approach to resource protection advanced in this alternative. No federal funds would be sought for the acquisition of land.

Additional staff would make it possible to provide levels of interpretation to meet the needs of a more diverse visitor population, including schoolchildren, teachers, people with a limited background in Civil War history, and visitors from overseas.

Additional staff in maintenance and protection would make it possible to protect a growing and diverse visitor population from natural events and undesirable human behavior.

Impacts on Cultural Resources

Minimal to moderate ground disturbance or construction would occur under alternative B. New construction could possibly impact the national register historic district and possibly require archeological mitigation. The park would work with neighboring landowners to retain important landscape features critical to the interpretation of the battle actions through technical assistance, but conservation of the entire historic scene would not be possible. Preservation of a larger portion of the historic scene would be dependent on the actions of others.

Until a location is determined for the new visitor center it is impossible to assess any potential impacts to cultural resources. Areas recommended for tree and brush removal, installation of wayside exhibits, trailwork, and new parking would require archeological evaluation and possible testing prior to any development activity.

Impacts on Natural Resources

Soils. The central visitor center would be a new or rehabilitated structure in downtown Richmond. This would involve a limited disturbance of previously impacted soils and should pose an insignificant erosion or sedimentation impact. Minor improvements in existing erosional impacts could result from cooperative protection efforts outside the park units.

Prime Farmlands. Some prime farmlands adjacent to the park subject to expanding urban development under alternative A could be preserved for agricultural use under alternative B. Cooperative agreements with neighboring landowners could maintain some agricultural acreage in open fields, pasture, or woodlots. A new visitor center in Richmond would not affect any prime farmlands.

Floodplains and Wetlands. Establishment of trails, interpretive displays, and minor landscaping would pose no impacts to wetlands or floodplains. The main visitor center would be located in the city, and the site selected would have no impacts on floodplains or wetlands. All NPS management guidelines pertaining to wetlands and floodplains will be observed before any specific actions are taken.

Threatened and Endangered Species. Alternative B does not pose any impacts on any currently identified threatened or endangered plant or animal species in state or federal listings. Species that are currently listed as threatened or endangered on federal lists and Virginia rare or very rare species would be fully protected under this alternative.

Vegetation. Cooperative agreements or easements with neighboring property owners could preserve additional acreage in agricultural or woodland vegetation/use. A new in-town visitor center could result in minor loss of some vegetation depending on its design and location. No impacts to vegetation can be assessed for the visitor center until the location, size, and design are determined.

Wildlife. Trail development and relocations, parking area modifications, and vista clearings at the other park units could cause minor short- and long-term impacts to wildlife. Cooperative agreements or easements with neighboring property owners and other protective measures could preserve more acreage in agricultural or woodland vegetation/use and provide positive benefits to local wildlife. A new visitor center in downtown Richmond would have negligible effects on wildlife.

Air Quality. Under this alternative, the impact on regional air quality would be minor. Two criteria for a visitor center location are proximity to main highways and ease of access for the visitors. Increased visitation and the attendant potential increase in air pollutants would be offset by a more efficient traffic pattern and, eventually, visitor use of concession-operated mass transit options.

Water Quality. Alternative B provides for some improvement to water quality in small streams through erosion stabilization, vegetation habitat maintenance and improvement, and possibly a modification of land use practices near the units. Minor short-term erosion and sedimentation impacts could occur from eventual trail development and relocations, parking area modifications, and vista clearings at park units but mitigation action (such as erosion/sedimentation control and revegetation plans) would minimize water quality impacts. The long-term water quality improvements would consist of reductions in sedimentation, turbidity, and excess nutrients, and would have the greatest potential for success at Chickahominy Bluffs, Beaver Dam Creek, Gaines' Mill, Cold Harbor, Malvern Hill, Chaffin's Farm, and Drewry's Bluff.

Impacts on the Socioeconomic Environment

Public Safety. Driving conditions and sight distances at several intersections of park roads and county roads, especially at Cold Harbor, would remain the same.

Local Residents. Traffic could increase on the tour route due to increased visitation, but at least some of the visitors would be traveling on park staff-guided bus tours. Concerns about proposed land protection measures under this alternative should be minimal as federal acquisition is not proposed. Area opinion that willing sellers should sell to whomever they wish would support private and other public agencies opportunities to purchase and then donate land to the park for resource protection.

Land Use. The actions of others, encouraged by the park staff land and resource protection advocate, could protect some additional battlefield acreage from residential development under this alternative.

The rapid and continuing increase in suburban development in the area in which the park operates, with accompanying deterioration in existing site integrity, is apparent. Efforts to inform public officials and the public at large about the need for historic preservation have been made and would continue. Tangible results have been limited to date.

Local Economy. Any future transfer of private lands to public ownership would decrease the local tax base, however rising land values could offset this. More visitors to a downtown visitor center and the battlefields would result in longer visits to the area by more people, resulting in expanded heritage tourism and increased tourist spending. The benefits would positively affect the metropolitan Richmond area.

Impacts on Operations and Administration

Staffing. An increase in park staffing would be required to provide the expanded level of service called for under this alternative. Some of the increased services could be provided by volunteers or through cooperative staffing arrangements with allied partner agencies.

Facilities. The new visitor center would provide adequate office, exhibit, visitor use, curatorial, and storage facilities. The existing maintenance facility is adequate and would continue in use.

Impacts on Costs

Costs for alternative B would be higher than alternative A, commensurate with the expanded resource protection and interpretation effort. Costs could be mitigated somewhat with cooperative arrangements and partnerships, but resource protection and interpretation activities essential to the park's enabling legislation would remain a NPS responsibility.

Significant funding would be required for construction of a new visitor center.

Conclusion

Expanded interpretation and increased cooperation between related resource protection groups would provide increased opportunities for visitor understanding and enjoyment. Protection of the cultural and natural resources would be expanded. The Civil War-related activity at Richmond would be understood in terms of the Confederate capital's importance to both sides. NPS and non-NPS Civil War resources would be interpreted and protected in a cooperative effort. As Civil War resource protection and interpretation efforts are better coordinated, the resources, the metropolitan area, and the visiting public would be major beneficiaries. The Civil War's continuing importance for today would become more real.

Cumulative Impacts

The park would more effectively fulfill its mission and the local economy would benefit from extended and repeat visits.

If the efforts to stimulate more active resource protection by others are successful, the long-term effects would preserve some of the cultural and natural resources of the park, and, in turn, would allow for improved visitor enjoyment and understanding of the historic events the park commemorates.

Impacts of Alternative C

Legislation

The authorizing legislation would be changed (1) to allow the park to receive and expend federally appropriated funds for land purchases, and (2) to modify the legislative boundary to permit the acquisition of specific battlefields within and beyond the 5-mile boundary.

Impacts on Visitor Use and Experience

Under alternative C, the interpretation for visitors would incorporate a more traditional NPS approach, based on NPS battlefield resources. However, the interpretation would emphasize that the individual battles were elements in larger campaigns with wide ranging strategic importance. The underlying social, economic, and political factors that made Richmond so important to both sides would be included as they relate to the battlefield.

The main visitor center, possibly located near the Gaines' Mill and Cold Harbor battlefields, would aid visitor understanding of the human costs involved in assaulting/defending the Confederate capital. At existing sites, the interpretive emphasis would be placed on the most crucial and best preserved battlefields: Gaines' Mill, Cold Harbor, Malvern Hill, and Drewry's Bluff.

A new unit at North Anna would make possible the interpretation of an additional battlefield from the 1864 Overland Campaign. Visitors would gain a better understanding of Grant's approach toward Richmond, and the several encounters that deflected the Union army toward Totopotomoy Creek. Visitors also would better appreciate Lee's brilliant defensive strategy and his effective use of topography both here and at Totopotomoy Creek.

A new unit at Totopotomoy Creek would make possible the interpretation of an additional battlefield from the Overland Campaign. Visitors would develop understandings of how Lee's army repulsed a strong Union attack at the Shelton House and again blocked Grant as he began his move on Cold Harbor.

A new unit at Savage's Station would make possible a more complete interpretation of the Seven Days' Campaign in 1862. Here, visitors would better appreciate battlefield logistics, the fate of the sick and wounded, and how Lee pressed McClellan and made the first use in the Civil War of railroad artillery.

A new unit at New Market Heights would make it possible to acknowledge the important role played by African-American soldiers in the Civil War in a manner commensurate with other park units.

A new unit at Second Deep Bottom would make possible the interpretation of a significant Union thrust north of the James in August 1864 that had major strategic intentions.

Additional onsite interpretive staff would aid the visitor in understanding complex events from two different campaigns.

Additional staff would make it possible to provide levels of interpretation to meet the needs of a more diverse visitor population, including schoolchildren, teachers, people with a limited background in Civil War history, and visitors from overseas.

Additional staff in maintenance and protection would make it possible to improve protection for resources and a growing and diverse visitor population from natural events and undesirable human behavior.

Impacts on Cultural Resources

Returning Chimborazo to the city may potentially have an impact on the cultural resources in that area. Also any proposed landscape treatments to park units would have impacts on the cultural landscape. As described in alternative B, until a location is determined for the new visitor center it is impossible to assess any potential impacts to cultural resources. However, the site for the new visitor center would be selected using avoidance of cultural resources as a highly weighted criterion. Moderate ground disturbance or construction would occur under alternative C.

Under this alternative, new federal resource protection would be afforded the battlefields at Savage's Station, North Anna, Totopotomoy Creek, New Market Heights, and Second Deep Bottom. Additional land protection measures would be undertaken at several existing units, including Beaver Dam Creek, Gaines Mill, Cold Harbor, Glendale, and Malvern Hill. The focus would be more specifically on NPS resources and on military activity. Where possible a research based cultural landscape scene restoration program would be undertaken at Gaines' Mill, Cold Harbor, Malvern Hill, Drewry's Bluff, and possibly Beaver Dam Creek.

Impacts on Natural Resources

Soils. Until a location for the new visitor center is studied, it is impossible to fully characterize potential impacts to soils that might reach 5 to 10 acres. Proposed trail, parking area, and vista clearing projects would likely pose minor short-and long-term impacts of erosion and sedimentation.

Prime Farmlands. Alternative C could provide positive benefits as the result of a more extensive land protection proposal than in B. The construction of a new visitor center could potentially pose a threat to 5 to 10 acres of prime farmlands, depending on the selected location. Trail relocation at Drewry's Bluff and Cold Harbor might occur on prime farmland soils but not on any currently in use or proposed to be used as farmland within the unit.

Floodplains and Wetlands. The main visitor center would be located adjacent to a battlefield, but no site has been selected, and the potential impacts on floodplains and wetlands are unknown. No parcel-specific designations for battlefield land acquisition have been made at existing units or the proposed new units, and the potential impacts on floodplains and wetlands are unknown. All NPS management guidelines and federal, state, and local guidelines pertaining to wetlands and floodplains will be observed. Minor short-term sedimentation impacts could occur at Gaines' Mill, Malvern Hill, Drewry's Bluff, and possibly at Beaver Dam Creek depending on the outcome of development concept plans proposed for those units. The establishment of trails, interpretive displays, and minor landscaping would pose no impacts to wetlands or floodplains.

Threatened and Endangered Species. The impacts of alternative C would be similar to alternative B, and would depend on the location for the main visitor center. No parcel-specific designations for battlefield land acquisition have been made at existing units or the proposed new units, and the potential impacts on threatened and endangered species are unknown.

Vegetation. Vegetation impacts from alternative C would be positive because the proposed land protection measures would preserve open and green spaces as a by-product of cultural resource protection. Approximately 5 to 10 acres could be lost, depending upon the design and location of the visitor center. Cultural landscape scene restoration would involve the removal of some second growth forest and replacement with open agricultural land.

Wildlife. Wildlife impacts from alternative C would be positive as the proposed land protection measures preserve open and green spaces in addition to cultural resource protection. A new visitor center could affect 5 to 10 acres of wildlife habitat, depending upon its design and location, but impacts would depend on facility location, size, and design. Under alternative C, minor short-term impacts on wildlife habitat could occur at Gaines Mill, Malvern Hill, Drewry's Bluff, and possibly at Beaver Dam Creek, depending on the outcome of development concept plans proposed for those units. Trail development and relocations, parking area modifications, and vista clearings at existing and proposed new units could cause minor short- and long-term impacts to wildlife using those units through construction disturbances and additional human activity within the units. Cooperative agreements, easements and/or land acquisition would preserve more acreage in agricultural or woodland vegetation/use and provide positive benefits to local wildlife.

Air Quality. The impacts of alternative C would be similar to alternative B, except that less reliance on mass transit options for visiting the battlefields would have some impact.

Water Quality. Water quality impacts from alternative C would be positive as the proposed land protection measures preserve open and green spaces in addition to cultural resource protection. Alternative C provides for some improvements to water quality in small streams through erosion stabilization, vegetation habitat maintenance and improvement, and possibly a modification of land use practices near the units. Minor short-term erosion and sedimentation impacts would occur from proposed construction activities but mitigation action (such as erosion/sedimentation control and revegetation plans) would minimize water quality impacts. The long-term water quality improvements would consist of reductions in sedimentation, turbidity, and excess nutrients, and would have the greatest potential for success at Chickahominy Bluffs, Beaver Dam Creek, Gaines' Mill, Cold Harbor, Malvern Hill, Chaffin's Farm, and Drewry's Bluff.

Impacts on the Socioeconomic Environment

Public Safety. Driving conditions and sight distances at several intersections of park roads and county roads, especially at Cold Harbor and Glendale, could be redeveloped as some units experience updating and possible expansion of facilities. Public safety concerns would be a priority in the development of the proposed new units.

Local Residents. Traffic would increase along tour routes due to increased visitation. However, as a result of tour route redirection, relative to the new visitor center location, these numbers would be dispersed throughout the battlefield area. That many park units can be reached easily from I-295 would probably channel much visitor traffic away from the smaller county roads used by local residents.

Private citizens' concerns about proposed land protection measures under this alternative could be raised, especially in eastern Henrico County. However, these concerns could be mitigated by the park's intentions to pursue a wide variety of land protection techniques. These techniques include donations, easements, cooperative agreements, and in cases of fee purchase, the intent would be to

acquire resource lands from willing sellers, as in the 1993 transaction when APCWS acquired an option to purchase land at Malvern Hill for eventual donation to the NPS.

Land Use. The actions of others, in addition to the actions proposed by the NPS under this alternative, would be actively sought to protect battlefield acreage from residential development, at least in some cases, thereby keeping that acreage on the county tax rolls and invested in its traditional use.

The rapid and continuing increase in suburban development in the area in which the park operates, with accompanying deterioration in existing site integrity, is apparent. Efforts to inform public officials and the public at large about the need for historic preservation have been made and would continue. Tangible results have been limited.

Local Economy. Eventual transfer of private lands to public ownership could decrease the local tax base, however rising land values could offset this. More visitors to the battlefields would result in longer visits to the area by more people, resulting in expanded heritage tourism and increased tourist spending. The benefits would positively affect the metropolitan Richmond area.

Impacts on Operations and Administration

Staffing. Staff requirements would be somewhat higher than the requirements under B as the result of the more inclusive land protection proposals. The interpretive focus would be different. An integrated partnership with personnel from other agencies could be less feasible due to the location of the visitor center and the greater reliance on an interpretive ranger presence on the battlefields.

Facilities. New and redeveloped facilities on or near the battle areas of action would provide more opportunities for resource protection and visitor experiences more closely related to the battlefields.

Impacts on Costs

Funding for alternative C would be higher than alternative B. This could be mitigated if costs associated with the expanded land protection proposals were to be offset by additional donations of land. The major difference would be related to the location of the visitor center, interpretive approach, expanded land protection proposals, cultural landscape scene restoration, and organization of interpretive and orientation media. Locating the visitor center close to the battlefields could reduce the practicality of cooperative ventures with other agencies and volunteers based in the city proper.

Conclusion

Expanded interpretation and resource protection would provide increased visitor understanding and enjoyment. The Civil War-related activity at Richmond would be presented by the NPS in terms of the battlefield resources.

The resource management strategy would be focused on battlefield preservation and interpretation, would dwell on the two major campaigns at Richmond, and provide a more complete and integrated protection strategy due to the expanded land protection proposal.

Cumulative Impacts

Persons actively involved in the process of understanding a place or event, place more value on the information acquired. Visitors would spend more time and money; and a more enriching and accessible visitor experience at RBNP would have long-term positive cultural and economic benefits for all.

The long-term preservation/conservation effects of alternative C on cultural and natural resources would be significantly greater due to the added land protection measures and the cultural landscape restoration measures proposed.

Impacts of Alternative D (Proposal)

Legislation

The authorizing legislation would be changed to allow the park to receive and expend appropriated funds for land purchases, and to modify the legislative boundary to permit the acquisition of specific battlefields within and beyond the 5-mile boundary.

Impacts on Visitor Use and Experience

Under alternative D, the interpretation for visitors would integrate the military actions in the two major campaigns at Richmond with an understanding of the importance of the Confederate capital to both sides. The visitor experience would relate an understanding of the battlefields to the wide range of surviving Civil War resources in Virginia. The interpretation would include strategic issues relating to the war in the Eastern Theater and the underlying social, economic, and political factors. The interpretation would be designed to reach out to a larger and more inclusive audience and would offer multiple options to accommodate differing interest levels, expertise, and areas of interest. Battlefield interpretive emphasis would be placed on the best-preserved battlefields: Gaines' Mill, Cold Harbor, Malvern Hill and Drewry's Bluff, and their relationship to the larger issues.

Battlefield land protection proposed under this alternative would be essentially the same as under alternative C, except that Savage's Station has been dropped from the proposed redefined boundary (see Alternatives Considered But Rejected section).

A new unit at North Anna would make possible the interpretation of an additional battlefield from the 1864 Overland Campaign. Visitors would gain a better understanding of Grant's approach toward Richmond, and the several encounters that deflected the Union army toward Totopotomoy Creek. Visitors also would better appreciate Lee's brilliant defensive strategy and his effective use of topography both here and at Totopotomoy Creek.

A new unit at Totopotomoy Creek would make possible the interpretation of an additional battlefield from the Overland Campaign. Visitors would develop understandings of how Lee's army repulsed a strong Union attack at the Shelton House and again blocked Grant as he began his move on Cold Harbor.

A new unit at New Market Heights make it possible to showcase the important role played by African-American soldiers in the Civil War in a manner commensurate with other park units.

A new unit at Second Deep Bottom would make possible the interpretation of a significant Union thrust north of the James in August 1864 that had major strategic intentions.

Impacts on Cultural Resources

Under this alternative, new federal resource protection would be afforded the battlefields at North Anna, Totopotomoy Creek, New Market Heights, and Second Deep Bottom. Additional land protection measures would be undertaken at several existing units, including Beaver Dam Creek, Gaines Mill, Cold Harbor, Glendale, and Malvern Hill. Where possible a research based cultural landscape scene restoration program would be undertaken at Gaines' Mill, Cold Harbor, Malvern Hill and Drewry's Bluff. Any proposed landscape treatments to park units would have impacts on the cultural landscape.

Moderate ground disturbance due to construction would occur under alternative D.

Impacts on Natural Resources

Soils. Proposed trail, parking area, and vista clearing projects would likely pose minor short- and long-term impacts of erosion and sedimentation.

Prime and Unique Farmlands. Like Alternative C, Alternative D could provide positive benefits as the result of a more extensive land protection proposal than in B. Trail relocation at Cold Harbor might occur on prime farmland soils but not on any currently in use or proposed to be used as farmland within the unit.

Floodplains and Wetlands. The potential impacts on floodplains and wetlands arising from parcel-specific battlefield land acquisition are unknown, and could only be determined as specific protection mechanisms and the extent of protection is determined on a parcel-by-parcel basis. All NPS management guidelines and federal, state, and local guidelines pertaining to wetlands and floodplains will be observed. Minor short-term sedimentation impacts could occur at Gaines' Mill, Malvern Hill, Drewry's Bluff, and possibly at Beaver Dam Creek depending on the outcome of development concept plans proposed for those units. The establishment of trails, interpretive displays, and minor landscaping would pose no impacts to wetlands or floodplains.

Threatened and Endangered Species. Alternative D does not pose any impacts on any currently identified threatened or endangered plant or animal species in state or federal listings. Species that are currently listed as threatened or endangered on federal lists and Virginia rare or very rare species would be fully protected under this alternative.

Other potential impacts on threatened and endangered species arising from parcel-specific battlefield land acquisition are unknown, and could only be determined as specific protection mechanisms and the extent of protection is determined on a parcel-by-parcel basis.

Vegetation. Vegetation impacts from alternative D would be mostly positive because the proposed land protection measures would preserve open and green spaces as a by-product of cultural resource

protection. Cultural landscape scene restoration would involve the removal of some second growth forest and replacement with open agricultural land.

Wildlife. Wildlife impacts from alternative C would be positive as the proposed land protection measures preserve open and green spaces as a by-product of cultural resource protection. Minor short-term impacts on wildlife habitat could occur at Gaines Mill, Malvern Hill, Drewry's Bluff, and possibly at Beaver Dam Creek, depending on the outcome of development concept plans proposed for those units. Trail development and relocations, parking area modifications, and vista clearings at existing and proposed new units could cause minor short- and long-term impacts to wildlife using those units through construction disturbances and additional human activity within the units. Cooperative agreements, easements and/or land acquisition would preserve more acreage in agricultural or woodland vegetation/use and provide positive benefits to local wildlife.

Any proposed conversion of forests to open agricultural land for cultural landscape restoration or for vista clearing would be closely coordinated with the Virginia Department of Conservation and Recreation and with the U.S. Fish and Wildlife Service to ensure the maintenance of wildlife corridors.

Air Quality. Similar to Alternative A, the air quality at the park units and the local region would suffer measurable but negligible impacts under alternative D. Any increase in visitation would cause increased vehicle mileage, however the visitation would be distributed throughout the region via the tour route. The resulting increase in vehicle-related pollutants would be insignificant to the Richmond regional effort to remain within the NAAQS air quality standards.

In the event that a new cooperative heritage education/visitor center is developed, increased visitation and the attendant potential increase in air pollutants would be offset by more efficient traffic patterns—dependent upon more pedestrian and mass transit circulation.

Water Quality. Water quality impacts from alternative D would be positive as the proposed land protection measures preserve open and green spaces in addition to cultural resource protection. Alternative D provides for some improvements to water quality in small streams through erosion stabilization, vegetation habitat maintenance and improvement, and possibly a modification of land use practices near the units. Minor short-term erosion and sedimentation impacts would occur from proposed construction activities but mitigation action (such as erosion/sedimentation control and revegetation plans) would minimize water quality impacts. The long-term water quality improvements would consist of reductions in sedimentation, turbidity, and excess nutrients, and would have the greatest potential for success at Chickahominy Bluffs, Beaver Dam Creek, Gaines' Mill, Cold Harbor, Malvern Hill, Chaffin's Farm, and Drewry's Bluff.

Impacts on the Socioeconomic Environment

Public Safety. Driving conditions and sight distances at several intersections of park roads and county roads, especially at Cold Harbor and Glendale, could be redeveloped as some units experience updating and possible expansion of facilities. Public safety concerns would be a priority in the development of the proposed new units.

Local Residents. Traffic would increase along tour routes due to increased visitation. However, as a result of tour route redirection, these numbers would be dispersed throughout the battlefield area. As many park units can be reached easily from I-295, differently directed approaches would probably channel much visitor traffic away from the smaller county roads used by local residents.

Private citizens' concerns about proposed land protection measures under this alternative could be raised, especially in eastern Henrico County. However, these concerns could be mitigated by the park's intentions to pursue a wide variety of land protection techniques, including donations, easements, cooperative agreements and in cases of fee purchase, to acquire resource lands from willing sellers, as in the 1993 transaction when APCWS acquired an option to purchase land at Malvern Hill for eventual donation to the NPS.

Land Use. The impacts to land use are essentially the same as those described under alternative C except as they vary in relation to visitor center development. The actions of others, in addition to the actions proposed by NPS under this alternative would be actively sought to protect battlefield acreage from modern development, at least in some cases, thereby keeping that acreage on the county tax rolls and invested in its traditional use.

The rapid and continuing increase in suburban development in the area in which the park operates, with accompanying deterioration in existing site integrity, is apparent. Efforts to inform public officials and the public at large about the need for historic preservation have been made and would continue. Tangible results have been limited.

Local Economy. Impacts on the local economy are essentially the same as those described under alternative C. Eventual transfer of private lands to public ownership could decrease the local tax base, however rising land values could offset this. More visitors to the battlefields would result in longer visits to the area by more people, resulting in expanded heritage tourism and increased tourist spending. The benefits would positively affect the metropolitan Richmond area.

Impacts on Operations and Administration

Staffing. Staff requirements would be similar to those under C although the interpretation would be more broadly based. Additional onsite interpretive staff would aid the visitor in understanding complex events from two different campaigns.

Additional staff would make it possible to provide levels of interpretation to meet the needs of a more diverse visitor population, including school children, teachers, persons with a limited background in Civil War history, and visitors from overseas.

Additional staff in maintenance and protection would make it possible to improve protection for resources and a growing and diverse visitor population from natural events and undesirable human behavior.

The practicality of an integrated partnership with personnel from other agencies would largely depend on the possible development of a cooperative heritage education/visitor center, the location of the center and the duty assignments of the ranger interpreters.

Facilities. New and redeveloped facilities at existing and proposed new units would provide opportunities for expanded resource protection and improved visitor experiences.

If the opportunity to develop a cooperative heritage education/visitor center arises, a location would be sought where the visitor's need to understand the war's complexity and the park's mandate to protect resources and its desire to work in concert with other entities protecting Civil War resources in the Richmond area could best be met.

Impacts on Costs

Funding requirements for alternative D would be higher than alternative B. Many of the costs are similar to those associated with alternative C, but the total cost are less than alternative C. Primarily this is due to the intention to retain Chimborazo as the main visitor center, thus saving the development costs associated with a new visitor center. If opportunity arises to develop a cooperative heritage education/visitor center, the costs associated with this development would be borne by all partners, thus lowering the cost to the federal government. The location of the center would affect the practicality of cooperative ties with other agencies, with some impact on costs.

Other cost differences would be related to the interpretive approach, expanded land protection proposals, cultural landscape scene restoration, and organization of interpretive and orientation media.

The costs associated with the battlefield protection proposals could be mitigated by additional donations of land. Furthermore, any real property interests acquired by the NPS would be the minimum necessary to achieve the necessary management objectives and will only be acquired on a willing seller basis.

Conclusion

Expanded interpretation and resource protection would provide increased visitor understanding and enjoyment. The Civil War-related resources would be understood as an integrated whole and the battlefield sacrifices would take on a deeper meaning.

The resource management strategy would be focused on battlefield preservation; interpretation would focus on the larger issues that served to give meaning to the two campaigns at Richmond.

Cumulative Impacts

The cumulative effect of this alternative would be retention of the existing visitor base with better service for this constituency, the expansion of the battlefield resource protection effort, and, with partnerships with other entities, a greatly improved and integrated interpretation of all the Civil War resources in the Richmond area. Expanded partnerships and resource protection efforts would lead to an expanded visitor base. More visitors would spend more time and money, and a more enriching and accessible experience at RBNP would have long-term positive cultural and economic benefits for all.

The long-term preservation/conservation effects of alternative D on cultural and natural resources would be similar to alternative C.

COMPLIANCE REQUIREMENTS

Cultural Resources

Potential impacts on the park's cultural resources will be addressed under the provisions for assessing effects outlined in 36 CFR, part 800, regulations issued by the Advisory Council on

Historic Preservation (ACHP) implementing section 106 of the National Historic Preservation Act of 1966, as amended (NHPA; 16 U.S.C. 470 *et seq.*). Under the "Criteria of Effect" (36 CFR Part 800.9(a)), federal undertakings are considered to have an effect when they alter the character, integrity, use of a cultural resource, or the qualities that qualify a property for listing in the National Register of Historic Places.

The NPS will consult with the Virginia State Historic Preservation Office (SHPO) and the ACHP to ensure that NPS operations, management, and administration provide for the site's cultural resources in accordance with the intent of NPS policies and with sections 106, 110, and 111 of the NHPA, as stated in the 1990 programmatic agreement among the NPS, the ACHP, and the National Conference of State Historic Preservation Officers. Under stipulation D of the programmatic agreement, all undertakings that are not considered programmatic exclusions, would be reviewed in accordance with 36 CFR, part 800. A list of actions that will or will not require further consultation can be found in Appendix E: Cultural Resource Compliance.

Internally, the NPS will complete an "Assessment of Actions Having an Effect on Cultural Resources" form (XXX form) prior to the implementation of any proposed action. The form would document any projected effects and outline actions proposed to mitigate any effects. All implementing actions for cultural resources will be reviewed using the XXX form and certified by regional office cultural resource specialists as specified in NPS-28.

Before any ground-disturbing action by the NPS, a professional archeologist will determine the need for an archeological inventory or testing evaluation. Any such studies will be carried out before or in conjunction with construction and would meet the requirements of the state historic preservation office, the ACHP, and the NPS.

Section 110 of the National Historic Preservation Act requires the NPS to identify and nominate to the National Register of Historic Places all resources under its jurisdiction that appear eligible, including cultural landscapes. RBNP is listed in the national register, but the required documentation has not been compiled. Under all the action alternatives, documentation will be completed.

Natural Resources

In the Commonwealth of Virginia, natural resource compliance is coordinated with the Virginia Council on the Environment (COE). During the NEPA compliance process, consultation with COE will ensure compliance with all Commonwealth air and water quality standards. Any actions in floodplains or wetlands in the park will comply with Executive Orders 11988 and 11990 (floodplain management and wetlands protection). Any necessary approvals or permits from the Commonwealth or other federal agencies will be obtained prior to action.

RBNP is located in a class II air quality area. Under Virginia's implementation plan to achieve national ambient air quality standards, the Commonwealth may allow a moderate amount of new air pollution in and around the park but it cannot exceed allowable levels specified by the national standards. Since the city of Richmond and the surrounding counties are classified by the Environmental Protection Agency as nonattainment for ozone (i.e., not meeting the NAAQS for that pollutant), any park-initiated development must meet the general and transportation-related EPA conformity regulatory requirements (i.e., the development must not interfere with, but conform to, the area's plans to meet the ozone standard).

The NPS has sought information on endangered and threatened species and critical habitat through informal consultation with the Fish and Wildlife Service and the Division of Natural Heritage, Commonwealth of Virginia. No action under the currently proposed alternatives will cause significant adverse effects on endangered or threatened species. Where new units are proposed to be added to the park and specific proposals are subsequently developed, further impact evaluations would be made under the Endangered Species Act of 1973.

Where environmental assessments are required by this plan, a determination will be made concerning the environmental consequences of the proposed action. If no significant adverse effects are identified, a finding of no significant impact will be prepared and appended to the GMP. This finding will conclude the compliance process for the National Environmental Policy Act for the involved actions.

Appendix H contains a partial listing of laws, regulations, and policies that pertain to the planning process.

CONSULTATION AND COORDINATION

Consultation and Coordination in the Development of the Proposal and Preparation of the Draft Environmental Impact Statement

Public involvement in this GMP/EIS began with three initial scoping meetings announcing the start of the process in March 1991. These initial meetings were followed by newsletter progress updates, and all interested and affected parties have been contacted and briefed on a regular basis.

There have been several newsletters devoted wholly or in part to the status of the planning process and requesting feedback from the public. An extensive mailing list was developed and used to inform interested parties of progress and to solicit responses.

In July 1992 more than 3,000 newsletters were distributed to the public presenting three different planning concepts. A mailback insert provided an opportunity to offer suggestions and express concerns. Press releases resulted in significant media coverage that generated a number of telephone and mail inquiries. Based on the response, the alternatives were refined to reflect public sentiment and the thinking of the planning team more accurately.

The mailing list for the newsletters grew with the addition of lists from related groups. Among these groups are: Hanover, Henrico, and Chesterfield County Historical Societies, key Richmond civic improvement clubs, and East End civic associations. Other mailing lists incorporated include: the Maggie Walker Foundation mailing list, a list of historians employed by the NPS, the Metro Richmond Greenways mailing list, and adjacent land owners—those in the core of the battlefields focused on in the draft GMP/EIS. Also included in the park's mailing list are those who wrote to the park asking for information in 1992-1995, and other local officials for the city and 3 counties. One newsletter solicited names through the question "Who should be on our list" and another 200+ names were added. The list also includes the superintendents and chiefs of interpretation at all NPS cultural resource parks who asked to be put on the list.

A second planning newsletter was mailed in early March 1994 to 5,500 addresses in all 50 states. Two thirds were mailed to metro Richmond addresses. By early May 1994, 261 questionnaires (approximately 5%) had been returned. Of these, more than 85% supported a more active

battlefield land protection policy. This more active protection policy would include federal involvement. Respondents strongly supported an integrated approach to interpretation as a means to tell a more complete story. An interpretive focus that integrates the campaigns and battles waged against Richmond with the strategic significance of the Confederate capital and the political, industrial, financial, medical, and human dimensions of the battles for Richmond can bring meaning to the stories of the Civil War for a broader constituency. Respondents also strongly supported some continued presence at Chimborazo Park, either as a headquarters/visitor center or site for the telling of the Chimborazo hospital story.

A third newsletter was distributed in July 1995 to over 5,500 addresses. The newsletter announced the availability of the *Draft General Management Plan*, summarized the alternatives and resource protection strategy, announced the public meeting schedule and solicited public comments.

The park staff has been actively engaged in sharing ideas with various community groups. Key personnel from the Valentine Museum, Museum of the Confederacy, the Virginia Historical Society, and the Metro Richmond Convention and Visitors Bureau were contacted to solicit ideas, as were the owner of Berkeley Plantation and the executive director of Flowerdew Hundred Foundation, among others. Members of the RNBP staff have made numerous presentations and given informal talks on the park, current issues facing the park, and tentative ideas for the preservation of Richmond's Civil War heritage. Media representatives have been contacted on a regular basis.

The park staff have met with public officials and/or staff members from the Commonwealth of Virginia, the city of Richmond, and Henrico, Hanover, and Chesterfield counties to brief them on the plan and solicit suggestions. Comments were solicited from the ACHP and from the SHPO. Several meetings were held with the SHPO to discuss planning issues affecting the GMP. NPS and park staff have also met with Virginia Congressional delegation staff to brief them on the plan, solicit suggestions and discuss legislative issues.

The Henrico County manager in a letter to the board of supervisors dated August 6, 1992, indicated that Henrico County would not participate in the planning process. Nonetheless, two public meetings were hosted by NPS in the Varina District of Henrico County, and NPS also participated in a public hearing hosted by Henrico County to hear comments on the GMP. Additional follow-up correspondence and meetings between NPS and Henrico County have helped to clarify planning issues which affect Henrico County.

The numerous public comments and the views of state, city, and county officials have influenced both the evolution of the proposal and the final form and recommendations of the GMP.

Public Meetings introducing and soliciting comments on the *Draft General Management Plan/EIS*.

August 9, 1995

Henrico Residents

Laurel Hill United Methodist Church
Henrico County, VA

August 10, 1995

Hanover Residents
Beulah Presbyterian Church
Mechanicsville, VA

August 11, 1995	Chesterfield Residents Chesterfield County Historical Society Chesterfield, VA
August 12, 1995	Richmond Residents St. John's Church Parish Hall Richmond, VA
August 17, 1995	Henrico Residents Fort Harrison Log Cabin Henrico County, VA
September 11, 1995	Henrico Public Hearing (Hosted by Henrico County Management) Henrico County, VA
September 13, 1995	Hanover County Board of Supervisors Special Briefing Hanover, VA

List of Reviewers

The following list includes agencies and groups who have been involved in the creation of this document. Many of these groups are engaged in consultation and cooperative activities with RNBP on a regular basis. Copies of the draft document were sent to these agencies and organizations for review.

Virginia Congressional Delegation

Senator Charles S. Robb
Senator John W. Warner
Congressman Thomas J. Bliley, Jr.
Congressman Robert C. Scott

Federal Agencies

U.S. Department of the Interior
 NPS's American Battlefield Protection
 Program
 U.S. Fish and Wildlife Service
 U.S. Geological Survey
U.S. Army Corps of Engineers
Department of Veterans Affairs
Advisory Council on Historic Preservation
U.S. Department of Agriculture
 U.S. Forest Service
 Soil Conservation Service

Virginia State Agencies

State Historic Preservation Office
Department of Conservation and Recreation
Department of Historic Resources
Division of Forestry

Institute of Marine Science
Air Pollution Control board
Game Commission

City And County Jurisdictions

City of Richmond
Chesterfield County
Hanover County
Henrico County

Independent Agencies and Museums

Association for the Preservation of Civil War Sites
Association for the Preservation of Virginia Antiquities
Berkeley Plantation
Chesterfield County Historical Society
Flowerdew Hundred Foundation
Hanover County Historical Society
Henrico County Historical Society
Historic Richmond Foundation
Living History Associates
Museum of the Confederacy/White House of the Confederacy
Richmond Civil War Round Table
Sons of Confederate Veterans
United Daughters of the Confederacy, National Headquarters
Valentine Museum
Virginia Historical Society
Virginia State Library and Archives
Sons of Union Veterans

Universities

North Carolina State University
Pennsylvania State University
University of Richmond
Virginia Commonwealth University
Virginia Polytechnic Institute and State University

Summary of Comments on the Draft Environmental Impact Statement

Approximately 1,000 copies of the *Draft General Management Plan* were distributed to government agencies, public interest groups, and individuals. Written comments were accepted during a sixty day period ending October 2, 1995.

In addition, public meetings were held to present the *Draft General Management Plan* and solicit public comments. Questionnaires were developed for distribution at these public meetings for those who preferred to respond in this manner. Comments by the public were not restricted in scope or length. All of the verbal comments received during these meetings were reiterated in written comments.

Comment letters were received from government agencies, public interest groups, and individuals during the comment period. All letters from government agencies and all letters from interest

groups or individuals who raised points requiring clarification are reprinted in this section. A sampling of other letters and questionnaires that represent the range of issues are also reprinted in this section. A letter from the Henrico County Manager dated September 29, 1995 included as enclosures 286 identical copies of a form letter submitted to the Henrico County Board of Supervisors. The comments were noted, and one copy has been included here for reference.

The NPS's responses to all substantive comments are also included in this section. Some comments called for clarification of information in the draft plan/EIS; others required text modifications. No responses are provided to comments that only expressed opinions and did not identify a needed text clarification, correction, or modification.

COMMENTS

RESPONSES

166



OPTIONAL FORM NO. 10 (7-90)

FAX TRANSMITTAL

To: Chris Soller	From: Joe / Dave
Dep./Agency: COMMONWEALTH	Phone: (804) 771-8531
Fax: (804) 208-5683	Ext: 101

COMMONWEALTH

H. Alexander Wise, Jr., Director

Department of Historic Resources

May 22, 1995

Cynthia MacLeod
Superintendent, Richmond National Battlefield Park
3215 East Broad Street
Richmond, Virginia 23223

Dear Superintendent MacLeod:

I wanted to write and give you my thoughts about your draft land protection plan, which was delivered to me on 25 April by Joe Kyle and David Ruth of your staff. It was a pleasure to meet them, and we had a good talk about a wide variety of related topics.

As you know, I have a deep personal and professional interest in the protection and interpretation of Civil War battlefields. In addition to their symbolic importance, they can play a key role in attracting heritage tourism and business investment to an area. They are also important educational resources that impress upon citizens the meaning and obligations of their citizenship. The Richmond National Battlefield Park has tremendous potential for helping the Richmond area achieve those goals--potential that is as yet largely undeveloped. I am also aware that you and your excellent staff are doing more with fewer resources than any other battlefield park in Virginia. I understand the challenges you face and I know how difficult it is to find new approaches.

From reading the draft plan, I see that you have reduced the area of potential purchase from an unimaginable 225,000 acres (current legislative boundary), to 32,000 acres (battlefield core areas), and ultimately to 6,025.04 acres (the most important parts of the core areas). This last amount is about 19 percent of the total core acreage and 2.6 percent of the acreage within the legislative boundary. Of the 6,025.04 acres, 4,081.27 (some 68 percent) are located in Hanover and Caroline counties, and 1,943.77 acres (about 32 percent) in Henrico County. In short, you are suggesting that you could more effectively interpret and protect the area's battlefields if the National Park Service owned 19 percent of them rather than the current 2.4 percent (763.99 acres). You would thereby increase your present holdings some eight-fold.

In other times, one might have considered this acquisition plan appropriate, even modest. But today the reach of government is

Comments noted.

COMMENTS

being trimmed back, and federal resources are strained as at no time, perhaps, since the Park was founded. There is little Congressional, state, or local support for expansion. Congressman Thomas J. Bliley, Jr., has sponsored H.R. 1091, which confines the park's boundaries to their current limits unless Congress approves expansion. The director of the Department of Conservation and Recreation, R. Kirby Dorch, expressed the Commonwealth's position on park expansion when he testified on 9 March to the House Resources Subcommittee on National Parks, Forests, and Lands in support of H.R. 1091. He noted that the bill "has the support of the Governor and is consistent with the expressed will of the Virginia General Assembly, which passed a unanimous resolution in support of the establishment of these boundaries." The chairman of the Henrico County Board of Supervisors also spoke in favor of the bill, and citizens of that county have expressed their opposition to expansion. It seems to me that this reality should define your approach and yet the plan as written barely acknowledges it.

(1) In light of the foregoing, I strongly encourage you to adjust your preservation focus accordingly or, at a minimum, adopt new approaches to achieve your goals. Instead of acquiring land, could you not negotiate easements and memoranda of understanding with landowners and local governments? Or purchase development rights if that can be done? Or, better yet, encourage private groups and individuals to undertake and manage preservation efforts? Doing these things would leave the land in at least partial private ownership and affect the tax base less than outright acquisition by the park. The agreements with the owners of these tracts could allow you to interpret the sites as part of your park network.

(2) One thing that unduly complicates the proposed park expansion is the issue of condemnation, which many see as a weapon looming ominously over them. I understand that you would use condemnation only as a last resort in exceptional circumstances, but anything short of a full renunciation of it as an acquisition tool will only increase local opposition to your plan. I think that voluntarily removing that weapon from your arsenal would do a great deal to ease citizens' concerns.

(3) Finally, I urge you to consider a different concept for a new visitor center that, together with the renunciation of eminent domain as an acquisition tool, might change the dynamics of your situation. The concept is that of a downtown visitor center. I think that having the center in a location truly "central" to the Civil War sites in as well as around Richmond could produce major benefits for the park and for the area. There are potential partners in the city that might be interested in joining with you in such a venture. Furthermore, such a shift to a downtown location may help to defuse the opposition that you face outside the city, and to win you institutional friends and advocates with influence throughout the region. A downtown visitor center that does a first-class job of interpreting the war in the Richmond area would be a tremendous contribution to the cultural and educational life of the region. The visitor center could be connected to the

RESPONSES

(1) The NPS has proposed a land/resource protection strategy for the Civil War battlefields of Richmond which is intended to help focus efforts to protect threatened battlefield resources, and define the NPS role and interest in protection efforts. The NPS is recommending that battlefield resource protection and/or interpretation be accomplished through a partnership of local, state, and federal government and the private sector. The RNBP will continue to work closely with its neighbors and local governing officials to plan for community development and growth so that the local economy and resource conservation, which are closely related, can all benefit. There are a number of land use tools that can achieve a balance between resource protection goals and a community's or landowner's economic interests. In many instances, battlefields and other Civil War resources can be appropriately protected by state and local governments, and the private sector, utilizing, at their discretion, local laws, ordinances, historic district overlays, zoning requirements, proffers, tax and other incentives, and similar measures. Where the battlefield resources can be appropriately protected and/or interpreted by means other than NPS acquisition, those means will be encouraged. Any real property interest acquired by the NPS (e.g., fee simple ownership, easement, etc.) will be the minimum necessary to accomplish the desired management objective; and will only be acquired on a willing seller basis.

(2) The NPS does not intend to acquire any private property within the redefined boundaries of RNBP without owner consent, and NPS will support legislative action to limit the use of its acquisition authority to owners at RNBP who are willing to sell.

(3) In response to strong local sentiment in favor of the NPS maintaining a presence in the city of Richmond and at Chimborazo Park, RNBP is committed to maintaining a presence at Chimborazo Park. At the very minimum Chimborazo will be retained to interpret military medical practices and the use of the site as a military hospital during the Civil War. In the near term Chimborazo will be retained as the main visitor center.

Likewise, there have been strong opinions expressed that the possibility exists to develop a cooperative heritage education/visitor center in Richmond. Therefore, the NPS will continue to explore the possibilities for RNBP to partner with local public and private agencies to develop such a center. The successful development of such a center would be strictly dependent upon close cooperation and partnership among the NPS and local public and private agencies. All partner groups must commit and contribute to development and operating costs for the facility. Local leadership is an absolute precursor to NPS involvement in such a cooperative venture.

COMMENTS

RESPONSES

168

battlefields by some kind of regular van or bus tours.

I realize that many of my suggestions fall well outside of what I understand to be the traditional approach of the National Park Service: to own the park outright and have total control and responsibility for interpretation and preservation. However, the partnership approach not only acknowledges the new reality, but if coupled with moving the visitor center to downtown Richmond, it would also produce significant benefits for the park and the area. First, the combined approach would underscore that the battlefields are a community resource as well as a national treasure. Second, by working more formally with others the National Park Service would make itself more visible in a positive way and be perceived not as impediment to progress but as an important area resource. Third, you--in partnerships with other institutions and citizens--could more effectively interpret the events of the war around Richmond by tapping the enormous pool of historical artifacts and professional talent available at those collection-rich institutions. Fourth, a combined effort would help produce the "critical mass" or effective synergy of cultural resources, irresistibly attractive to heritage tourists. Fifth, by interpreting the many aspects of Civil War history in the Richmond area, such a center could provide a richer experience than any institution could do alone. Sixth, it could divert public attention away from your conflict with some area residents toward your important contributions to the whole region. And seventh, it could help you win the backing of area congressmen.

In closing, I want to offer you my assistance and that of the Department. I realize that the National Park Service is a highly structured organization with time-honored ways of accomplishing its mission. But I also understand that institutions, like people, can and must adapt to new situations. Your draft land protection plan, in my opinion, relies too heavily on old problem-solving techniques that will not be successful in this new era. I would be delighted to talk with you about the alternative strategies I outlined above, and to help you achieve a closer working relationship with the state and local governments and with private groups and individuals. I think this era of change offers a great opportunity for the Park Service, the Commonwealth, and the localities and citizens to find innovative ways to break away from old conflicts and get out of old ruts, to help each other attain our common goals. Please give me a call when you return to your office, and let's put our heads together.

Sincerely,

H. Alexander Niss, Jr.
H. Alexander Niss, Jr.
Director

OPTIONAL FORM NO. 10 (7-90)

FAX TRANSMITTAL		# of pages 3	
"Chris Soller"		Date 3/2/91	
Dept/Agency		Phone #	
Fax #		Mail #	

COMMENTS

RESPONSES



COMMONWEALTH of VIRGINIA

H. Alexander Wise, Jr., Director

Department of Historic Resources

221 Governor Street
Richmond, Virginia 23219

August 8, 1995

Cynthia MacLeod, Superintendent
Richmond National Battlefield Park
3215 East Broad Street
Richmond, Virginia 23223

AUG 09 1995

Dear Superintendent MacLeod:

Thank you for the revised draft copy of the Land/Resource Protection Strategy for Richmond National Battlefield Park. I appreciate having the opportunity to comment on your plan. My letter of comment dated May 22 covered the salient points, and I refer you to that document. There is, however, one critical issue on which I want to elaborate: the location of the visitor center.

I strongly recommend that you reconsider the location of the visitor center. Your "preferred alternative" (Alternative D) calls for relocating the visitor center to a battlefield, and I understand the logic behind that alternative--a visitor center for a battlefield park seems to belong at a battlefield. I think the situation with this park and its surroundings is different from others, however. I will not reiterate the entire case for placing the visitor center downtown, because I tried to make that case in the May 22 letter. It is worth noting, though, that far from being peripheral, the city is the reason the battlefields exist. For four years as the Confederate capital, Richmond was the focus of strategy for both sides in Virginia. Indeed, as you wrote in your justification of Alternative D, "the interpretive experience [should] include the wide range of surviving Civil War resources in the Richmond area." You go on to mention industry, transportation, government, and social history as needing interpretation. I agree, and I think that the city is the best place for that broader interpretive effort.

The image in my mind is that of a large wheel, of which the visitor center is the hub, the battlefields are the rim, and various other Civil War sites are the spokes.

Now may be a special moment of opportunity to discuss a partnership with other institutions in the city that interpret aspects of the Civil War. As government looks more and more to focus taxpayer dollars on essential services, a partnership to leverage funds makes particular sense. I cannot speak for them, but I would be happy to set up a meeting for you with potential partners. Please give me a call soon so we can talk about it.

Sincerely,

H. Alexander Wise, Jr.

H. Alexander Wise, Jr.
Director

Comments noted; see response (3).

COMMENTS

RESPONSES

170



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III
841 Chestnut Building
Philadelphia, Pennsylvania 19107-4421

SEP 28 1993

Mr. David R. Ruth, Acting Superintendent
Richmond National Battlefield Park
Maggie L. Walker National Historic Site
3215 East Broad Street
Richmond, Virginia 23223

RE: Draft General Management Plan and Environmental Impact
Statement for the Richmond National Battlefield Park,
Virginia.

Dear Mr. Ruth:

In accordance with the National Environmental Policy Act
(NEPA) and Section 309 of the Clean Air Act, EPA has reviewed the
above referenced document. EPA has rated the project an LO for
Lack of Objections on EPA's rating scale (enclosed). The
following comments are provided for your consideration.

The Draft EIS does not include any projections of future
visitor use as a result of the expansion of the park facilities
and interpretation services. The limited visitor use data
available (Appendix C) shows that visitor use at the Cold
Harbor/Gaines' Mill sites increased by 35% in July of 1993
compared to July of 1992 and increased by 64% in August of 1993
compared to August of 1992. This increase was attributed in part
to new signing on I-295. This example of the potential for
increased visitor use and the projected 43% increase in the
population of Chesterfield, Hanover, and Henrico counties (from
year 1990 to 2010) demonstrate the potential for substantial
increases in park visitation that could result partly from the
proposed action. Therefore, we recommend that the Final EIS
should assess the impact of the proposed action on visitor use
and on the current levels of service provided by local roads.

The Final EIS should also include an appendix which
discusses any public concerns and/or controversies about the
project and which contains public and government agency comment
letters.

(4) The conversion of forests to open agricultural land for
cultural landscape restoration and for vista clearings should be
coordinated closely with the Virginia Department of Conservation
and Recreation and with the U.S. Fish and Wildlife Service to
ensure the maintenance of wildlife corridors.

Recommendations noted.

(4) Any proposed conversion of forests to open agricultural land for
cultural landscape restoration or for vista clearing will be closely coordinated
with the Virginia Department of Conservation and Recreation and with the
U.S. Fish and Wildlife Service to ensure the maintenance of wildlife corridors.

COMMENTS

Local and national land conservation organizations may be of assistance in developing and implementing the resource protection strategy. Such organizations might include the Piedmont Environmental Council, Conservation Fund, and the Land Trust Alliance.

If we can be of further assistance, please contact Peter Claggett, of my staff at 513-524-2228.

Sincerely,



Susan McDowell, Acting Chief
Environmental Planning and
Assessment Section

Enclosure

RESPONSES

COMMENTS

RESPONSES

172



COMMONWEALTH OF VIRGINIA
COUNTY OF HENRICO

Virgil R. Hazlett, P.E.
County Manager

September 29, 1995

Ms. Marie Rust
Field Director, Northeast Field Area
National Park Service
2nd & Chestnut Streets
Philadelphia, PA 19106

RE: Richmond National Battlefield Park Draft General
Management Plan/Environmental Impact Statement
and Land Resource Protection Strategy

Dear Ms. Rust:

At its scheduled meeting on Wednesday, September 27, 1995, the Board of Supervisors approved a resolution titled: **RESOLUTION - Richmond National Battlefield Park Draft General Management Plan, Environmental Impact Statement and Land Resource Protection Strategy, 1995**. Enclosed is a copy of the resolution which establishes the Board of Supervisors' official public response to the Draft General Management Plan/Environmental Impact Statement (GMP/EIS) and Land Resource Protection Strategy (LRPS) which the National Park Service (NPS) released for public review on July 25, 1995.

Also enclosed is a copy of two earlier resolutions adopted by the Board of Supervisors on July 24, 1991, which responded to the General Management Plan planning process beginning in March, 1991. On behalf of the Board of Supervisors, I respectfully request that the three resolutions be referenced in the final GMP/EIS and LRPS as the Board of Supervisors' response to the "Plan."

Regarding the three questions included in the questionnaire distributed with the draft GMP/EIS and LRPS, I have the following comments. The County does not support Alternative D, the NPS preferred alternative. Based on citizen participation and comments at the two open house public meetings held by NPS on August 9 and 17, 1995 in Henrico County, and the Board of Supervisors' advertised public meeting on September 11, 1995, the majority of the affected citizens and property owners have indicated this plan is unworkable, impracticable, impossible to implement financially and is generally unacceptable. According to the *Richmond Times Dispatch* about 200 people attended the first meeting held by the NPS on August 9, 1995 along with Congressman Thomas J. Bliley, Jr. Also approximately 150 people attended the September 11, 1995 meeting arranged by the Board of Supervisors.

Henrico property owners have been subjected to ongoing multiple studies by the NPS and others regarding Civil War resources for a major portion of the past decade. The GMP/EIS states even more studies will be coming including national register nominations, cultural landscape assessments (probably to include viewsheds) archeological resource studies and historic resource studies. The County and its citizens object to continuous federal studies and federal intervention in their lives and property.

Comments noted.

COMMENTS

Ms. Mario Rust
September 29, 1995
Page 2.

The Board of Supervisors and the majority of affected property owners support Alternative A. Furthermore, the Board of Supervisors and the majority of the affected property owners support the legislative boundary changes and elimination of the Secretary of the Interior's condemnation authority at RBNBP as outlined in H.R. 1091 which was approved by the House of Representatives on September 19, 1995 by a vote of 377-31.

The County does not support the LRPS as proposed. In addition to the specific parcels identified by the NPS for acquisition, the LRPS also identifies suspected core areas of Civil War battlefields. It is believed the identification of specific sites and core areas affects the value of these properties and the owners' ability to use or manage the property in the best interest of the owner. Identification of the core battlefield sites may lead to historic designations of these areas as suggested in the GMP/EIS and as initiated by the NPS and the Association for Preservation of Civil War Sites current study "Documenting Richmond's Battlefields." This study, still underway, has been rejected by Henrico County. Even so, because of the GMP/EIS and LRPS, eligibility determinations for listing on the National Register is expected within the suspected core battlefield areas. These areas should be removed from the LRPS until they have been accepted by the local government and authorized by the proper authority outside the NPS. Contrary to recent studies, the County believes resource identification for purposes of historic preservation of Civil War battlefields (vast landscapes) can negatively affect potential property values and the local economy. The tug of war between the various property interests in the ongoing Brandy Station conflict should support this fact, given the amount of time and money spent to realize even one of the development proposals which have been brought forward to the Culpeper County Board of Supervisors. In Manassas, the loss to the future economy of Prince William County, as a result of the Congressional taking for preservation of 558 acres to add to Manassas Park, was determined to be significant according to the County Administration. Many affected property owners in the Varina area of Henrico County whose property has been prioritized in the LRPS for possible acquisition, feel their value of their land is now in jeopardy.

(6) The County is extremely concerned about the recommendation in the Plan concerning the proposed unit at Savage's Station. This site is currently being marketed by the Henrico Industrial Development Authority and the Greater Richmond Partnership as a multi-million dollar prime economic development site. It was rezoned to industrial for this purpose in 1989. The GMP/EIS is inconsistent with the County's future plans for economic development. A park unit with twelve parking spaces as proposed at Savage's Station is not realistic considering the present property value and potential values which may be realized with future development of the property. Historians have not agreed as to the location of this battle and a leading historian has indicated the battle of Savage's Station occurred in another area.

(7) The GMP/EIS indicates the County has targeted major growth for eastern Henrico County and therefore Civil War resources are highly threatened. Contrary to this statement, the County Planning Staff is currently updating the Comprehensive Land Use Plan and the strategy is to continue managed growth of eastern Henrico County with a long range plan which reflects the will of Henrico's citizens toward the current quality of life in Henrico County. The assumption and comparisons in the GMP/EIS concerning future growth are inaccurate and inconsistent with what we know.

RESPONSES

(6) As described in the *Draft General Management Plan*, Alternative D proposed the inclusion of Savage's Station battlefield within the redefined RBNBP boundary. While Savage's Station is not on the CWSAC top 50 priority list, a new unit at Savage's Station would make possible a more complete interpretation of the Seven Days' Campaign in 1862.

However, in consideration of this additional information provided by Henrico County, the site was no longer considered to meet all of the necessary NPS criteria and has been removed from the proposed redefined boundary.

(7) The discussion of future growth projections for Henrico County in the Surrounding Population and Land Use section has been revised in a effort to make it more accurate and consistent with the Henrico County Comprehensive Land Use Plan.

COMMENTS

Ms. Marie Rust
September 29, 1995
Page 3.

There are other comments the staff has brought to my attention which are too numerous to include with these specific comments, but which I include herein by reference. I will gladly designate appropriate staff to meet with your staff to review the comments for clarification purposes.

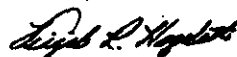
Along with the enclosed resolutions, I am submitting a copy of the transcript of the September 11, 1995 public meeting conducted by the Board of Supervisors. The transcript is a verbatim record of comments offered at the meeting and reflects considerable support for the County's position.

In addition, the County has received over 286 letters from citizens throughout the Richmond metropolitan area expressing support for Alternative A of the GMP/EIS and LRPS as well as support for Congressman Bliley's bill, H.R. 1091. A copy of each letter is enclosed. It would appear that the locality and its citizens do indeed feel that the Draft GMP/EIS and LRPS is unworkable, impracticable, impossible to implement financially, and is generally unacceptable.

(8) In light of the comments and concerns that have been expressed, I ask you to suspend the GMP/EIS planning process and development of a final GMP/EIS until Congressman Bliley's bill, H.R. 1091, has run its course.

Thank you for the opportunity to comment. We look forward to your favorable consideration.

Sincerely,



Virgil R. Hazelett, P.E.
County Manager

Enclosures

cc: Board of Supervisors
The Honorable John W. Warner
The Honorable Thomas J. Bliley, Jr.
The Honorable Robert C. Scott
The Honorable Charles S. Robb
Deputy County Manager for Community Development
Deputy County Manager for Community Operation
Director of Planning
Director of Recreation and Parks
County Planner III - O'Kelly
Superintendent, Richmond National Battlefield Park

RESPONSES

(8) In testimonies before the U.S. House of Representatives and the U.S. Senate regarding Title I of H.R. 1091 (amending the 1936 legislation which established the Richmond National Battlefield Park to modify the boundary of the park), the NPS requested that the Congress defer action while we complete the GMP/EIS planning process. The intent of completing the GMP is to inform the legislative process, and provide Congress an opportunity to consider the NPS's professional recommendations based on a plan that has been subject to public review and comment.

Note: See also following letter of response.



United States Department of the Interior

NATIONAL PARK SERVICE

RICHMOND NATIONAL BATTLEFIELD PARK
MAGGIE L. WALKER NATIONAL HISTORIC SITE
1215 EAST BROAD STREET
RICHMOND, VIRGINIA 23220



April 29, 1996

Mr. Harvey Hinson
Deputy County Manager
Henrico County
P. O. Box 27032
Richmond, Virginia 23273

Dear Harvey:

I am writing to confirm and continue the conversation that we had on April 3. Present at the meeting on draft General Management Plan (GMP) were Henrico County representatives: Harvey Hinson, Deputy Manager, Angela Harper, Planning Director, Wes Malcolm, Parks & Rec. Director, Dave O'Kelly, and Chuck Peple. Present from the Park were Cindy MacLeod, Superintendent, Dave Ruth, Chief of Interpretation, Mike Andrus, Historian.

After we identified the major changes we have made in the draft, you concluded that we are headed in the right direction. The major changes are to drop Savage Station from the proposed boundary and to keep and expand the visitor center at Chimborazo. You and your staff offered the information that one proffered condition for the rezoning of Savage Station was an acre of land (minimum) for interpretation of the history of the site.

As our conversation continued, it became clear that you had not received our letter of October 3, 1995, which we gave then you at our meeting. Neither did the NPS receive the draft agreement that the County said they sent last fall! You said you would send it to us again, but we have not received it.

We did confirm on April 3 that we would like to establish an agreement/partnership for battlefield preservation and interpretation.

Your staff requested other specific changes in the GMP:

Part I, p.68, under "Viewshed..." restoration would be undertaken. (I said that the reference to restoration did not belong under that heading and the disconnect would be fixed.)

COMMENTS



COUNTY OF HENRICO, VIRGINIA BOARD OF SUPERVISORS MINUTE

Agenda Item No. 458-95
Page No. 1 of 2

Agenda Title **RESOLUTION - Richmond National Battlefield Park Draft General Management
Plan Environmental Impact Statement and Land Resource Protection Strategy, 1995.**

For Clerk's Use Only:

Date 9-29-95
() Approved
() Denied
() Amended
() Deferred to

BOARD OF SUPERVISORS ACTION

Moved by (1) Richard D. [Signature] Seconded by (1) J. Donati
(2) _____ (2) _____

REMARKS: **APPROVED**

	YES	NO	OTHER
Donald, J.	☒	☐	☐
Cleaver, R.	☒	☐	☐
Kaschale, D.	☒	☐	☐
Shadwell, R.	☒	☐	☐
Waltrip, J.	☒	☐	☐

WHEREAS, on July 25, 1995, the National Park Service ("NPS") released for public comment its Draft General Management Plan Environmental Impact Statement ("GMPEIS") and Draft General Management Plan Part II: Draft Land/Resource Protection Strategy ("LRPS"), 1995 for Richmond National Battlefield Park ("RNBP"); and

WHEREAS, the GMPEIS and LRPS recommend the expansion of the RNBP in Henrico County by proposed acquisition from private land owners and citizens of 2,564 acres of suspected Civil War battlefields; and

WHEREAS, the GMPEIS and LRPS include thousands of additional acres of suspected core area Civil War battlefield sites identified by the Civil War Sites Advisory Commission ("CWSAC") for resource protection; and

WHEREAS, the United States Congress has not endorsed the recommendations and maps of the CWSAC in its 1993 report on the Nation's Civil War battlefields nor adopted a national policy declaring the preservation of Civil War Battlefields to be in the public interest; and

WHEREAS, the Board of Supervisors of the County of Henrico, Virginia (the "Board") believes the GMPEIS and LRPS prepared by the NPS for RNBP, if implemented in whole or part in its present form, will adversely affect the property values of land owners and the future economic development potential of the County; and

WHEREAS, the Board adopted a resolution on July 24, 1991, opposing any expansion of RNBP beyond the NPS's current ownership of 764 acres; recommending that the enabling legislation for RNBP be amended to limit the authorized boundary of the park to the present land ownership by NPS of 764 acres; and seeking legislation to eliminate the NPS's right of condemnation at RNBP; and

By Agency Head [Signature]

By County Manager [Signature]

Routing:
Yellow cc:

Certified:

A Copy To:

Clerk, Board of Supervisors

RESPONSES

p.68 also, under "Land Protection", the authorities should be internally consistent. (I said that the paragraph would be fixed to eliminate reference to the existing boundary.)

Part II, p.3, the County objected to being lumped in with Chesterfield County, as that County's growth rate is much higher and faster than Henrico's and that no land was planned to be added to the park in Chesterfield or the City of Richmond. Park staff explained that the information on p.3 did not have a cause and effect relationship with the land recommendations, but that we would try to recast the information so that Henrico's description was clear and accurate.

The maps should delete the light gray area, as people interpret that designation as the NPS still wanting control. Park staff explained that the legend clearly specifies otherwise and that they would appreciate the County's leadership in clarifying what is real and what is incorrect perception on this and other issues.

You explained that one of the reasons the County wrote that the plan was not able to be implemented was that the County did not have the power to regulate land use as the NPS wishes. Park staff acknowledged the status quo situation but suggested that the County did not employ all the techniques available to it in that regard, and you confirmed.

You proposed that part of the agreement between the County and the NPS be that we interpret all the Civil War battlefields in Henrico on a couple of pieces of ground and leave the rest alone. Mike Andrus noted the difference of philosophy that the County and the NPS apparently have, in that the NPS believes strongly in preserving the actual land where the historic activity occurred and in interpretation directly from the resource.

We also discussed the process of making the GMP a "final" and not "draft" document and indicated that we would not wait to finish the document until the course of proposed legislation was determined.

We appreciate having the opportunity to discuss your concerns candidly and efficiently in those two hours. We are still rewriting the document to incorporate changes that I hope will make the plan more acceptable to you. We look forward to receiving the material that we did not receive from you last fall.

Sincerely,

Cynthia MacLeod
Cynthia MacLeod
Superintendent

COMMENTS

RESPONSES

176

COUNTY OF HENRICO, VIRGINIA
BOARD OF SUPERVISORS
MINUTE

Agenda Item No. 4584
Page No. 2 of 2

Agenda Title RESOLUTION - Richmond National Battlefield Park Draft General Management
Plan Environmental Impact Statement and Land Resource Protection Strategy, 1995

WHEREAS, the 1994 Virginia General Assembly at the request of the Board approved House Joint Resolution No. 289 requesting the Virginia Congressional delegation to introduce legislation to eliminate the Secretary of the Interior's right of condemnation to acquire property for RBNP; and

WHEREAS, Congressman Thomas J. Bliley, Jr. patroned H.R. 1091 "The Virginia National Parks Act" which was approved on Tuesday, September 19, 1995, by the House of Representatives by a vote of 377-31 and included the support of all voting members of the Virginia delegation and which removes the Secretary of the Interior's condemnation authority at RBNP and substantially reduces the authorized boundary of the RBNP; and

WHEREAS, the Board officially endorsed H.R. 1091 and commends Congressman Thomas J. Bliley, Jr. for his astuteness in pursuing this legislation and Congressman Robert C. Scott for his assistance in seeking passage of this legislation.

NOW, THEREFORE, BE IT RESOLVED, that the Board of Supervisors of the County of Henrico hereby requests that the NPS suspend the General Management Plan planning process for RBNP until the final disposition of H.R. 1091 by the United States Congress; and

BE IT FURTHER RESOLVED, that the Superintendent of RBNP is hereby advised as part of the public comment period on the GMPEIS and LRPS that the Board of Supervisors endorses Alternative A from the GMPEIS alternatives, but with the legislative changes as outlined in H.R. 1091.

COMMENTS: This paper is submitted at the request of the Varina District Supervisor.

COMMENTS

RESPONSES

	Green	Yellow	Copy
ROUTING			
MGR			
DPJ			
DPW			
R/W			
FIN			
PLAN			
POL			
PERS			
CO ATTY			
REC			
MM/HR			
ADM SER			

COUNTY OF HENRICO, VIRGINIA
BOARD OF SUPERVISORS
MINUTE

Agenda Item No. 343-9
Page No. 1 of 2

Agenda Title RESOLUTION - Richmond National Battlefield Park Management Plan

INSTRUCTIONS: This form is to be completed in triplicate, green (original), yellow and white, and submitted to the Office of the County Manager by noon the Wednesday preceding the Board Meeting at which it is to be presented. Attach contracts, maps, plans and/or data which may be necessary for presentation of the paper to the Board. Close paper with comments stating the recommendation of the department head and the concurrence of the County Manager. If the ordinance or resolution requires more than one page, the signature sheet shall be the first page, and the appropriate plain sheets shall be used for all pages thereafter. The department head should sign paper in black ink.

For Clerk's Use Only:
Certified Copies: Martha K. Jones, Clerk

WHEREAS, the National Park Service expressed at a public hearing on March 5, 1991 at the Henrico County Eastern Government Center that it would be preparing a new Management Plan for the Richmond National Battlefield Park and that it was seeking public comment for that plan; and

WHEREAS, the March 2, 1936 enabling legislation establishing the Richmond National Battlefield Park (49 Stat. 1155) and the boundary of the Richmond National Battlefield Park is a vast acreage within the County of Henrico, being "...property in the military battlefield area or areas in the city of Richmond, Virginia, or within five miles of the city limits of said city or within five miles of the boundary of the present Richmond Battlefield State Park"; and

WHEREAS, such 1936 enabling legislation further allows the Secretary of the Interior to acquire property for park ownership by condemnation; and

WHEREAS, the citizens of the County of Henrico have expressed the fear that the National Park Service will exercise that right of condemnation; and

WHEREAS, the Henrico County Planning Commission, the Recreation and Parks Advisory Commission and the Historic Preservation Advisory Committee have considered these aspects of the present federal enabling legislation under which the Richmond National Battlefield Park was established and operates, and this Board finds the land area presently owned by the federal government in Henrico County as a part of Richmond National Battlefield Park to be adequate and opposes any expansion of ownership of property within Henrico County by the National Park Service, regardless of the present legislative boundary.

APPROVED

Department Head Rebecca A. Moore By County Manager W. F. Vaccaro

Date Jul 24 1991

BOARD OF SUPERVISORS ACTION		YES	NO	OTHER
☒ Approved	Moved by (1) <u>A. R. Williams</u> & Seconded by (1) <u>D. A. Kerschela</u>			
☐ Denied	(2) <u>D. A. Williams</u> (2) <u>L. R. Williams</u>			
☐ Rescinded	REMARKS: (1) <u>None</u> (2) <u>None</u>			

Glover, R. ☒
Kerschela, D. ☒
Mehfoud, A. ☒

COMMENTS

RESPONSES

178

COUNTY OF HENRICO, VIRGINIA
BOARD OF SUPERVISORS
MINUTE

Agenda Item No. 343-c
Page No. 2 of 2

Agenda Title RESOLUTION - Richmond National Battlefield Park Management Plan

NOW, THEREFORE, BE IT RESOLVED, that the Board of Supervisors shall submit to the National Park Service the Henrico County Board of Supervisor's official opposition to the Richmond National Battlefield Park expanding ownership of real property in the County beyond that which it presently owns on this date, and this comment shall be officially reflected in the Park Service's new Management Plan; and

BE IT FURTHER RESOLVED that the Board of Supervisors shall request that the County's Congressional delegation propose legislation to amend the 1936 enabling legislation for the Richmond National Battlefield Park to limit its boundaries to that real property presently owned by the National Park Service as a part of the Richmond National Battlefield Park, and to redefine the boundaries of the Richmond National Battlefield Park to reflect those presently-owned parcels.

BE IT FURTHER RESOLVED that the Board of Supervisors also requests the County's Congressional delegation propose legislation which will eliminate the National Park Service's right of condemnation to acquire property for the Richmond National Battlefield Park.

COMMENTS: This paper was submitted at the request of the Varina District Supervisor.

COMMENTS

RESPONSES

ROUTING	Green	Yellow	Copy
MER	☒	☐	☐
OPU	☐	☐	☐
DPW	☐	☐	☐
R/W	☐	☐	☐
FIN	☐	☐	☐
PLAN	☒	☐	☐
POL	☐	☐	☐
PERS	☐	☐	☐
CO ATTY	☐	☐	☐
REC	☐	☐	☐
MMMR	☐	☐	☐
ADM SER	☐	☐	☐

COUNTY OF HENRICO, VIRGINIA
BOARD OF SUPERVISORS
MINUTE

Agenda Item No. 331-9
Page No. 1 of 2

Agenda Title RESOLUTION - National Park Service, "Conserving Richmond's Battlefields," Draft Report, October 1990.

INSTRUCTIONS: This form is to be completed in triplicate, green (original), yellow and white, and submitted to the Office of the County Manager by noon the Wednesday preceding the Board Meeting at which it is to be presented. Attach contracts, maps, plans and/or data which may be necessary for presentation of the paper to the Board. Close paper with comments stating the recommendation of the department head and the concurrence of the County Manager. If the ordinance or resolution requires more than one page, the signature sheet shall be the first page, and the appropriate plain sheets shall be used for all pages thereafter. The department head should sign paper in black ink.

For Clerk's Use Only:
Certified Copy. Martha A. Jenkins, Clerk

WHEREAS, the County of Henrico Board of Supervisors did on or about March 31, 1988 enter into a "Memorandum of Understanding" with the National Park Service, the Commonwealth of Virginia Department of Conservation and Historic Resources, the City of Richmond and the Counties of Chesterfield and Hanover for the purpose of identifying and evaluating the historic resources relating to the period 1861 to 1865 and developing a program to conserve such resources; and

WHEREAS, said program was developed by the National Park Service and printed in a document titled "Conserving Richmond's Battlefields" dated October 1990 and released to Henrico County citizens at a public meeting held on March 5, 1991 at the Henrico County Eastern Government Center where it was subject to public comments and numerous and varied objections and negative comments by Henrico citizens; and

WHEREAS, briefings on the document "Conserving Richmond's Battlefields" were made to the Henrico County Planning Commission, the Parks and Recreation Advisory Commission and the Historic Preservation Advisory Committee; and

WHEREAS, the County Board of Supervisors received reports from the Planning Commission, the Parks and Recreation Advisory Commission and the Historic Preservation Advisory Committee and found the document "Conserving Richmond's Battlefields" to have long-range detrimental effects on Henrico County's property owners and residents and the County's economic growth,

APPROVED

APPROVED

Department Head *Ray C. H. Moore* By County Manager *W. F. LaVerdine*

Date JUL 24 1991

BOARD OF SUPERVISORS ACTION		YES	NO	OTHER
☒ Approved	Moved by (1) <i>D. Williams</i> Seconded by (1) <i>L. Layton</i>	☒	☐	☐
☐ Denied	(2) <i>L. Layton</i> (2) <i>L. Layton</i>	☐	☐	☐
☐ Received	REMARKS:	☐	☐	☐

COMMENTS

RESPONSES

COUNTY OF HENRICO, VIRGINIA
BOARD OF SUPERVISORS
MINUTE

Agenda Item No. 331-9

Page No. 2 of 2

Agenda Title RESOLUTION - National Park Service: "Conserving Richmond's Battlefields"
Draft Report, October 1990.

NOW; THEREFORE, BE IT RESOLVED, that the Henrico County Board of Supervisors does hereby reject in its entirety the National Park Service document titled "Conserving Richmond's Battlefields" dated October 1990; and

BE IT FURTHER RESOLVED by the Henrico County Board of Supervisors that it hereby withdraws from and disavows the "Memorandum of Understanding" entered into on or about March 31, 1988 with the National Park Service, the Commonwealth of Virginia Department of Conservation and Historic Resources, the City of Richmond and the Counties of Chesterfield and Hanover.

COMMENTS: This paper was submitted at the request of the Varina District Supervisor.

COMMENTS

RESPONSES

The Honorable David A. Kaechele
Chairman, County of Henrico Board of Supervisors
P. O. Box 27032
Richmond, Virginia 23273

RE: SUPPORT FOR "ALTERNATIVE A"
SUPPORT FOR H.R. 1091
RICHMOND NATIONAL BATTLEFIELD PARK
"DRAFT GENERAL MANAGEMENT PLAN"

Dear Mr. Kaechele:

Please include my comments with the public comments made at your September 11, 1995 meeting on the Richmond National Battlefield Park's "Draft General Management Plan".

I am in agreement with the County's position **supporting** the Park Service's "Alternative A" for the Richmond National Battlefield Park.

I am also in support of Congressman Bliley's H. R. 1091, especially the section of the legislation that addresses the Richmond National Battlefield Park's boundaries and expansion authorization.

Thank you for including my comments with the public testimony given on September 11, 1995, and forwarding copies to the National Park Service as my "public comment" within the time allowed. Also please give a copy of my support for "Alternative A" and H. R. 1091 to our Virginia Senators, Congressmen and other appropriate officials.

Sincerely,

Carrie Benjamin
206 S.P. Hill
Highland Sp Va
23075

COMMENTS

RESPONSES

182

AUG 25 1995

P.O. Box 193
Keedysville, MD 21756
AUG. 19, 1995

Superintendent
Richmond National Battlefield Park
3215 E. Broad St.
Richmond, VA- 23223

Dear Sir,

I can still remember quite vividly my first visit to your park in 1976. When I asked the ranger at the desk about the driving tour, she snickered and said quite discouragingly, "It's 95 miles long." The implication was obvious; why would anyone want to see the whole thing, especially since there was very little to see along the way.

Times have certainly changed. There is now much more awareness of the value and importance of the remaining landscapes of the battlefield surrounding Richmond, more interpretation of those sites, and more publicity about them. My only regret is that when I saw the battlefield in 1976 I hardly knew what I was looking at. Now that so much of it is swallowed by housing developments or underneath I-295, I will never really understand what happened there.

All of this remembrance is mentioned merely to encourage you to adopt Alternative D, or even Alternative C in your new General Management Plan hearings. The many battlefield sites in and around Richmond make that area one of the most critical sites in American history. If we are to pass on any legacy to future generations that define what we are and how we came to be, we must preserve these sites. We can't talk about the amateurish attacks at Beaver Dam Creek if the landscape is unrecognizable. We can't understand the hellish experience of Cold Harbor if the trenches are gone and terrain is changed.

The National Park Service is to be commended for voluntarily restricting its boundaries and presenting a realistic and finely hohed plan for preserving the core area of so many scenes of American valor and sacrifice. Also the process of willing-seller purchase will help ease the suspicions of local property owners, and is worthy of endorsement.

Finally, I would remind you that while the voices of some local inhabitants may be the loudest, the concerns of the NPS should be focused on what is in the interests of all Americans. Richmond Battlefield does not belong to the city, nor to Henrico County, nor to the congressional district! It belongs to all Americans. You, as the representative of the agency charged with maintaining, preserving and interpreting our history, must not be swayed by the selfish concerns of a few, when the greater good of the whole is in jeopardy.

I thank you for the opportunity to comment on this plan.

Sincerely,

Thomas G. Clemens

Thomas G. Clemens

Comments noted.

COMMENTS

RESPONSES



OFFICERS

Harry J. Warden, III
President
Linda Cox
Vice President
Elizabeth David
Secretary
Ivor Massey, Jr.
Treasurer

TRUSTEES

Dorothy B. Boucher
June Nolle Butler
Randolph Byrd
Bessie B. Carter
S. Allen Chambers, Jr.
James Davenport
Junkin R. Fishburne
Grace Gary
Hilary Scheer Garhardt
C. Stephenson Gillespie
W. Douglas Glick, Jr.
Neil W. Horvath
E. Ronde Ingram
Genevieve P. Keller
Bruce M. Krivitsky
Anne Carter Lee
Ray P. Lipold, III
Jerry Moore
Heleen Turner Murphy
Melissa L. Parker
Oliver A. Pollard, III
Carroll Kem Shackelford
Addison B. Thompson
W. Bryce Wingo
Emily Abbots Woodrum
Anne R. Worrell

David J. Brown
Executive Director

P.O. Box 1407
Staunton, VA
22501-1407
(540) 886-4362
FAX: (540) 886-4543

September 12, 1995

Mrs. Cynthia MacLeod, Superintendent
Richmond National Battlefield Park
3215 E. Broad Street
Richmond, VA 23223

Dear Cindy:

The Preservation Alliance of Virginia appreciates the opportunity to comment on the Draft General Management Plan and Draft Land/Resource Protection Plan prepared by the National Park Service for the Richmond National Battlefield Park. After review of the plans we strongly concur with the NPS's Alternative D, feeling that its focus on emphasizing "an interpretation of the military actions integrated with an understanding of the importance of the Confederate capital to both sides" is appropriate and broad enough in scope to protect the important resources while providing the visitor with a comprehensive understanding of Richmond's role in the Civil War.

The multi-purpose heritage center is a very real need to the Richmond site and helps meet the important goals of this alternative. Furthermore, changes in the enabling legislation to allow the purchase of new battlefield land also meets critical needs in both protection and interpretation.

NPS's Land/Resource Protection Recommendations also appear to address specific concerns raised by the preservation community and others in recent years and we encourage their enactment. Redefinition of the boundaries will help preservationists, local governments, and landowners identify the critical sites to the Richmond National Battlefield story and make appropriate plans. Furthermore, the stipulation that all NPS interests would be acquired by donation or on a willing buyer-willing seller basis answers the critics who fear NPS "taking" of private property. By limiting that authority through legislation, this fear becomes unfounded. Furthermore, as we have suggested in the past, the removal of the threat of NPS action through eminent domain is both appropriate and timely.

One element of the draft does raise concerns that I would like to bring to your attention. We would join those in Richmond concerned about the future plans for the current visitors center on Broad Street. By focusing on the hospital story, the Park Service appears to be limiting the

Comments and recommendations noted; see response (3).

COMMENTS

RESPONSES

184

potential for use of this site and also would encourage a loss of tourists coming to the city. We would suggest that NPS work with Richmond-based Civil War sites to use the current center - or another appropriate site downtown - to interpret and showcase a variety of Richmond sites associated with the war. I am sure that the Museum of the Confederacy, the APVA, the APCWS and others would be interested in these discussions.

As Virginia's grassroots network for preservation, representing over 40,000 Virginians, the Alliance applauds your good work on this important study. Please do not hesitate to call me if you have questions or would like to discuss this situation future.

Sincerely,

David

David J. Brown
Executive Director

cc: Robert Giles, President, APVA
H. Alexander Wise, Jr., Director, DHR
Addison B. Thompson, Douglas Southall Freeman Branch, APVA
Dennis Frye, APCWS
Robin Reed, Museum of the Confederacy

CA\WP\WINSO\ENB230.DOC

COMMENTS

RESPONSES

RECEIVED
SEP 16 1995
BOB BAIRD, Ph.D.
9215 BROAD MEADOWS ROAD GLEN ALLEN, VA 23060
(804) 273-0723

August 12, 1995

Superintendent
Richmond National Battlefield Park
3215 East Broad Street
Richmond, VA 23223

Dear Sir:

With regard to the recent controversy over battlefield preservation in the Richmond area, I must come down on the side of preservation, but with just compensation for the landowners, as explained in the enclosed article from the *Roanoke Times*.

Sincerely,



Bob Baird, Ph.D.
675-1776 (o)

Enclosure

Comments noted.

Roanoke Times & World-News

COMMENTARY

PAGE A7

TUESDAY, FEB. 14, 1995

How to preserve Virginia battlefields

By BOB BAIRD

THE CIVIL War Sites Advisory Commission has recently conducted a study entitled "Report on the Nation's Civil War Battlefields." The report targets 384 of the most significant Civil War battles out of a total of more than 10,500 armed conflicts. Not surprisingly, many of these 384 are in Virginia.

Concern by private owners of these sites centers on the potential lowering of land values by historic designation that restricts many uses. Preservationists, on the other hand, point out that once the integrity of a battlefield has been lost by development it cannot be restored.

Although preservationists seemingly have the moral high ground to their credit, their solutions nearly always fall into a category that is to a property owner what an unfunded mandate is to a state or locality. They feel that the comfort a landowner supposedly gets when government, at any level, renders his land useless and worthless for a good and noble purpose should more than make up for the uncompensated restrictions on use, the lowering of property values, and potential loss of development revenue. How easy it is to mandate solutions costly to others when one's personal outlay is zero.

Property rights have been recognized as a fundamental freedom for millennia. Yet there must be limits, such as when exercise of a right infringes on the rights of others.

While most of us would agree, for instance, on the concept of freedom of speech, would we assent to someone burning a personal copy of a great historical document, such as the Declaration of Independence, as a political statement? Would we concur if someone wished to fold a letter written by Thomas Jefferson and cut paper dolls out of it? Yet, desecration of our Civil War battlefields, which are in a sense only larger "historical documents," is exactly the same thing.

From this come two conclusions upon which most reasonable people should concur: (1) Battlefields must be preserved. (2) Battlefield owners

must be justly and fairly compensated. Otherwise, we risk a smaller version of civil war in our own day.

There are numerous solutions and compromises that can and should be worked out to preserve these battlefields. For instance, property developers may recognize that preservation of a Civil War battlefield as a green area or park may increase the value of surrounding land enough to offset the loss of battlefield land as part of the development.

But the most important mechanism may be the people themselves, not via more taxes, but through the vast areas of public land currently held by the U.S. government.

Fully one-third of the land area of the United States is publicly held. Privately held Civil War battlefields are probably at least as valuable as the most desirable of the publicly owned land. Congress should therefore establish a program that would trade public land for private battlefield land, or where public lands are directly sold and the proceeds used for battlefield purchase and preservation.

Some believe that if you have seen one battlefield, you have seen them all. Others view each battlefield as an integral and important chapter in the total story of the war that must be preserved for posterity, perhaps even for reasons that have not yet been considered or discussed.

Because of the simple fact that we cannot restore a battlefield or recreate earthworks or other features once houses or shopping malls have been built, it seems a wise and prudent course to err on the side of preservation. If we allow battlefield destruction simply because we have no current interest in them, it may well be that we will be cursed by future generations.

Swapping or selling public land to obtain in its place historic or otherwise important sites would allow preservation of the most important properties, while at the same time allowing for no net loss of private property.

Bob Baird, a former senior geologist for the Virginia Department of Environmental Quality, lives near Richmond.

COMMENTS

RESPONSES

LEONARD O. MORROW, P.O. BOX 7447, RICHMOND, VA 23221

August 28, 1995

RECEIVED

SEP 16 1995

RICHMOND, VA

Cynthia MacLeod, Superintendent.
Richmond National Battlefield Park
3215 E. Broad Street
Richmond VA 23223

IN RE: tract 48-B2-19

Dear Ms. MacLeod:

This is written in response to the draft of the General Management Plan for the battlefields. I am opposed to the plan.

First let me commend you for your poise and demeanor at the Laurel Hill meeting. That was a rough bunch and you held your own.

Second, let me establish some credibility with you. My Dad's parents took title to our tract about 80 years ago. My ownership began in the 1980's. The tract is unit # 5835 in the American Tree Farm System and in the Virginia DOF Stewardship program. I hold a Ph.D. in Botany from Cornell University.

All of that is to say that we have a stake in the place and that I have some training in science.

I also have some sensitivity to what you folks want to do and let me establish credibility in that respect. The tract is important itself mostly because between 3000 and 6000 men died there on June 30, 1862. Hallowed ground. When I clear-cut the insect damaged pines some years ago, and had smoking woodpiles here and there, one could nearly imagine the scene. In addition to the war, because I worked out some of the history, the descendants of the family who owned the place in 1862 were able to come one Memorial Day and hold a service at a family cemetery to honor their heritage.

The other side of the story is set in this century. My parents were married in the Great Depression and made more sacrifices than you want to hear about to pay off the notes and own the property. When World War II began my Dad packed his stuff in the house and went off to fight the war and we followed. The neighbors looted all the belongings. In 1950 VEPCO, now Virginia Power, exercised eminent domain and erected the powerline. Outlaw relic hunters from all over the U.S. have raped the place; the judge laughed when we tried to have one arrested. Until I got a fence and gate up, we received an abandoned stolen car, two loads of automobile tires and heaven knows how much trash. You cannot imagine what effort has gone into trying to grow trees on highland swamp land.

Comments noted.

COMMENTS

188

I created a reputation for a truck patrol on the property and calmed some of the outlaw thefts. More recently the number of intruders increased sharply and I could not understand why. Then I found that the office on Willis Church Road, originally a part of honoring lives lost in conflict, had been turned into a tourist trap "information center" which was directing people to my place again.

Now you have identified the prime areas in a government document which is free so that anyone who can read sees my place as fair game. Perhaps this is not as dramatic as the tanks at Waco or the FBI killings in Utah, but my family has been violated by the document.

The reason my place is important to your program is that the Ferguson family has profited very handsomely from another piece of highland swamp on which houses could not be built. The Glendale Farms subdivision was stopped by a retired school board member because of drainfield problems. That left a large white elephant called the Fugua property which was outside the battle zone on June 30, 1862. I admire and respect the business acumen of the Fergusons and their clever unloading of the property at a profit. I fail to see why my family has to suffer because of a revised history of the battle.

When I worked for the Mitre Corp. in McLean I helped prepare a number of Environmental Impact Statements. Nowhere in this EIS on Glendale is there mention of the emotional damage and loss to be generated by the Federal "taking" of our property without justification and with no possibility of compensation.

(5)

I note also that Glendale was left out of Chris Ludwig's plant survey, and that your match of historic event and actual land owner in 1862 leaves something to be desired.

Sincerely,



Leonard O. Morrow

RESPONSES

(5) The NPS has taken what it believes to be a reasonable and moderate stance concerning the boundary at RBNP. All of the resources within this proposed boundary are nationally significant, qualify for inclusion and would be appropriate additions to the national park system, and would contribute to the established mandate of RBNP. There is an appropriate role for the NPS in stemming the deterioration and loss of battlefields and related resources.

The NPS is recommending that battlefield resource protection and/or interpretation be accomplished through a partnership of local, state, and federal government and the private sector. Where the battlefield resources can be appropriately protected and/or interpreted by means other than NPS acquisition, those means will be encouraged. Fee simple ownership by the NPS is seen as the most secure method to protect battlefield resources and the most appropriate method where public access is desirable. Where less than fee simple ownership within the boundary can accomplish the desired management objectives, other protection mechanisms will be employed. Any real property interest acquired by the NPS (e.g., fee simple ownership, easement, etc.) will be the minimum necessary to accomplish the desired management objective; and will only be acquired on a willing seller basis. Compensation for property acquisition from willing sellers is based on fair market value.

The NPS is recommending that the authorizing legislation for RBNP should be amended to permit the expenditure of both appropriated and donated funds for the acquisition of qualifying battlefield land and/or resources. Also, the right to accept donation of battlefield lands, buildings, structures, and other property within those boundaries should be retained.

Subject to the recommended legislative changes redefining the boundaries and authorities of RBNP, resource protection measures would be undertaken on a parcel-by-parcel basis. Negotiations with willing sellers will focus on specific protection mechanisms appropriately tailored to protect specific resource values on a given parcel.

The recommendations contained in this plan do not constitute an offer to purchase lands or interests in lands, nor do they diminish the rights of nonfederal landowners. As a land managing agency of the federal government, the NPS has jurisdiction over only those lands owned by the federal government.

COMMENTS

RESPONSES

Sept. 25 - 1995

And Alicia Bristow
8976 Battlefield Park Rd.
Richmond, Va. 23231

Acting Supt.
Richmond Nat. Battlefield Park
Richmond, Va.

Dear Sir,

We wish to offer comments on your master plan for the civil war battlefields in the Richmond area. The proposal to provide protection to the 7600 acres in Hanover and Henrico Counties seems minimal. This goal will be especially difficult to attain however as you have always relied on acquisition through gifts and on willing sellers.

We reside in the Varina area and our property is bordered on two sides for over 1/2 mile by the Fort Harrison unit of the Park. Property values are enhanced through the presence and management of the park. This fact is well

Comments noted.

recognized by the residents as well as the county tax assessor. In deed many of us located here because of the property value security and protection provided by the park.

Your proposal to focus on the New Market Hts battle is well advised.

A few years ago we studied the details of the various units involved in the efforts to take Richmond in the Varina area and were quite moved by the heroism of the 7th U.S.C.T. The lack of recognition we have shown these black union troops is almost an embarrassment.

Finally we wish to express appreciation for your efforts to involve the public in your planning process and the professionalism exhibited by your people in the everyday management of the Park.

Sincerely

Bud & Alicia Brister

COMMENTS

RESPONSES

City of Richmond



LEONIDAS B. YOUNG, II
MAYOR

900 EAST BROAD STREET
RICHMOND, VIRGINIA 23219
(804) 780-7977

September 29, 1995

Mrs. Cynthia MacLeod, Superintendent
Richmond National Battlefield Park
3215 East Broad Street
Richmond, Virginia 23223

Dear Mrs. MacLeod:

This letter serves as a response regarding the draft General Management Plan circulated by Richmond National Battlefield Park.

The City of Richmond supports the "Preferred Alternative" (Option "D"), however, the City strongly urges the Park Service to consider either keeping the headquarters at Chimborazo Park or an alternative location in the City. The interpretive approach in the Preferred Alternative is more broadly-based and inclusive. It presumes a higher level of cooperation with other entities which would likely be more easily accomplished if the headquarters was located in the City.

I strongly encourage a meeting of any interested parties, both public and private, to discuss a downtown or East District location for the visitor center and headquarters. While the hospital story is important, the loss of the headquarters in both the East District and the City of Richmond as a whole, would lead to a reduction in tourism. I support and encourage the National Park Service to employ vast historic sites of Richmond while presenting the history of the Civil War.

It is my hope that the National Park Service will consider these suggestions in making a decision that affects the City of Richmond as greatly. Thank you for your consideration and I look forward to continued and new partnerships in this endeavor.

Sincerely,

Leonidas B. Young, II
Mayor

LBV/sb

Recommendations noted; see response (3).

COMMENTS

RESPONSES

192



CITY OF FREDERICKSBURG, VIRGINIA

Erik F. Nelson
Planner
P.O. Box 7447
Fredericksburg, VA 22404
(703)372-1179

September 21, 1995

David R. Ruth
Acting Superintendent
Richmond National Battlefield Park
3215 East Broad Street
Richmond, VA 23223

RE: Comments on Draft General Management Plan and Draft Land/Resource
Protection Strategy

Dear Mr. Ruth:

Thank you for the opportunity to comment on your draft General Management Plan as well as the draft Land/Resource Protection Strategy. As the Senior Planner for the City of Fredericksburg I am always interested in seeing how resource agencies coordinate their efforts with local agencies and jurisdictions. More to the point, our respective localities will soon be linked through a heritage tourism initiative that highlights the 1864 Overland Campaign. I fully concur with our preference for Alternative D as having maximum benefit for battlefield resources while integrating a wide range of related cultural resources through the type of skillful interpretation for which the Park Service is so well known.

I commend you for a most impressive document and wish you well in your endeavor.

Very truly yours,

Erik F. Nelson
Senior Planner

EFN:rmn

Comments noted.

COMMENTS

RESPONSES

National Parks and Conservation Association

NORTHEAST REGIONAL OFFICE

30 September 1995

Cynthia MacLeod, Superintendent
Richmond National Battlefield Park
3215 E. Broad Street
Richmond, Virginia 23223

Dear Ms. MacLeod:

The National Parks and Conservation Association appreciates the opportunity to comment of the draft *General Management Plan and Land/Resource Protection Strategy* for Richmond National Battlefield Park. The National Parks and Conservation Association (NPCA) is America's only private nonprofit citizen organization dedicated solely to protecting, preserving, and enhancing the U.S. National Park System. An association of "Citizens Protecting America's Parks," NPCA was founded in 1919, and today has more than 450,000 members of which over 12,400 are Virginia residents.

After reviewing the draft plans, NPCA supports the preferred alternative, Alternative D. This alternative allows the National Park Service to expand its interpretive themes to go beyond just the military actions associated with the major campaigns at Richmond, but to relate these actions to the importance of the city of Richmond to both sides, as well as place the battles fought at Richmond in the context of the rest of the war. This interpretive concept will promote a greater understanding of the Civil War, the Confederacy and Southern life in the 19th century among Americans today.

NPCA especially supports the development of a new heritage education/visitor center to provide expanded interpretation of these themes and better visitor orientation.

Richmond is a beautiful city that offers a wealth of experiences to a wide variety of visitors. A comprehensive set of partnerships, as called for in Alternative D, between the National Park Service, the city of Richmond and other resources will make the city a more desirable tourist destination and lead to a more fulfilling visitor experience. Such partnerships will also leverage the ability of all partners to tell the rich and complex story of Richmond in the Civil War.



Northeast Regional Office

P.O. Box 382372, Cambridge, MA 02238-2372
Tel: (617) 354-8940 • Fax: (617) 354-8635

National Office

1776 Mass. Ave., N.W., Washington, D.C. 20036
Tel: (202) 223-6722 • Fax: (202) 659-0650

Comments noted.

COMMENTS

- (9) Further, NPCA supports the Land/Resource Protection Recommendations to reduce and redefine the Richmond NBP boundary to approximately 7,500 acres. Using the findings of the congressionally mandated and highly acclaimed Civil War Sites Advisory Commission assures the American people that this recommendation is made on the basis of sound academic study and careful consideration.

In addition, the boundary redefinition takes away the unpredictability inherent in the current authorizing legislation. Property owners and local communities will understand more clearly the Park Service's intentions for resource protection and will be able to make appropriate plans. They will also be able to pursue other economic development objectives more freely and without uncertainty.

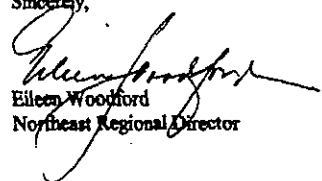
NPCA cautions the National Park Service about giving up the right to acquire nationally significant resources by eminent domain. Condemnation is a legitimate tool for protecting the nation's interest and nationally significant resources. We understand the local issues facing Richmond NBP, but we urge the National Park Service to consider carefully an action that has potentially national implications with regard to resource protection.

Finally, NPCA supports a change in the authorizing legislation for Richmond National Battlefield Park to permit the expenditure of both appropriated and donated funds for the acquisition of qualifying battlefield land and/or resources.

The National Parks and Conservation Association believes that the preferred alternative will provide the park with the flexibility and tools it needs to protect the resources that are integral to understanding our common identity as Americans. We appreciate the exhaustive nature of this study and the public input that helped form the recommendations.

Please call me if you have any questions about our comments.

Sincerely,


Eileen Woodford
Northeast Regional Director

RESPONSES

- (9) Further boundary refinements have been made. The proposed land/resource protection strategy now recommends that the legislative boundary be reduced to approximately 7,121 acres.

COMMENTS

RESPONSES



JAMES RIVER ASSOCIATION

P.O. BOX 110
RICHMOND, VIRGINIA 23201-0110
(804) 730-2898

Board of Directors

William W. Archer, III
Chairman

James E. Cuddihy, Jr.
President

Russell C. Scott
Vice-President

Roger H. W. Kirby
Vice-President

Alexander C. Kuras
Vice-President

B. Randolph Boyd
Secretary

Alastair S. Macdonald
Treasurer

Mrs. Lucy H. Sydnor
Life Director

Carlton S. Abbott
Dr. Mitchell A. Byrd

Jay B. Call, III
Mrs. Peter S. Calos

Ms. Annie C. Chalkley
George S. Elder

Richard C. Erickson
John T. Ferguson

Frederick S. Fisher, III
Mrs. Ingeborg K. Fisher

Ms. Catherine M. Harold
Col. Elisey Harris, Jr.

Richard D. Harrison
John G. Kline, Jr.

William J. Lowry
Geoffrey Linton

Ms. Carolyn F. Lowe
Edward D. Mitchell

Mrs. John M. Moon
Ronald H. Pack

Walker S. Robertson, Jr.
Peter L. Treadler

Charles V. Ware

Patricia A. Jackson
Executive Director

September 29, 1995

Ms. Cynthia MacLeod
Superintendent
Richmond National Battlefield Park
3215 E. Broad Street
Richmond, VA 23223

Dear Ms. MacLeod:

On behalf of the 1500 members of our Association who are dedicated to the conservation of the natural and historic resources of the James River Watershed, consistent with orderly development, I have reviewed the Draft General Management Plan and Draft Land/Resource Protection Strategy, as well as the Draft Environmental Impact Statement, for the Richmond National Battlefield Park (RNBFP). We offer the following comments in support of Alternative B in the Plan and the supporting documents.

The National Park Service has done an outstanding job of assessing the needs of the communities and the Commonwealth of Virginia, as well as the federal government, in conducting a thorough evaluation of the Richmond National Battlefield Park's current and potential resources. By recommending a significant reduction in the potential size of the Park throughout the Richmond Metropolitan Area, you have addressed the concerns raised by local governments and landowners about having a "cloud" over their property.

We commend you for prioritizing the most important Civil War Battlefield sites, particularly by focusing on the most threatened battlefields as identified by the Civil War Sites Advisory Commission (CWSAC). This provides an opportunity for the local jurisdictions and the state government to be aware of your priorities as they plan and approve land uses and open space preservation.

Comments noted.



COMMENTS

RESPONSES

961

Ms. Cynthia MacLeod
September 29, 1995
Page Two

We support the emphasis on public-private partnership efforts to protect and enhance battlefield resources. One of the most impressive features about the Richmond National Battlefield Park is that it is a series of sites throughout this geographic region, truly reflective of the history of the Civil War battles that were fought here and readily available to all citizens. It requires a cooperative effort by local officials and citizens with NPS to continue the commitment to preserving these important areas for present and future generations.

Local governments and citizens should recognize the tremendous amenity that the Park is for this region. It brings 250,000 visitors to the Central Virginia Region each year, and they spend a significant amount of money on hotels, restaurants, gasoline, etc. This is a great boost to the local and state economies which should increase with the new emphasis on heritage tourism, especially with the First Lady of Virginia as a very visible spokesperson for this initiative.

Additionally, the availability of NPS sites in each locality relieves the burden on local governments to provide funds for the purchase and maintenance of as many local park sites. This is a significant benefit to jurisdictions which have one or more NPS sites.

We support the proposed interpretation of the battlefield sites within the context of the broader historical and cultural arena to address the needs of a more diverse population and visitor base. This should provide greater appeal to a larger audience, and give the Richmond area more visibility as a leader in the field of heritage tourism.

We agree with the NPS position to relinquish the use of eminent domain to acquire additional property for the RNBFP. We understand that although the NPS has never used this tool in the history of the Park, it has been a point of contention for some landowners in the vicinity of the Park's property.

However, we strongly support the property rights of landowners who wish to donate or to sell their property or easements on their property to the NPS to do so. We are on record opposing H.R. 1091, introduced by Congressman Bliley and passed by the U.S. House of Representatives, for this reason. It serves as a strong deterrent to the timely transfer of property by willing property owners, and puts them at an unfair disadvantage.

COMMENTS

Ms. Cynthia MacLeod
September 29, 1995
Page Three

We believe that the Virginia Congressional Delegation should do everything possible to appropriate funds for the NPS to maintain the existing RNB Park sites and to acquire additional sites identified in the Plan if the property owners are willing to sell or to donate their land or easements on their land. Their support for this management plan and funds to carry it out efficiently would be much more beneficial to Virginia and the citizens of the Richmond Metropolitan Area than support for H.R. 1091.

We appreciate the opportunity to participate in the public meeting on August 9 to hear about this plan and we would like to commend you and your staff for your professionalism in handling a difficult situation. Thank you for the opportunity to comment.

Sincerely,

Patricia A. Jackson

Patricia A. Jackson
Executive Director

RESPONSES

COMMENTS

RESPONSES



A. Wilson Greene
Executive Director

6523 Duncan Road
Petersburg, Virginia
23803

Phone:
804-861-2408
Fax:
804-861-2820

Mr. David R. Ruth
Acting Superintendent, Richmond NBP
3215 East Broad Street
Richmond, VA 23223

Aug. 1, 1995

Dear Mr. Ruth,

Thank you for the opportunity to comment on the draft General Management Plan for Richmond National Battlefield Park. As another public battlefield park in the greater Richmond area, the future of Richmond National Battlefield Park is of great interest and importance to us.

Pamplin Park Civil War Site believes that the focus of RBNBP should be on the military actions that occurred around Richmond in 1862 and 1864-5. This concept seems to be a central to both Alternatives C and D. While we agree that a context for the desire to protect/capture Richmond during the Civil War is imperative to a meaningful visitor experience at the park, we are concerned that Alternative D would emphasize context at the expense of the primary reason for the park's existence: to preserve and interpret the military actions around Richmond.

The story of the campaigns for Richmond is a complex one. The National Park Service faces a difficult challenge in acquiring the physical resources necessary to tell this story and to develop and maintain the interpretive programs and facilities to do the job. Pamplin Park Civil War Site believes it would be a mistake to devote significant federal financial resources to the development of a "heritage education center" if such development would limit the opportunity to protect and interpret the story of the military campaigns themselves.

Comments noted.

COMMENTS



Pamplin Park Civil War Site is in the process of planning the National Museum of the Civil War Soldier scheduled to open in 1997. This facility, 20-30 miles from units of Richmond National Battlefield Park, will explore all aspects of the common soldiers' experience during the Civil War. The Museum of the Confederacy, the Valentine Museum, and various other facilities in the greater Richmond area also touch on the context of the war that swirled around Richmond in the 1860's. In an era of shrinking federal appropriations for parks, we believe that to address topics already interpreted by the private sector would be risking the park's ability to perform its primary function: to preserve and interpret the battlefields themselves.

We heartily concur with the provisions of the draft Land Protection Plan. The concepts of creating a resource-based boundary for Richmond National Battlefield Park, allowing appropriated funds to be spent on acquiring land within that boundary, and to do so only with explicit seller consent are long overdue in Richmond. The National Park Service deserves great credit for proposing a land protection strategy that both fulfills its mission to protect the nation's sacred Civil War battlefields while at the same time recognizing the concerns and rights of private property owners.

I'm sorry that we will not be able to attend your information sessions later this month. Please enter this letter into the record in lieu of our personal appearance at your meetings.

Sincerely,

A. Wilson Greene
Executive Director

RESPONSES

COMMENTS



September 22, 1995

Superintendent Cynthia McLeod
Richmond National Battlefield Park
3215 East Broad Street
Richmond, Virginia 23223

Dear Ms. McLeod:

The Church Hill Association (CHA) long has welcomed as a valued neighbor the Headquarters and Visitors Center for Richmond National Battlefield Park. The Association wishes to go on record as strongly in favor of maintaining the Headquarters and Visitors Center at their current location in Chimborazo Park for reasons as follow:

- the efficiencies to be gained through partnerships with the Poe Museum, Museum of the Confederacy, Valentine Museum, the City of Richmond's Valentine Riverside location, and the City Department of Recreation & Parks (which owns Chimborazo Park and the Belle Isle-prison site) can best be developed through an intra-city presence;
- the Chimborazo location not only is central to these other important Civil War attractions, it is just a few blocks off the busy Interstate highway and most convenient to tourists and conventioners;
- the hospital location invites and represents a more inclusive interpretation of the war that the limited perspective seen from the typical battlefield site.

Key, we believe, is the synergy evolving from partnerships with other Civil War-related attractions in the downtown area. In our discussions with City officials, they have expressed keen interest in supporting expansion of the Chimborazo location in every way possible.

Thus, while the CHA can support much of Alternative D in the draft General Management Plan, we strenuously urge that it be amended by locating the new heritage education/visitor center NOT adjacent to any one of the many battlefield sites but instead in downtown Richmond; which wants it, preferably in or near Chimborazo, similar to the

Post Office Box 6031 • Richmond, Virginia 23223

RESPONSES

Recommendations noted; see response (3).

COMMENTS

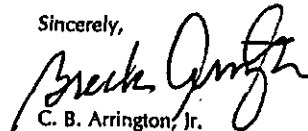
RESPONSES

Superintendent Cynthia McLeod
September 22, 1995
Page Two

concept in Alternative B. Elected city officials and city administrators have made clear to us that they share our strong desire to continue to welcome you here as we have for many years.

Please let me know if we may provide further information as your review process continues. We appreciate your consideration and look forward to your continued presence on Church Hill.

Sincerely,



C. B. Arrington, Jr.
President

cc: Mayor Leonidas B. Young

COMMENTS

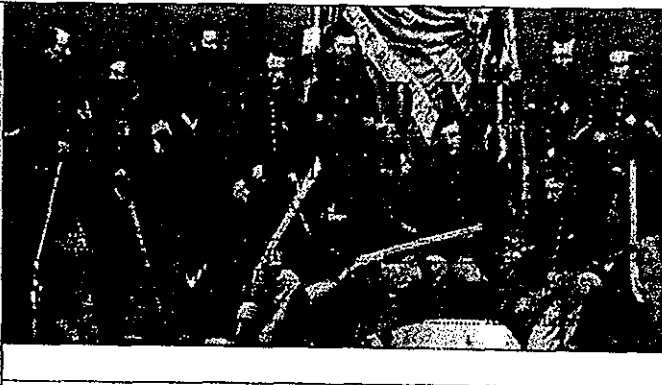
RESPONSES

PAST BRIGADE
COMMANDERS

1978-79
Frank Gare
1979-81
George Seligman
1981-82
John Regrut
1982-83
John Morrow
1983-84
Edwin Root
1984-85
Jeffrey Heller
1985-86
James Wright
1986-87
William C. Goble
1987-88
Richard Mathew
1988-89
Michael Snyder
1989-90
Joseph Rigg
1990-91
Anthony Quastrom
Richard Mathew
1991-92
Jeffrey Stocker
1992-93
Michael Snyder
1993-94
Brad Bean
1994-95
Jesse Holubowicz

BOARD OF
DIRECTORS

1995-96
Jack Minnick
Jane Price
Gloria Hahn
Harold McElroy
Michael Snyder
EDITOR



September 28, 1995

Superintendent
Richmond National Battlefield Park
3215 E. Broad St.
Richmond, Va 23223

On behalf of the membership of the CWRT of Eastern Pa, Inc I would like to offer the wholehearted support of Alternative "D" of the Draft General Management Plan. Our 350 members believe that the time to save these historic lands is now and the fleeting opportunity to do so must not be lost. We should not limit our scope and must protect whatever possible. We should not be limited by any perceived lack of funding without exploring all options.

We, as an organization, will do everything in our power to support the goals of Richmond NBP.

CCT 2 1995

Sincerely Edwin Root

Comments noted.

COMMENTS

RESPONSES

City of Richmond
Office of the City Manager



900 East Broad Street, Richmond, Virginia 23219
804 • 780-7970

October 5, 1995

Mr. David R. Ruth
Acting Superintendent
U.S. Department of the Interior
National Park Service
Richmond National Battlefield Park
Maggie L. Walker National Historic Site
3215 East Broad Street
Richmond, Virginia 23223

Dear Mr. Ruth:

I am writing, a bit belatedly, to comment on the draft General Management Plan.

We have reviewed the draft in detail and have concluded that Alternative "B" should be the preferred alternative. There should be no question that the City is committed to retaining the Park's visitors' center in or near downtown. We believe that there are viable opportunities to create an expanded battlefield park visitors' center that will both benefit from and reinforce the revitalization of downtown.

To move the new visitors' center out of the City would, we believe, make it more difficult for the visitor to envision the context of the defense of Richmond. The battlefield visitor would also likely lose the opportunity to experience the extraordinary breadth of the Richmond area because Varina is far from being centrally located.

We would welcome the opportunity to discuss our concerns with, and objections to, Alternative "D" and, more positively, discuss the opportunities that might be available if we jointly pursue Alternative "B."

Sincerely,

Robert C. Bobb
City Manager

Comments noted; see response (3).

COMMENTS



**ASSOCIATION
FOR THE
PRESERVATION
OF CIVIL WAR
SITES, INC.**

365 Charlotte Street
Fredericksburg,
Virginia 22401
(703) 371-1860
(703) 371-3489 FAX

Thomas W. Richards
Chairman

James M. McPherson
Vice Chairman

Daniel J. Beattie
Secretary

David M. West
Treasurer

Dennis E. Frye
President

Board of Trustees
John P. Ackerly III
John R. Bass
Frank A. Bracken
Christopher M. Calkins
Howard J. Coffin
Robert Dennis
Gary W. Gallagher
C. Hobson Goddin
A. Wilson Greene
Alton Kelley
Thomas A. Low
Robert J. Mrazek
Jody Powell
Gretchen Davis Stephens
Carrington Williams
R. Michael Yost

National Advisory Board
Edwin C. Bearss
Sen. Dale Bumpers
Katie Couric
Richard Gilder
Alan E. Hoeweler
William D. Holschuh
Sen. James M. Jeffords
Robert K. Krick
James I. Robertson, Jr.
Holly A. Robinson
J.E.B. Stuart IV
Don Troiani
Ted Turner

August 14, 1995

Mr. David R. Ruth
Acting Superintendent
Richmond National Battlefield Park
3215 E. Broad Street
Richmond, Virginia 23223

Dear Dave:

Thank you for providing the Association for the Preservation of Civil War Sites with a copy of the draft General Management Plan and draft Land/Resource Protection Strategy for the Richmond National Battlefield Park. We appreciate you giving us the opportunity to review and make comments on the documents.

After reading through the two plans and discussing them among ourselves, we can report the following:

- 1) The Park is to be congratulated on the thorough and thoughtful job which was done.
- 2) APCWS feels that the Park has taken into consideration all of the sensitive issues, and addressed them in a clear and convincing manner.
- 3) By including four different scenarios, the Park has shown its flexibility to deal with all possible responses.
- 4) APCWS does not necessarily endorse any particular scenario, although Alternative D, the Park's preferred alternative, would allow the Park to better interpret the various campaigns around Richmond.
- 5) The maps are enormously helpful, although it is sometimes difficult to tell the difference between the colors for, "Land currently owned by NPS," and "Land currently proposed for donation."

Again, the Association for the Preservation of Civil War Sites commends the Richmond National Battlefield Park for the fine work in this study and looks forward to further discussion on the proposals in the future.

Sincerely,

Dennis
Dennis E. Frye
President

RESPONSES

Comments noted.

COMMENTS

RESPONSES



District Initiative

City of Richmond
701 N. 25th Street
Richmond, VA 23223
(804)780-4599 FAX (804)780-4510

September 29, 1995

Mrs. Cynthia MacLeod, Superintendent
Richmond National Battlefield Park
3215 East Broad Street
Richmond, VA 23223

Dear Mrs. MacLeod:

In response to the draft General Management Plan circulated by Richmond National Battlefield Park, the East District Initiative supports the preferred alternative, Option "D," with one exception. The Initiative strongly urges the Park Service to consider keeping the headquarters in the East District at the Chimborazo location.

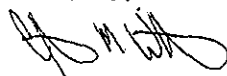
The East District Initiative supports efforts that encourage the economic health and growth of the community. National Battlefield Park has consistently brought tourists to the East District in great numbers, and would likely increase those numbers with the broad-based interpretive option stated in Option "D."

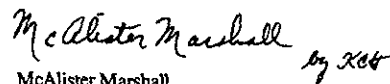
Additionally, the site is well-known to history enthusiasts and adds to a growing list of often-visited sites in the East District. Moving the site from its well-known location could prove to be a mistake for all involved.

The Initiative supports the present location as a hospital and headquarters, however, if the headquarters must be moved, we encourage the Park Service to keep the headquarters in the City of Richmond.

Thank you for your consideration. We hope that our letter will be carefully considered as the Park Service makes this important decision.

Very truly yours,


Clayton White
East District Manager


McAlister Marshall
Economic Development Committee Chair

Comments noted; see response (3).



COMMENTS

RESPONSES

206



District Initiative

City of Richmond
701 N. 25th Street
Richmond, VA 23223
(804) 780-4599 FAX (804) 780-4510

October 25, 1995

David R. Ruth
Acting Superintendent
Richmond National Battlefield Park
3215 E. Broad St
Richmond, VA 23223

Dear Mr. Ruth:

On Monday October 16th the Board of the East District Initiative (EDI) met and directed me to convey to you the Board's feelings concerning the draft General Management Plan/Land/Resource Protection Strategy currently being circulated for public comment. As you know the EDI represents many civic associations throughout the East End of Richmond.

We are in general support of the Preferred Alternative ("D") because enhanced protection for Richmond's battlefields is important for the entire community. We especially support the inclusive interpretive approach proposed in the Preferred Alternative. The proposed interpretive approach will generate a larger constituency for the park, especially among those who have not in the past shown much interest in Civil War history.

The Board of the EDI also supports a partnership approach to Civil War resource protection and interpretation because it will involve the expertise and facilities of many community based agencies, both public and private. For this reason we urge that you reconsider the proposed location for the headquarters and visitor center. We believe that a city location for the headquarters and visitor center is a better and more appropriate place to facilitate partnerships with others. Such cooperation can not be so easily facilitated from a location in an adjacent county.

In sum we support the Preferred Alternative ("D"), but strongly encourage that the headquarters/visitor center be located adjacent to a Civil War resource in the city.

Thank you for the opportunity to comment.

The Rev. Darryl Husband, Chair
East District Initiative Board

Comments noted; see response (3).



COMMENTS

RESPONSES

CHESTERFIELD COUNTY

P.O. Box 40
Chesterfield, Virginia 23832-0040
(804) 748-1200



Jack McHale
Board of Supervisors
Bermuda District

July 21, 1995

Mr. David R. Ruth
Acting Superintendent
Richmond National Battlefield Park
3215 East Broad Street
Richmond, Virginia 23223

Dear Mr. Ruth:

Thank you for your letter of July 7, 1995 concerning the General Management Plan. I have distributed this information to the appropriate staff. I look forward to seeing the completed draft of the Plan later this month.

Thank you for keeping me informed.

Sincerely,

A handwritten signature in dark ink, appearing to read "J. L. McHale, III", is written over a horizontal line.

J. L. McHale, III
Bermuda District Supervisor

Comments noted.

COMMENTS

Comments concerning the Proposed Improvement to the Richmond National Battlefield Park.

At the present time I feel that the present property, and any property donated to the park should comprise the whole park project.

Additional land would create the necessity of adding to the budget of the park at a time when the national budget is undergoing a necessary downsizing.

In other words I favor the proposed plan A for the park.

My family had inhabited the area since before the Civil War, and at the time of the war they owned Frayser's farm, and prior to that they owned Malvern Hill, so I naturally do have a deep feeling for the area.

During my youth my father was very interested in preserving the present park and worked to do so, but I do feel that he would be dismayed to see the present plans of the Federal Park Service.

He would also be very displeased to see the present condition of the Fort Harrison area, including Fort Hoke. You certainly do not keep the grounds in the condition they formerly were in. It makes me question the wisdom of adding to the park area.

At the present time the moral of Park Service employees is low due to budget constraints and I do not understand why you think that expansion is in anyone's best interest. It seems to me that you are not looking on a national scope at this situation, but are trying to build your own little empire in Richmond. We can not afford this. We need to have our property rights preserved. You will reduce the landowners adjacent to the park to a life of enforced poverty. Just look at the plight of the residents in Tennessee, where the Federal Government grabbed their land at unfair price to improve the area and it has never been used as well as it was, before TVA.

ELIZABETH NELSON GOTTWALD
1986 TOWHEE LANE
RICHMOND, VA 23231-5822
804-795-1043

RESPONSES

Comments noted.

COMMENTS

RESPONSES

The Reverend McAlister C. Marshall, D.Min.
P.O. Box 8011
Richmond, Virginia 23223

AUGUST 29, 1995

THE SUPERINTENDENT
RICHMOND NATIONAL BATTLEFIELD PARK
3215 EAST BROAD STREET
RICHMOND, VA 23223

RECEIVED

AUG 30 1995

RICHMONDIN64

DEAR MR. MARSHALL,

THE PURPOSE OF THIS LETTER IS TO
OFFER MY SUGGESTIONS ABOUT THE USE OF
THE CHAMBERAZO FACILITY. FIRST, I THINK THE
BUILDING SHOULD CERTAINLY BE USED TO TELL
THE FASCINATING STORY OF THE HOSPITAL.
FROM BOTH A MILITARY AND A MEDICAL PER-
SPECTIVE, IT SHOULD NEVER BE FORGOTTEN.

SECONDLY, AND PERHAPS MORE IMPORTANTLY,
I AM CONVINCED THAT THE RNBP
HEADQUARTERS SHOULD STAY WHERE IT IS.
THIS IS MY RATIONALE FOR THAT DECISION:

AT THE PRESENT TIME, AND FOR MANY
YEARS PAST THE METROPOLITAN AREA'S
PRIMARY TOURIST ATTRACTIONS HAVE BEEN
THE STATE CAPITOL AND SAINT JOHN'S CHURCH.
(I OBVIOUSLY HAVE NOT EXTENDED "THE METROPOLITAN
AREA" TO ROSWELL). YOU ARE, I AM SURE,
WELL FAMILIAR WITH THE FIGURES. YOUR EXIST-
ING FACILITY GETS A GOOD PROPORTION OF
THIS TRAFFIC, BOTH BUS AND PRIVATE VEHICLE.

Comments noted; see response (3).

COMMENTS

RESPONSES

YOU ARE AWARE THAT THE J. FULLER BRIGHT PARK FOUNDATION BOUGHT THE OLD NOLDE GARAGE ON 24TH STREET FOR THE SPECIFIC PURPOSE OF CREATING A MUSEUM TO TELL THE STORY OF CHURCH HILL, A MARVELOUS STORY OF RICHMOND'S HISTORY SINCE ITS EARLIEST DAYS THAT HAS YET TO BE ADEQUATELY EXPRESSED. THIS ANOTHER ATTRACTION HAS BEEN ENVISAGED TO ATTRACT EVEN MORE VISITORS TO THE AREA NOW ENCOMPASSED BY THE CAPITOL, THE CHURCH, YOUR FACILITY AND THE POE MUSEUM. THIS AREA IS FAR MORE OF A TOURIST CENTER THAN IMPOSSIBLE-TO-FIND CENTER ACROSS FROM THE ART AND PEACE CENTER.

WITH THE TOURISTS USING THIS AREA AS THEIR PRIMARY DESTINATION, AS NOW THEY DO, IT IS AN EASY MATTER FOR THE BATTLEFIELD BUFFS TO LOCATE THOSE SITES WHICH HAVE A PARTICULAR APPEAL. IT SEEMS TO ME ONLY LOGICAL TO HAVE THE HEADQUARTERS OF RINBP IN THIS PRIMARY TOURIST LOCATION. FOR YOU TO MOVE TO ANY OTHER LOCATION WILL DIVIDE OUR EFFORTS, RATHER THAN MULTIPLY THEM; THE END RESULT IS THAT WE ALL LOSE. NOBODY GAINS.

HISTORIC TOURISM IS BOTH A GREAT LEGACY AND A GREAT BUSINESS, FROM WHICH WE ALL BENEFIT. I KNOW THAT YOU AND THE PLANNING TEAM HAVE PUT A GREAT DEAL OF TIME AND

COMMENTS

RESPONSES

THOUGHT (AND MONEY!) INTO YOUR PROPOSALS.
I HOPE THAT YOU WILL CAREFULLY CONSIDER
THE IMPACT THAT MOVING YOUR HEADQUARTERS
WOULD HAVE ON ALL OF US FOR WHOM
HISTORIC TOURISM IS A MATTER OF VITAL
CONCERN.

SINCERELY,
Wendell Marshall

COMMENTS

RESPONSES

212

August 23, 1995

6052 Heatherwood Drive
Alexandria, VA 22310

Superintendent
Richmond National Battlefield Park
3215 East Broad Street
Richmond, VA 23223

Dear Sir,

Of the alternatives offered in the General Management Plan for Richmond National Battlefield Park (RNBK), alternative D is the best one. It proposes to preserve critical sites around Richmond, while reducing the current boundary, which is unreasonably large. Alternative D will protect the integrity of key battlefield acreage, and also encourage robust business growth through increased tourism.

The great success of the "Lee's Retreat" driving tour has demonstrated the vast appeal of Civil War tours to the general public, and also the ability of such tours to attract business to establishments along the tour route. However, while much of the countryside surrounding the "Lee's Retreat" driving tour (such as along Route 307) is largely unchanged since the Civil War, the environment around Richmond has experienced dramatic development in the past 20 years. Battlefields which Confederate veterans expected would always be farmland have now become townhouse developments. Much of the Union position at Beaver Dam Creek now consists of tract homes.

To protect the historical integrity of the RNBK, and preserve its role as a source of tourist revenue, it is imperative that critical acreage (in some cases only 2 or 3 acres) be added to the RNBK. On the other hand, businesses need no longer fear that the 225,000 acre "theoretical boundary" will halt development for miles around. It should be clear that, while convenience stores may be located near battlefields, there is no need for them to be located in the center of the Union or Confederate position on a given battlefield. In fact, such a location would greatly decrease the attraction of the battlefield for tourists. One only needs to visit Appomattox to see how the preservation of a compact mass of critical acreage can carry visitors back in time, and help them to re-live the events which made our country great.

In the next century, things which are rare or unique will be of greater economic value. At some point, there will be an overabundance of shopping malls, and the economic value of some of them may decrease. However, there is only one Malvern Hill, and one Cold Harbor, and, as long as this country endures, people will come from all over the world to visit them. These battlefields have a great power to attract affluent visitors, and therefore it would be short-sighted to bulldoze them, allegedly in the name of economic growth.

Comments noted.

COMMENTS

RESPONSES

To The Office of The
Superintendent RNBP,

9-11-95

I William "Bill" Brown of Henrico Co.,
VA, wish at this time to show my
Support For the RNBP's
GMP/Alternative Plan "D".

I hope this support is not to late
I've not been able to make any of the
Public Meetings.

If I can be Further help please
contact me.

Bill Brown
15th VA. Infy.
1st NY. Engs.
Capt. Wm. Latrine' Camp #1690-900
Army of the James Camp #1864-900

Comments noted.

COMMENTS

RESPONSES

100-100-100

AUG 10 1995

August 8, 1995

100-100-100

Superintendent:

This letter is in regard to the article in the Richmond News Dispatch (Monday). My sympathy is with those poor individuals who possibly can't turn a quick buck ~~on~~ on land they unfortunately own. I wish I had the money to buy this land, so it could be preserved. One of Virginia's greatest assets is its history. As you know, it's not just state history, but now well concerns the history of the entire country. The War of Northern Aggression is a prime example. When I was in school, I had no interest in American history. Not until I was in my late 20's, did I become interested in the battles, the ideology, way of life, etc. of (in particular) the Civil War. Recently I spent two days at Gettysburg, and still can't understand how so many people fought & died, under seemingly hellish conditions for their beliefs. I find it awe inspiring, as well as being amazed at their honor and dignity most individuals presented.

Comments noted.

COMMENTS

RESPONSES

To the Superintendent of Richmond National Battlefield

I'm writing to you because I support the growth of the Richmond National Battlefield Park. By bulldozing areas of historic value we rob ourselves and future generations of our heritage.

Many of the people who wish to pave over parts of the battlefield see only the chance for self profit. They sarcastically brush aside the sacrifice that occurred on these lands. But many people like me believe that destruction of these lands would disgrace thoughts who made these grounds sacred.

Please do not allow pieces of our past to become trash. Think of posterity. Allow future generations to appreciate fully this terrible conflict. By not protecting our past we inform the ghosts of that war of our ingratitude, and we inform the future of our stupidity. However, by preserving these lands we display for all times that we recognize the sacrifice that occurred and our commitment to its remembrance.

Sincerely,

John Harriott

REC-VEL

AUG 09 1995

RICHMOND, VA

COMMENTS

RESPONSES

LJS 17 1995

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNBP). The mission at RNBP is fourfold: 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

No. Too much expansion; not enough operating expenses to maintain what you have, how is park service going to maintain more? it don't see the tourist interest, I don't see why, after

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

Not Familiar

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

Yes, concentrate on improving, promoting and educating with what you have. The "battles" in Virginia were not Gettysburg or Appomattox! Realize the future is now; what has past is done & gone.

Comments noted.

COMMENTS

RESPONSES

① (cont.) ~~Norina~~ (Henrico) has developed so the Park Service sees a need to expand. The N.P.S. should have thought of following through years ago before it meant affecting people's homes. The tours you presently offer ~~you~~ do a fine job of portraying the various battles & skirmishes, I have taken them. Maybe consider relocating the center of RNRB to Malvern Hill since that truly was a battle and then offer the car/tour from there; that enables ~~that~~ Chimborazo to be converted to the hospital it was, it allows RNP the freedom to dev. a visitor's center as it develops Malvern Hill and leaves the Henrico Co/Virginia resident alone.

COMMENTS

RESPONSES

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNB). The mission at RNB is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

I SUPPORT ALTERNATIVE D HOWEVER - THE VISITORS
CENTER MUST REMAIN IN RICHMOND, PRETTYMUCH @
CHANCELORE. RICHMOND IS THE HEART OF THE SURROUNDING
BATTLES WERE FIGHT AND SHOULD BE THE CENTER OF THE
MISSION NOT PEOPLE THEN GOING TO THE BATTLEFIELD AT THEIR CHOICE.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

SUPPORT - WE MUST CONTINUE TO PROTECT ALL
RESOURCES THAT THIS STATE HAS.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

WANT TO REITERATE ITEM #1 - RICHMOND IS
CENTRAL TO THIS ISSUE - NOT THE REVERSE

Comments noted; see response (3).

COMMENTS

RESPONSES

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNB). The mission at RNB is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

Not entirely. The main visitor center should remain within the city of Richmond, preferably in or adjacent to the Tredegar Ironworks.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

I am concerned that the National Park Service has conceded too much too early. I favor retaining condemnation rights and a far more aggressive acquisition program than is proposed.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

I hope significant opportunities are not missed - such as utilization of the Green Valley Riverside complex - and that National Battlefield Park development can be better coordinated with other regional and local efforts, such as canal restoration. Sweeney's development.

(10) Given the complexity of ownership patterns, current land uses, and jurisdictional responsibilities, preservation options that emphasize a partnership approach to resource protection appear to offer the greatest potential for success. A range of mechanisms, agreed upon by the local jurisdictions, will be needed to ensure that valuable resources are preserved and promoted for the benefit of residents and visitors alike.

Some local residents and elected officials have expressed serious concerns about the threat of federal condemnation, and these concerns have become an obstacle to the type of partnerships that are most likely to be effective in protecting significant battlefield resources in the future. The NPS does not intend to acquire any private property within the redefined boundaries of RNB without owner consent, and NPS will support legislative action to limit the use of its acquisition authority to owners at RNB who are willing to sell.

The recommendations contained in this plan do not constitute an offer to purchase lands or interests in lands, nor do they diminish the rights of nonfederal landowners. As a land managing agency of the federal government, the NPS has jurisdiction over only those lands owned by the federal government. The NPS will continue its advocacy for the protection, interpretation, or commemoration of nationally significant battlefield resources.

COMMENTS

RESPONSES

220

00 RICHMOND NATIONAL BATTLEFIELD PARK

Richmond VA 23231

95-5303

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNB). The mission at RNB is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

No

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

No additional growth of RNB is appropriate
unless current landowner approves RNB
Existing resources used to full extent suffice.
RNB contributes little to local economy.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

No - see above. RNB should act as a
resource/consultant to the area but not
be spearheading such a major growth
plan.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

War should not be over glorified. Enough land
is available now. Maximize use of existing
resources.

My compliments to RNB employees especially Ms. McCand
for their conduct at last night's meeting in Varina.

Comments noted; see response 10.

COMMENTS

RESPONSES

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your Ideas about the future of Richmond National Battlefield Park (RNB). The mission at RNB is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

I support a version of ALT D WHICH WOULD
INCORPORATE A VISITOR CENTER AT
CHIMBORAZO WITH A HOSPITAL/MEDICINE
HISTORY FOCUS

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

I ^{UNWANTINGLY} ~~UNWANTINGLY~~ THE CITY WOULD BE WILLING TO
WORK WITH RNB TO PROVIDE
FOR NECESSARY EXPANSION OF
A FACILITY WITHIN RICHMOND

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

PLEASE INCORPORATE CHURCH
HILL'S SUPPORT FOR A CENTER
IN ITS PLANS - IT IS AN
EXCELLENT CENTRAL LOCATION
FOR VIEWING NORMAL NETWORK
OF BATTLEFIELDS (FROM VISITOR'S
VIEW)

Comments noted.

COMMENTS

RESPONSES

Summer 1995

AUG 14 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNBK). The mission at RNBK is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

NO. The expansions for RNBK is unnecessary.
I do not want restrictions in the use
(11) or sale of my property.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

NO. Exercise your efforts in maintaining
the existing RNBK and let the RNBK stay
as it is.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

The land value will depreciate if
the RNBK provisions plan is accepted.

(11) Comments noted; see previous responses (especially 1, 2, 5, and 10).

COMMENTS

RESPONSES

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNBK). The mission at RNBK is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

NO NO and NO! The Alternative A plan appears to be the best and most practical for the Richmond Area. I feel your concentration in the Richmond area would be to properly maintain the areas you already have.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

NO

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

Amend boundaries as in Bliley's bill H.R. 1091, and work on items you already own. Leave us alone!!!!!!!

Comments noted.

COMMENTS

RESPONSES

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNBK). The mission at RNBK is fourfold: 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

Yes. Alternative D is the most effective way to
protect these historic sites. We will not get a second
chance to save our national heritage. The time is
now!!

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

Yes. It protects as much as can reasonably be expected
to protect in a realistic manner. I am especially concerned
about the area of Malvern Hill that is under the "shadow" of the
mining operation. This must be saved!!

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

The obvious concern is funding. Any excuse about lack of
funding cannot be tolerated by the American public. The land
must be saved whether by federal or private sources or any
combination. The disgrace of the Gettysburg RR cut must
not be repeated.
Samuel Edwin R. Root

Comments noted.

COMMENTS

RESPONSES

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNBK). The mission at RNBK is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

Yes. I think the Civil War is an untapped
tourist asset for the Richmond area. This comprehensive
plan will capitalize on it best.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

Comments noted.

COMMENTS

RESPONSES

226

August 11, 1995

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

AUG 14 1995

QUESTIONNAIRE

RICHMOND, VIRGINIA

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNBK). The mission at RNBK is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

NO. There is no need for further national park expansions. The property owner in Hanover Co. does not want restrictions on the use or sale of their property.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

NO. There should be more of an effort to concentrate on maintaining the existing RNBK, and the RNBK should be left as it is. People have been operating farms for years, and there is no government money to purchase land to preserve key parcels.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

The park plan will restrict property rights and cloud the titles to owners land, and the value of land will go down if the provisions of the RNBK plan is accepted.

(12) Comments noted; see previous responses (especially 1, 2, 5, and 10). Furthermore, the land use on many of the parcels recommended for inclusion in the redefined boundary is compatible with park purposes. Such tracts might be eased or leased back so that land uses such as agriculture can continue, thereby decreasing operational expenses. Visitor access for interpretation could be provided through construction of trails that will not interfere with agricultural operations.

COMMENTS

RESPONSES

RECEIVED

Summer 1995

AUG 31 1995

RICHMOND NATIONAL BATTLEFIELD PARK

RICHMOND/NB+

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNB). The mission at RNB is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

YES, I support Alternative D, because of its comprehensive approach. This plan summarizes the Civil War in its entirety.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

YES, I support the draft Land/Resource Protection Strategy, but I have concerns. As to why the RNB located at Chimborazo Park wasn't included in the draft.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

YES, there are other factors in the final General Management Plan which need to be address. Such as the equal treatment of the Abolitionist cause in the Civil War.

Comments noted.

COMMENTS

RESPONSES

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNBK). The mission at RNBK is fourfold: 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

Yes, It saves more history than the other Alternatives.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

Yes

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

Perhaps the National Park Service could show that with an expanded park such as with Alternative D the area stands to gain tremendous economic benefit through the travel and tourist industries because this area will then have something substantial to show the tourists.

(13) Comments noted. By any conventional measure (level of significance of the historic event, number of troops engaged or casualties involved), the quantity and configuration of battlefield acreage protected at Richmond is inadequate and fails to provide sufficient protection of the physical resource to allow for the interpretation of the battlefields within their historic context. As long as this situation prevails, RNBK will fail to achieve the full measure of its legislated mandate to protect and interpret the Civil War battlefields of Richmond; likewise, visitation to RNBK will continue to lag as travelers choose to visit sites where the battlefields are more fully preserved.

The preservation of the battlefield resources must be fairly and equally considered along with other community values. The rewards would be threefold: (1) nationally and locally significant resources would enjoy a greater measure of protection, thereby assuring the ability to interpret the significant stories of the Civil War in Richmond; (2) local residents would continue to experience the high quality of life to which they are accustomed; and (3) the attractions themselves would stimulate heritage tourism and contribute more to the local economy.

COMMENTS

RESPONSES

Summer 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNB). The mission at RNB is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

No to "D".
I support Alternative A. You
need to properly maintain the
land you already own.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

No to "Land Strategy". It should
focus on the proper maintenance
of the land you already own.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

Amend boundaries as in
Bliley's bill, H.R. 1091, and work
on #s 1 & 2 above as I've
already said.

Comments noted.

COMMENTS

RESPONSES

230

Summer 1995

AUG 14 1995

RICHMOND NATIONAL BATTLEFIELD PARK

REC. 10/1/95

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNB). The mission at RNB is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

No. As a property owner I see no need for expansion of the National Park. There are enough restrictions on the land owner as it is.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

No. Should improve the maintenance on the Park they have. Let the RNB stay as is.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

Degrade the property for future sales.

Comments noted.

COMMENTS

RESPONSES

Summer 1995

Comments noted.

AUG 14 1995

RICHMOND NATIONAL BATTLEFIELD PARK

QUESTIONNAIRE

The National Park Service is very interested in your ideas about the future of Richmond National Battlefield Park (RNBK). The mission at RNBK is fourfold; 1) commemorate the loss of life in the battles for Richmond, 2) conserve the remaining battlefield resources, 3) interpret the historic events, and 4) provide visitors an experience that is appropriate to a unit in the national park system. With this mission in mind, please take a few minutes and give us your thoughts about our draft General Management Plan. You are welcome to take this sheet with you and return it to us by mail. Please address your comments to, Superintendent, Richmond National Battlefield Park, 3215 E. Broad St., Richmond, VA 23223. If you prefer, use our FAX number (804) 771-8522 instead. Thank you!

1. Do you support Alternative D, the preferred alternative? Please tell us why or why not.

No. I oppose the national park expansion, because of restrictions of my property.

2. Do you support the draft Land/Resource Protection Strategy? Please tell us why or why not.

No. Maintain the RNBK that are in existence and keep the RNBK as they are. I don't want visitors there on my land.

3. Are there other factors or concerns as the National Park Service proceeds with the preparation of a final General Management Plan?

Any stipulations on my property will ruin the value of my land.

APPENDIXES

APPENDIX A: LEGISLATION

ACT OF MARCH 2, 1936

Richmond National Battlefield Park

Establishment of park authorized.....Act of March 2, 1936

An act to provide for the establishment of the
Richmond National Battlefield Park,
in the State of Virginia, and for other purposes,
approved March 2, 1936 (49 Stat 1155)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That when title to all such lands, structures, and other property in the military battlefield area or areas in the city of Richmond, Virginia, or within five miles of the city limits of said city or within five miles of the boundary of the present Richmond Battlefield State Park, when as shall be designated by the Secretary of the Interior, in the exercise of his discretion as necessary or desirable for national battlefield park purpose, shall have been vested in the United States, such area or areas shall be, and they are hereby, established, dedicated, and set apart as a public park for the benefit and inspiration of the people and shall be known as the Richmond National Battlefield Park": Provided, That such area or areas shall include, at least, the Richmond Battlefield Parks now belonging to the State of Virginia.

(16 U.S.C. sec 423J.)

Sec 2. That the Secretary of the Interior be, and he is hereby, authorized to accept in behalf of the United States donations of lands, interest in lands, buildings, structures and other property within the boundaries of the said park as herein authorized and donations of funds for the purchase and/or maintenance thereof, the title and evidence of title to lands purchased or otherwise acquired to be satisfactory to the Secretary of the Interior: Provided, That he may acquire on behalf of the United States out of any donated funds, by purchase at prices deemed by him reasonable, or by condemnation under the provisions of the Act of August 1, 1888, such tracts of land within the said national battlefield park as may be necessary for the completion thereof.

(16 U.S.C. sec. 423K.)

Sec 3. The administration, protection, and development of the aforesaid national battlefield park shall be exercised under the direction of the Secretary of the Interior by the National Park Service, subject to the 39 Stat. 535. provisions of the Act of August 25, 1916, entitled "An Act to establish a National Park Service, and for other purposes", as amended.

(16 U.S.C. sec. 423L.)

APPENDIX B: MANAGEMENT ZONING (EXISTING CONDITIONS)

Management zones help to identify appropriate uses for areas within the park. These were taken from the existing *Statement for Management* and were reviewed and updated during the GMP process. The most appropriate uses for each zone are described below.

MANAGEMENT ZONING DESCRIPTIONS

Natural Zone

The conservation of natural resources and processes is paramount in this zone, but uses that do not adversely affect these resources and processes may be accommodated. Man-made facilities in this zone are dispersed, have little effect on scenic quality and natural processes, and are present only if essential.

Historic Zone

The preservation, protection, and interpretation of cultural resources and their settings are the primary concerns in this zone.

Preservation. Preservation and interpretation of historic sites, structures, and objects that are important because of their historic/cultural/archeological value and/or their association with persons, events, or periods in human history, and that merit full communication of these values to park visitors. The goal is to preserve sites, structures, and objects essentially unchanged.

Preservation/Adaptive Use. Use, with necessary modifications, of historically significant structures for leasing or for contemporary public and/or administrative activities or functions that permit perpetuation of the qualities that make these resources eligible for listing on the National Register of Historic Places.

Park Development Zone

This zone includes those areas where park development and/or intensive use substantially alter the natural environment or setting for historically significant resources to best serve the needs of park management and visitors.

Access/Circulation. Provision for vehicular circulation within the park.

Landscape Management. Maintenance of an intensively managed landscape to enhance aesthetic quality, facilitate interpretation, and/or promote public use and enjoyment.

Special Use Zone

Uses carried out by other governmental agencies or private interests on lands within exterior park boundaries.

Transportation. Provision for deeded private access across park lands.

Utilities. Provision for water, electricity, telephone service, solid waste disposal, and wastewater treatment to serve essential requirements of park developments.

MANAGEMENT ZONES BY UNIT

Chimborazo Park

This unit contains two management zones. A *historic zone/open space recreational use subzone* covers the area outside the visitor center building and its service area. The *preservation/adaptive use zone* contains the visitor center and park administrative headquarters building.

Chickahominy Bluff

This unit contains three management zones. A *historic zone* runs along the ridge top and down the slopes toward the river. In this area, earthworks were constructed along the ridge as part of the outer defense lines built to protect the city of Richmond. A *park development zone* includes the entry, interpretive areas, and overlook observation point. A visual buffer along Rt. 360 has been developed to reduce the intrusion of traffic. Stands of second growth forest to the northeast and southeast buffer the visual intrusion of adjacent development and the distraction created by the Virginia Power Company's high tension towers and lines. The *natural zone* lies in the lowland area at the bottom of the slope, separated from the historic zone by a 60-foot-wide strip of private property over which the park retains rights of passage.

Beaver Dam Creek (Ellerson's Mill)

This unit contains two management zones. A *historic zone* includes the entire floodplain and wooded slope areas on both sides of the creek. Remnants of the millrace, dam, and impounded area are found here. Dramatic changes to the bottomland and siltation of the creek have reduced the site's integrity. A *park development zone* consists of a parking area, road, and a wayside exhibit area where visitors may look across the creek toward the opposing ridge held by Union troops during the Seven Days' battles of June 26, 1862.

Gaines' Mill

This unit contains four management zones. A *historic zone* includes all of the areas outside the immediate farmstead and the entry road. A trail allows visitors access to the earthworks. A *historic zone/adaptive use subzone* surrounds the Watt House and garden and orchard area. In this zone the exterior of the Watt House and orchard, are managed to complement a cultural landscape, although information on the agricultural setting at the time of the battle is limited. The *park development zone* consists of visitor parking, wayside exhibit area, service roads, a reconstructed barn, and a garage/storage building. Finally, a *special use zone/transportation subzone* includes a deeded private access road connecting the circle with a large tract behind the Watt House. Special-use permits have

been negotiated for fields along the southern edge of the park in the Agricultural Lease Management Program, with 5.5 acres in cropland and 2.4 acres used for livestock grazing.

Cold Harbor

This unit contains four management zones. The *historic zone* covers the entire unit, except for the roads and parking areas. A 13-acre field behind the interpretive shelter is farmed under special-use permits to maintain the historic scene. Although much of the remaining area is wooded, a limited opening is maintained in the core battlefield area for interpretive purposes. The *park development zone* consists of a road, parking area, picnic area, and lawn. A *preservation/adaptive use zone* contains a small visitor center. A *park development zone/access and circulation subzone* is used primarily as a park visitor tour road with two wayside exhibit turnouts. The *special use zone/transportation subzone* is a deeded private access road. It consists of a right-of-way from the park road used by several landowners to their properties north of the unit.

Garthright House

This unit contains two management zones. A *historic zone* includes all the area within the unit except the Garthright House. The cultural landscape is partially maintained. The *historic zone/adaptive use subzone* encompasses the Garthright House. The house has sustained substantial postwar interior and exterior changes. It is currently used for staff housing. The site is surrounded on three sides by a 50-acre county park that contains significant earthworks. This park is being developed for passive use.

Glendale

Zoning has not been designated for this 1.5-acre unit.

Malvern Hill

This unit contains four management zones. A *historic zone* includes the open areas on top of the hill and along the slopes toward Rt. 606, and has 117 acres that are rented under a special-use permit for grazing and general farming to maintain the historic scene. A *historic zone/natural subzone* contains the wooded areas. The *development zone* includes the road, parking area, interpretive shelter, and exhibits. A *special use zone/transportation subzone* covers the deeded private access road serving the residence west of the park.

Chaffin's Farm (Fort Harrison)

This unit contains three management zones. A *historic zone* consists of mixed hardwood and coniferous woods and open grassy areas and includes numerous earthen forts, earthworks, and gun batteries. Reconstruction work done by the CCC in the 1930s is inadequately documented, but some reconstruction took place at Ft. Hoke. Management includes maintaining the linear earthworks. At Fort Harrison the earthwork fortifications are maintained and at Fort Brady the cultural landscape is managed to include a view of the James River. The *preservation/adaptive use zone* is adjacent to Fort Harrison and consists of a maintenance area, two Mission 66 employee residences, utility systems, a visitor center, parking areas, a log cabin used for environmental interpretive programs, roads, and a picnic area. A *park development zone/access and circulation subzone* consists of visitor use roads and wayside exhibit turnouts. Many adjacent property owners have deeded rights-of-way across linear earthworks onto the park road. The development of these rights-of-way has adversely affected the cultural and archeological integrity of the earthworks.

Drewry's Bluff

This unit contains five management zones. The *historic zone* lies between the James River and a southeasterly flowing stream crossing park property. Most of the cultural resources are found in the area, including the large earthen Fort Darling and archeological sites relating to the training facilities for Confederate sailors and marines that was located at this site. A *park development zone* includes the parking area and turnaround circle. The *park development zone/access circulation subzone* is limited to the access road itself. A *park development zone/landscape management subzone* covers the areas west of the stream, excluding the road and parking area but including the landfill. A *special use zone/utility subzone* at the park entrance permits a pipeline operated by E.I. DuPont de Nemours to cross park property.

Parker's Battery

This unit contains two management zones. The *historic zone* covers the eastern portion containing the earthworks and fortification. A visual buffer is maintained along the southern and eastern boundaries. The *special use zone/utility subzone* is in the western portion of the unit beneath the Virginia Power Company's transmission towers and lines.

APPENDIX C: VISITOR USE DATA

Changing circumstances have made it difficult to collect continuously accurate visitation data for the park. Eleven dispersed units, private rights-of-way across park land, public roads crossing park lands, the use of park roadways by commuters, and the reality that in the past only the headquarters unit at Chimborazo had been staffed year-round all have contributed to the difficulty. Visitation numbers for park units other than Chimborazo have been based on spot counting, traffic counters, and statistically adjusted estimates, but inaccurate results have been unavoidable. Double counting of visitors and the inclusion of transient commuter traffic has occurred, particularly since the growth of residential development around park units.

In the past two years the question of visitation has received close management attention. Chimborazo is staffed all year; Ft. Harrison and Gaines' Mill/Cold Harbor have been staffed during the summer season in recent years, and Cold Harbor was staffed year round in 1995-96; and Malvern Hill has been staffed on weekends. Traffic counters have been upgraded and in one instance removed. The Socioeconomic Studies Division at the Denver Service Center has provided advice concerning the statistical assumptions. As a result a more accurate estimate concerning visitation has emerged. The following information is based on the factors mentioned and observations by experienced park rangers.

The bulk of the visitation occurs during the warm months. Vacationing families predominate during the period when schools are not in session, retired persons are more heavily represented during the spring and fall. School groups are an important component in the spring and fall; and a summer program for children at Ft. Harrison is popular. There is significant visitation from the Richmond metropolitan area; nearly half of the visitors are from Virginia. African American visitation is a small but growing fraction of the total. There is a small but noticeable international visitation; most come from Great Britain, France, and Germany.

Few visitors see all of the park; many who come to the visitor center visit only one or two additional sites, others visit battlefields but do not come to the visitor center.

A number of factors limit the value of a comparison of statistics from past years:

- The completion of I-295 in 1992 has changed the traffic patterns around Richmond.
- New signing, in particular a Cold Harbor sign on I-295 has changed the visitation levels at several units.
- The tour route has been modified, especially in the Chaffin's Farm (Ft. Harrison) area.
- In the past two years management has focused more interpretive effort on the key battles, especially Gaines' Mill, Malvern Hill, Drewry's Bluff, and Cold Harbor.

Reliable numbers based on head counts are available for the Chimborazo visitor center, open daily 9:00 A.M. to 5:00 P.M. except Thanksgiving, Christmas, and New Year's Day. Head counts for the units opened seasonally in recent years are also available.

The visitor contact station at Ft. Harrison is open June - September from 9:00 A.M. to 5:00 P.M. Cold Harbor Visitor Center was open for the full year starting June 1, 1995, with operating hours from 9:00 a.m. to 5:00 p.m. In 1993, 1994, and 1995, Malvern Hill was staffed on weekends from June-August. Visitor numbers based on head count are incomplete as the battlefields are open and accessible from dawn to dusk, and some visitation occurs outside of normal business hours.

Chimborazo Visitor Center

Month	1994	1995	1996
January	862	895	411
February	1,025	1,222	864
March	2,248	2,327	1,844
April	3,754	3,882	
May	4,505	3,882	
June	3,233	4,012	
July	4,560	4,642	
August	4,249	4,000	
September	2,814	2,699	
October	3,318	2,824	
November	1,838	1,065	
December	1,175	445	

Cold Harbor/Gaines' Mill

Month	1994	1995
May	1,531	506
June	2,335 (CH only)	3,572
July	3,010 (CH only)	2,739
August	2,853	2,117
September	1,948	1,830
October	Closed	2,022
November	Closed	1,041
December	Closed	241

Ft. Harrison Visitor Contact Station

Month	1994	1995
March	Closed	352
April	693	678
May	832	556
June	1,412	1,403
July	1,810	1,785
August	1,818	1,339
September	1,243	729
October	Closed	Closed
November	Closed	Closed
December	Closed	Closed

Malvern Hill (weekends only)

Month	1995
July	1,225 (2 day event)
August	563 (2 day event)

Note: Offsite contacts by park staff are not included in these figures.

APPENDIX D: OTHER CIVIL WAR RESOURCES AND AGENCIES IN THE METROPOLITAN AREA

AGENCIES

Association for the Preservation of Civil War Sites
Association for the Preservation of Virginia Antiquities
Berkeley Plantation
Chesterfield County Historical Society
Flowerdew Hundred Foundation
Hanover County Historical Society
Henrico County Historical Society
Historic Richmond Foundation
Living History Associates
Museum of the Confederacy/White House of the Confederacy
Richmond Civil War Round Table
Sons of Confederate Veterans
United Daughters of the Confederacy, National Headquarters
Valentine Museum
Virginia Historical Society
Virginia State Library and Archives
Sons of Union Veterans

RESOURCES

City of Richmond (structures still existing and substantially as they were during the war)

Virginia State Capitol
White House of the Confederacy
Governor's Mansion
Bell Tower/Capitol Square
Egyptian Building/Medical College of Virginia
Second Alabama Hospital
U. S. Post Office (1858) (Confederate Treasury Bldg.)
St. Paul's Episcopal Church
Montebello (J.E.B. Stuart Headquarters)
Luther Libby House

Sites (nothing surviving or substantially altered)

Tredegar Iron Works/State Armory
Belle Isle
Libby Prison
Rockett's Landing/Confederate Naval Yard
Monuments, Cemeteries, etc.
Hollywood Cemetery (about 15,000 CSA dead)
Oakwood Cemetery (about 12,000 CSA dead)
Shockhoe Cemetery (some CSA dead and Elizabeth Van Lew, famous Union spy)
Richmond National Cemetery

Seven Pines National Cemetery
Ft. Harrison National Cemetery
Glendale National Cemetery
Cold Harbor National Cemetery
Confederate Soldier's and Sailor's Memorial
Monument Avenue

Civil War Resources Located in the Richmond Area and not Described Above

Brook Hill Plantation; Association with J.E.B. Stuart; earthworks from Richmond's outer defenses on the property
Capt. William Latane's Grave; symbol of Southern heroism and gallantry
Walnut Grove Church; site of Lee/Jackson conference on June 27, 1862
White Oak Swamp; Battlefield
Haw's Shop/Enon Church; battlefield; substantial portion of church survives
Dabb House; Lee Headquarters, June 1862; exterior original, interior remodeled
Tree Hill Farm; Dr. McCaw's source for such items as milk, produce, and vegetables for Chimborazo Hospital
Shirley Plantation; owned by the Carter Family; Lee's wife was a Carter
Berkeley Plantation; McClellan's headquarters on the James
Westover Plantation
Weyanoke Plantation; Grant's pontoon bridge across the James River June 1864
Flowerdew Hundred (Windmill Point); southern end of Grant's pontoon bridge
Wilcox's Wharf; Federal embarkation point for Petersburg Campaign
Halfway House; Gen. Butler's headquarters in May 1864
Selwyn House (Puller); both Union and CSA Headquarters and encampments here in May 1862
Rural Plains (Shelton house); Battle of Totopotomoy Creek here; earthworks on property
Wyoming (Nelson's Crossing); Pamunkey River; house still stands; Union forces (II and VI Corps) crossed here in May 1864 at start of Cold Harbor Campaign
Dr. Trent's house; Grapevine Rd.; McClellan's headquarters in June 1862
Old Church, Tavern, and Community; several Civil War era structures survive, including the tavern, church, and about half a dozen scattered structures in an environment little changed from the period

APPENDIX E: CULTURAL RESOURCE COMPLIANCE

The list of actions below delineates: (1) programmatic exclusions that are not likely to have adverse effects on cultural resources and that may be implemented without further SHPO and ACHP review, (2) actions not excluded but agreed to not require further review, and (3) actions not excluded and requiring review by SHPO and ACHP during the design stages.

Programmatic Exclusion

Chickahominy: Remove shelter and concrete pad, revegetate, restore stream course, selective clearing

Beaver Dam: Demolish asphalt parking lot, demolish concrete pavilion and retaining wall, regrade and revegetate, obliterate road

Gaines' Mill: Upgrade loop trail

Cold Harbor: Demolish existing visitor shelter; demolish concrete pad; demolish all sidewalks; remove asphalt; remove parking, add soil, light grading, and revegetate repave road; replace Garthright two-lane road; selective tree removal (clearing)

Malvern: Remove existing shelter; remove concrete pad; add soil, light grading, and revegetate; restore historic treeline; repave road and parking

Fort Harrison/Chaffin's Farm: obliterate existing structure, clear earthworks of trees and brush, repave parking, repave road

Drewry's: Repave road, demolish existing platform, revegetate under platform, remove chainlink fence, revegetate landfill

Historical, archeological, and architectural investigations to document structures and grounds

Upgrading existing pedestrian walkways

Repaving existing roads or parking areas

Erection of signs and wayside exhibits

Actions Requiring Further Review

Visitor center and necessary site work, parking, utilities, and road to visitor center

** Note: If the opportunity arises to develop a cooperative heritage education/visitor center in Richmond, then building rehabilitation/construction, and necessary site work, parking, utilities, etc. would require project review.*

Chimborazo: Building rehabilitation and necessary site work

Chickahominy: Move overlook

Beaver Dam: Reconstruct parking, restore historic road trace, construct pedestrian bridge

Gaines Mill: Restore historic treeline

Cold Harbor: Reestablish earthworks with little bluestem, construct new visitor facility and necessary site work, parking

Garthright: Install trail, rehabilitate house, and necessary site work

Malvern : New trail

Fort Harrison/Chaffin's: Construct new visitor center and necessary site work

Drewry's Bluff: New visitor contact station: necessary site work, redesign parking, relocate overlook platform, construct floating dock, bluff stabilization, wooden stair, relocate and expand trail

Parker's Battery: Loop trail, parking

New Market: Visitor shelter: necessary site work, parking, road construction

Glendale: Construct roadside pulloff, construct parking

North Anna: Construct visitor shelter and necessary site work, parking, construct road

Totopotomoy Creek: Construct visitor shelter and necessary site work, parking, construct road

APPENDIX F: ADDITIONAL STUDIES NEEDED

Other studies that will be completed or revised for Richmond National Battlefield Park are as follows:

- Historic resource study
- Archeological overview/assessment (phase I)
- Cultural landscape inventory and reports as necessary
- National register documentation
- Archeological data collection/research study

APPENDIX G: STAFFING AND COSTS

STAFFING: ALTERNATIVE A

Administration

Superintendent	GS-13
Division Chief	GS-09
Purchasing Agent	GS-05
Supply Clerk	GS-05

Interpretation

Division Chief	GS-12
Supervisory Ranger	GS-11
Park Ranger (Historian)	GS-11
Park Ranger (Education Coordinator)	GS-11
Park Ranger	GS-09
Curator	GS-09
Seasonals (5)	GS-04

Natural Resource Management

Natural Resource Specialist	GS-09
-----------------------------	-------

Maintenance

Division Chief	WS-09
Maintenance Management Assistant	GS-05
Electrician	WG-10
Maintenance Worker	WG-10
Heavy Equipment Operator	WG-08
Motor Vehicle Operator	WG-07
Maintenance Workers (4)	WG-05
Seasonals (4) May-Aug	WG-03

Protection

Division Chief	GS-11
Park Rangers (2)	GS-07
Seasonals (1)	GS-04

ALTERNATIVE B

Administration

Superintendent	GS-13
----------------	-------

Division Chief	GS-11
Secretary	GS-05
Personnel Clerk	GS-06
Purchasing Agent	GS-06
Community Planner	GS-12

Interpretation

Division Chief	GS-12
Supervisory Ranger	GS-11
Staff Historian	GS-11
Curator	GS-09
Park Ranger (Historian) (2)	GS-11
Park Ranger (Education Coordinator)	GS-11
Park Ranger	GS-09
Seasonals (7)	GS-04
Secretary	GS-05

Natural Resource Management

Natural Resource Specialist	GS-11
GIS Specialist	GS-11

Maintenance

Division Chief	GS-12 or WS-12
Maintenance Management Assistant	GS-06

Foreman, Roads-Trails-Grounds	WS-07
Motor Vehicle Operator	WG-07
Maintenance Workers (7)	WG-05
Seasonals (5)	WG-03

Foreman, Buildings and Utilities	WS-08
Electrician	WG-10
Restoration Specialist	GS-09
Maintenance Mechanic	WG-10
Auto Mechanic	WG-08
Maintenance Worker	WG-07
Janitors (3)	WG-03

Protection

Division Chief	GS-11
Park Rangers (2)	GS-09
Seasonals (2)	GS-04

ALTERNATIVE C

Administration

Superintendent	GS-14
Asst. Superintendent	GS-13
Division Chief	GS-11
Secretary	GS-06
Personnel Clerk	GS-06
Purchasing Agent	GS-06
Community Planner	GS-12

Interpretation

Division Chief	GS-13
Supervisory Ranger	GS-12
Staff Historian	GS-11
Cultural Resource Specialist	GS-11
Curator	GS-09
Park Ranger (Historian) (3)	GS-11
Park Ranger (Education Coordinator)	GS-11
Park Rangers (8)	GS-09
Seasonals (4)	GS-04
Secretary	GS-05

Natural Resource Management

Natural Resource Specialist	GS-11
GIS Specialist	GS-11

Maintenance

Division Chief	GS-12 or WS-12
Maintenance Management Assistant	GS-06
Foreman, Roads-Trails-Grounds	WS-7
Motor Vehicle Operator	WG-7
Maintenance Workers (7)	WG-5
Historic Architect	GS-12
Seasonals (10)	WG-3
Foreman, Buildings and Utilities	WS-8
Electrician	WG-10
Restoration Specialist	GS-11
Maintenance Mechanic	WG-10
Auto Mechanic	WG-8
Maintenance Worker	WG-7
Janitors (3)	WG-3

Protection

Division Chief	GS-11
Park Rangers (5)	GS-09
Seasonals (5)	GS-04

ALTERNATIVE D

Administration

Superintendent	GS-14
----------------	-------

Division Chief, Administrative Officer	GS-12
Secretary	GS-06
Personnel Clerk	GS-06
Purchasing Agent	GS-06
Community Planner	GS-12

Interpretation

Division Chief	GS-13
Supervisory Ranger	GS-12
Staff Historian (3)	GS-11
Cultural Resource Specialist	GS-11
Curator	GS-09
Park Ranger (Education Coordinator)	GS-11
Historical Architect	GS-12
Park Rangers (8)	GS-09
Seasonals (4)	GS-04
Secretary	GS-05

Natural Resource Management

Natural Resource Specialist	GS-11
GIS Specialist	GS-11
Natural Resource Specialist, Assistant	GS-09

Maintenance

Division Chief	GS-12 or WS-11
Maintenance Management Assistant	GS-06

Foreman, Roads-Trails-Grounds	WS-9
Auto Mechanic	WG-8
Motor Vehicle Operator	WG-7
Maintenance Workers (5)	WG-5
Seasonals (10)	WG-3

Foreman, Buildings and Utilities	WS-8
Electrician	WG-10

Restoration Specialist
Maintenance Mechanic
Maintenance Worker
Janitors (2)

GS-11
WG-10
WG-7
WG-3

Protection

Division Chief (shared with FRSP)
Park Rangers (10)

GS-12
GS-09

ESTIMATED DEVELOPMENT COSTS

The cost figures below are total estimated costs for each alternative. For a breakdown of costs for the proposal and alternatives B and C, please see the following chart.

Alternative A	\$ 1,300,000
Alternative B	\$ 8,270,707
Alternative C	\$ 17,499,512
Alternative D (Proposal)	\$ 12,797,244

TABLE 4: ESTIMATED DEVELOPMENT COSTS

Development Item Alternative B Archeological surveys are required before any major work is done.	Gross Construction Cost	Advance and Project Planning Cost	Total Project Cost
VISITOR CENTER - Downtown Richmond			
New construction (8,000 s.f.)	3,668,000	700,000	4,368,000
Parking — 50 cars, 4 buses (curb, gutter, drainage not included)	133,096	25,400	158,496
Sitework	550,200	105,000	655,200
CHIMBORAZO			
Building rehabilitation (5,351 s.f.)	1,752,453	334,438	2,086,891
Sitework	350,491	66,888	417,379
CHICKAHOMINY BLUFFS			
Move overlook (demo approximately 274 s.f.)	1,795	343	2,138
Remove shelter and concrete pad (324 s.f.)	5,518	1,053	6,571
Revegetate (598 s.f.- protect earthworks)	3,917	748	4,665
BEAVER DAM CREEK			
Brush removal (3 to 4 acres)	20,960	4,000	24,960
GAINES' MILL			
Upgrade loop trail (704 s.y.)	11,989	2,288	14,277
COLD HARBOR			
Selective tree removal and brush clearance (1 acre)	13,100	2,500	15,600
Re-establish earthworks with little bluestem (approx. 5 acres)	52,400	10,000	62,400
Remove parking from Confederate earthworks (1,680 s.f. of asphalt)	2,444	467	2,911
Add soil (62 c.y.)	2,112	403	2,515
Light grading and revegetation (1,680 s.f.)	15,406	2,940	18,346
GARTHRIGHT HOUSE			
Install short, paved connective trail (1,200 s.f.)	4,192	800	4,992
GLENDALE			
12' x 60' asphalt pulloff for interpretive area	7,860	1,500	9,360
MALVERN HILL			
New trail (approx. 2 miles)	235,800	45,000	280,800
Removing existing shelter (414 s.f.)	1,356	259	1,615
Remove concrete pad (414 s.f.)	1,356	259	1,615
Add soil (15 c.y.)	524	100	624
Light grading and revegetation (414 s.f.)	3,930	750	4,680
CHAFFIN'S FARM (FORT HARRISON)			
Clear earthworks of trees and brush, plant with little native bluestem (7.3 acres)	76,504	14,600	91,104
DREWRY'S BLUFF			
Continue present stabilization practices	0	0	0
PARKER'S BATTERY			
Loop trail (gravel 15,480 s.f.)	29,868	5,700	35,568
Total	6,945,271	1,325,436	8,270,707

Development Item Alternative C	Gross Construction Cost	Advance and Project Planning Cost	Total Project Cost
VISITOR CENTER (8,000 s.f.) battlefield area			
New Construction	3,668,000	700,000	4,368,000
Sitework	550,200	105,000	655,200
Parking - 50 cars, 4 buses (does not include curb, gutter, and drainage)	133,096	25,400	158,496
Utilities, 6" water, 8" sewer (approx. 1,320 l.f.)	188,483	35,970	224,453
Utilities (electrical approx. 1,320 l.f.)	62,251	11,880	74,131
Road into visitor center (1/4 mile)	265,275	50,625	315,900
CHICKAHOMINY BLUFFS			
Move overlook (demo approx. 274 s.f.)	1,795	343	2,138
Remove shelter and concrete pad (324 s.f.)	5,518	1,053	6,571
Revegetate (598 s.f.- protect earthworks)	3,917	748	4,665
Restore stream course (500 linear ft.)	0	0	0
Selective clearing (2 acres)	20,960	4,000	24,960
BEAVER DAM CREEK			
Demo asphalt parking lot (1,147 s.f.)	15,026	2,868	17,894
Demo concrete patio and retaining wall	1,310	250	1,560
Road obliteration (2,933 s.y.)	38,422	7,333	45,755
Restore historic road trace (1/4 mile)	13,448	2,567	16,015
Regrade and revegetate (10,720 s.f.)	98,302	18,760	117,062
Construct pedestrian bridge (50 l.f. wood)	41,920	8,000	49,920
GAINES' MILL			
Upgrade loop trail (704 s.y.)	11,989	2,288	14,277
Restore historic treeline (3 acres)	39,300	7,500	46,800
COLD HARBOR			
Demo existing Visitor Contact Shelter (420 s.f.)	1,376	263	1,639
Demo concrete pad (652 s.f.)	2,135	408	2,543
Demo all sidewalks	17,882	3,413	21,295
Remove asphalt (4,680 s.f., 520 s.y.)	6,812	1,300	8,112
Selective tree removal and brush clearance (1 acre)	13,100	2,500	15,600
Re-establish earthworks with native little bluestem (approx. 5 acres)	52,400	10,000	62,400
Remove parking from Confederate earthworks (1,680 s.f. of asphalt)	2,444	467	2,911
Add soil (62 c.y.)	2,112	403	2,515
Light grading and revegetation (1,680 s.f.)	15,406	2,940	18,346
Construct new visitor center contact station (approx. 2,000 s.f.)	497,800	95,000	592,800
Sitework	131,000	25,000	156,000
Parking - 20 spaces, 2 buses (does not include curb, gutter, and drainage)	62,618	11,950	74,568
Repave road (.5 miles of asphalt, 2,933 s.y.)	122,964	23,467	146,431
GARTHRIGHT HOUSE			
Install short, pave connective trail (1,200 s.f.)	4,192	800	4,992
Rehab house to visitor contact station (1,840 s.f.)	602,600	115,000	717,600
Sitework	120,520	23,000	143,520
Repave two-lane road to new county parking (approx. 1/4 mile, 2,640 s.y.)	110,669	21,120	131,789

Development Item Alternative C	Gross Construction Cost	Advance and Project Planning Cost	Total Project Cost
GLENDALE	7,860	1,500	9,360
Construct roadside pulloff (approx. 12' X 60')			
Construct parking area-12 cars, 2 buses (does not include curb, gutter, and drainage)	42,706	8,150	50,856
MALVERN HILL	235,800	45,000	280,800
New trail (approx. 2 miles)			
Remove existing shelter (414 s.f.)	1,356	259	1,615
Remove concrete pad (414 s.f.)	1,356	259	1,615
Add soil (15 c.y.)	524	100	624
Light grading and revegetation (414 s.f.)	3,930	750	4,680
Restore historic treeline (approx. 20 acres)	445,400	85,000	530,400
Repave road and parking (8 cars, approx. 1,222 s.y.)	51,226	9,776	61,002
CHAFFIN'S FARM (FORT HARRISON)			
Obliterate existing structure	14,410	2,750	17,160
Construct new visitor contact station (2,000 s.f. - information desk, publication, sales area, exhibits, small auditorium)	655,000	125,000	780,000
Sitework	131,000	25,000	156,000
Clear earthworks of trees and brush, plant with native little bluestem (7.3 acres)	76,504	14,600	91,104
Repave parking area - 23 cars, 3 buses, 2,658 s.y. (does not include curb, gutter, and drainage)	111,427	21,265	132,692
Repave road into Fort Harrison (approx. 6 miles)	2,951,168	563,200	3,514,368
DREWRY'S BLUFF			
Visitor Contact Station (2,000 s.f.)	655,000	125,000	780,000
Sitework	131,000	25,000	156,000
Redesign parking area - 20 cars, 2 buses (does not include curb, gutter and drainage)	58,688	11,200	69,888
Repave road into unit (3,911 s.y.)	163,953	31,289	195,242
Relocate overlook platform away from earthworks demo existing platform (500 s.f.)	3,275	625	3,900
Revegetate under overlook platform (500 s.f.)	1,310	250	1,560
Construct new overlook platform (500' x 18')	11,790	2,250	14,040
Remove chainlink fence (to be determined in the field)	0	0	0
Construct floating dock to permit access from river (500 s.f.)	36,025	6,875	42,900
Wooden stair access from river to bluff, approx. 30' (720 s.f.), does not include railing or anchor pilings	37,728	7,200	44,928
Three wooden platforms (720 s.f. total)	37,728	7,200	44,928
Landfill revegetation (approx. 15 acres)	88,425	16,875	105,300
Light grading and revegetation (666 s.f.)	5,240	1,000	6,240
Bluff stabilization* (see note)	0	0	0
Relocate trail and extend through reconstructed sallyport	52,400	10,000	62,400
NEW MARKET HEIGHTS			
Visitor Contact Shelter (1,200 s.f.)	196,500	37,500	234,000
Sitework	19,650	3,750	23,400
Parking - 12 cars, 2 buses (does not include curb, gutter, and drainage)	43,230	8,250	51,480
Construct asphalt road into unit (1/4 - 1/2 mile)	265,275	50,625	315,900

Development Item Alternative C	Gross Construction Cost	Advance and Project Planning Cost	Total Project Cost
NORTH ANNA			
Construct Visitor Contact Shelter (600 s.f.)	98,250	18,750	117,000
Construct parking area - 12 cars, 2 buses (does not include curb, gutter, and drainage)	43,230	8,250	51,480
Construct asphalt road into unit (approx. 1/4 mile)	265,275	50,625	315,900
Sitework	9,825	1,875	11,700
SAVAGE STATION			
Construct visitor shelter (600 s.f.)	98,250	18,750	117,000
Parking - 12 cars, 2 buses (does not include curb, gutter, and drainage)	43,230	8,250	51,480
Entrance Road (approx. 1/4 mile)	265,275	50,625	315,900
Sitework	9,825	1,875	11,700
TOTOPOTOMOY CREEK			
Construct visitor shelter (600 s.f.)	98,250	18,750	117,000
Parking - 8 cars, 1 bus (does not include curb, gutter, and drainage)	26,462	5,050	31,512
Entrance Road (approx. 1/4 mile asphalt entrance road)	265,275	50,625	315,900
Sitework	9,825	1,875	11,700
Total	14,695,098	2,804,414	17,499,512

* Note: 1992 engineering totals for bluff stabilization were between \$4.5 and \$7.5 million.

* Note: Actions recommended for Parker's Battery under Alternative C would be developed cooperatively with partner groups, affording no development costs to the National Park Service.

Development Item/Phase Proposal	Gross Construction Cost	Advance and Project Planning Cost	Total Project Cost
CHIMBORAZO			
Building rehabilitation (5,351 s.f.)	1,752,453	334,438	2,086,891
Sitework	350,491	66,888	417,379
CHICKAHOMINY BLUFFS			
Move overlook (demo approx. 274 s.f.)	1,795	343	2,138
Remove shelter and concrete pad (324 s.f.)	5,518	1,053	6,571
Revegetate (598 s.f. - protect earthworks)	3,917	748	4,665
Restore stream course (500 linear feet)	0	0	0
Selective clearing (2 acres)	20,960	4,000	24,960
BEAVER DAM CREEK			
Demo asphalt parking lot (1,147 s.y.)	15,026	2,868	17,894
Demo concrete patio and retaining wall	1,310	250	1,560
Road obliteration (2,933 s.y.)	38,422	7,333	45,755
Restore historic road trace (1/4 mile)	13,448	2,567	16,015
Regrade and revegetate (10,720 s.f.)	98,302	18,760	117,062
Construct pedestrian bridge (50 l.f. wood)	41,920	8,000	49,920
GAINES' MILL			
Restore historic treeline (3 acres)	39,300	7,500	46,800
Upgrade loop trail (704 s.y.)	11,989	2,288	14,277
COLD HARBOR			
Selective tree removal and brush clearance (1 acre)	13,100	2,500	15,600
Re-establish earthworks with native little bluestem (approx. 5 acres)	52,400	10,000	62,400
Remove parking from Confederate earthworks (1,680 s.f. asphalt)	2,444	467	2,911
Add soil (62 c.y.)	2,112	403	2,515
Light grading and revegetation (1,680 s.f.)	15,406	2,940	18,346
Construct new visitor contact station (approx. 2,000 s.f.)	497,800	95,000	592,800
Sitework	131,000	25,000	156,000
Parking - 20 spaces, 2 buses (not include curb, gutter, drainage)	62,618	11,950	74,568
Repave road (.5 miles asphalt, 2,933 s.y.)	122,964	23,467	146,431
GARTHRIGHT HOUSE			
Install short, paved connective trail (1,200 s.f.)	4,192	800	4,992
Rehabilitate house to visitor contact station (1,840 s.f.)	602,600	115,000	717,600
Sitework	120,520	23,000	143,520
GLENDALE			
Construct roadside pulloff (approx. 12' x 60')	7,860	1,500	9,360
Construct parking area - 12 cars, 2 buses (does not include curb, gutter and drainage)	42,706	8,150	50,856
MALVERN HILL			
New trail (approx. 2 miles)	235,800	45,000	280,800
Remove existing shelter	1,356	259	1,615
Remove concrete pad (414 s.f.)	1,356	259	1,615
Add soil (15 c.y.)	524	100	624
Light grading and vegetation (414 s.f.)	3,930	750	4,680
Restore historic treeline (approx. 20 acres)	445,400	85,000	530,400
Repave road and parking (8 cars, approx. 1,222 s.y.)	51,226	9,776	61,002

Development Item/Phase Proposal	Gross Construction Cost	Advance and Project Planning Cost	Total Project Cost
CHAFFIN'S FARM (FORT HARRISON)			
Obliterate existing structure	14,410	2,750	17,160
Construct new visitor contact station (1,200 s.f. info desk, publication sales area, exhibits)	196,000	37,500	234,000
Repave parking area - 23 cars, 3 buses, 2,658 s.y. (does not include curb, gutter, and drainage)	111,427	21,165	132,692
Repave road into Ft. Harrison (approx. 6 miles)	2,951,168	563,200	3,514,368
Sitework	131,000	25,000	156,000
Clear earthworks of trees and brush plant with little native bluestem (7.3 A)	76,504	14,600	91,104
DREWRY'S BLUFF			
Visitor contact station (2,000 s.f.)	655,000	125,000	780,000
Sitework	131,000	25,000	156,000
Redesign parking area (20 cars, 2 buses - does not include curb, gutter, and drainage)	58,688	11,200	69,888
Repave road into unit (3,911 s.y.)	163,953	31,289	195,242
Relocate overlook platform away from earthworks demo existing platform (500 s.f.)	3,275	625	3,900
Revegetate under overlook platform (500 s.f.)	1,310	250	1,560
Construct new overlook platform (500' x 18')	11,790	2,250	14,040
Remove chainlink fence (to be determined in the field)	0	0	0
Construct floating dock to permit access from river (500 s.f.)	36,025	6,875	42,900
Wooden stair access from river to bluff, approx. 30' (720 s.f.) does not include railings or anchor pilings	37,728	7,200	44,928
Three wooden platforms (720 s.f. total)	37,728	7,200	44,928
Landfill revegetation (approx. 15 acres)	88,425	16,875	105,300
Bluff stabilization* (see note)	5,240	1,000	6,240
Light grading and stabilization	0	0	0
Relocate and expand trail through reconstructed sallyport (approx. 2.40 s.f.)	52,400	10,000	62,400
PARKER'S BATTERY			
Loop trail (gravel, 15,840 s.f.)			DONATED
Parking, six cars (does not include curb, gutter, and drainage)			DONATED
NEW MARKET HEIGHTS			
Construct new visitor contact station (2,000 s.f., info desk, publication sales area, exhibits, small auditorium)	655,000	125,000	780,000
Sitework	19,650	3,750	23,400
Parking - 12 cars, 2 buses (does not include curb, gutter and drainage)	43,230	8,250	51,480
Construct road into unit (1/4 mile)	265,275	50,625	315,900
NORTH ANNA			
Construct visitor shelter (600 s.f.)	98,250	18,750	117,000
Parking- 12 cars, 2 buses	43,230	8,250	51,480
Sitework	9,825	1,875	11,700
Construct asphalt road into unit (approx. 1/4 mile)	265,275	50,625	315,900
TOTOPOTOMOY CREEK			
Construct visitor shelter (600 s.f.)	98,250	18,750	117,000
Parking - eight cars, one bus (does not include curb, gutter, and drainage)	26,462	5,050	31,512

Development Item/Phase Proposal	Gross Construction Cost	Advance and Project Planning Cost	Total Project Cost
TOTOPOTOMOY CREEK (continued)			
Sitework	9,825	1,875	11,700
Construct asphalt road into unit (approx. 1/4 mile)	265,275	50,625	315,900
Total	10,746,483	2,050,761	12,797,244

Note: 1992 engineering totals for bluff stabilization were between \$4.5 and \$7.5 million.

APPENDIX H: PERTINENT LAWS AND REGULATIONS

The following is a partial list of laws, regulations, and policies that pertain to the GMP and to compliance actions necessary during plan implementation.

FEDERAL LEGISLATION

Americans with Disabilities Act (42 USC & 1201 *et seq.*)
Antiquities Act of 1906 (16 USC & 470a *et seq.*)
Archeological and Historic Preservation Act of 1974 (16 USC & 469a-1)
Archeological Resources Preservation Act of 1979 (16 USC & 470)
Architectural Barriers Act of 1968, as amended (42 USC & 4151 *et seq.*)
Bald Eagle Act (16 USC & 668)
Clean Air Act, as amended (42 USC & 7401 *et seq.*)
Clean Water Act (33 USC & 1251 *et seq.*)
Enabling Legislation, Richmond National Battlefield Park (1936)
Endangered Species Act of 1973, as amended (16 USC & 1531 *et seq.*)
Estuary Protection Act (16 USC & 1221)
Fish and Wildlife Coordination Act (16 USC & 661, 662)
Historic Sites Act of 1935 (P.L. 74-292; 49 Stat. 666; 16 USC)
National Environmental Policy Act of 1969 (42 USC & 4321 *et seq.*)
National Historic Preservation Act of 1966, as amended (16 USC & 470f); Amended 1980; P.L. 96-515; 94 Stat. 2997)
National Park Service Organic Act (16 USC & 1 *et seq.*)
Parks, Forests, and Public Property (36 CFR 13)
Prime and Unique Agricultural Lands and NEPA (*Federal Register* 45: 59189)
Rehabilitation Act of 1973, as amended (29 USC 792); Amended 1978; P.L. 95-602
Safe Drinking Water Act of 1974 (42 USC & 300f-j)
Waters of the United States (33 CFR 323.2(a))

EXECUTIVE ORDERS

Executive Order 11593, "Protection and Enhancement of the Cultural Environment"
Executive Order 11988, "Floodplain Management"
Executive Order 11990, "Protection of Wetlands"

POLICIES AND REGULATIONS

National Park Service, U.S. Department of the Interior, *Management Policies*, (1988)

LAWS OF THE COMMONWEALTH OF VIRGINIA

Wetlands Protection Act (E.O. 11990, 1977)
Chesapeake Bay Agreement (1987)

INTERGOVERNMENTAL PACTS

Chesapeake Bay Program, Alliance for the Chesapeake Bay

APPENDIX I: PROTECTION MECHANISMS

The protection strategy envisions a broad range of land protection methods for achieving park and community objectives. These include donations, conservation easements, purchase-and-sell-back, fee and less-than-fee purchase, and leaseback. NPS policy is to make maximum practical use of cost-effective alternatives to direct federal purchase of private lands, and when acquisition is necessary, acquire or retain only the minimum interests necessary to meet management objectives. This provides for the park's protection while permitting the continued private ownership of many tracts whose current use is compatible with park objectives. This approach has several advantages:

- More private property will remain on the local tax rolls
- Private owners can continue the long tradition of private agricultural land use on the battlefield
- More options are provided for meeting both park and landowner objectives
- Public costs of landscape maintenance are reduced by private ownership

The effectiveness of any land protection method depends on many factors, including relative cost, the level of state and local government support, landowner commitment to resource protection, severity of threats to resources, and existing land use regulations. A number of methods (e.g., clustering, planned unit development (PUD), landowner registration, etc.) have the potential for high cost-effectiveness in providing long-term protection without impacting on the local tax base or increasing the maintenance cost of park operations. Land trusts and private not-for-profit organizations can also provide protection. **In addition, the important and dedicated role private landowners have played and will continue to play in protecting the battlefields on their property must be recognized.**

The following methods are among those available for land/resource protection. By working together and educating each other, the best solution for protecting each tract can be worked out.

Zoning

Land use controls enacted and enforced by local municipalities on land within the metropolitan area are generally designed to guide overall development and to protect property owners from the introduction of an incompatible use on adjacent land. Zoning is generally used to regulate such activities as the size of buildings and lots; the nature of property use (residential, commercial, agricultural, etc.); and the location, size, and types of signs or billboards.

Zoning, however, does not normally provide for such critical park needs as the elimination of existing incompatible uses, the preservation of specific historic structures and the restoration or preservation of historic landscapes. Additionally, local zoning ordinances are subject to change or variance at the discretion of local municipal officials. All of the counties and the city of Richmond have some type of land use controls presently in effect (see draft GMP, Part I, pages 20-23).

Regulations

In addition to zoning, local, state, and federal government agencies administer a variety of other laws that can help protect resources. Regulations cannot usually provide for public use, but they can prevent

harm to natural or cultural resources. Typically, regulations do not absolutely prohibit an activity, rather they limit the type, amount, or intensity of the activity. Regulatory authorities are available to control:

- air and water pollution
- dredging or filling of wetlands
- development in flood hazard areas
- construction in navigable waters
- tree-cutting and forestry practices
- resource extraction and excavation
- subdivision of land

Cooperative Agreements

These are documents negotiated between the NPS and individuals or agencies to exchange services or other assistance for the purpose of protecting resources on nonfederally owned land. Agreements can be used, for example, to establish interim protection for resources, to provide technical assistance to a landowner in return for public access to the site, or to coordinate property protection among various federal, state, and local jurisdictions, conservation groups, and landowners.

Although they are usually cost-effective, cooperative agreements have a disadvantage in that they can normally be terminated on relatively short notice, and they do not provide direct control over property that is sometimes needed to protect resources. In cases where properties are owned by local governments and federal appropriations directives have prohibited the direct purchase of land, agreements may be the only feasible short-term approach available for their protection, unless local government is willing to donate the land or an easement to the park.

Acquisition

Property ownership involves a whole series of rights (the right to build, the right to farm, the right to exclude others, the right to extract minerals, etc.) that can be individually bought and sold. Through acquisition of selected landowner rights, the park can ensure the types and levels of private activity that will achieve its management objectives.

Once the decision has been made determining the level of interest in land that is necessary for its protection, several alternatives are available for acquiring those property rights. These include fee simple ownership or easements.

Considering the cost-effectiveness of acquisition alternatives is essential in determining the appropriate land protection strategy. A comparison of protection alternatives must consider benefits as well as costs. One of the basic purposes of using alternatives to fee simple acquisition is to achieve the greatest possible benefits with available funds. The question of relative costs and benefits should only be examined for alternatives that will be adequate to achieve the objectives established for the park.

Funding for purchases can be derived from private, nonprofit groups interested in historic preservation or (subject to amendments to RNBP's authorizing legislation) from Congress. Purchase negotiations with landowners are based on fair market appraisals of the tract's current value. Landowners have the

opportunity to accompany an appraiser to point out property features that are essential in determining the tract's value. The price offered by the NPS is based on an appraisal obtained and approved by the NPS.

Any real property interest acquired by the NPS (e.g., fee simple ownership, easement, etc.) will be the minimum to accomplish the necessary management objective and will only be acquired on a willing seller basis.

Easements. An easement is an interest in property that affects one or more rights of ownership but not all of them. Positive easements convey a right to use property; negative easements restrict how the land will be used or developed. Positive and negative elements may be combined in a single easement. Easements, in effect, place development and use restrictions on the land which assure that private activities remain compatible with the preservation objectives of the park.

Easements may be created to last in perpetuity or they may be for a specified term of years. Most easements acquired for park purposes will be perpetual, but temporary easements also can be acquired for access, construction, or scenic protection.

Easements are not simply contracts or agreements with the individuals who sell these rights to the government. An easement is a recorded and legally enforceable interest in real property that is binding on all future owners.

To provide the desired level of protection, easement terms and conditions need to be individually developed for each appropriate tract. They should reflect the type of land involved, the specific resources to be protected, and the long-term goals of the landowner. Since easements only involve the acquisition of selected property rights, they do not normally increase the ongoing maintenance costs of the park. With easements, however, comes a permanent park responsibility to monitor and enforce their terms and conditions with current and future landowners.

There is no simple formula to determine if easements are cost-effective. The cost of an easement depends primarily on the rights that are included in the deed. Easement cost factors include:

- direct and indirect acquisition costs
- maintenance of access and services
- monitoring and enforcement, including litigation
- payments in lieu of taxes to local governments

Fee Simple Ownership. Fee simple purchase transfers all rights of ownership in a tract and therefore provides the greatest degree of management control and flexibility in preserving historic resources and providing for visitor access. Fee simple purchase may also be preferable where easement restrictions would so limit the use of a parcel that the cost to acquire the easement would be equivalent to outright purchase. Fee simple acquisition will generally be the most effective protection method under the following conditions:

- where land is needed for park facilities or public use
- where property contains incompatible use which must be removed
- where an easement would leave the private owner with no remaining practical use of the land
- where the property contains primary battle resources whose preservation must be assured

- where a necessary program of intensive landscape restoration would conflict with reasonable private uses
- where other acquisition methods are not cost-effective when considering long-term operating costs

Fee cost factors include:

- direct and indirect acquisition costs
- relocation benefits
- maintenance expenses
- patrol and enforcement
- payments in lieu of taxes to local governments

Acquisition Options

Several other options are available for transferring property rights to the federal government which may be of benefit to the landowner, including the following:

Exchanges. Acquisition by exchange requires that federal properties identified for exchange with a property owner must be within the same state as the park and either must be of equal value or a provision made for cash payment to equalize the difference. This option may be useful where funds are not immediately available to the park for direct purchase of a high priority tract or where the park must relinquish the ownership of land deleted from the boundary by recent legislation.

Purchase-and-Sell-Back. This approach is useful in situations where the park does not wish to manage and maintain a compatible property and the landowner chooses to sell his land. In this case, the land is purchased by the park, use restrictions written into the deed, and the property is then re-sold or leased to a private party. Although the administrative costs involved in the purchase and re-sale of the tract can be significant, this alternative is helpful in dealing with special situations where no other protection alternative exists.

Bargain Sale. A landowner may transfer title of land at a price below market value. Generally a landowner obtains valuable tax benefits as well as direct cash return for this transaction. The landowner may be able to take a charitable contribution deduction for the difference between the actual sale price and the fair market value of the property.

Donations. Land or interests in land may be donated to the park by organizations or individuals either out of a sense of philanthropy or to be eligible for a deductible charitable contribution for income tax purposes. Owners considering a donation should make certain that the donation and interest to be conveyed meets Internal Revenue Service standards and they should consult a qualified tax consultant for advice. The park has been the recipient of donations of land and this approach may continue to prove helpful.

Bequest. An individual landowner may wish to consider making a bequest of property in a will, which allows the landowner full use of the land during his or her lifetime.

Remainder Interest (With Reserved Life Estate). Properties can be acquired subject to a life or term estate reserved by the owner. Life estates covering the lives of the owner and present spouse are particularly appropriate for residential properties and can provide some savings to the park since the value of the retained estate is subtracted from the purchase price. The holder of the life or term estate is responsible for all taxes and upkeep of the property. Term estates normally do not exceed 25 years. Life or term estates can be effectively employed for tracts which are not needed immediately for park use or development and where current uses are reasonably compatible and nondestructive. The gift of a remainder interest may allow the landowner to take an income tax deduction for a charitable contribution at the time it is recorded, whereas a bequest creates tax benefits only for the landowner's estate.

BIBLIOGRAPHY

Allan, William

1892 *The Army of Northern Virginia in 1862*. Boston: Houghton Mifflin.

Alexander, Edward Porter

1907 *Military Memoirs of a Confederate*. New York: Scribner's.

1989 *Fighting for the Confederacy: Personal Recollections of General Edward Porter Alexander*. Edited by W. Gallagher. Chapel Hill: University of North Carolina Press.

Baquet, Camille

1910 *History of the First Brigade, New Jersey Volunteers, from 1861 to 1865*. Trenton, NJ: MacCrellish & Quigley.

Barnard, John G.

1864 *The Peninsula Campaign and Its Antecedents*. New York: Van Nordstrand.

Berkeley, Henry R.

1961 *Four Years in the Confederate Army: The Diary of Private Henry Robinson Berkeley*. Edited by William H. Runge. Chapel Hill: University of North Carolina Press.

Boge, Georgie, and Margie Holder Boge

1993 *Paving Over the Past: A History and Guide to Civil War Battlefield Preservation*. Washington, DC: Island Press.

Brent, Joseph L.

1940 *Memoirs of the War Between the States*. New Orleans: Fontana.

Caffey, Thomas C.

1864 *Battlefields of the South, from Bull Run to Fredericksburg*. New York: Bradburn.

n.d. *Confederate Veteran*. Nashville, TN: 1-40 (1893-1932)

Cullen, Joseph P.

1973 *The Peninsula Campaign 1862: McClellan & Lee Struggle for Richmond*. Harrisburg, PA: Stackpole.

Dowdy, Clifford

1964 *The Seven Days: The Emergence of Lee*. Boston: Little & Brown.

Freeman, Douglas S.

1936 *R.E. Lee, A Biography*. 4 vols. New York: Scribner's.

1942-44 *Lee's Lieutenants, A Study in Command*. 3 vols. New York: Scribner's

- Hodges, Mary Ellen N.
1981 *A Brief Relation of Virginia Prehistory*. Virginia Department of Historic Resources. Richmond, Virginia.
- Horn, John
1991 *The Destruction of the Weldon Railroad: Deep Bottom, Globe Tavern and Reams Station, August 14-25, 1864*. Lynchburg, VA: H.E. Howard.
- Humphreys, Andrew A.
1907 *The Virginia Campaign of '64 and '65*. New York: Scribner's.
- Johnson, Robert U., and Clarence C. Buel (edd).
1887-88 *Battles and Leaders of the Civil War*. 4 vols. New York: Century.
- Johnston, J. Ambler
1970 *Echoes of 1861-1961*. Richmond: Privately printed.
- Johnston, Joseph E.
1874 *Narrative of Military Operations*. New York: D. Appleton.
- Landers, Lt. Col. H. L. and Donald E. Windham
1931 *Troop Movement Maps, Richmond*. Army War College, Washington, D.C.
- Ludwig, Christopher, and Christopher A. Pague
1993 *A Natural Heritage Inventory of Mid-Atlantic Regional National Parks in Virginia: Richmond National Battlefield Park*. Richmond, VA.
- McClellan, George B.
1887 *McClellan's Own Story*. New York: Charles L. Webster.
- McPherson, James M.
1988 *Battle Cry of Freedom; The Civil War Era*. New York: Oxford University Press.
- National Park Service, U.S. Department of the Interior
1960 *Troop Movement Maps, Richmond National Battlefield Park*. Prepared by Edwin C. Bearss. Mid-Atlantic Region.
- 1961 *Battle of Drewry's Bluff*. Prepared by Edwin C. Bearss. Mid-Atlantic Region.
- 1988 *Natural Resource Management Plan/Environmental Assessment*. Prepared by Ervin Gasser. Richmond National Battlefield Park and Maggie L. Walker National Historical Site.
- 1989a *Earthworks Landscape Management Manual*. Prepared by Andropogon Associates, Ltd. Philadelphia: Mid-Atlantic Regional Office.
- 1989b *Statement for Management and Outline of Planning Requirements*. Prepared by Dwight C. Storke, Peter Baril, and Keith Morgan. Richmond National Battlefield Park.
- 1990 *Conserving Richmond's Battlefields*. Prepared by Peter Iris-Williams. Richmond National Battlefield Park.

- 1992a Criteria for Boundary Adjustments. In *Special Directive 92-11*.
- 1992b *Guidelines For Identifying, Evaluating, and Registering America's Historic Battlefields*. Prepared by Patrick W. Andrus. National Register Bulletin 40. Interagency Resources Division.
- 1993a *Forest Vegetation and Its Management for Aesthetics, Recreation, and Historic Interpretation*. Prepared by A.C. Helm and J. E. Johnson. Philadelphia: Mid-Atlantic Regional Office, National Park Service.
- 1993b *Report on the Nation's Civil War Battlefields*. Prepared by the Civil War Sites Advisory Commission. Washington, DC: Interagency Resources Division.
- Robertson, William G.
1987 *Back Door to Richmond*. Baton Rouge: Louisiana University Press.
- Sears, Stephen W.
1992 *To the Gates of Richmond; The Peninsula Campaign*. New York: Ticknor and Fields.
- Smith, Gustavus W.
1891 *The Battle of Seven Pines*. New York: C.G. Crawford.
- Sommers, Richard J.
1981 *Richmond Redeemed, The Siege at Petersburg*. Doubleday and Co.
- Trudeau, Andre Noah
1991 *The Last Citadel*. Little Brown and Co: Boston, Mass.
- U.S. Naval War Records Office
1894- *Official Records of the Union and Confederate Navies in the War of the Rebellion*. 30 vols. 1922 Washington, D.C.: Government Printing Office.
- U.S. War Department
1880 *The War of the Rebellion: A Compilation of the Official Records of the Union and the Confederate Armies*. 128 parts in 70 vols and atlas. Washington, D.C.: Government Printing Office.
- Webb, Alexander S.
1881 *The Peninsula, McClellan's Campaign of 1862*. New York: Scribner's.

Additional information was obtained from the following archives.

Manuscript Division, Library of Congress, Washington, D.C.
 Bruce Catton research notes
 Samuel P. Heintzelman papers and diary
 Jedediah Hotchkiss papers

Southern Historical Collection, University of North Carolina, Chapel Hill
Edward Porter Alexander letters
Barry G. Benson memoir
Southern Historical Society Papers. Richmond: 1-52 (1876-1959)
U.S. Army Military History Institute, Carlisle Barracks, PA
Virginia Historical Society, Richmond
Virginia State Library and Archives, Richmond

INDEX

- Acquisition 4, 12, 21, 38, 39, 41, 42, 44, 45, 47, 142, 147-149, 151-153, 155-157, 260-263
- Advisory Council on Historic Preservation 160, 163
- Affected Environment viii, 3, 109
- Air Quality iii, 115, 142, 146, 149, 153, 157, 160
- Alternative A v, 130, 139-142, 144-146, 148, 150, 157, 246, 251
- Alternative B v, 130, 131, 139-143, 147-150, 152-154, 159, 246, 251, 252
- Alternative C vi, 132, 139, 141-143, 151-159, 248, 251, 253, 255
- Alternative D vi, 134, 135, 138, 139, 141, 155-157, 159, 249, 251
- Army of Northern Virginia 3, 5, 6, 8, 17, 25, 26, 42, 110, 116, 122, 132, 265
- Army of the Potomac 5, 6, 25, 39, 110
- Beaver Dam Creek vi, vii, 3, 6, 11, 17, 19, 29, 32, 37, 46-48, 50, 91, 92, 113-115, 117, 123, 132-135, 137, 145, 146, 149, 152, 153, 156, 157, 236, 252, 253, 256
- Boundary iii, vi, vii, 4, 12-15, 17-19, 22, 28, 34, 37-42, 44-46, 48-51, 63, 64, 72, 75-77, 83-85, 87, 88, 118, 121-124, 130, 131, 133, 135, 138, 140, 141, 147, 151, 155, 234, 263, 267
- Chaffin's Farm vi-8, 10, 15, 29, 32, 34, 40, 41, 46, 48, 76, 101, 102, 115, 119, 120, 123, 126, 131-135, 145, 146, 149, 153, 157, 237, 239, 243, 252, 254, 257
- Chesterfield County vi, xi, 23, 35, 41, 48, 120, 122, 125, 131, 161, 163, 164, 241
- Chickahominy Bluff 10, 36, 37, 46-48, 116, 236
- Chimborazo iii, vi, 3, 5, 10, 11, 29, 30, 32-36, 46-48, 112, 113, 116, 126, 127, 130-136, 139, 141, 143, 146, 152, 159, 162, 236, 239, 240, 242, 243, 252, 256
- City Of Richmond iii, xi, 3, 4, 9, 10, 12, 17, 21, 23, 24, 29, 48, 112, 115, 125, 127, 134, 160, 162, 164, 234, 236, 241, 260
- Civil War Sites Advisory Commission (CWSAC) iii, vi, 12, 15
- Climate 3, 34, 45, 46, 112
- Cold Harbor vi, vii, 3, 7, 8, 10, 11, 15, 17, 22, 25, 29, 32, 34, 35, 38, 42, 46-48, 50, 51, 55-58, 61, 63, 66, 72, 75, 93, 94, 113-115, 117-119, 122, 124, 126, 131-135, 142, 145, 146, 149, 151-153, 155-157, 237, 239, 240, 242-244, 252, 253, 256
- Commonwealth of Virginia xi, 3, 12, 13, 21, 22, 87, 115, 160-162, 259
- Cooperative Agreements 22, 33-36, 127, 140-142, 148, 149, 153, 157, 158, 261
- Costs 17, 19, 21, 30, 33, 35, 36, 126, 130, 131, 133-137, 140, 146, 150, 151, 154, 159, 246, 251, 252, 255, 260-263
- Cultural Landscapes 11, 110, 145, 160
- Cultural Resources 4, 11, 12, 24, 25, 28, 33, 35-37, 39, 72, 109, 110, 137, 145, 148, 152, 156, 159, 160, 235, 238, 243, 261, 274
- Cumulative Impacts 147, 150, 155, 159
- CWSAC iii, vi, vii, 12, 15, 17, 19, 29, 34, 46, 50, 51, 63, 72, 75-77, 83, 87, 116, 131, 132, 134, 138-140
- Drewry's Bluff vi, vii, 5, 6, 8, 10, 11, 20, 22, 23, 29, 32, 34, 40, 46-48, 112-115, 119-122, 125, 126, 132-135, 137, 145, 146, 149, 151-153, 155-157, 238, 239, 244, 252, 254, 257, 266
- Earthworks 3, 5, 7, 10-12, 23, 33, 36, 38, 40, 50-52, 73, 88-90, 110, 111, 113, 114, 116-121, 127, 144, 145, 236-238, 242-244, 252-254, 256, 257, 266
- Easements 21, 22, 29, 37-39, 41, 126, 131-134, 136, 140, 142, 149, 153, 157, 158, 260-262
- Environmental Consequences iii, viii, 129, 144, 161
- Environmental Impact Statement 1, iii, v, 161, 164
- Facilities vi, 10-12, 29, 33, 34, 36, 40, 110, 113, 116, 126, 127, 130, 137, 139, 143, 144, 146, 150, 153, 154, 157, 158, 235, 238, 262
- Feasibility 19, 21
- Fee Simple Ownership vii, 44-47, 261, 262

Floodplains and Wetlands	112, 145, 148, 152, 156
Fort Brady	10, 32, 40, 114, 119, 120, 135, 237
Fort Harrison . . . vii, 7, 10-12, 32, 34, 40, 41, 76, 114, 115, 119, 120, 123, 124, 126, 137, 163, 237, 243, 244, 252, 254, 257	
Fort Hoke	119, 120
Fort Johnson	119
Fort Maury	120
Fort Stevens	122
Gaines' Mill . . . vi, vii, 3, 6, 15, 29, 32, 37, 39, 46-48, 51, 63, 95, 96, 115, 117, 126, 131-135, 146, 149, 151-153, 155-157, 236, 239, 240, 243, 252, 253, 256	
Garthright House	10, 17, 22, 35, 38, 46-48, 51, 63, 85, 89, 111, 118, 126, 237, 252, 253, 256
General Management Plan (GMP)	9
Glendale . . . vi, vii, 6, 15, 22, 23, 29, 32, 34, 35, 39, 46-48, 77, 80, 83-85, 103, 104, 113, 118, 124, 131-135, 152, 153, 156, 157, 237, 242, 244, 252, 254, 256	
GMP	9, 10, 13, 22, 47, 72, 127, 161, 162, 235, 259, 260
Hanover County . . . vi, xi, 17, 21-23, 35, 37-39, 42, 48, 51, 63, 72, 73, 118, 122, 125, 126, 163, 164, 241	
Henrico County . . . xi, 9, 21-23, 41, 42, 48, 83, 85-88, 110, 123, 125, 137, 138, 153, 158, 162-165, 241	
Historic Structures	11, 260
Impacts on Costs	146, 150, 154, 159
Impacts on Cultural Resources	145, 148, 152, 156
Impacts on Natural Resources	145, 148, 152, 156
Impacts on Operations and Administration	146, 150, 154, 158
Impacts on the Socioeconomic Environment	146, 149, 153, 157
Impacts on Visitor Use and Experience	144, 147, 151, 155
Integrity . . . 1, 11, 15, 29, 41-43, 46, 50, 64-67, 73, 74, 76-86, 88-90, 111, 113, 116, 119, 121, 132, 134, 149, 154, 158, 160, 236, 237	
Interpretation . . . iii, v-vii, xi, 10, 11, 17-20, 22-25, 29, 32-43, 45, 46, 51, 75, 76, 87, 118, 119, 123, 130, 132-135, 137-139, 141, 143-148, 150, 151, 154-156, 158, 159, 161, 162, 235, 246-249, 267, 272	
Interpretive Objectives	xi, 25
Interpretive Themes	v, xi, 19, 25, 137, 144
Land Use . . . v, 10, 12, 13, 15, 21-23, 43, 45, 46, 87, 111, 114, 125, 130, 137, 139, 142, 143, 145, 146, 149, 153, 154, 157, 158, 260	
Land/Resource Protection Strategy	vii, viii, 34, 36-43, 46, 47, 49, 136
Legislation . . . iii, v-vii, 4, 9, 12, 13, 17, 24, 35, 42, 44-46, 72, 130, 131, 133, 135, 140, 141, 144, 147, 150, 151, 155, 234, 259, 261, 263	
Legislative History	xi, 3, 12
Local Economy	43, 143, 146, 150, 154, 158
Malvern Hill . . . vi, vii, 3, 6, 10, 15, 17, 22, 23, 29, 32, 34, 39, 46-48, 77, 78, 81-86, 105, 106, 114, 115, 118, 119, 121, 126, 131-135, 146, 149, 151-158, 237, 239, 240, 252, 254, 256	
Management Objectives	xi, 24, 45, 159, 260, 261
Management Zoning	235
National Environmental Policy Act	47, 161, 259
National Historic Preservation Act	4, 11, 47, 160, 259
National Register of Historic Places	11, 19, 47, 160, 235
Natural Resources . . . iii, viii, 4, 9, 11, 12, 33, 112, 116, 126, 141, 145, 147, 148, 150, 152, 155, 156, 159, 160, 235	
New Market Heights . . . vi-7, 15, 17, 20, 23, 26, 29, 32, 34, 40-42, 46-48, 76, 87, 88, 107, 108, 123, 131-135, 151, 152, 156, 254, 257	
North Anna . . . vi, vii, 6, 8, 15, 17, 22, 25, 29, 42, 46-48, 72-74, 97, 98, 122, 131-135, 151, 152, 155, 156, 244, 255, 257	
Park Origins	xi, 3, 12

Park Purpose	xi, 4, 234
Parker's Battery	23, 35, 41, 46-48, 112, 121, 126, 238, 244, 252, 255, 257
Parkwide Actions	32
Partnership	iii, v-vii, 30, 32, 33, 35, 41, 43, 46, 50, 130-132, 135, 138, 145, 147, 154, 158
Prime Farmlands	112, 141, 145, 148, 152
Proposal	iii, v, vi, viii, 9, 28-31, 34-36, 41, 47, 48, 51, 72, 83, 134, 138, 152, 154-156, 161, 162, 251, 256
Protection Mechanisms	36, 45, 47, 136, 156, 260
Richmond National Battlefield Park (RNBP)	iii, v, 1
RNBP	iii, v, vii, 1, 3, 4, 9, 11-13, 15, 17-19, 22, 28-30, 34, 36, 40, 43-47, 50, 51, 63, 72, 77, 87, 109, 110, 112, 114, 118, 121, 127, 134, 138, 155, 159, 160, 162, 163
Savage's Station	vi, 3, 6, 17, 19, 20, 47, 48, 121, 132, 133, 138, 151, 152, 155
Second Deep Bottom	vi-8, 15, 17, 29, 42, 46-48, 87, 88, 123, 131-135, 151, 152, 156
Significance	v, vii, 4, 11, 13, 15, 17-19, 25, 29, 32, 42, 43, 49-51, 63, 73-77, 83, 84, 88, 132, 134, 144, 147, 162
Soils	11, 112-114, 141, 145, 148, 152, 156
Staffing	11, 33, 36, 42, 130, 131, 139, 143, 146, 150, 154, 158, 246
Statement for Management	vi, 24, 137, 235, 266
Suitability	19, 20
Threatened And Endangered Species	113, 145, 148, 152, 156
Topography	3, 25, 36, 75, 112, 113, 137, 151, 155
Totopotomoy Creek	vii, 3, 6, 8, 17, 19, 25, 29, 42, 46-48, 75, 99, 100, 122, 132-135, 151, 152, 155, 156, 242, 244, 255, 257, 258
Unit-Specific Actions	36
Vegetation	11, 60, 61, 113, 114, 116, 142, 145, 149, 153, 156, 157, 256, 267
Visitor Experience	v, viii, 10, 32, 36-42, 49, 77, 79, 80, 126, 130, 139, 144, 147, 155
Visitor Use	11, 12, 28, 33, 127, 141, 144, 147, 149-151, 155, 237, 239
Water Quality	22, 35, 115, 142, 145, 146, 149, 153, 157, 160
Wildlife	22, 113-115, 142, 145, 149, 153, 157, 161, 163, 259, 274
Zoning	12, 22, 23, 35, 43, 146, 235, 237, 260

NPS PLANNING TEAM AND CONTRIBUTORS

RICHMOND NATIONAL BATTLEFIELD PARK

Cynthia MacLeod, Superintendent
Joe Kyle, Historian and Park Planner, Special Assistant to the Superintendent
David Ruth, Chief of Interpretation
Jerry Helton, Chief of Maintenance
Mike Johnson, Chief Ranger
Barbara Krick, Administrative Officer
Mike Brennan, Natural Resource Specialist
Mike Andrus, Park Historian
Hyman Schwartzberg, Park Curator

CHESAPEAKE SYSTEM SUPPORT OFFICE

Bob Campbell, Planner, Stewardship and Partnerships
Joseph DiBello, Team Leader, Stewardship and Partnerships
James Farrell, Production Services, Stewardship and Partnerships
Russ Smith, Team Leader, Education and Visitor Services

DENVER SERVICE CENTER

A. Whit Watkins, Team Captain
Adrienne Anderson, Landscape Architect
Joan M. DeGraff, Historian
David Hesker, Visual Information Specialist, Information and Production Services
Paul Lee, Interpretive Specialist
John Reber, Natural Resource Specialist
Sandra Schuster, Editor, Information and Production Services

As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural and cultural resources. This includes fostering wise use of our land and water resources, protecting our fish and wildlife, 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. The department also promotes the goals of the Take Pride in America campaign by encouraging stewardship and citizen responsibility for the public lands and promoting 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.