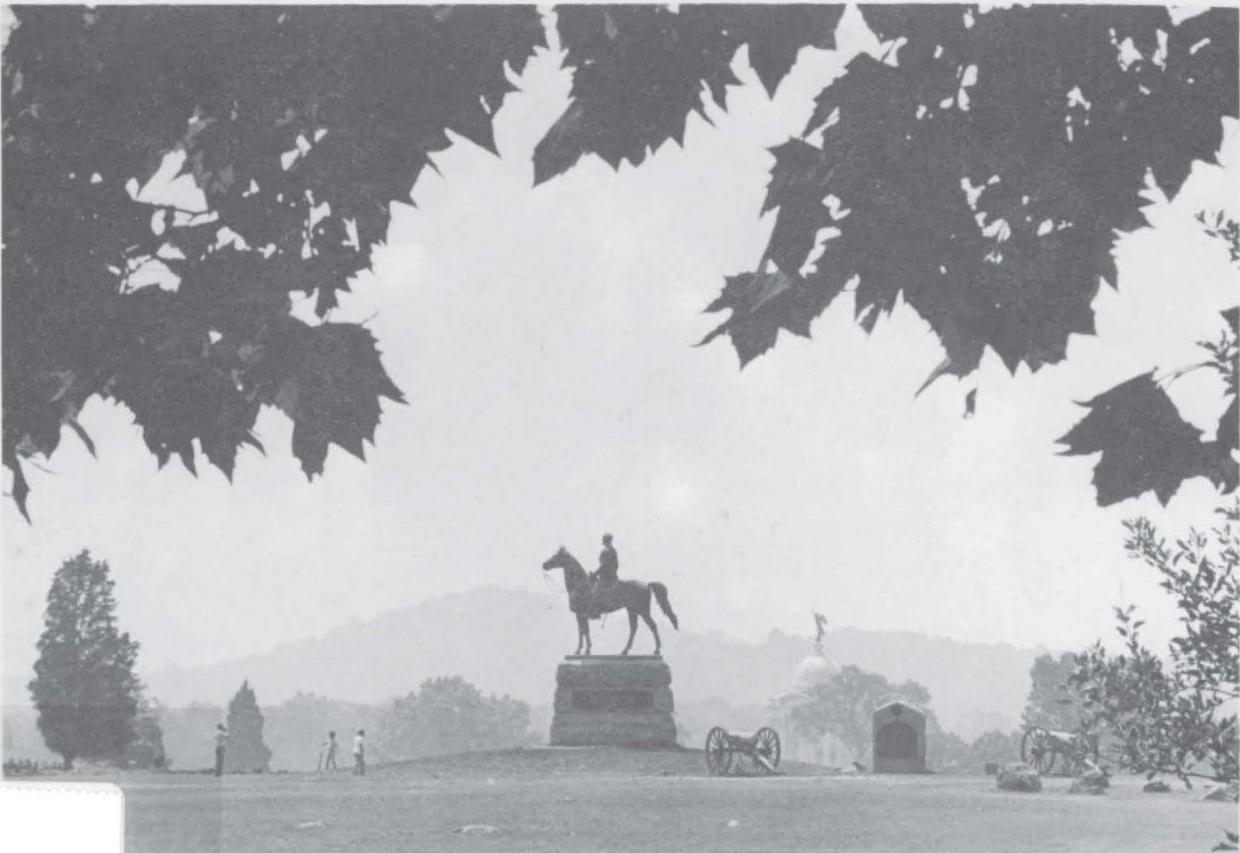


305/0-33

BOUNDARY STUDY

Gettysburg
National
Military
Park

DRAFT REPORT TO CONGRESS
ENVIRONMENTAL ASSESSMENT



This draft report has been prepared in response to the requirements of Public Law 100-132. It has not been cleared by the Department of the Interior or the Office of Management and Budget and does not necessarily reflect the recommendation of the Secretary of the Interior.



United States Department of the Interior

NATIONAL PARK SERVICE

MID-ATLANTIC REGION
143 SOUTH THIRD STREET
PHILADELPHIA, PA. 19106

IN REPLY REFER TO:

D18 (MAR-PD)
Gettysburg

31 AUG 1988

Dear Friends:

Enclosed is your copy of the draft Boundary Study for Gettysburg National Military Park. This study was initiated by Congress because of concerns about the lack of a clearly defined boundary for the park. Many individuals, elected officials, community groups and organizations have greatly assisted us in preparing this Boundary Study through public workshops, meetings, comments and suggestions.

The study identifies key battlefield areas not currently a part of the park, monuments and important elements of the historic setting that require protection, and some areas no longer needed for park purposes. It also identifies the need for Congress to establish a permanent boundary through legislation and supports cooperative approaches for protection of the battlefield setting.

We would appreciate your comments on the draft Boundary Study. You can give us your comments directly at a public meeting, which will be held September 14, 1988, at 7:00 pm in the Gettysburg Junior High School Cafeteria. If you prefer, you may phone or send written comments by September 30 to:

John Earnst, Superintendent
Gettysburg NMP
Gettysburg, PA 17325
(717) 334-1124

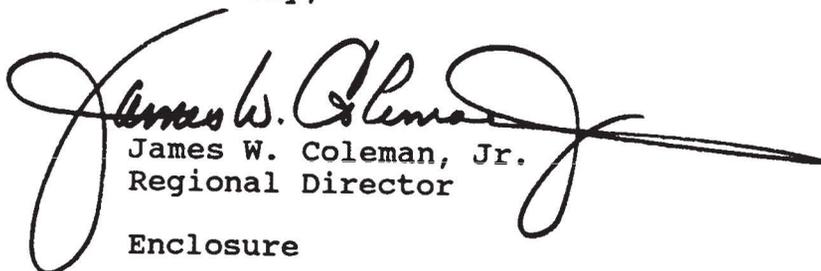
or

Jonathan Doherty
Division of Park and Resource Planning
National Park Service
U.S. Customs House, 2nd and Chestnut Streets, Room 260
Philadelphia, Pa 19106
(215) 597-6479

Following the receipt of your comments, we will finalize the document for submission to Congress.

We appreciate your assistance and support, and look forward to hearing your thoughts on this Draft Boundary Study.

Sincerely,

A large, stylized handwritten signature in black ink, appearing to read "James W. Coleman, Jr.", with a long horizontal flourish extending to the right.

James W. Coleman, Jr.
Regional Director

Enclosure

Errata:

Page 10: Photo caption - date should be 1897.

Page 14: Administrative Boundary Agreement map legend - key for Eisenhower NHS and Taney tract are reversed.

Page 27: Fourth line under Proposed Park Boundary - ignore "SSH"; subheading "Outstanding Resource Areas: Proposed for Inclusion within the Park Boundary" should be in boldface.

Page 29: The NPS map number for the Proposed Boundary Concept map on this page is: NPS 305/80034

Page 43: Under Alternative 1, line 2 - total park acreage should be 5,750 acres.

Page 56: Outlying Monument and Marker locations:
line 2 - PA 97 near Rock Creek, Gettysburg
lines 11-15 - Gettysburg Municipal Authority, Near
Holiday Inn
lines 16-17 - Gettysburg Col., Lincoln and Carlisle Sts.
lines 26-27 - Black Horse Tavern Road & PA 116

Add: Taneytown Itinerary Tablets (2), Taneytown.

BOUNDARY STUDY

Gettysburg
National
Military
Park

DRAFT REPORT TO CONGRESS
ENVIRONMENTAL ASSESSMENT



U.S. Department of the Interior
National Park Service
Mid-Atlantic Regional Office
Division of Park and Resource Planning
and
Gettysburg National Military Park

August, 1988

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EXECUTIVE SUMMARY

On October 16, 1987, President Reagan signed Public Law 100-132 directing the National Park Service to conduct a boundary study of Gettysburg National Military Park and submit a report to Congress in one year with recommendations for the park's final development. This legislation was adopted because of Congressional and local concerns about the lack of a clearly defined boundary for the park. The 1895 legislation establishing Gettysburg National Military Park contained language and broad references to a map drawn by Major General Daniel Sickles that have been the subject of uncertainty and varied interpretation for many years.

This study identifies key battlefield areas that are currently not part of the park, monuments and important elements of the historic setting that require protection, and some areas that are no longer needed for park purposes. The study identifies the need for Congress to establish a permanent boundary through legislation and support cooperative approaches for protection of the historic setting.

The proposed boundary concept for Gettysburg would:

1. Add 14 outstanding resource areas, encompassing approximately 1,900 acres, that contain key sites and features of the battle not now adequately protected or interpreted;
2. Delete all or part of 8 relatively small areas that are no longer needed for resource protection, park development, or public use, totalling approximately 25 acres;
3. Encourage cooperative approaches with the Commonwealth of Pennsylvania, local governments, and the private sector to protect historic qualities of the battlefield setting;
4. Protect outlying monuments and markers primarily through cooperative agreements with landowners;
5. Encourage creative approaches to land protection, such as purchase-and-sell-back or lease-back arrangements, to maintain compatible private land uses within the park.

This draft has been prepared with the substantial involvement of local officials and landowners in four public workshops and numerous informal consultations. The report outlines the history of the battle and subsequent preservation efforts, identifies major issues, assesses the significance and integrity of resources that require additional protection, explains the study process and criteria, and recommends actions to address the issues. An environmental assessment is part of this study, adding a consideration of the impacts of the proposed boundary concept on natural and cultural resources, as well as on the economic resources of surrounding communities.

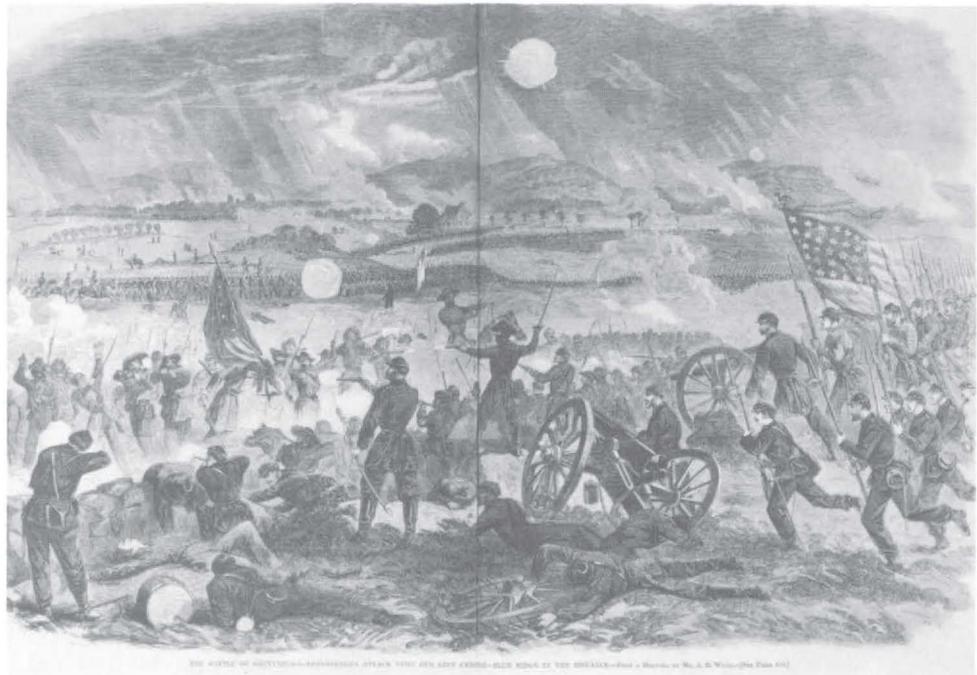
Implementation of the study's recommendations will require action by Congress to establish a permanent boundary, authorize and appropriate funds for acquisitions by the National Park Service, and provide incentives for additional cooperation among various levels of government and the private sector to protect the battlefield setting. If Congress acts to adopt the report's recommendations, the National Park Service will initiate the plans and administrative actions necessary to protect and manage additional lands and cooperate with others to protect the battlefield setting.

I. THE SIGNIFICANCE OF GETTYSBURG

The name "Gettysburg" has held a place of significance in the minds of Americans since those early days of 1863, when two great armies clashed in an epic struggle to determine the course of a nation's future. The Civil War battle at Gettysburg, July 1-3, was the major summer campaign of 1863, bringing Lee's Confederate army into the heartland of the North. This second major Southern invasion of the North was the first, and would be the last, to cross the Mason-Dixon line. At a time when there was a growing discontent in the North against the length and progress of the war, the presence of Southern soldiers on Northern soil encouraged a growing peace movement by instilling fear in a population heretofore spared the ravages of war in its own states. A decisive military victory on Federal soil would have given the Confederacy an opportunity to capitalize on the Northern peace movement. It might also have encouraged foreign intervention in the war if the North continued to seek a military solution.

Unfortunately for the Confederacy, Gettysburg spelled the end to the invasion. A military loss resulted in returning the war to the ravaged homes of Virginia, where it would remain until the end in 1865. Instead of destroying the morale of the North, the unsuccessful Confederate invasion to Gettysburg merely taxed again the morale of the South and its soldiers. Never again was Lee's Army strong enough to launch a major invasion or take the offensive. Gettysburg marked the beginning of a war of attrition, in which the South could eventually do little else but lose to the industrial and populous North.

Beyond its military significance, Gettysburg has also come to mean much for political reasons. President Abraham Lincoln, speaking at the dedication of a new national cemetery to honor the Federal dead, eloquently summarized the senti-



ments that created the United States and strengthened the resolve of those who were determined to perpetuate the Union of distinct states. Lincoln's Gettysburg Address has become as significant to our political heritage as the battle has become to our military history.

Gettysburg also has national significance in the course of historic preservation. As early as six weeks after the battle in 1863, efforts were made to preserve the topographic features of the battlefield. Little Round Top, Cemetery Hill, Culp's Hill, the Wheatfield, Devil's Den—names familiar to all Americans in 1863—were soon purchased and preserved by a concerned citizenry, realizing that preservation of our national past helped assure our national future. This pioneer effort in battlefield preservation by the private citizens of the country was unprecedented, and eventually led to our system of national battlefield parks. The concern for Gettysburg and the preservation effort continues today. This Boundary Study is the result of national and local concerns over issues involving the boundary of Gettysburg National Military Park. It represents a detailed investigation into park boundary issues and presents a proposal for protecting key resources critical to maintaining and interpreting the significance of the battlefields of Gettysburg.

II. BOUNDARY STUDY PROCESS

The Boundary Study has been conducted by a team of National Park Service staff from Gettysburg National Military Park, the Mid-Atlantic Regional Office and the Washington Office, with extensive contributions and cooperation from individuals and organizations in Gettysburg, Pennsylvania and throughout the nation.

Major steps in the Boundary Study process have included the following:

1. identifying issues and concerns related to the park boundary and the Boundary Study (described in sections 3 and 4);
2. evaluating the battle-related resources of the Gettysburg area for their overall importance to the park's purpose (section 5);
3. examining alternatives for the boundary and for protecting historic resources (section 6 and the Environmental Assessment);
4. developing a boundary concept which protects historic resources associated with the battle (section 6);
5. preparing a final boundary recommendation.

Public involvement and cooperation in all phases of the Boundary Study has played a critical role in the development of the boundary recommendation for Gettysburg National Military Park. Opportunities for communication and involvement during the study have been in several forms:

1. a series of informational meetings in the Gettysburg community in May and June, 1987;
2. a periodic newsletter and other informational mailings distributed to over 800 individuals and organizations who expressed interest in the study;
3. a series of public workshops in the Gettysburg community which were attended by local officials, landowners and a wide range of interested citizens and organizations;

*A Boundary Study
Public Workshop*



4. bus tours of "outstanding resource areas" identified during the study's resource assessment;
5. individual meetings with landowners who would potentially be affected if the proposed boundary concept is enacted;
6. briefings of local, state and congressional officials on the status of the boundary concept;
7. public review of the draft Boundary Study report.

The goals of these activities have been to enable the development of a park boundary proposal that is sensitive to the wide range of public issues and concerns, has a broad consensus of support and protects the resource values for which Congress established Gettysburg National Military Park. This draft study report represents another important opportunity for public discussion and input into the recommendation for a new boundary for Gettysburg National Military Park.

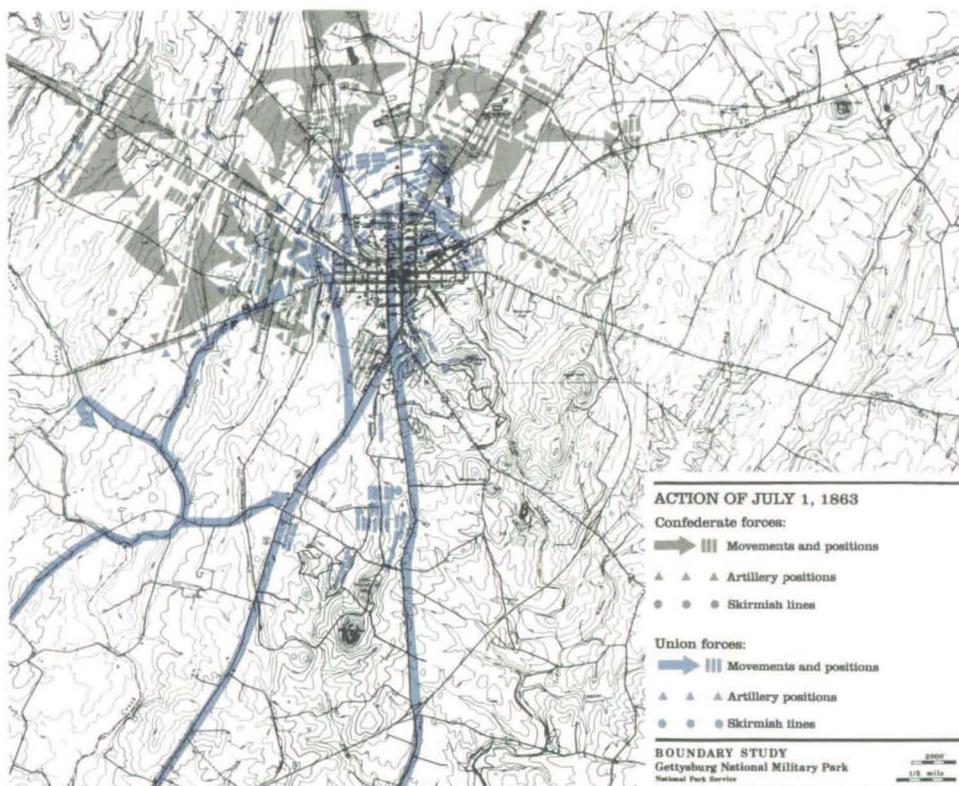
III. THE HISTORY OF GETTYSBURG AND THE ORIGIN OF PARK BOUNDARY ISSUES

This Boundary Study and the management of Gettysburg National Military Park are influenced by the 125 year long history of both the battle and succeeding battle-field preservation efforts. Within this history are the origins of the significance of specific lands at Gettysburg and major park boundary issues.

THE BATTLE OF GETTYSBURG: JULY 1-3, 1863

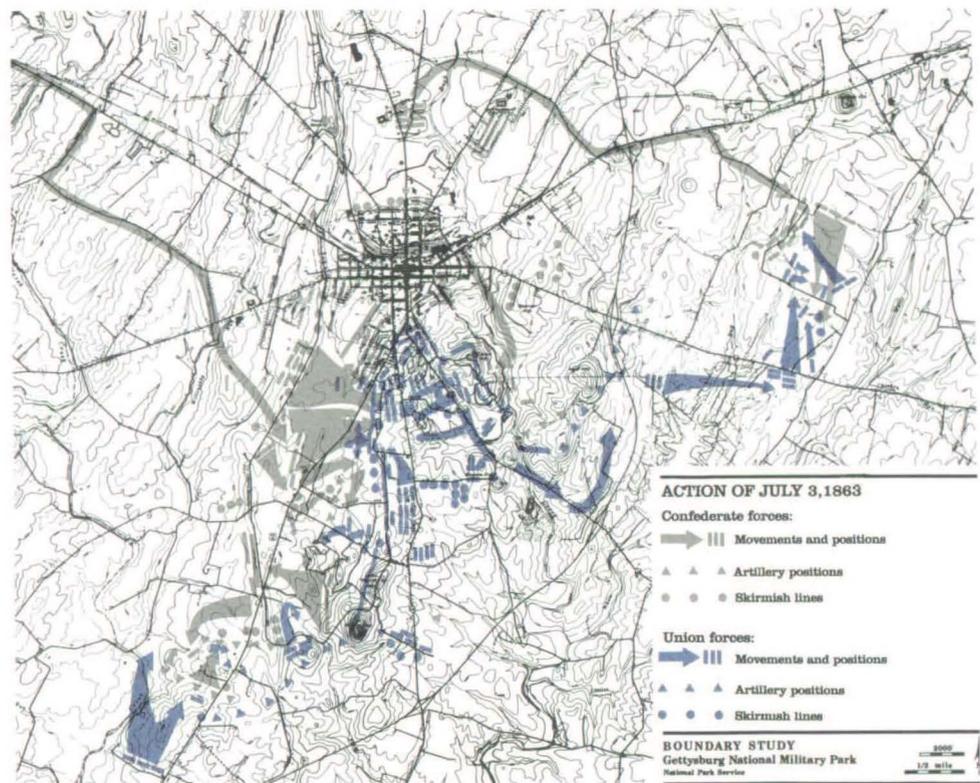
In June, 1863, a month after his dramatic victory at Chancellorsville, Confederate General Robert E. Lee marched his 75,000 man Army of Northern Virginia north into Pennsylvania. Militarily, the town of Gettysburg had little significance at the time. Neither Lee, nor General George G. Meade commanding the 97,000 man Union Army of the Potomac, planned to fight there, but events of June 30th and July 1st, beyond the commanders' control, lead them into battle at Gettysburg.

Leading elements of the two armies touched by chance just to the west of Gettysburg on June 30th. The main battle opened the next day as Union troops positioned themselves to the west and north of town to face Confederates approaching from those directions. Confederate forces attacked initially from Herr's Ridge near the Chambersburg Road (U.S. route 30). The battle rapidly escalated through the day as reinforcements from both armies arrived. The Union 1st and 11th Corps deployed to delay the Confederate concentration upon Gettysburg for as long as possible. Though outnumbered, the Union forces held their positions until afternoon when finally overpowered by Confederate divisions under Heth, Pender, Early and



darkness prevented him from fulfilling the promise the gains could have yielded. July 2 left more than 16,000 casualties.

Lee's plan for July 3 was to attack Meade's army all along his line, coordinating the efforts of artillery battalions and infantry corps. Union forces, however, attacked first in an attempt to drive the Confederates from the ridge and slopes of Culp's hill that they had captured the night before. After six hours of fighting, Confederate General Ewell's infantry realized the fruitlessness of sustaining the fighting at Culp's Hill until Longstreet could attack the Union left. This signalled the end of Lee's plan for a coordinated attack along all Union lines. Lee proceeded, however, and initiated a two-hour artillery duel between Confederates on Seminary Ridge and the Union on Cemetery Ridge. Simultaneously, Union cavalry attempted to flank the Confederate right to the south along Emmitsburg Road. The Union cavalry were repulsed, but the operations effectively prevented 11,000 of Lee's army from assisting the major assault on the Union center. As the cannonade ended, 12,000 Confederate troops stepped forward in what is known as "Pickett's Charge", the final assault on Union lines. The infantry was devastated by artillery and small arms fire. Though momentarily breaching the Union line on Cemetery Ridge, the small remaining numbers were driven back to Lee's line on Seminary Ridge. The Confederate cavalry under "Jeb" Stuart also suffered a reverse on the Rummel farm fields four miles east of Gettysburg. Ordered to obtain a position from which he could help demoralize the retreating enemy if the Confederate attack on



the Union center was successful, Stuart was halted and driven back by alert Union cavalry. The failure of Pickett's charge, however, made the cavalry engagement a moot point. The day's fighting ended, as did the battle of Gettysburg. Lee began planning for the retreat journey back to Virginia. The vast numbers of wounded on both sides were treated at hospitals quickly established in the buildings, farmhouses and barns of Gettysburg. Union wounded remained in the area until November at Camp Letterman, along York Pike to the east of town.

The losses from the three days of fighting severely crippled the Southern cause and the Army of Northern Virginia. For the Union Army of the Potomac, the victory at Gettysburg, though costly, was a new beginning. The war continued for another two years, but the battle of Gettysburg was the last Confederate invasion of the northern states.

PROTECTION AND COMMEMORATION OF THE BATTLEFIELD

Soon after the end of the battle, efforts to preserve and mark the battlefield began. These efforts were led by the Gettysburg Battlefield Memorial Association, incorporated by the Commonwealth of Pennsylvania in 1864. The Association worked to:

... hold, and preserve the battlegrounds of Gettysburg... with the natural and artificial defenses, as they were at the time of said battle, and by such perpetuation, and such memorial structures as a generous and patriotic people may aid to erect, to commemorate the heroic deeds, the struggles and the triumphs of their brave defenders.

With the assistance of many northern states, the Association had, by 1890, acquired several hundred acres of land on the battlefield. Nearly twenty miles of roads along the Union lines had been opened with over 300 monuments erected to commemorate the battle.

A significant shortcoming of the Association's preservation efforts led to the



Constructing a park avenue, circa 1987.

eventual federal involvement in protecting and commemorating the battlefield. The Association's land acquisitions and markings of battle lines were focused solely on Union positions with no representation of Confederate positions. In 1890, the first major effort in Congress to establish a national park at Gettysburg focused on the practical need for the federal government to solve this problem. Congress established the Gettysburg Park Commission under the authority of the War Department in 1893, but did not create the park itself until 1895.

With the creation of Gettysburg National Park (later changed to Gettysburg National Military Park), the federal government took on the responsibility of addressing issues relating to the preservation, commemoration and interpretation of the battlefield. The origin of many of these issues lies in the ability of the federal government to protect historic battlefield resources through federal land acquisition. That ability, rested in the War Department until 1933 and now in the National Park Service, is based on the park's 1895 establishing legislation and the park boundary created at that time. Today's major park boundary issue, the lack of a boundary clearly defined by legislation, as well as many other battlefield protection, commemoration and interpretation issues are directly related to the 1895 legislation and boundary.

THE PARK BOUNDARY ISSUE: THE 1895 BOUNDARY AND RESULTING LAND ACQUISITION

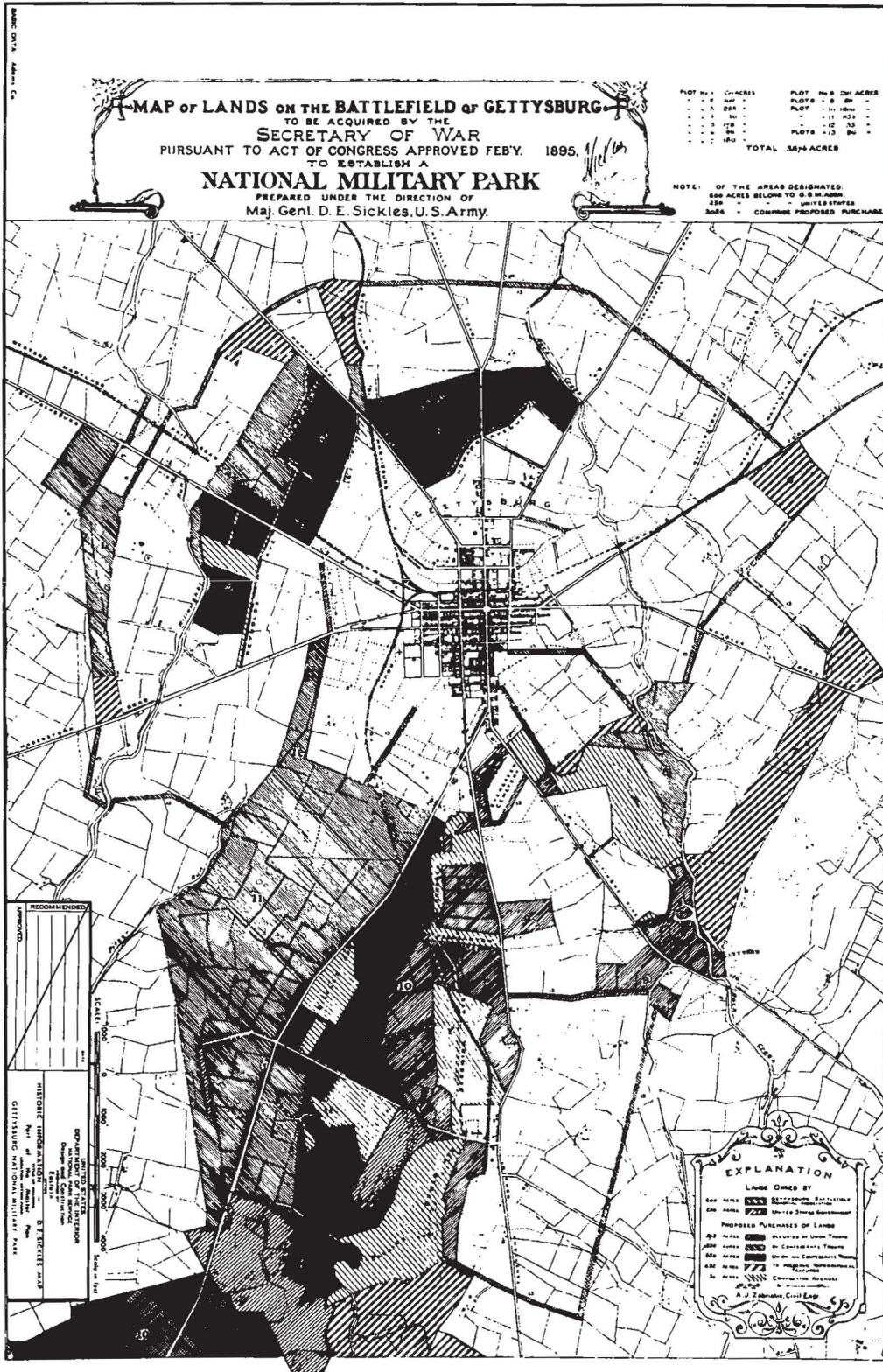
The 1895 park establishing legislation granted the United States War Department, the park's first administering agency, authority to acquire land to protect the battlefield. Acquisition of the park was to be guided in the following ways by the establishing legislation and an accompanying map:

to acquire . . . such lands in the vicinity of Gettysburg, Pennsylvania, not exceeding in area the parcels shown on the map prepared by Major General Daniel E. Sickles. . . , which were occupied by the infantry, cavalry and artillery on the first, second and third days of July, 1863, and such other adjacent lands as he may deem necessary to preserve the important topographical features of the battlefield.

The map was known as the Sickles Map, due to the sponsorship of the bill and the formulation of the legislation by Congressman Daniel E. Sickles. On the Sickles map were thirteen separate tracts representing 3874 acres of the battlefield which were proposed for purchase by the federal government. These purchases were intended to preserve topographical features (432 acres) and lands occupied by the Union and Confederate troops (2561 acres) and to build avenues connecting all non-contiguous tracts and along battle lines (31 acres). An additional 522 acres previously acquired by the Gettysburg Battlefield Memorial Association and the 1893 Park Commission were also to be acquired by the government.

The establishing law expanded the authority for acquisition, however, beyond the thirteen separate tracts by permitting the Secretary of War to acquire ". . . other adjacent lands as he may deem necessary. . ." Thus, the true acquisition limits were indefinite and the parcels directly specified for acquisition were not considered to be the outer bounds of the park. The exterior lines of all thirteen tracts shown on the Sickles map, including the outermost connecting avenues, were con-

Sickles Map
(1895)



sidered the exterior boundary by early park managers, with all internal area except the Borough of Gettysburg counted as within the park. This included a broad area of private lands, where federal acquisition was neither specified nor prohibited. The legislation's lack of a clearly defined park boundary has continued to be a source of uncertainty and varied interpretation since 1895.

An early proposal by the federal government to acquire battlefield land for the park through the exercise of eminent domain was immediately challenged. A trolley company which had constructed an excursion line from Gettysburg through the center of the battlefield to Devil's Den brought suit against the government to prevent acquisition by the park. In a landmark case, *United States v. Gettysburg Electric Railway Co.* (1896), the U.S. Supreme Court upheld the federal government's authority to acquire land at Gettysburg, noting that "such action on the part of Congress touches the heart, and comes home to the imagination of every citizen, and greatly tends to enhance his love and respect for those institutions for which these heroic sacrifices were made."

With the case settled, the War Department administered the park based on the broad Sickles concept of the park's area from 1895 to 1933. Land acquisitions totaled 2350 acres by 1933, with most purchases including portions of the specific parcels shown on the Sickles map. The War Department obtained jurisdiction over and maintained public roads within the park area—meaning that portion of roads between the Borough line and the outer connecting avenues. Authority to regulate advertising signs on private property along these roads was also granted to the Department for the purpose of maintaining the "... roadway of the park."

When administration of the park was transferred to the National Park Service in 1933 plans began for further development of the park and protection and restoration of the battlefield. Throughout the 1930s and 1940s, National Park Service land acquisition efforts focused on areas threatened by residential and commercial development. A hallmark of these efforts was the continued broad interpretation of the park establishing legislation and Sickles map. This interpretation implied that the park's upper limit on land acquisition was 15,360 acres, which included not only the 3,874 acres specified on the Sickles map, but all lands within the limits of the Sickles boundary and many lands adjacent to that boundary. For example, the park identified the need to take action to preserve East Cavalry Field—far outside the Sickles boundary—but limitations of funding support compelled the park to concentrate its land acquisition on immediately threatened areas of the battlefield.

Until the early 1970s, Gettysburg's establishing legislation continued to be interpreted as providing authority to acquire any lands within the broad scope of the Sickles map. However, the Senate Appropriations Subcommittee responsible for the Interior Department became concerned about frequent changes in plans for acquiring land at Gettysburg and four other Civil War battlefields without boundaries clearly defined by legislation. In 1973, the Subcommittee asked the National Park Service to conduct a study to determine precisely what lands needed to be acquired for these battlefields. In May of 1974, the National Park Service transmitted maps proposing boundaries for Antietam, Manassas, Fredericksburg/Spotsylvania and Petersburg battlefields, as well as for Gettysburg. These maps reflected

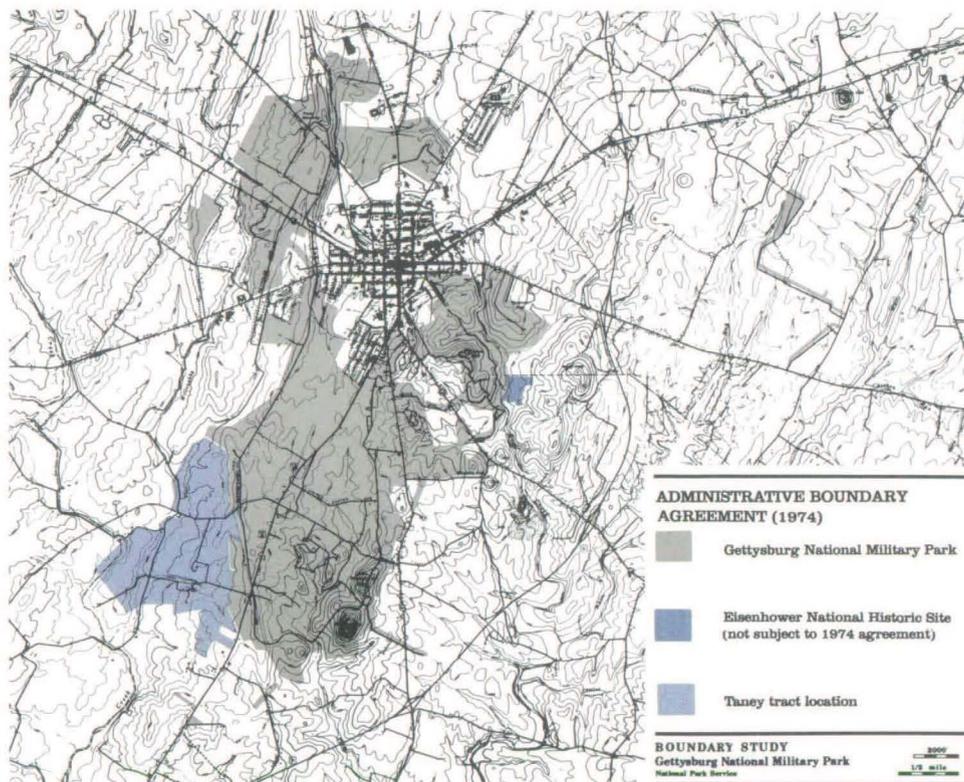
recommendations of a study team, but were not accompanied by an explanation of what standards or criteria were used to decide what should be acquired for the parks. The study was also intended to respond to the immediate concerns of the Appropriations Subcommittee that at that time reviewed each acquisition proposal in the National Park Service's "inholding" program. The studies in the early 1970s did not have a mandate to address "permanent" protection or the needs of future generations, particularly considering the land use changes that have taken place in the past decade and that are expected to continue.

By letter of June 7, 1974, Senator Alan Bible, Chairman of the Senate Appropriations Subcommittee on Interior and Related Agencies, accepted the Park Service recommendations and stated that:

Implicit in this approval is the firm understanding that the depicted boundaries will not be subject to change in the future except for substantial and compelling reasons that are not now apparent. Thus, any subsequent alternation or deviation must be subjected to the full legislative process.

This "understanding" has guided National Park Service land acquisitions for Gettysburg since 1974.

In 1977, the President's Advisory Council on Historic Preservation indirectly recognized some of the shortcomings of the 1974 boundary understanding. The Coun-



cil's report, "A Plan to Preserve the Historic Resources of the Gettysburg Area of the Commonwealth of Pennsylvania", identified a number of resources and a large historic-scenic area which were not protected. Several local, state and federal actions, including park boundary expansion, were recommended to address this concern. Though local governments have independently taken action on several of the recommendations—including the establishment of zoning ordinances and local historic districts—none of the specific boundary concerns have ever been addressed.

In 1986, the Gettysburg Battlefield Preservation Association, a private, non-profit conservation organization, directly challenged the 1974 understanding by attempting to donate 30 acres, known as the Taney Farm, to the park. The farm was the site of intense skirmishing between Union and Confederate troops during the battle. Because the acreage was outside the area identified in 1974, the National Park Service followed the boundary understanding and responded that legislation would be required for the agency to accept the donation. During the Congressional hearings on proposed legislation, members of the House Subcommittee on National Parks and Recreation became concerned over the lack of a legislatively defined boundary for the park. This concern over the boundary issue led to a Congressional request that the National Park Service conduct a boundary study and recommend a final park boundary. This request was subsequently formalized into law with the passage of P.L. 100-132 as follows:

. . . the National Park Service shall conduct a boundary study and shall submit a report to Congress within one year of the date of enactment of this Act, with recommendations with respect to the final development of the Gettysburg National Military Park. In conducting the study, the . . . [National Park Service] shall consult with the people of the community and their elected representatives at all levels as well as with other interested individuals and groups.

P.L. 100-132 was enacted on October 16, 1987, requiring submission of this Boundary Study report to Congress by October 1988.

By requiring the preparation of this Boundary Study, Congress has taken an initial step toward establishing a clearly defined legislative park boundary. The Boundary Study itself, in developing a proposal for a legislative park boundary, must confront a number of additional specific issues. These are discussed in the next chapter.

IV. ISSUES

Uncertainty arising from the lack of a legislatively defined boundary is one of several critical issues affecting Gettysburg National Military Park, the Gettysburg community and all those concerned with the battlefield. In addition, the Boundary Study itself raises concerns and issues. Clear definition of these issues by park managers, historians and planners, as well as by the local community, has been an important factor in guiding this study.

Public identification of issues and concerns related to the park boundary took place at the first Boundary Study public workshop, held on July 8, 1987. Over one hundred workshop participants worked in small groups, developing extensive lists of concerns. These issues and a number of answers to specific questions were also listed in the first Boundary Study newsletter published in July, 1987.

MAJOR ISSUES ARISING FROM THE STATUS OF THE PARK BOUNDARY

Sites of significant battle events and other battle related historic resources are not included within the existing park, diminishing their protection, commemoration and interpretation. The sites of major battle actions and events involving both Union and Confederate forces, as well as commemorative monuments and certain hospital sites, structures and landmarks playing key roles in the battle, are currently outside of park boundaries. This has diminished the ability of the National Park Service to interpret and commemorate key events and activities of the battle of Gettysburg.

Primary interpretation of the battlefield is provided on-site by the National Park Service through a self-guided auto tour, and conducted walks and programs, and off-site through the Electric Map and Cyclorama Painting programs and various publications. While publications and the off-site programs housed in the visitor center can present an overview of the entire battle, a primary park objective is to provide the opportunity and the interpretation necessary for visitors to understand the battle of Gettysburg through seeing the actual battlefield. This includes the hills, fields, woods and lanes where the battle was fought, the defenseworks constructed during the engagement, the farmsteads that marked the battle's progress, and the monuments erected by the battle's participants.

Interpretation of key battle events, locations, structures and monuments currently outside the park is inadequate due to a lack of public access and/or long-term protection. Important areas receiving little or no interpretation include: South Cavalry Field, Neill Avenue, Spangler Farm and Hospital Woods. Areas which have limited interpretation include East Cavalry Field, the First Shot and Confederate vantage points on the 1st Day's battlefield. In addition, forty-seven monuments and markers located outside park boundaries have no guaranteed right of public access.

Some existing modern land uses intrude upon visitor experience of the battlefield and future land use trends could destroy unprotected historic resources. Protection of the battlefield from new land uses has been a primary concern since the 1880s. Early land acquisition efforts and the 1896 Supreme Court case *United States v. Gettysburg Electric Railway Co.* focused on preventing residential and commercial

development of key battlefield lands. Unfortunately, the writers of the park establishing legislation, early park planners and managers did not foresee the magnitude of the development that would one day occur in the vicinity of Gettysburg. Today, modern land uses are constructed on former farmlands where soldiers fought and died. Some of these land uses, such as the 300 foot high National Tower, intrude from outside the park boundary upon the park's interpretive program and the visitor experience of the battlefield. In other locations outside the park, the sites of key battle events remain unprotected and threatened by the potential for future development.

The Gettysburg area and Adams County were almost entirely in agricultural land uses at the time of the battle. While agriculture continues to be an important component of the county's economy, growth and development trends are rapidly changing the appearance of the county's landscape and the Gettysburg area in particular. The proximity of the area to the densely populated Washington, DC, Baltimore and Frederick, Maryland region to the south is the major factor in this trend. Gettysburg is 12 miles from the Pennsylvania/Maryland border and within commuting distance of Baltimore and Washington. Frederick County, Maryland, just across the state line, has experienced tremendous growth in the 1980s. Similar residential development is indicated for Adams County and the Gettysburg area. Based on tax role information, the county's population is estimated to have increased by 15% since 1980 to approximately 78,000. Annual new housing starts have increased by more than 300% since 1982. Real estate brokers indicate that 50% of single family residences sold in the county between U.S. route 30 (which bisects Gettysburg) and the state line go to Maryland, Virginia or Washington, DC buyers. Average housing costs have increased 10% to 15% annually in the last three years, up from 2% to 6% in the early 1980s.

This magnitude of residential and accompanying commercial development poses a threat to significant unprotected sites of battle actions and events. South Cavalry Field, site of a major cavalry action on the third day of the battle, is currently proposed for development. Hospital Woods, location of Camp Letterman, the battle's general hospital, is advertised for commercial use and development. Herr's Ridge and other unprotected Confederate and Union positions on the first day's battlefield are adjacent to growing suburban residential areas. East Cavalry Field, an almost entirely unchanged battle site, is adjacent to a mobile home park and the major residential development at Lake Heritage. The current widening of US route 15 bypass from two to four lanes will bring associated development at interchanges located near South Cavalry Field and Howe and Wright Avenues, the extreme left flank of the Union line.

Some lands or structures within the existing boundary may be suitable for exchange or deletion. The park boundary agreement made in 1974 does not reflect changes in certain plans and conditions that have occurred in the succeeding years. With the completion of the park's first general management plan in 1982, several earlier plans for altering traffic patterns were abandoned. In addition, certain park landholdings are of diminished integrity. These factors create several situations

where lands or structures within the existing park boundary are no longer necessary for the management and protection of the battlefield.

ADDITIONAL ISSUES RELATED TO THE COMPLETION OF THE BOUNDARY STUDY

Need for communication and cooperation between the National Park Service, landowners and others in the Gettysburg community. A boundary study for the park, and any resulting boundary changes, could have effects throughout the Gettysburg community. Communication and cooperation between the National Park Service, landowners and others in the community is critical to preparing and implementing an effective park boundary proposal.

Protection of the historic setting of the battlefield, as viewed from the park, has been diminished by the lack of clarity in past methods for defining the scope of the "historic scene". General statements concerning preservation of the "historic scene" which surrounds the park are confusing and ineffective without a clear understanding of the specific criteria and objectives for historic resources.

Additional funding and staffing would be required if lands and resources are to be added to the park. Substantial additions of land and resources to the park will require additional funding and staffing. Funds would be necessary for purchasing land and interests in land to protect resources, as well as for increased management activities. Additional staff would be required for maintenance, management and interpretive services, though certain maintenance needs could be reduced through leasing or sell-back arrangements on certain lands.

Gettysburg community members would be concerned about potential changes in park operations. Significant changes in park operations resulting from a boundary change could have an impact on landowners and others in the community. Increased visitation or access in an area, traffic patterns or other operational changes could affect private property, businesses and community plans.

Boundary changes could potentially impact the local economy and tax base. Increased federal land acquisition associated with a larger park boundary would remove private lands from local tax roles. This could impact the revenues of local governments and school districts.

Landowners are unclear about the process of federal land acquisition and are concerned by potential impacts of the Boundary Study on their property. The process and criteria for federal land acquisition and the potential options available to landowners are largely unknown to those who have not participated in the process previously. Landowners are concerned by what they perceive as a potential threat to their ownership and use of property.

Both national, state and local interests are involved in the protection of the Gettysburg battlefields and these interests should be considered in developing the boundary proposal. The federal government, Commonwealth of Pennsylvania and the Gettysburg community are mutually involved in and affected by the protection of the battlefield. While some interests are conflicting, many are compatible. Both national, state and local interests should be considered during the Boundary Study.

Through continued discussion of issues during subsequent Boundary Study

workshops and detailed analysis of several major issues, these concerns have helped to guide the Boundary Study. The proposed boundary concept attempts to address as many of these issues as possible.

V. RESOURCE ASSESSMENT

The primary goal of this study is to develop a boundary proposal that protects important historic resources associated with the battle of Gettysburg. A key step is the identification and evaluation of all battle related resources.

The battle of Gettysburg raged over farms, ridges and hills, through creeks, woodlands and the town of Gettysburg. Farmhouses, barns and other buildings became hospitals and general's headquarters. Defenseworks were built or dug into hills and across fields. These features of the landscape, critical to tactical maneuvers and the outcome of the battle, made up the battlefield and are now the remnants of the battle of Gettysburg. Soon after the battle, veterans, states and the federal government began to erect monuments, markers and avenues to commemorate the positions and heroic deeds of the armies. All of these features, the original and the commemorative, have long been identified as elements of the battlefield.

Because of the broad extent of troop movements at Gettysburg and the changes in land use since 1863, not all areas touched by the battle can realistically be protected. The resource assessment step of the study examines all of these areas to determine what resources are necessary for the protection, commemoration and interpretation of the battlefield. Three steps are involved in the resource assessment: 1) identifying and mapping the types of resources to be considered, 2) applying the criteria used in evaluating the importance of resource areas, and 3) outlining the assessment findings. These steps are described over the next several pages.

RESOURCES ASSOCIATED WITH THE BATTLE

The 1864 Articles of Incorporation of the Gettysburg Battlefield Memorial Association, federal legislation and park management objectives have regularly outlined important battle related resource categories. The 1895 establishing legislation for the park directed protection of lands "... occupied by the infantry, cavalry and artillery ...", as well as "... important topographical features of the battlefield." The legislation also directed preservation and the provision of public access to the battlefield monuments. The park's *General Management Plan* (1982) identifies specific management objectives for a range of topics. These guide National Park Service efforts towards preserving the battlefields of Gettysburg, including the buildings, fences, defenseworks, landforms and other landscape features associated with the battle, as closely as possible to their appearance on July 1 - 3, 1863, while also protecting the monuments and other post-1863 structures commemorating the battle.



The guidelines cite many of the types of battle-related resources which should be identified and evaluated. The initial list of resource types to be considered for protection includes:

1. Cultural resources involved in the battle:
 - a. sites of battle action
 - b. other areas occupied by the armies
 - c. topographic or landscape features, including hills and ridges, woodlands, streams, agricultural fields, buildings
 - d. hospitals
 - e. defense works
 - f. archeological sites
2. Civil War monuments currently maintained by the National Park Service;
3. Areas visible from the current or proposed park tour route and park avenues;
4. Land necessary for park administrative purposes—visitor facilities, access roads, offices and maintenance areas.

These resource types were discussed by over 80 participants in the second Boundary Study workshop in August, 1987. Discussion focused on the types of resources appropriate for evaluation and potential protection by Gettysburg National Military Park. Workshop participants expressed their views on the appropriateness of the resource categories and echoed a number of resource related issues identified in the first workshop. Resources valued highly by all workshop groups were: 1863 cultural resources, especially areas occupied by the armies and hospital sites; Civil War monuments; and areas visible from park roads. There was general agreement that while certain resource categories were important, it was critical to evaluate each site within a category, as some are more important than others.

The above categories directed the collection and mapping of basic resource information for the Boundary Study. Resource information was drawn from the extensive documentation of the battle of Gettysburg which has been produced over the past 125 years. It is summarized on the next several pages.

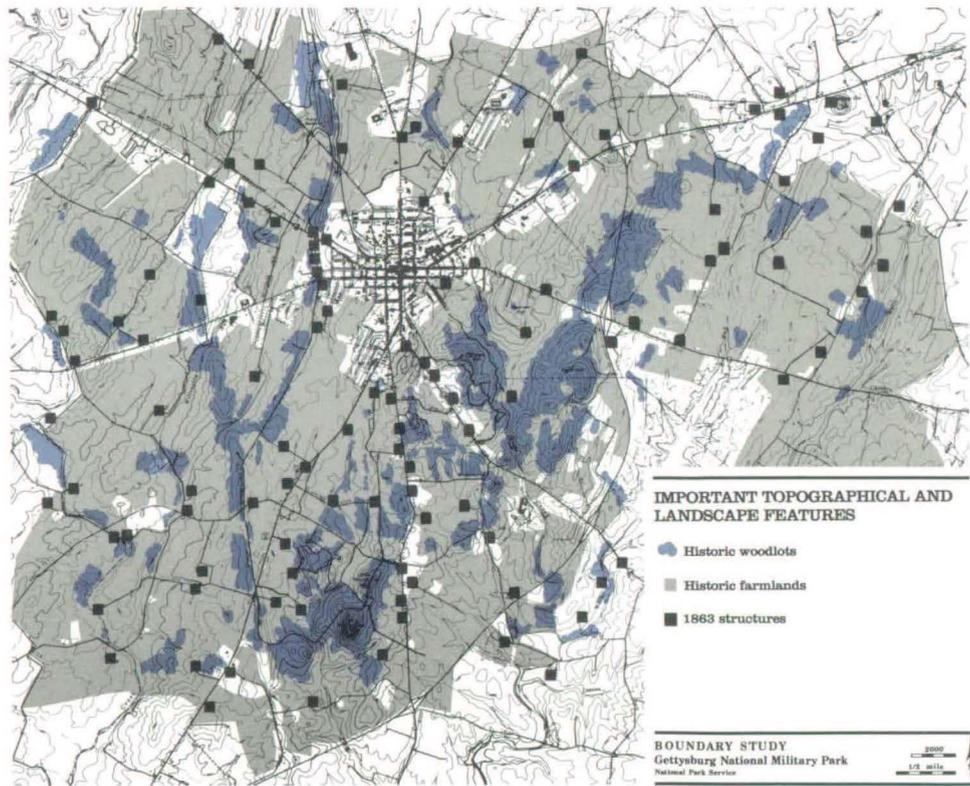
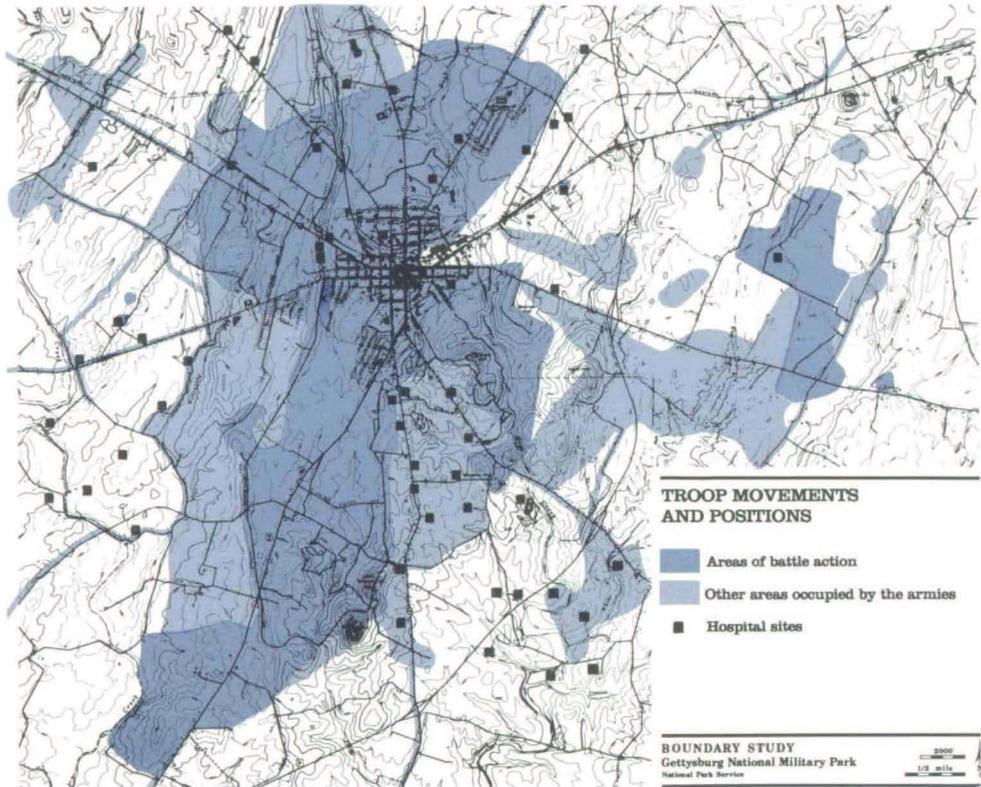
1863 Cultural Resources

The maps show selected historic resources which gained their significance through direct involvement in the battle at Gettysburg on July 1 - 3. These are some of the places and features which forever changed the Gettysburg area and the nation.

Resources include:

1. areas of battle action;
2. other areas occupied by the armies during troop movements and the establishment of artillery and supply parks or encampments;
3. topographic or landscape features, such as hills, ridges and streams, which influenced the pattern of events during the battle;
4. sites or buildings used as hospitals during and after the battle.

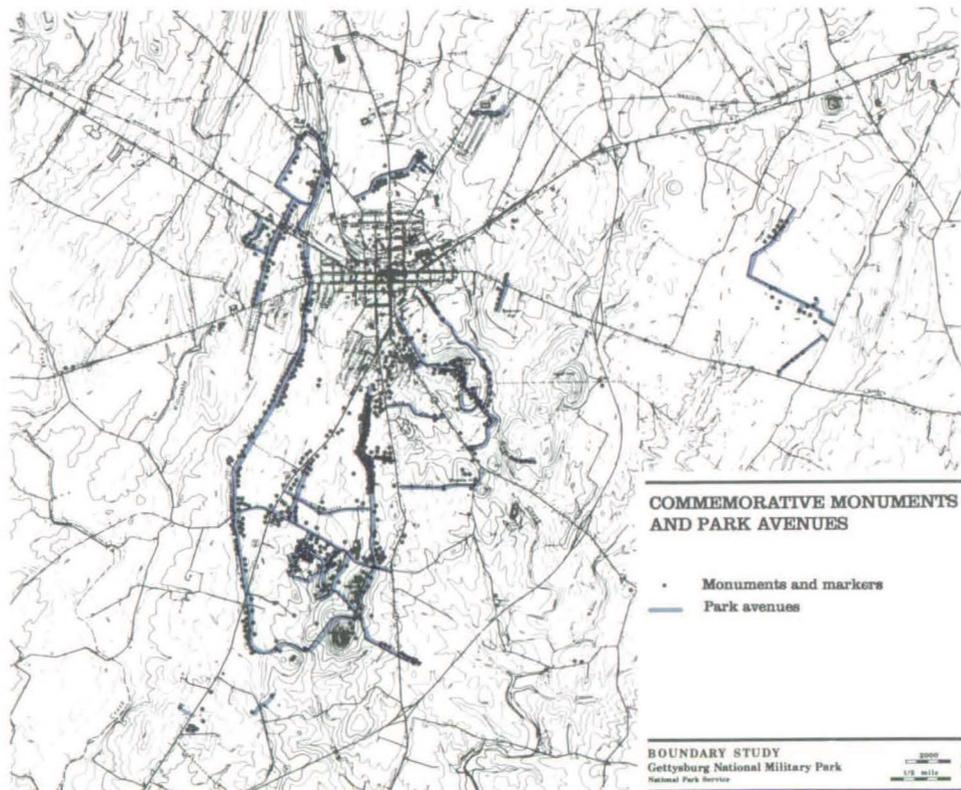
Several other battle related historic resources are of great significance. These resources, which include defense works and archeological sites, are described in detail where appropriate in following sections of the report.



Commemorative Cultural Resources

This map identifies a number of commemorative features of the Gettysburg area which have gained cultural and historic significance in their own right. Primary among these are the 1,320 monuments and markers which have been erected since 1867 to commemorate and interpret the battle. The monuments, many of which were placed by veterans of the battle, mark the locations of events, positions of army units and significant individuals throughout the battle. These range in size from the massive Pennsylvania monument to small regimental flank markers, making up what is believed to be the world's largest single collection of outdoor monuments. About 1,270 monuments or markers are located within Gettysburg National Military Park, with about 50 located on public or private property throughout the area. All of the monuments, including those on private property, are currently maintained by the National Park Service. The monuments are the most visible symbols of the events of early July, 1863 in today's Gettysburg area landscape.

Other features of the area closely associated with the monuments are the avenues originally constructed to provide returning veterans with access to the places where they fought. The avenues, built by the Gettysburg Battlefield Memorial Association, the War Department and the National Park Service, are now maintained as the primary means of touring the park, connecting and marking many of the areas of heaviest fighting. The views from these avenues of the battlefield landscape, in many cases identical to soldier's views during the battle, are an important asset of the park.



ASSESSMENT CRITERIA

The resources described and mapped on the preceding pages cover a broad area in and around Gettysburg. In order to evaluate this information and identify resource areas of particular importance to the protection and interpretation of the battlefield, assessment criteria were developed. These criteria were applied to all resources and land areas identified on the preceding pages, including those within the current park. The findings of this assessment are described in the next section.

Criteria used in the Boundary Study resource assessment are grouped into four categories. These are:

Cultural resource significance—an evaluation of a resource's historical significance based on:

1. the type and concentration of activity and tactical importance of battle related events which occurred there;
2. the association with specific individuals of unique importance to the battle at Gettysburg;
3. the concentration, intrinsic value and site specific nature of commemorative monumentation in the area;
4. the current historic integrity of existing resources, including both the integrity of the immediate site or object and integrity of the setting of the resource.

Interpretive importance—a characterization of the area's value for interpreting events, positions, movements, battle participants or themes based on:

1. the ability of the area to contribute to a visual understanding of the overall battle;
2. the ability of the area to convey an appreciation of and information on battlefield features and events not currently covered in the interpretive program.

Visual significance - an evaluation of the area's importance in maintaining the quality of the visitor experience and an avoidance of modern intrusions upon the setting of the battlefield and other cultural resources, based on:

1. visibility from park avenues;
2. importance in maintaining cultural resource significance;
3. adequacy or feasibility of screening land uses outside the park which are incompatible with the battlefield;
4. visual compatibility of area's current land use with the battlefield.

Management feasibility - an evaluation of an area's function and management feasibility, based on:

1. proximity to the existing park;
2. law enforcement, resource protection and access considerations;
3. provision of services and development identified in the park general management plan and other operational documents.

These criteria were presented at the third Boundary Study public workshop in November, 1987.

RESOURCE ASSESSMENT FINDINGS

The assessment of resources associated with the battle of Gettysburg yielded several key findings. These findings were presented and discussed at the third Boundary

Study workshop and on two bus tours in November 1987.

Finding 1: Outstanding Resource Areas

The assessment identified fourteen outstanding resource areas currently outside the park which merit protection and interpretation. The areas, described in detail in the next chapter, fall into four general groups:

1. those associated with the first day's battlefield (Early's Line, 11th Corps Line, Herr's Ridge, 1st Corps Line);
2. those surrounding isolated existing park avenues (East Cavalry Field, South Cavalry Field, Howe and Wright Avenues, Neill Avenue);
3. the Baltimore Pike Corridor;
4. special resource areas (Hospital Woods, First Shot Monument, 20th Maine Monument, Pitzer Farm, Spangler Farm).

These areas, described in greater detail in the following chapter, ranked highest in the criteria evaluation process. Participants in the third Boundary Study workshop and associated bus tours visited and discussed the outstanding resource areas and reached general consensus that the areas represented the most important, unprotected battlefield resources.

Finding 2: Potential Deletions

Eight small areas within the current park are not needed for park purposes and may be deleted due to management considerations or decreased site integrity. In some cases, previous plans or uses for the areas are no longer feasible making it unnecessary for them to remain within park boundaries. In another instance, areas immediately adjacent to the site have developed to the extent that the resource no longer retains its integrity or interpretive value. These areas are described in detail in the next chapter.

Finding 3: Outlying monuments and markers

Forty-seven monuments and markers commemorating the battle of Gettysburg are currently located on private or non-federal lands without any agreements for protection or public access. Maintenance of the markers themselves is performed by the National Park Service, despite the lack of assurance of long-term protection.

Finding 4: Battlefield Setting

An area generally surrounding the Borough of Gettysburg and Gettysburg National Military Park forms the setting of the battlefield. The setting contains many important historic features associated with the battle and much of the area where troop movements occurred. It is the context within which the battle of Gettysburg and the Gettysburg campaign are interpreted, including many of the areas visible from park avenues. Most of this area was entered into the National Register of Historic Places in 1973 as the Gettysburg Battlefield Historic District, formally recognizing its significance. Because of its importance, the battlefield setting merits a greater level and intensity of efforts to conserve historic resources. (See appendix for examples of significant resources.)

VI. A PROPOSED BOUNDARY CONCEPT

A number of alternatives, approaches and options have been considered in creating a boundary concept which protects the resources associated with the battlefield and addresses the major issues identified early in the Boundary Study. Described below is the proposed boundary concept for Gettysburg National Military Park. (Two other alternatives considered during the study are outlined in the accompanying *Environmental Assessment*).

The proposed boundary concept identifies: key battlefield areas where the National Park Service should be primarily responsible for protecting historic resources, and a cooperative partnership for conserving the battlefield setting. Components of this concept are:

1. *A new park boundary* which includes:
 - a. most of the existing park;
 - b. additions to the park to protect the outstanding resource areas;
 - c. minor deletions of current holdings;
2. *A strategy for protecting outlying monuments* and markers outside the park boundary;
3. *Positive incentives for conservation* in the battlefield setting.

This boundary concept has been publicly presented and discussed in a number of forums prior to the preparation of this report. In February, March and April 1988, individual meetings with potentially affected landowners were held to discuss the concept, answer questions and obtain suggestions and comments. On March 7, 1988, the concept was outlined to about 100 participants in the fourth Boundary Study public workshop held at Gettysburg Junior High School. The March 1988 edition of the Boundary Study newsletter also presented the concept, along with an enclosed mailback comment form.

Over the following pages, the details of the concept, with specific objectives and guidelines are described.

PROPOSED PARK BOUNDARY

The proposed park boundary includes major revisions to incorporate the outstanding resource areas identified during the resource assessment and minor revisions in current holdings to remove unneeded areas.

SSH, Outstanding Resource Areas: Proposed for Inclusion within the Park Boundary

The fourteen areas identified during the resource assessment as having outstanding historic values associated with the battle of Gettysburg are proposed for inclusion within a new boundary for Gettysburg National Military Park. Because of the significance of these areas to the preservation and interpretation of the battle of Gettysburg, the primary responsibility for protection should lie with the National Park Service, in cooperation with individual landowners. In total, these fourteen areas equal approximately 1,900 acres.

Detailed descriptions of each outstanding resource area and a statement of the area's proposed management objective appears on pages 31 to 35. Management objectives were developed based on each area's cultural resource significance, interpretive importance, visual importance and management feasibility. These objec-

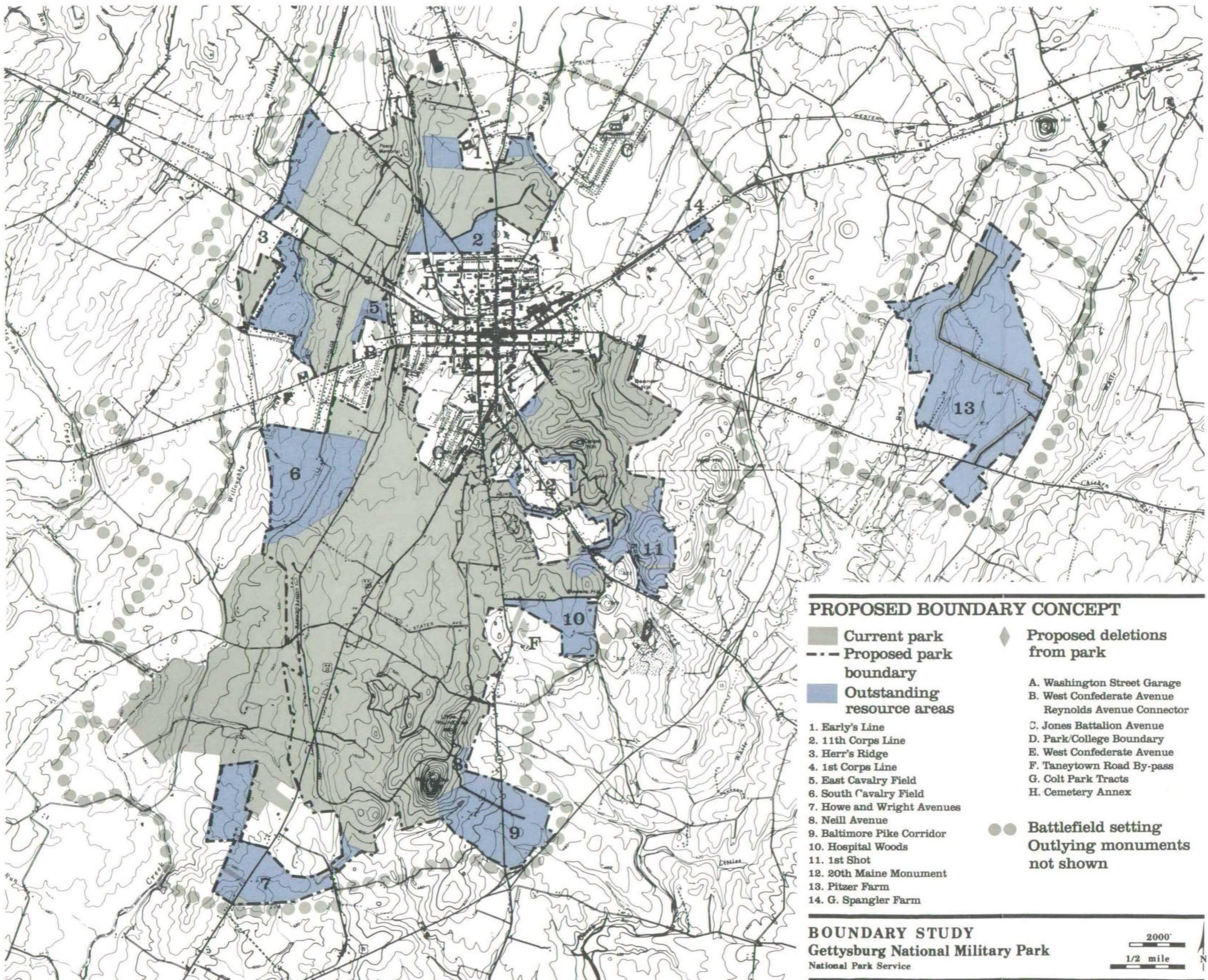
tives identify certain characteristics of each area that are important to conserve, to interpret, to restore to a previous condition or to make accessible to the public. From these statements, the most appropriate means for protecting resources can be determined.

A broad range of options exist for protecting these areas, including conservation easements, cooperative agreements and purchase by the federal government. If Congress establishes a new park boundary, the National Park Service would prepare a revised *Land Protection Plan* for the park to outline preferred protection options on a tract-by-tract basis, consistent with the Boundary Study guidelines, management objectives, priorities and the minimum federal interest required to protect resources. The National Park Service would then meet with landowners in these areas to discuss acquisition possibilities and other ways of protecting land. An attempt would be made to reach an agreement with each landowner, generally in what is termed a "willing seller - willing buyer" basis. The National Park Service is committed to looking for ways of meeting both long-term protection objectives and individual landowners' interests within these outstanding resource areas.

A preliminary evaluation of protection options for the proposed additions to the park has been made as a part of the Boundary Study. The National Park Service estimates that approximately 250 acres would eventually need to be owned and held in fee for road construction, public access or where private use is incompatible with long-term objectives. The majority of the remaining area (1650 acres), where some reasonable private uses are compatible with resource protection, could potentially be protected through less than fee arrangements, such as cooperative agreements, vegetative screening, or purchase and sell-back or lease-back agreements.

This approach, however, would be facilitated by an important option giving greater flexibility to both the park and landowners: the provision for "purchase and sell back" of land. In areas where the National Park Service would not need full ownership of land, but could adequately protect resources through acquisition of an easement, this option would permit landowners who are interested only in outright sale of their property to sell to the National Park Service. The National Park Service could then place a protective easement on the land and resell it for private uses compatible with park objectives. It would be desirable, though not necessary, if the proceeds from the resale of property at Gettysburg could be retained for use in the remaining acquisitions of fee or less than fee interests in land at the park. Currently, federal law (16 US Code 4601-22a) requires that funds derived from such arrangements be credited to the Land and Water Conservation Fund of the Treasury of the United States. The purchase and sell back approach has received a positive response from many landowners, local officials and other participants in the Boundary Study workshops.

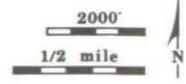
The following outstanding resource areas are proposed for inclusion within the park boundary:



PROPOSED BOUNDARY CONCEPT

- Current park
 - Proposed park boundary
 - Outstanding resource areas
 - Proposed deletions from park
 - Battlefield setting
 - Outlying monuments not shown
1. Early's Line
 2. 11th Corps Line
 3. Herr's Ridge
 4. 1st Corps Line
 5. East Cavalry Field
 6. South Cavalry Field
 7. Howe and Wright Avenues
 8. Neill Avenue
 9. Baltimore Pike Corridor
 10. Hospital Woods
 11. 1st Shot
 12. 20th Maine Monument
 13. Pitzer Farm
 14. G. Spangler Farm
- A. Washington Street Garage
 - B. West Confederate Avenue Reynolds Avenue Connector
 - C. Jones Battalion Avenue
 - D. Park/College Boundary
 - E. West Confederate Avenue
 - F. Taneytown Road By-pass
 - G. Colt Park Tracts
 - H. Cemetery Annex

BOUNDARY STUDY
Gettysburg National Military Park
 National Park Service





EARLY'S LINE (65 ACRES) *These two areas are the locations of the Confederate attack on the Union 11th Corps and the right flank of the 1st Corps (illustration) on July 1, 1863. Early's Division outflanked the Union right, forcing the 11th Corps line to retreat to Cemetery Hill. The Josiah Benner house and barn, still standing, were used as a hospital during the battle. The area is interpreted from Oak Ridge, Barlow Knoll and park avenues—the locations of over 40 monuments commemorating Union positions.*

Current land uses—agricultural fields, pasture and historic woodlands—are compat-

ible with the areas' protection, interpretation and commemoration. Maintenance of existing trees and hedgerows would effectively screen current nearby development.

Area Objective:

Maintain the agricultural fields, pasture and historic woodlands so that the approach and position of the Confederate attack on the Union 11th Corps from across these fields can continue to be accurately interpreted and portrayed from Oak Ridge, Mummasburg Road, Howard Avenue and Barlow Knoll.



11TH CORPS LINE (65 ACRES) *Throughout this area are the last positions of the Union 11th and 1st Corps on July 1, 1863, prior to the retreat through town to Cemetery Hill. Confederate forces also used the area as an artillery park and battery through July 3.*

Almost 30 monuments stand within 10 feet of the park boundary along Howard Avenue commemorating many of the 11th Corps positions during July 1. Interpretation of these positions, the battle action, retreat and monuments takes place from Oak Ridge and Howard Avenue.

While in agricultural use during the battle, the current land use as college playing fields retains the open character necessary for interpreting the area and protecting the immediate context of commemorative monuments.

Area Objective:

Maintain the historic openness of this land such that these defensive positions of the Union 11th and 1st Corps can continue to be commemorated and interpreted from Oak Ridge and Howard Avenue.



HERR'S RIDGE (208 ACRES) *Three major Confederate attacks occurred here on July 1, keeping the area from the ridgeline to Willoughby Run under fire throughout the day. A.P. Hill's Corps and the Union Iron Brigade clashed along the run. Confederates camped and buried their dead here July 1-4.*

Action is interpreted from the Union vantage point, at Reynolds and Doubleday Avenues and the Peace Light, as there is no public access along the original Confederate lines.

Current land uses are generally compatible with the battlefield's appearance: the Michael Crist farm is an historic land use and important landmark; the golf course between Herr's Woods and Willoughby run

maintains the area's relatively undeveloped character. Woodlands along the run screen incompatible development.

Area Objective:

Maintain the agricultural uses of the Crist farm and the relatively undeveloped appearance of the area between Herr Woods and Willoughby Run so that the three major July 1 Confederate attacks originating on Herr's Ridge and crossing these lands can be interpreted. Interpretation of the Herr Ridge actions takes place from Reynolds, Doubleday and Meredith Avenues and the Peace Light and is proposed to also take place from Herr's Woods in order to represent the Confederate perspective on the first day's battle.

FIRST SHOT MARKER (4 ACRES) *This commemorative monument marks the location of the first shot in the opening battle at Gettysburg, a particularly unique moment in the area's history. The limestone monument, constructed in 1883, stands ten feet from U.S. route 30 and next to the Whistler house, a building present at the time of the battle.*

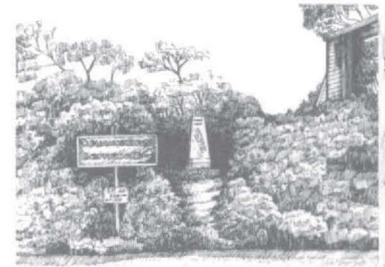
Visitors commonly stop to view this monument despite a traffic crossing which makes access hazardous and a lack of parking

facilities.

While modern residential development across route 30 has altered the landscape context of the first shot event, the monument and its immediate vicinity, including the brick dwelling, retain their site integrity.

Area Objective:

Develop safe public access and suitable interpretation at this monument which marks a unique moment in Gettysburg and national history.



FIRST CORPS LINE (17 ACRES) *Heavily contested on July 1, this is the last defensive position of much of the Union 1st Corps prior to the retreat to Cemetery Hill. Union defense works and artillery were sited here, and later, Confederate artillery. Lutheran Theological Seminary's Old Dorm was used as a landmark, signal building and hospital by both armies.*

The 1st Corps Line and Old Dorm are interpreted today from Reynolds Avenue, with commemorative monuments also located along Seminary Avenue.

As seen from Reynolds Avenue, current land uses include mown fields, Seminary buildings and parking, the YWCA and resi-

dential buildings and woodlands along Pitzer Run. While the area has developed since 1863, interpretation and commemoration can continue if existing open space and trees are retained, modern buildings screened and historic buildings preserved.

Area Objective:

Maintain the remaining historic landscape features (open fields, historic woods, and Seminary buildings) which contribute to interpretation of the Union 1st Corps position on July 1 and the importance of Old Dorm, while limiting the impact of modern development on the view from Reynolds Avenue.



PITZER FARM (227 ACRES) *Pitzer Farm is the location of the Confederate 3rd Corps supply and artillery park on July 2 - 4 and a major transportation route from Willoughby Run to the Confederate line along Seminary Ridge. The building which served as General A.P. Hill's headquarters still stands here. On the southern portion of the farm Wilcox's Alabama Brigade clashed with Berdan's Sharpshooters on July 2. These activities are interpreted from West Confederate Avenue, near the tour stop at the North Carolina monument.*

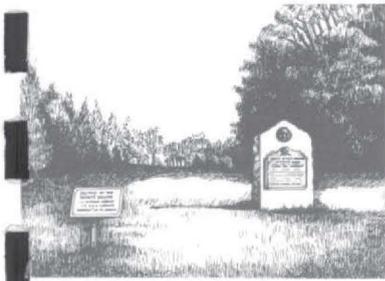
The farm, prominent and outstanding

from West Confederate Avenue, is the largest Confederate artillery and supply park remaining in the same land use as at the time of the battle. Historic woodlands, agricultural fields, and buildings retain an appearance close to that of 1863.

Area Objective:

Maintain the historic woodlands, buildings and pastoral open space of Pitzer Farm, in order to interpret the area's use as a major supply and artillery park and transportation route and to protect the immediate view from West Confederate Avenue.





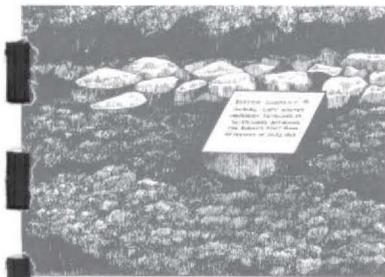
SOUTH CAVALRY FIELD (210 ACRES) Union cavalry attacked the Confederate rear here on July 3. The action significantly affected the battle, as 3,500 Union cavalry kept 11,000 Confederate troops out of the main battle line, preventing a right flank attack on Little Round Top and full attack along the entire Union line. Three small tracts of park land contain six commemorative monuments. This action is not currently interpreted by the National Park Service, due to a lack of developed access at these sites.

Some modern development along Emmitsburg Road contrasts with the appearance of historic land uses. Yet, a significant amount of privately owned battlefield land sur-

rounding the park parcels retains historic agricultural fields, woodlots and farm buildings. Inappropriately sited development could negatively impact battlefield resources and nearby Eisenhower National Historic Site.

Area Objective:

Maintain the open agricultural character of these fields and provide a screened park avenue connecting South Confederate Avenue and the isolated NPS tracts at South Cavalry Field in order to interpret the major Union cavalry attack on the Confederate rear which occurred here. Existing monuments and isolated park avenues are located at key interpretive points.



20TH MAINE MONUMENT (ACREAGE COUNTED UNDER HOWE/WRIGHT AVENUES) This marks the location of the left of the Union line where the 20th Maine fired against the 15th Alabama. The monument, located 150 yards outside the current park boundary, was erected in the 1880's. Defense works from the battle still stand a few feet from the monument.

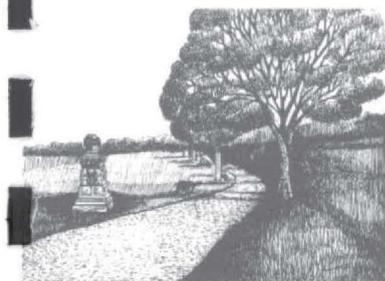
Access to the monument is difficult, due to the absence of a clear trail or sign and dense woodland growth. Visitors do, however, in-

quire about getting to the site.

Current woodlands which surround the site are compatible with protecting and interpreting the actions of the 20th Maine.

Area Objective:

Provide public access to this monument and preserve the surrounding historic woodlands in order to effectively interpret and commemorate the extreme left of the Union line where the 20th Maine fired against the 15th Alabama.



HOWE AND WRIGHT AVENUES (210 ACRES) These park avenues mark what was the extreme left flank of the Union line from the evening of July 2 through July 4. The lines, formed by Howe's Division of the Union 6th Corps to prevent a Confederate flanking attack behind the Round Tops, saw no action in the battle. Nine monuments commemorating Union positions now stand on this narrow strip of park land.

Howe and Wright Avenues lie amid acres of privately owned open farmland, maintaining the setting of the monuments in an

appearance close to that of 1863. Protection of these open farmlands would continue to allow the interpretation and commemoration of the positions in this area.

Area Objective:

Maintain the agricultural fields and view to the Round Tops in order to accurately interpret and commemorate the positions of Howe's Division of the Union 6th Corps—the Union's extreme left flank—and show the importance of protecting the Union rear from a Confederate flanking movement.

GEORGE SPANGLER FARM (85 ACRES) Used by Union forces as a hospital site, artillery park and troop movement area, this farm still exists today. The 11th Corps hospital located here was the site of General Armistead's death and burial. The primary artillery park for Cemetery Ridge was located in the adjoining fields. Union troops moved continually through the area July 2-6.

Two monuments commemorate the hospital and supply activities which occurred here. The farm is not actively interpreted today as it is privately owned.

The farm retains the same general land uses as during the battle, making it visually important as both a complete hospital and artillery park site, a theme not adequately

interpreted in the park today; and as the area immediately adjacent to Granite Schoolhouse Lane, the current park boundary and an important visitor travel corridor.

Area Objective:

Maintain the historic woodlands, buildings and pastoral open space of Spangler Farm and screen modern development along Granite Schoolhouse Lane, in order to: 1) develop an active interpretative program focusing on the area's use as a major hospital site and supply and artillery park for Union troops on Cemetery ridge and 2) maintain a visitor tour route shielded from modern development.

NEILL AVENUE (121 ACRES) Neill Avenue marks the location of the Union right flank near Culp's Hill. Fighting occurred in this area between the Union 6th Corps and detached Confederate regiments on July 3. Defense works and ruins of Civil War buildings still exist.

The avenue, a narrow strip of detached park land, was originally intended to be connected to the main body of the park so that visitors could gain access to the six monuments located there. Public access to the avenue does not yet exist and no on-site inter-

pretation takes place.

The area between Neill Avenue and Rock Creek was open farmland in 1863, but has since grown up into woodlands. Some trees screen modern development along Baltimore Pike, but others could be removed to restore the open views from Neill Avenue northward.

Area Objective:

Interpret, protect and provide access to the positions and areas of action of the extreme Union right flank.

BALTIMORE PIKE CORRIDOR (55 ACRES) This area was the site of extensive Union movements of troops, armaments and supplies on July 2-4. Artillery covering Culp's Hill, General Meade's headquarters and buildings used as hospital sites were also here. Several monuments commemorate these positions today.

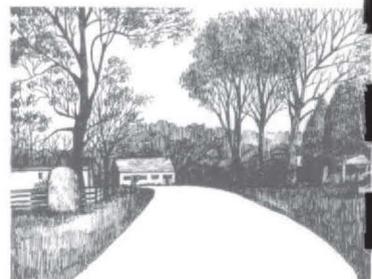
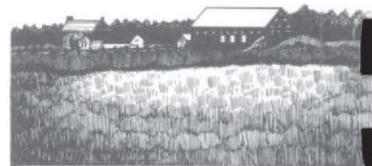
Park avenues cross this area in three corridors allowing visitors to travel to and from Culp's Hill: Slocum Avenue, Hunt Avenue and Granite Schoolhouse Lane to Colgrove Avenue.

Modern development along Baltimore Pike has changed this area to such an extent that on-site interpretation of its war-time use is no longer possible. Maintaining continuity of the visitor experience when traveling to and from Culp's Hill is still possible, however. Nearby development is potentially

compatible with this if screening, design and siting considerations are used. The height of modern structures is one important factor. For example, the 300 foot high, private observation tower sited here visually intrudes upon both this area and the entire park. Removal of the tower is the only option for restoring this part of the battlefield's integrity.

Area Objective:

Provide visitors with a park experience visually shielded from the modern development along Baltimore Pike by: 1) providing three paved and screened visitor travel routes between Culp's Hill and the main body of the park; 2) maintaining existing woods along the park boundary to screen views from park avenues on Culp's Hill; and 3) dismantling of the National Tower.





HOSPITAL WOODS (11 ACRES) *These historic woods are all that remain of the site of Camp Letterman, the U.S. General Hospital for about 5,000 Union and Confederate troops wounded at Gettysburg. Camp Letterman was maintained until November 1863, for the final and recuperative care of Gettysburg casualties.*

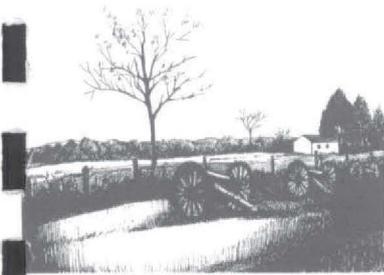
One monument along York Pike marks and commemorates Hospital Woods. On-site interpretation is not currently provided for this private land, though Camp Letterman is frequently noted in off-site programs.

Ten acres of the original woods remain at the site. The rest of the Camp Letterman site

and the surrounding area have been severely impacted by commercial strip development. The surrounding area clearly presents serious challenges to preservation, management and interpretation of the woods as an isolated segment of the park.

Area Objective:

Preserve these historic woodlands—the only unchanged remnants of the site of Camp Letterman—in order to interpret and commemorate the site and activities of the only general hospital for Union and Confederate troops wounded at Gettysburg.



EAST CAVALRY FIELD (630 ACRES) *East Cavalry Field is the site of one of the largest mounted cavalry battles of the Civil War. This Confederate cavalry attempt to circle behind Union lines and attack the forces presumed to be retreating from Cemetery Ridge failed, due to the confrontation with Union cavalry and the defeat of Pickett's charge. Some historic farm buildings remain, including the Rummel barn, a Confederate hospital site still bearing scars of battle damage.*

The park owns and maintains the narrow strip of park avenues and Rummel Woods, 2 miles east of the main park. The battle is interpreted from the avenues and 25 monuments at road side.

The battlefield is largely unchanged from

its 1863 appearance. Historic farms and woodlots still cover most of this large area. Only a few modern residences and a small, partially screened trailer park detract from the battlefield and its monuments. Retaining the existing historic land uses would continue to preserve the area.

Area Objective:

Maintain the existing agricultural land use patterns, historic buildings and woodlots—the primary historic features of the East Cavalry Battlefield—such that interpretation and commemoration of the battlefield and the troop positions and movements of this large mounted cavalry battle can be accomplished.

Potential Deletions from Current Holdings

Eight small areas within the current park boundary have been identified for potential deletion because of either management considerations or decreased site integrity. Some deleted areas could be used in land exchanges in order to protect adjacent privately owned land within the proposed park boundary. This option is likely to be relevant for two of the areas listed below (Park/College Boundary and Colt Park). New boundary legislation should specify that lands not exchanged be sold by the National Park Service with the proceeds credited to the appropriation bearing the costs of Gettysburg land acquisition.

Washington Street Garage

The Washington Street garage was constructed in 1908 as a stable for use by the Gettysburg National Park Commission. This use lasted until the 1920s. Extensively

renovated inside, it was used for storage by the park until the 1960s, and is now used by a non-profit organization for storage under special use permit. The building has no relationship to the primary theme of the park and has no known historic significance related to the battle. Other park buildings are far more important in illustrating the history of the park than this former stable. Significant repairs are needed.

Objective:

Provide an opportunity for viable public or private use of property which is no longer needed for administering or maintaining Gettysburg National Military Park.

West Confederate Avenue (Seminary Avenue)

The section of West Confederate Avenue between Fairfield Road and Chambersburg Pike, sometimes known as Seminary Avenue, is owned and maintained by the National Park Service. The avenue bisects the Lutheran Theological Seminary. Continued ownership of this portion of the avenue is not necessary for interpretation of the adjacent historic resources, including monuments and Seminary buildings, as long as the roadway remains open to the public.

Objective:

Provide an opportunity for the Borough of Gettysburg to increase its road base through transfer of ownership, while retaining small plots of land along the avenue on which monuments stand.

Jones Battalion Avenue

This tract, purchased in 1906 by the War Department, marks the general location of Confederate artillery batteries which played a prominent role in forcing the collapse of the Union right flank on July 1, 1863. One granite monument along U.S. Business route 15 and four cast iron tablets and cannon describe the action that occurred in general terms. Formerly in the midst of agricultural fields, this tract is now completely surrounded by residential development, blocking any view of the town, sites of Union positions and remaining farmland. Due to this extensive development of the land immediately adjacent to the avenue, the integrity of this area has deteriorated so severely as to make interpretation of the events impractical.

Objective:

Reduce park maintenance costs by removing an area which has lost all integrity and provide an opportunity for other public or private use of the property. Reserve a space at the side of Old Harrisburg Road (U.S. Business route 15) for the existing monuments and markers.

Park/College Boundary

A possible re-routing of 3,600 feet of the Gettysburg Railroad line from its current location on the Gettysburg College campus to one along the park/college boundary

would require minor park boundary alterations. This change would provide benefits for the college and would not have an adverse impact on known historic resources.

Objective:

Provide for re-routing of Gettysburg Railroad tracks along current park boundary.

West Confederate Avenue/Reynolds Avenue Connector

This privately owned land was the planned site for a road connecting West Confederate and Reynolds Avenues. Despite the plan being abandoned in the park's 1982 general management plan due to major development within the planned road corridor, the area has not yet been removed from the park boundary.

Objective:

Improve park management efficiency by excluding this unneeded private land from the park boundary.

Taneytown Road By-pass

This privately owned land was the planned site for a by-pass route connecting Taneytown Road and Baltimore Pike. The road, which would have provided an alternate route into town, is no longer planned for construction.

Objective:

Improve park management efficiency by excluding this unneeded land from the park boundary.

Colt Park Tracts

This area includes two tracts owned by the National Park Service and one, fronting on Steinwehr Avenue, which is privately owned. The Steinwehr Avenue tract is the site of severe skirmishing during the battle and was part of the Confederate left during Pickett's Charge. The 8th Ohio Infantry Regiment monument is located on the Steinwehr Avenue tract marking the general position of the unit's flanking attack on the retreating Confederates. While Steinwehr Avenue is extensively developed, this corner area is of special visual importance because of its proximity to the center of Pickett's Charge. The federally owned tracts, situated behind an existing motel, are surrounded by buildings and, given the overall development of the Colt Park area, less important for park purposes.

Objective:

Permit possible exchange of portions of the federal and private lands in this area, in order to 1) remove a modern intrusion from Steinwehr Avenue and eliminate physical impacts on the battle line of the 8th Ohio Infantry, and 2) allow for some reasonable development on the rear tracts behind Steinwehr Avenue which are less visually significant.

Cemetery Annex Driveway (Baltimore Street)

This narrow strip of federally owned land (240' x 20') is not needed for park purposes and creates an unnecessary maintenance expense for the park. While park access to an adjacent gravel driveway must be maintained, no adverse impacts would be suffered from modifications in use of this strip of land.

Objective:

Eliminate an unnecessary maintenance expense by excluding this narrow strip of land from the park, while retaining a permanent right-of-way on the adjacent driveway.

PROTECTION OF OUTLYING MONUMENTS AND MARKERS

Forty-seven monuments and markers commemorating the battle of Gettysburg are currently located on private or non-federal lands, yet maintained by the National Park Service. Limited public access and protection of the monuments is necessary in order to fulfill park establishing legislation requirements. (A list of these monuments and their locations is included in the appendix.)

Objective:

Provide for the protection of outlying monuments and tablets and ensure public access to them, such that visitors may examine the sites associated with the battle and learn of the actions that the monuments commemorate.

This could be accomplished through entering into cooperative agreements with landowners, the purchase of easements or, in some cases, the fee purchase of the small plots of land on which the monuments are erected. Authority to expend appropriated funds for carrying out cooperative agreements or purchasing access rights to the monuments outside the park boundary would be required. These areas would not be included within the proposed park boundary because they are scattered over such a wide area.

THE BATTLEFIELD SETTING

This area comprises the setting of the battlefield, surrounding all of Gettysburg National Military Park. The setting is an area of considerable significance due to the locations of historic battle events, the Borough and the structures, lanes, farmsteads, landforms and other landscape features associated with the battle of Gettysburg. (Several examples are described in the appendix.) These historic resources play a major role in creating the visual, cultural and economic qualities which maintain the Gettysburg community as one of the most historic areas in the nation—a community that once played host to one of the climactic events in the nation's history and now hosts millions of visitors who come to view the historic battlefield and learn its story. This special quality is one which allows visitors to view the battlefield setting, see many of the features which influenced the battle and

imagine what happened there in 1863. The significance of many of the setting's resources was recognized in 1973 when the Gettysburg Battlefield Historic District was entered into the National Register of Historic Places.

Objective:

Promote conservation of the important features of the battlefield setting—including certain structures, lanes, fields, farmsteads, landforms and other landscape features that influenced the battle of Gettysburg—which are necessary for maintaining the historic, visual and cultural atmosphere of the Gettysburg area and conveying to visitors why, where and how the battle occurred.

The Battlefield Setting is an area important to the nation, the state and the local community, but it is not an area where the National Park Service should have the lead role in conservation through either regulatory measures or through the acquisition of interests in land. Rather, many of the setting's features can be conserved through a cooperative approach involving landowners, community groups, local and state governments, private organizations and the National Park Service.

In certain areas, historic resources are already being protected independently by many of these groups. Local ordinances, for example, now set a 35 foot height limit on structures throughout most of the setting area preventing new tall buildings from intruding on the battlefield scene. Two townships and the Borough of Gettysburg have enacted historic district ordinances. Several historic preservation groups and many individuals own and maintain historic buildings. National Register designation of the Gettysburg Battlefield Historic District conveys: 1) an assurance that historic preservation will be considered in planning for any federal or federally funded projects; 2) eligibility for federal tax benefits for preservation work on recognized properties; and 3) eligibility for technical and financial assistance when funds are available.

The National Park Service could, however, play a more vital and effective role in providing the types of assistance necessary for others to take the lead in actual resource conservation within the setting. Through the establishment and coordination of positive incentives for conservation, and through cooperation with landowners, local governments, organizations and businesses, the National Park Service could promote a cooperative partnership for the battlefield setting. If the Gettysburg area received an effective share of several programs and funds, the incentives could include:

1. National, state and local recognition of the setting area as delineated by the existing Gettysburg Battlefield Historic District (some revisions and updating are required);
2. Tax incentives and funding for historic preservation and conservation of open space;
3. Provision of National Park Service technical assistance and grants programs;
4. Application of the Pennsylvania purchase of development rights program for conserving farmland within the setting;

5. Provision of conservation oriented master planning services for private landowners through private/non-profit conservation organizations.

A combination of federal, state and private funding for incentives such as grants, acquisition of conservation easements by private organizations and state government, and the provision of technical assistance, will be necessary to fully implement the potential for cooperative conservation of the battlefield setting. There is an opportunity to concentrate available programs and funds on this area of national importance. The battlefield setting at Gettysburg should have a high priority for these funds and programs.

During briefings on the draft boundary concept, several local officials responded favorably to the types of assistance which could be offered through the setting's cooperative incentive approach. In particular, these included, assistance in the preservation of specific historic structures and in the purchase of development rights through the state's agricultural preservation act. A number of landowners have expressed an interest in the types of planning assistance which private non-profit conservation organizations could provide.

IMPLEMENTATION OF THE BOUNDARY CONCEPT

Both legislative and administrative steps will be required in order to implement the boundary concept. Implementation will also require additional funds for land acquisition, administration and maintenance, and technical or other assistance for protection of the battlefield setting. This study anticipates that acquisition of additional land and related costs for management will be phased in gradually over the next several years if Congress authorizes a new boundary and appropriates funds.

While current federal fiscal constraints must be considered, the purpose of this study is to define the extent of the park that will be necessary and appropriate to protect resources for future generations. Implementing the proposed boundary concept will require coordinated efforts by the Commonwealth of Pennsylvania, local governments and the private sector, as well as the federal government. Initiatives to target state programs and donations from the private sector can be especially helpful in protecting the battlefield setting.

The new boundary proposal and cooperative arrangements for the setting will help to protect the substantial federal investment that already has been made in the Gettysburg National Military Park and its visitor facilities.

ENVIRONMENTAL ASSESSMENT

NEED FOR A BOUNDARY PROPOSAL FOR GETTYSBURG NATIONAL MILITARY PARK

This Boundary Study for Gettysburg National Military Park is required by Public Law 100-132 as follows:

. . . the National Park Service shall conduct a boundary study and shall submit a report to Congress within one year of the date of enactment of this Act, with recommendations with respect to the final development of the Gettysburg National Military Park.

The accompanying *Draft Report To Congress* outlines a proposed boundary concept for Gettysburg National Military Park. The report will serve as the National Park Service recommendation to Congress for a legislative boundary for the park. Currently, Gettysburg National Military Park has no distinct legislative boundary.

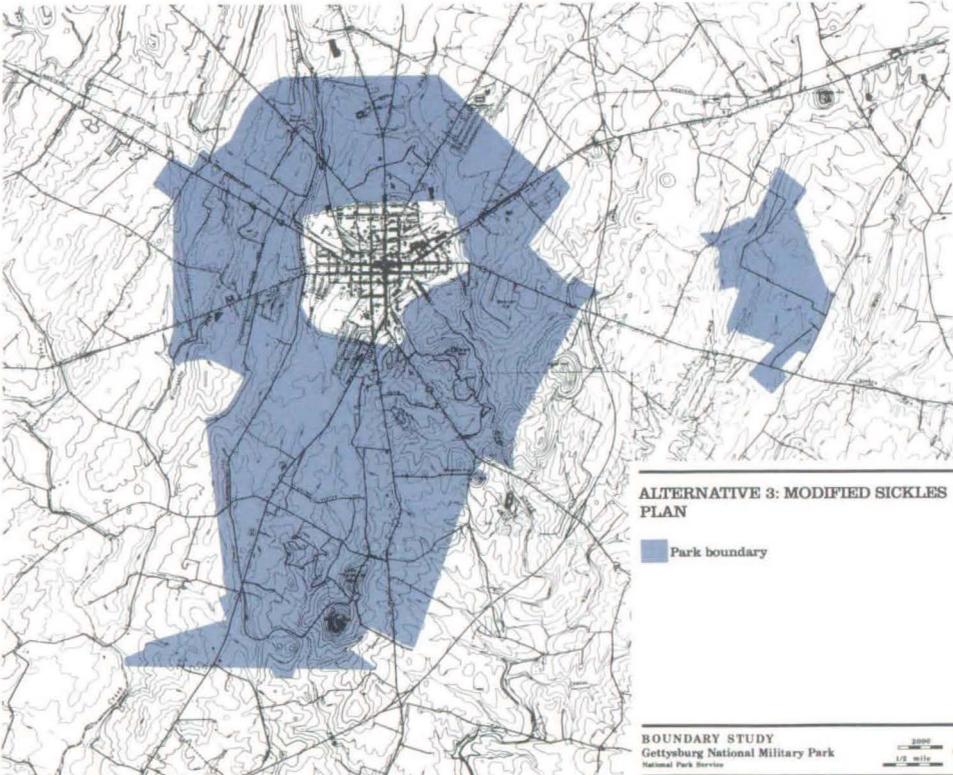
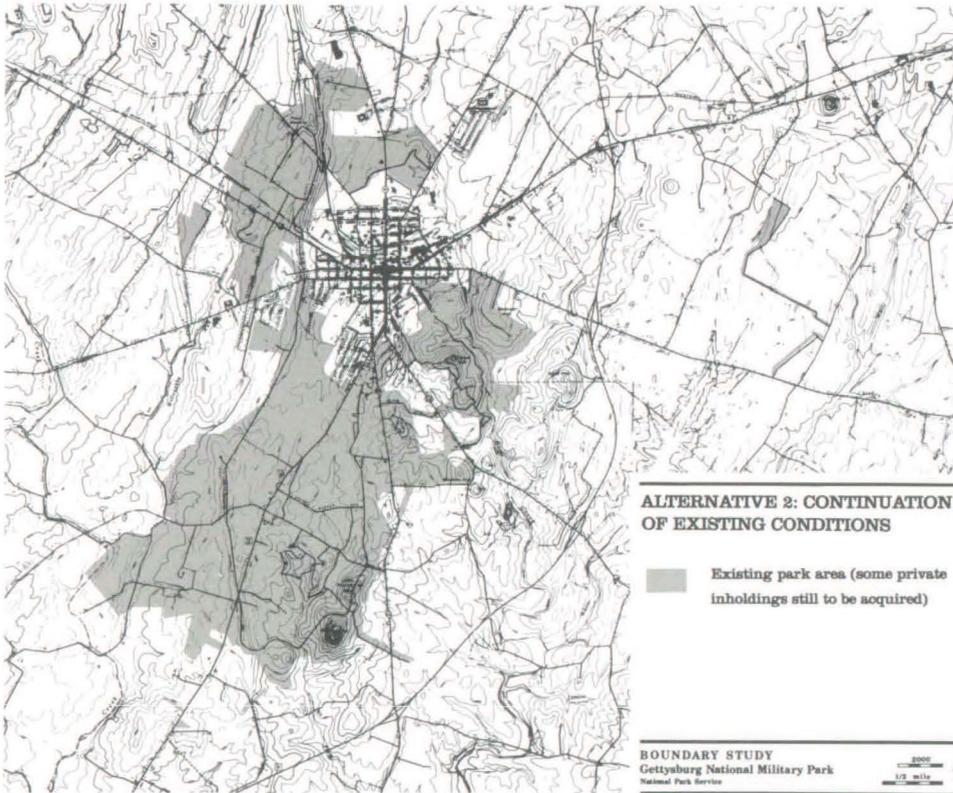
ENVIRONMENTAL AND CULTURAL COMPLIANCE

This Boundary Study is subject to compliance requirements under both the National Environmental Policy Act of 1969 (NEPA) and Section 106 of the National Historic Preservation Act of 1966, as amended. Section 106 and regulations promulgated by the Advisory Council on Historic Preservation (36 CFR Part 800) require that the National Park Service seek to avoid or to mitigate any possible adverse impacts on cultural resources within the park or listed on the National Register of Historic Places. To date, the Advisory Council (ACHP) and the State Historic Preservation Officer (SHPO) have been informally consulted and kept informed of the progress of the Boundary Study. Now that draft report has been prepared, the National Park Service is initiating formal consultation with the SHPO and ACHP in accordance with federal regulations.

The National Environmental Policy Act of 1969 (NEPA) and the regulations and procedures issued by the Council on Environmental Quality (40 CFR Parts 1500-1508) direct that the federal government consider a broad range of alternatives when developing a proposal for federal action. A proposed boundary for Gettysburg National Military Park is such an action. Thus, the National Park Service has prepared an Environmental Assessment which outlines boundary alternatives which have been considered during the Boundary Study and evaluates their effects on the environment. This information is provided to assist public officials and members of the public in their review of the Boundary Study during the public review period.

CONSIDERATION OF ALTERNATIVES

The accompanying *Draft Report to Congress* outlines the Boundary Study planning process and presents the proposed boundary concept for Gettysburg National Military Park. In addition to the Proposed Boundary Concept, at least two other boundary alternatives have been considered during the study. The two additional boundary alternatives are depicted in the maps below. This *Environmental Assessment* summarizes all three boundary alternatives and identifies the predicted environmental impacts of each. This information is presented in the charts on the following pages.



Environmental Assessment of Alternatives:

Summary of Alternative

Alternative 1:

Proposed Boundary Concept

Establish new legislative park boundary bringing park acreage to 5,570 acres. 1,900 acres of "outstanding resource areas" would be added to existing park, and 27 acres of unneeded land would be excluded.

Establish cooperative agreements or purchase small tracts of land outside of proposed legislative boundary to protect, and provide access to, outlying commemorative monuments.

Establish positive incentives (funding, grants, tax incentives and technical assistance) to promote conservation of the "Battlefield Setting", approximately 7,300 acres surrounding the battlefield, most of which is listed on the National Register.

Alternative 2:

Continuation of Existing Conditions

Confine park to existing boundary and land acquisition ceiling to 3,874 acres.

Alternative 3:

Modified Sickles Plan

Establish legislative boundary of park to include: the outer limits indicated on the original Sickles plan for the park (excluding the Borough of Gettysburg at its 1895 boundary) and 630 acres at East Cavalry Field. This boundary would bring the park's acreage to 7,320 acres.

Extend NPS the authority to acquire fee ownership and less than fee interests in all land within the legislative boundary.

Impacts on Cultural Environment: Battlefield Resources

Alternative 1:

Proposed Boundary Concept

NPS would directly protect an additional 1,900 acres of battlefield land currently within the National Register listed historic district:

- 1,630 acres of still existing historic farms and woodlands on which battle action or troop movements occurred would be maintained;
- 17 existing battlefield period structures would be protected;
- some modern structures which visually intrude upon the battlefield's historic landscape would be removed and others screened.
- 47 monuments and itinerary markers located on non-federal lands would be made accessible to the public and protected from removal

Positive incentives for conservation within the "Battlefield Setting" would increase protection and or restoration of historic farms, woods, structures and other landscape features associate with the battle and listed on the National Register.

Areas proposed for increased public access and associated development would require more detailed site plans and an accompanying assessment of environmental impacts.

Of eight areas (27 acres) proposed for deletion from the park:

- five would have no known adverse effects on cultural resources due to deletion (Park/College boundary, West Confederate Avenue, West Confederate Avenue/Reynolds Avenue Connector, Taneytown Road Bypass Cemetery Annex driveway);

Alternative 2:

Continuation of Existing Conditions

NPS would continue to protect battlefield lands within the park.

1,900 acres of key battlefield land outside the park would be unprotected. Most of this land would be developed for residential or commercial purposes within 15 years, due to development pressures extending northward from Maryland and completion of route 15 bypass. Where NPS has only small isolated holdings (South Cavalry Field, East Cavalry Field, Howe and Wright Avenues) total loss of battlefield land would probably occur.

Modern structures which could not be screened, such as the National Tower, would continue to intrude upon the battlefield landscape.

47 outlying monuments would have no guarantee of public access and be subject to removal and potential loss.

Other historic, National Register listed features of the battlefield setting would remain largely unprotected and be subject to residential and commercial development.

Alternative 3:

Modified Sickles Plan

NPS would have direct authority to protect an additional 3,446 acres of battlefield land beyond the existing park. 95% of this land is within the existing boundary of the National Register listed historic district:

- 2,000 acres of still existing historic farms and woodlands on which battle action or troop movements occurred would be maintained;
- 42 existing battlefield period structures would be protected;
- major areas of modern development which visually intrude upon the battlefield's historic landscape would be removed.

Increased park development for providing public access and visitor services would require detailed site plans, as well as revision of the park general management plan. An environmental assessment of specific impacts of these developments would be made at that time.

Portions of significant resource areas which fall outside the park boundary would remain unprotected and be subject to residential and commercial development.

Impacts on Cultural Environment: Battlefield Resources (continued)

<i>Alternative 1: Proposed Boundary Concept</i>	<i>Alternative 2: Continuation of Existing Conditions</i>	<i>Alternative 3: Modified Sickles Plan</i>
<ul style="list-style-type: none">- one would permit removal of a major modern visual and physical intrusion along Steinwehr Avenue at the position of the 8th Ohio battle line (Colt Park Tracts);- one would have little adverse effect due to deletion, as the integrity of the site has been destroyed by adjacent modern development (Jones Battalion);- one would have little adverse effect on battlefield resources, as the structure post-dates the battle by 45 years (Washington St. Garage).		

Impacts on Natural Environment: Prime agricultural lands

<i>Alternative 1: Proposed Boundary Concept</i>	<i>Alternative 2: Continuation of Existing Conditions</i>	<i>Alternative 3: Modified Sickles Plan</i>
975 acres of prime farmland or farmland of state-wide importance would be maintained in agriculture and protected from development by the National Park Service. Additional acreage would be conserved through the Battlefield Setting conservation incentives program.	No additional prime farmland or farmland of state-wide importance would be maintained in agriculture or protected from development as a result of this boundary alternative.	Approximately 1,200 acres of prime farmland or farmland of state-wide importance would be maintained in agriculture and protected from development.

Floodplains

<i>Alternative 1: Proposed Boundary Concept</i>	<i>Alternative 2: Continuation of Existing Conditions</i>	<i>Alternative 3: Modified Sickles Plan</i>
Floodplains within the park boundary would be protected from development.	No additional floodplains would be protected from development.	Floodplains within the park boundary would be protected from development.

Wetlands

<i>Alternative 1: Proposed Boundary Concept</i>	<i>Alternative 2: Continuation of Existing Conditions</i>	<i>Alternative 3: Modified Sickles Plan</i>
Wetlands within the park boundary would be protected from development.	No additional wetlands would be protected from development.	Wetlands within the park boundary would be protected from development.

Endangered/threatened species

<i>Alternative 1: Proposed Boundary Concept</i>	<i>Alternative 2: Continuation of Existing Conditions</i>	<i>Alternative 3: Modified Sickles Plan</i>
No federally endangered or threatened species occur in the area. Approximately 700 acres of habitat for the state listed, threatened Upland Sandpiper (fallow fields, pastures) which may occur in the general geographic area would be protected from development.	No federally endangered or threatened species occur in the area. No additional Upland Sandpiper habitat would be protected from development.	No federally endangered or threatened species occur in the area. Approximately 900 acres of Upland Sandpiper habitat would be protected from development.

Socioeconomic Impacts: Local tax base impacts

Alternative 1:

Proposed Boundary Concept

Of 1,900 acres proposed for inclusion within the park boundary, NPS would need to permanently own approximately 250 acres in fee. The remaining land could be protected through less than fee arrangements, such as cooperative agreements, screening, easements or purchase and sell back or lease back agreements. Based on this scenario, the tax bases of local jurisdictions would be minimally impacted. If the acreage indicated for fee ownership were to be acquired under current tax assessments and millage rates, the percentage of property tax income lost by each jurisdiction from federal ownership of land would be approximately:

- Adams County: .21% (\$5,900)
- Cumberland Twp.: 2.3% (\$750)
- Mt. Joy Twp.: .03% (\$5)
- Mt. Pleasant Twp.: .10% (\$30)
- Straban Twp.: .01% (\$3)
- Bor. of Gettysburg: 0% (\$0)
- Gettysburg Sch. Dist.: .64% (\$39,000)
- Littlestown Sch. Dist.: 0% (\$0)
- Conewago V. Sch. Dist.: .02% (\$650)

In addition, admissions tax revenues gained by Cumberland Twp. and the Gettysburg School District may decrease if visitors to the National Tower are not diverted to other attractions paying the same tax.

Local jurisdictions would be partially compensated for losses in property tax revenues by Federal "in-lieu-of-taxes" payments authorized by Public Law 94-565, as amended. The Act authorizes two payments:

- (1) An amount equal to 1 percent of the fair market value of the land at the time of acquisition, to be paid annually for 5 years following acquisition, and
- (2) Annual Entitlement Land payments, to continue indefinitely from the time of acquisition, that amount to either 75 cents per acre minus any special payments being received by the jurisdiction or 10 cents per acre with no deductions, whichever is higher.

NPS protection of additional battlefield land would limit future residential and commercial development on 1,900 acres, reducing the need for increased local government expenditures on the municipal support services normally required when land is developed (ie. sewers and roads).

Alternative 2:

Continuation of Existing Conditions

NPS would acquire no additional lands outside the current park. (The 243 acres of non-federally owned inholdings within the existing park would be protected as identified in the park's 1985 Land Protection Plan.)

Local governments would be subject to an increased need for municipal support services in battlefield lands as these lands changed from largely agricultural to residential and commercial uses.

Alternative 3:

Modified Sickles Plan

Of the 3,446 additional acres to be included within the park boundary, NPS would acquire fee ownership of approximately 1,000 acres. The remaining land, primarily farms and undeveloped lands could be protected through less than fee arrangements. NPS fee acquisition would be concentrated in areas where existing modern development intruded on the historic battlefield landscape and where increased public access is required.

Local jurisdictions would be impacted through loss of property tax revenues at developed areas along all major roads passing through the park toward the Borough of Gettysburg. The Borough of Gettysburg, Cumberland and Straban Townships and the Gettysburg School District would incur the heaviest tax base losses. Local jurisdictions would be partially compensated for these losses through federal "in lieu of taxes" payments.

NPS protection of additional battlefield land and removal of major developed areas would reduce local government expenditures on municipal support services.

APPENDIX

PARK ESTABLISHING LEGISLATION

An Act To furnish the Gettysburg Battlefield Memorial Association, at Gettysburg, Pennsylvania, with specimens of arms, accouterments, and so forth, used by the armies in the battle of Gettysburg, for exhibition and preservation at the Gettysburg Museum, approved July 27, 1892 (27 Stat. 276)

Gettysburg
Battlefield
Memorial
Association.

Specimens of
arms, etc., used
in battle to be
furnished.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of War is hereby authorized and directed to deliver to the Gettysburg Battlefield Memorial Association, at Gettysburg, Pennsylvania, specimens of the arms, equipments, projectiles, uniforms, and other material of war used by the armies in that battle (so far as may be practicable), for the purpose of exhibiting and preserving them for historical purposes in the museum at the house used by Major-General Meade for headquarters, now owned by the said association, or at such other place as the directors of the association may deem proper. And that the transportation to Gettysburg be furnished by the Quartermaster's Department of the United States from the appropriation for the transportation of army supplies.

An Act To establish a national military park at Gettysburg, Pennsylvania, approved February 11, 1895 (28 Stat. 651)

Gettysburg
National Park.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of War is hereby authorized to receive from the Gettysburg Battlefield Memorial As-

sociation, a corporation chartered by the State of Pennsylvania, a deed of conveyance to the United States of all the lands belonging to said association, embracing about eight hundred acres, more or less, and being a considerable part of the battlefield of Gettysburg, together with all rights of way over avenues through said lands acquired by said association, and all improvements made by it in and upon the same. Upon the due execution and delivery to the Secretary of War of such deed of conveyance, the Secretary of War is authorized to pay to the said Battlefield Memorial Association the sum of two thousand dollars, or so much thereof as may be necessary to discharge the debts of said association, the amount of such debts to be verified by the officers thereof, and the sum of two thousand dollars is hereby appropriated out of any money in the Treasury not otherwise appropriated to meet and defray such charges.

Acceptance of
land from
Battlefield
Memorial
Association.

SEC. 2. That as soon as the lands aforesaid shall be conveyed to the United States the Secretary of War shall take possession of the same, and such other lands on the battlefield as the United States have acquired, or shall hereafter acquire, by purchase or condemnation proceedings; and the lands aforesaid, shall be designated and known as the "Gettysburg National Park."

Appropriation.

Secretary of
War to take
possession, etc.

Designation.

SEC. 3. That the Gettysburg national park shall, subject to the supervision and direction of the Secretary of War, be in charge of the commissioners heretofore appointed by the Secretary of War for the location and acquisition of lands at Gettysburg, and their successors; the said commissioners shall have their office at Gettysburg, and while on duty shall be paid such compensation out of the appropriation provided in this Act as the Secretary of War shall deem reasonable and just. And it shall be the duty of the said commissioners, under the direction of the Secretary of War, to superintend the opening of such additional roads as may be necessary for the purposes of the park and for the improvement of the avenues heretofore laid out therein, and to properly mark the boundaries of the said park, and to ascertain and definitely mark the lines of battle of all troops engaged in the battle of Gettysburg, so far as the same shall fall within the limits of the park.

Commissioners
to be
appointed.

Compensation.

Duty.

SEC. 4. That the Secretary of War is hereby authorized and directed to acquire, at such times and in such manner as he may deem best calculated to serve the public interest, such lands in the vicinity of Gettysburg, Pennsylvania, not exceeding in area the parcels shown on the map prepared by Major-General Daniel E. Sickles, United States Army, and now on file in the office of the Secretary of War, which were occupied by the infantry, cavalry and artillery on the first, second and third days of July, eighteen hundred and sixty-three, and such

Acquiring addi-
tional land,
etc.

Proviso.
Rights not
prejudiced.

Commissioners
to acquire
lands design-
ated.

Condemnation
proceedings.
Vol. 25, p. 857.

Ante, p. 584.

Regulations,
etc.

Penalty for
destroying
columns, etc.

other adjacent lands as he may deem necessary to preserve the important topographical features of the battlefield: *Provided*, That nothing contained in this Act shall be deemed and held to prejudice the rights acquired by any State or by any military organization to the ground on which its monuments or markers are placed, nor the right of way to the same.

SEC. 5. That for the purpose of acquiring the lands designated and described in the foregoing section not already acquired and owned by the United States, and such other adjacent land as may be deemed necessary by the Secretary of War for the preservation and marking of the lines of battle of the Union and Confederate armies at Gettysburg, the Secretary of War is authorized to employ the services of the commissioners heretofore appointed by him for the location, who shall proceed, in conformity with his instructions and subject in all things to his approval, to acquire such lands by purchase, or by condemnation proceedings, to be taken by the Attorney-General in behalf of the United States, in any case in which it shall be ascertained that the same can not be purchased at prices deemed reasonable and just by the said commissioners and approved by the Secretary of War. And such condemnation proceedings may be taken pursuant to the Act of Congress approved August first, eighteen hundred and eighty-eight, regulating the condemnation of land for public uses, or the Joint Resolution authorizing the purchase or condemnation of land in the vicinity of Gettysburg, Pennsylvania, approved June fifth, eighteen hundred and ninety-four.

SEC. 6. That it shall be the duty of the Secretary of War to establish and enforce proper regulations for the custody, preservation, and care of the monuments now erected or which may be hereafter erected within the limits of the said national military park; and such rules shall provide for convenient access by visitors to all such monuments within the park, and the ground included therein, on such days and within such hours as may be designated and authorized by the Secretary of War.

SEC. 7. That if any person shall destroy, mutilate, deface, injure, or remove, except by permission of the Secretary of War, any column, statue, memorial structure, or work of art that shall be erected or placed upon the grounds of the park by lawful authority, or shall destroy or remove any fence, railing, inclosure, or other work for the protection or ornament of said park or any portion thereof, or shall destroy, cut, hack, bark, break down, or otherwise injure any tree, bush, or shrubbery that may be growing upon said park, or shall cut down or fell or remove any timber, battle relic, tree or trees, growing or being upon said park, or hunt within the

limits of the park, or shall remove or destroy any breastworks, earthworks, walls, or other defenses or shelter or any part thereof constructed by the armies formerly engaged in the battles on the land or approaches to the park, or shall violate any regulation made and published by the Secretary of War for the government of visitors within the limits of said park, any person so offending and found guilty thereof, before any justice of the peace of the county in which the offense may be committed, shall, for each and every such offense, forfeit and pay a fine, in the discretion of the justice, according to the aggravation of the offense, of not less than five nor more than five hundred dollars, one-half for the use of the park and the other half to the informer, to be enforced and recovered before such justice in like manner as debts of like nature are now by law recoverable in the county where the offense may be committed.

SEC. 8. That the Secretary of War is hereby authorized and directed to cause to be made a suitable bronze tablet, containing on it the address delivered by Abraham Lincoln, President of the United States, at Gettysburg on the nineteenth day of November, eighteen hundred and sixty-three, on the occasion of the dedication of the national cemetery at that place, and such tablet, having on it besides the address a medallion likeness of President Lincoln, shall be erected on the most suitable site within the limits of said park, which said address was in the following words, to wit:

"Four score and seven years ago our fathers brought forth on this continent a new nation, conceived in liberty and dedicated to the proposition that all men are created equal.

"Now we are engaged in a great civil war, testing whether that nation, or any nation so conceived and so dedicated, can long endure. We are met on a great battlefield of that war. We have come to dedicate a portion of that field as a final resting place for those who here gave their lives that that nation might live. It is altogether fitting and proper that we should do this.

"But, in a larger sense, we can not dedicate, we can not consecrate, we can not hallow this ground. The brave men, living and dead, who struggled here, have consecrated it far above our poor power to add or detract. The world will little note, nor long remember, what we say here; but it can never forget what they did here. It is for us, the living, rather to be dedicated here to the unfinished work which they who fought here have thus far so nobly advanced. It is rather for us to be here dedicated to the great task remaining before us: that from these honored dead we take increased devotion to that cause for which they gave the last full measure of devotion; that we here highly resolve that these dead shall

Bronze tablet
containing Lin-
coln's address,
etc.

Medallion.

Inscription.

not have died in vain; that this nation, under God, shall have a new birth of freedom, and that government of the people, by the people, for the people, shall not perish from the earth."

Appropriation
for tablet and
medallion.

And the sum of five thousand dollars, or so much thereof as may be necessary, is hereby appropriated, out of any money in the Treasury not otherwise appropriated, to pay the cost of said tablet and medallion and pedestal.

Appropriation
for expenses,
etc.

SEC. 9. That, to enable the Secretary of War to carry out the purposes of this Act, including the purchase or condemnation of the land described in sections four and five of this Act, opening, improving, and repairing necessary roads and avenues, providing surveys and maps, suitably marking the boundaries of the park, and for the pay and expenses of the commissioners and their assistants, the sum of seventy-five thousand dollars, or so much thereof as may be necessary, is hereby appropriated, out of any money in the Treasury not otherwise appropriated; and all disbursements made under this Act shall require the approval of the Secretary of War, who shall make annual report of the same to Congress. (16 U.S.C. § 430g as amended.)

PUBLIC LAW 100-132

An Act

To authorize the donation of certain non-Federal lands to Gettysburg National Military Park and to require a study and report on the final development of the park.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. DONATION OF NON-FEDERAL LANDS.

The Secretary of the Interior shall accept on behalf of the United States, the donation of approximately 31 acres of land known as the "Taney Farm" for administration as part of the Gettysburg National Military Park in Pennsylvania if such land is offered to be conveyed to the United States without cost to the United States by the Gettysburg Battlefield Preservation Association. Upon acceptance of title thereto by the United States, such property shall be subject to all laws and regulations applicable to the park.

SEC. 2. ACQUISITION OF ADDITIONAL LANDS FOR GETTYSBURG NATIONAL MILITARY PARK; STUDY AND REPORT.

(a) **ACQUISITION OF ADDITIONAL LANDS.**—Except as provided in section 1 of this Act, until Congress receives the study under subsection (b), the Secretary of the Interior may not acquire by purchase, donation, exchange, or any other means any additional land for the Gettysburg National Military Park which is not within the boundaries of the 3,874 acre area depicted on the map dated July 25, 1974, numbered 305-92,004 and entitled "Gettysburg National Military Park".

(b) **STUDY BY NATIONAL PARK SERVICE.**—The Secretary of the Interior through the National Park Service shall conduct a boundary study and shall submit a report to Congress within one year of the date of enactment of this Act, with recommendations with respect to the final development of the Gettysburg National Military Park. In conducting the study, the Secretary shall consult with the people of the community and their elected representatives at all levels as well as with other interested individuals and groups.

Approved October 16, 1987.

**ORGANIZATIONS AND OFFICIALS INVOLVED IN CONSULTATIONS,
BRIEFINGS AND WORKSHOPS**

Federal and State Representatives:

U.S. Senator Arlen Specter
U.S. Senator John Heinz
U.S. Representative William F. Goodling
PA Senator William Moore
PA Representative Kenneth Cole

Local Officials:

Adams County Commissioners
Gettysburg Borough Manager
Cumberland Township Supervisors
Mt. Joy Township Supervisors
Mt. Pleasant Township Supervisors
Straban Township Supervisors

Agencies and Organizations:

Adams County Assessor's Office
Adams County - Gettysburg Chamber of Commerce
Adams County Historical Society
Advisory Council on Historic Preservation
Baltimore Civil War Round Table
Civil War Institute
Civil War Round Table Associates
Civil War Round Table of New York
Conservation Fund
Eastern Pennsylvania Civil War Round Table
Gettysburg Area School District
Gettysburg College
Gettysburg Theological Seminary
Gettysburg Battlefield Preservation Association
Gettysburg Travel Council
Gettysburg Times
Hagerstown Civil War Round Table
Harrisburg Civil War Round Table
Licensed Battlefield Guides
National Parks and Conservation Association
National Park Foundation
National Trust for Historic Preservation
Norwich Civil War Round Table
PA Game Commission
PA Fish Commission
PA Historical and Museum Commission (State Historic Preservation Officer)
U.S. Fish and Wildlife Service

OUTLYING MONUMENTS AND MARKERS

Monuments and Markers:

21st Pennsylvania Cavalry Monument
 21st Pennsylvania Cavalry Monument
 95th New York Marker
 Imboden's Cavalry Brigade Marker
 Robertson's Cavalry Brigade Marker
 6th US Cavalry Marker
 Jones' Cavalry Brigade Marker
 95th New York Right Flank Marker
 6th Wisconsin Left Flank Marker
 Company B, 20th Maine Infantry Marker
 75th Ohio Left Flank Marker
 25th Ohio Left Flank
 25th Ohio Right Flank Marker
 107th Ohio Left Flank Marker
 107th Ohio Right Flank Marker
 Heckman's Ohio Battery K Monument
 Heckman's Ohio Battery K. L. Flank Marker
 1st Corps Hospital Marker
 5th Corps Hospital Marker
 3rd Corps Hospital Marker
 6th Corps Hospital Marker
 2nd Corps Hospital Marker
 Camp Letterman Hospital Marker
 Two Taverns Itinerary Markers (2)
 Fairfield Itinerary Marker
 Black Horse Tavern Marker
 McLaws/Pickett Marker
 5th New York Battery Markers
 26th Pennsylvania Emergency Marker
 26th Pennsylvania Emergency Monument
 12th Corps Hospital Marker
 11th Corps Hospital Marker
 Ewell's Headquarters Marker
 Gregg's Cavalry Division Marker
 Union Cavalry Right Flank Marker
 Cavalry Hospital Marker
 Hunterstown Itinerary Tablet
 Littlestown Itinerary Tablets (2)
 Hanover Itinerary Tablets (2)
 Westminster Itinerary Tablets (2)
 Manchester Itinerary Tablets (2)
 Emmitsburg Itinerary Tablets (2)

Location:

PA 97 near Rock Creek, Gettysburg

 Lutheran Theological Seminary, Gettysburg
 Along Old US 30, Cashtown
 Church, Ortanna
 Fairfield-Ortanna Road, N. of Fairfield
 Fairfield-Ortanna Road
 Along W. Maryland RR Gettysburg
 Along W. Maryland RR Gettysburg
 Near Wright Avenue, Gettysburg
 Gettysburg Municipal Authority, Near PA 116
 Gettysburg Col., Stevens and Carlisle Streets
 Gettysburg Col., Stevens and Carlisle Streets
 White Church Road Near PA 97, Gettysburg
 Along Gulden Road, Gettysburg
 Along Gulden Road, Gettysburg
 Along Sachs Road, Gettysburg
 Along Hospital Road, Gettysburg
 Along US 30, Gettysburg
 Along PA 97 at Two Taverns
 Evangelical Lutheran Church, Fairfield

 (2) & Cannon Evergreen Cemetery, Gettysburg
 Along US 30, West of Gettysburg
 US 30, Gettysburg
 Along Hospital Road, Cumberland TWP
 Along Blacksmith Shop Road, Cumberland TWP
 Along PA 116 Toward Hanover, Gettysburg
 Hoffman Road and PA 116, Mt. Pleasant TWP
 Along Low Dutch Road, Mt. Pleasant TWP
 Presbyterian Church, Baltimore St, Gettysburg
 Hunterstown
 Littlestown
 Hanover
 Westminster
 Manchester
 Emmitsburg

BATTLEFIELD SETTING RESOURCES: EXAMPLES

Listed below are several examples of important resources and areas within the battlefield setting. These are but a few of the many resources meriting attention through the battlefield setting's cooperative conservation approach. Additional resources are identified in the Gettysburg Battlefield Historic District National Register nomination form and other historic documents.

Sachs Mill (Marsh Creek) Covered Bridge

Built in 1854, this covered bridge over Marsh Creek connected Cumberland Township and the Sachs Mill with Freedom Township. It was used by both Union and Confederate troops during the battle. The bridge is the only surviving example of the Town Lattice form of construction among the three remaining covered bridges in Adams County.

Meade's Headquarters (Pfeffer House)

This building along Baltimore pike was the site of General Meade's headquarters for the period of July 5-7, 1863. Probably constructed in 1810-1815, the building, though seriously deteriorating, retains much of its original fabric.

Old Dorm, Lutheran Theological Seminary

This classroom and dormitory building was constructed in 1832 and is probably the oldest Lutheran Seminary building in existence in the country. It is listed in the Historic American Buildings Survey and is regarded as significant for architectural and cultural reasons, as well as for its use as a landmark, signal building, hospital and headquarters during the battle.

Pennsylvania Hall (Old Dorm or "the College Edifice"), Gettysburg College

Built in 1837-1838, today's Pennsylvania Hall was the first of the major buildings to be constructed on the campus of Gettysburg College. It served as a classroom and dormitory building and, during the battle, as an observation post, signal station and hospital.

Baltimore Pike Corridor (outside proposed park boundary)

Because of its proximity to the main battle lines in 1863 and to the park today, the Baltimore Pike area has a number of important features which still remain, including: the Evergreen Cemetery gateway, the Henry Spangler farm buildings, the McAllister Mill site and McAllister Hill and the open fields on either side of Hunt Avenue.

Jacob Weikert Farm

This farm along the Taneytown Road still has two large pre-Civil War buildings remaining. The buildings were used as field hospitals during and after the battle for the casualties at Little Round Top and the Wheatfield Road.

Black Horse Tavern (McClellan Homestead)

The Black Horse Tavern complex along the Fairfield road is important for a number of reasons. The tavern served the area for many years, but the buildings were also used as a large Confederate hospital during and after the battle. The barn, built in 1862, was the first project of the county's famous bridge, house and barn builder, Joseph J. Smith. A family burial ground is one of the earliest in area.

Soldier's Orphans Homestead

Two houses on Baltimore Street served as a national home for orphans of soldiers killed in the Civil War. In the ten years of its existence about 200 orphans from sixteen states attended the homestead.

Gettysburg and Hanover Railroad/Western Maryland Railroad

These tracks along York Pike served as the railhead for transportation to and from Camp Letterman and for transporting supplies for the relief of Gettysburg. The line was also used by Lincoln in 1863 when traveling to Gettysburg for the dedication of the National Cemetery.

BOUNDARY STUDY PLANNING TEAM

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John Earnst, Superintendent; Gettysburg National Military Park

Bob Davidson, Assistant Superintendent; Gettysburg National Military Park

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UNITED STATES DEPARTMENT OF THE INTERIOR

National Park Service

Mid-Atlantic Regional Office

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Philadelphia PA 19106

OFFICIAL BUSINESS

Penalty for Private Use, \$300