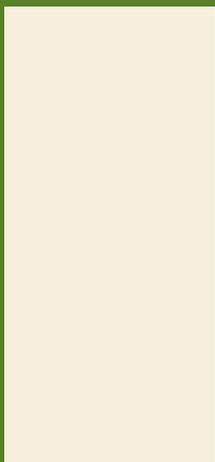




TUSKEGEE AIRMEN

National Historic Site



Final
General Management Plan/Environmental Impact Statement
Tuskegee Airmen National Historic Site
Tuskegee, Alabama

Tuskegee Airmen National Historic Site (NHS) was established by public law in 1998, to commemorate and interpret the accomplishments of the Tuskegee Airmen during World War II. Prior to 1940, policy decisions within the United States War Department were commonly based on assumptions about race. The U.S. Army Air Corps began the "Tuskegee Experiment" in 1941 to provide opportunities for African-American recruits. During World War II, the Tuskegee Airmen flew more than 15,500 sorties and completed 1,578 missions. By the program's end in 1948, more than 10,000 African-Americans had received flight-related training. On July 26, 1948, President Truman officially desegregated the United States Armed Forces.

This Final General Management Plan/Environmental Impact Statement (GMP/EIS) presents five alternative future directions for the management and use of the NHS. **Alternative A**, the no-action alternative, describes current management of the monument and serves as a basis for comparison in evaluating the other alternatives. **Alternative B** emphasizes the natural environment by keeping Tuskegee Airmen NHS largely undeveloped and natural in character outside of the core historic area. **Alternative C** aims to restore much of the park to its historic 1945 appearance. **Alternative D** is the National Park Service's (NPS) and the environmentally preferred alternative. It offers the most diversity of visitor interpretive programs, recreational

opportunities, and preserving cultural resources. **Alternative E** offers the most recreational opportunities.

The potential environmental impacts of all alternatives have been analyzed. There would be no impairment of resources or values and no unacceptable adverse impacts under any of the alternatives. The key impacts of implementing Alternative A include long-term, minor, and adverse effects on archeological resources; and long-term, moderate, and beneficial effects on cultural landscapes, historic buildings, structures, and districts. There would be no new effect on the socioeconomic environment or NPS operations and long-term, moderate, and adverse impacts to visitor use and experience.

The key impacts of implementing Alternative B include long-term, minor, and adverse effects on archeological resources; and long-term, minor to moderate, and beneficial effects on cultural landscapes, historic buildings, structures, and districts, visitor use and experience, and the socioeconomic environment. Long-term, negligible, and adverse impacts on NPS operations would result.

The key impacts of implementing Alternative C for archeological resources, cultural landscapes, historic buildings, structures, and districts, socioeconomic environment, visitor use and experiences, and NPS operations

are similar to those described for Alternative B.

The key impacts of implementing Alternative D, the preferred alternative, for archeological resources, cultural landscapes, and historic buildings, structures, and districts, are similar to those described for Alternative B. There would be long-term, moderate to major, and beneficial impacts on the socioeconomic environment and visitor use and experience. Long-term, minor, and adverse impacts on NPS operations would result.

The key impacts of implementing Alternative E, for archeological resources, cultural landscapes, and historic buildings,

structures, and districts, are similar to those described for Alternative B. The impacts on the socioeconomic environment and NPS operations are similar to those described for Alternative D. Long-term, moderate, and beneficial impacts on visitor use and experience would result.

This Final GMP/EIS has been distributed to other agencies and interested organizations and individuals for their review. The no-action period for this document will last for 30 days after the Environmental Protection Agency's notice of availability has been published in the Federal Register.

SUMMARY

The National Parks and Recreation Act of 1978 requires the National Park Service (NPS) to prepare a General Management Plan (GMP) for every area that it administers. The purpose of a GMP is to ensure that each park has a clearly defined direction for resource preservation and visitor use. It focuses on why a park was established and what resource conditions and visitor experiences should be achieved and maintained over time. The GMP is designed to provide guidance for park managers for 15 to 20 years into the future assuming that conditions affecting management and operations remain relatively unchanged during this period. This is the first GMP for Tuskegee Airmen National Historic Site (NHS).

In 1997, the President of Tuskegee University and U.S. Congressman Riley asked the NPS to identify a range of alternative strategies to celebrate and interpret the role of the Tuskegee Airmen. The NPS conducted a Special Resource Study (SRS) to investigate and document the range of potential management and preservation strategies at the site, which included an extensive site history and four design/management scenarios. The completed document was sent to the U.S. Congress in early 1998 for consideration. By autumn 1998, Congress passed a bill for the purpose of establishing the Tuskegee Airmen NHS as a unit of the National Park System, and President Clinton signed the authorizing bill into law as Public Law 105-355.

An SRS is only one of many information sources available to

Congress when considering the merits of a site for designation as a unit of the National Park System. Congress typically draws upon the full range of opinion to craft a new park's enabling legislation. A GMP then refines that guidance into a range of management alternatives and selects a preferred course of action. Subsequently, a Development Concept Plan (DCP) further refines the GMP's preferred alternative into development details which can be translated into construction drawings and specifications.

When incorporated into Tuskegee Airmen NHS's legislation by reference, the role of the SRS changed from an information resource to a decision-making document. This conclusion is based, in part, on an interpretation of §303 part D, sub part 4 in the enabling legislation, which states:

"Operation and development of the historic site shall reflect Alternative C, Living History: The Tuskegee Airmen Experience, as expressed in the final special resource study entitled Moton Field/Tuskegee Airmen Special Resource Study, dated September 1998. Subsequent development of the historic site shall reflect Alternative D after an agreement is reached with Tuskegee University on the development of the Tuskegee Airmen National Center as described in section 304."

SUMMARY

Congress has placed an obligation upon the NPS to implement the operational and developmental components of the NHS with minimal deviation from conditions described in Alternatives C and D in the SRS. Furthermore, because the level of site development detail provided in the SRS far exceeds what would typically be provided in a GMP, the NPS concluded that a DCP could be satisfactorily produced based solely on the guidance provided in the park's legislative mandates. Therefore, a DCP was completed in April 2005 to implement the operational and developmental components of the SRS.

The GMP aims to ensure that the requirements of the enabling legislation are implemented. Among other things, a central principle of the GMP is the need for it to complement the initial development now underway at the park and to support the long term preservation of the historic landscape (buildings, grounds, and related features) as it appeared in the historic period from 1941 to 1945.

This *Final GMP / EIS* presents five alternatives, including the NPS's preferred alternative, for future management of Tuskegee Airmen NHS. The alternatives, which are based on the NHS's purpose, significance, and special mandates, present different ways to manage resources and visitor use and improve facilities and infrastructure at the NHS. The five alternatives are Alternative A, Alternative B, Alternative C, Alternative D, and Alternative E. The potential environmental impacts of all alternatives have been identified and assessed. However, there would be no impairment of resources or values

under any proposed alternative actions.

ALTERNATIVE A, CONTINUE CURRENT MANAGEMENT (NO ACTION)

Under Alternative A, current management practices, policies, and park programs—such as maintenance, law enforcement, resource management, and park operations—would continue to be implemented with no major changes from current levels. The park's enabling legislation and the DCP would be the long-term documents to guide the management and development of Tuskegee Airmen NHS under Alternative A. The park would continue its management practices at the current levels of enforcement, resource management, and education and interpretation. Visitor facilities would be provided and maintained in accordance with the DCP. The key effects of implementing the Alternative A include a very low potential for recreational variety, very low potential for interpretive and educational opportunities, and very low potential for visitor services and facilities.

ALTERNATIVE B

Alternative B would emphasize the natural environment by keeping Tuskegee Airmen NHS largely undeveloped and natural in character outside of the core historic and visitor areas. The core historic area would encompass the two hangars, Skyway Club, locker building, maintenance warehouse, entrance road, and front gate. The visitor area would encompass the parking area, the Tuskegee Airmen National Center (TANC) site, Airmen Memorial, picnic area, overlook,

and visitor contact station. The nature discovery area would encompass about two-thirds of the site. The key effect of implementing Alternative B would be that it offers the most limited potential for implementing visitor interpretive programs compared to the other action alternatives; however, there would be a high potential for solitude due to the park's large natural areas.

ALTERNATIVE C

Alternative C would accommodate restoration of the most areas of the park to the 1941-1945 historic period of significance, while providing an emphasis on the natural environment outside of the core historic and visitor areas. The core historic area would be the largest of all the alternatives, allowing for the broadest restoration and interpretive programs related to the Tuskegee Airmen story. The visitor area would encompass the parking area, TANC site, Airmen Memorial, picnic area, overlook and visitor contact station (same as Alternative B). The nature discovery area would encompass slightly more than half of the site, including most of the eastern half of the site. The key effect of implementing Alternative C would be that it offers a moderate to high potential for interpretive and educational opportunities, as well as a high potential for solitude due to the park's large natural areas.

ALTERNATIVE D, AGENCY AND ENVIRONMENTALLY PREFERRED ALTERNATIVE

Alternative D would provide the most diversity of visitor interpretive programs and

recreational opportunities. This alternative would accommodate enhanced interpretive and recreational opportunities not provided in the previous three alternatives. The historic area would be smaller than Alternative C, but larger than Alternative B. The visitor area would be slightly larger than in Alternatives B and C, encompassing the parking area, TANC site, Airmen Memorial, picnic area, overlook, visitor contact station, and the small parcel that is currently owned by the Tuskegee University. The nature discovery area would encompass slightly more than half of the site, including most of the eastern half of the site. In addition, a recreation area would encompass the southeastern portion of the site, and allow low impact recreational activities and interpretive program topics that broaden out beyond the Tuskegee Airmen story. The key effect of implementing Alternative D would be that it offers a high potential for interpretive and educational opportunities, and aims to provide the most diversity of visitor interpretive programs and recreational opportunities. Therefore, Alternative D is the agency and environmentally preferred alternative.

ALTERNATIVE E

Alternative E would accommodate restoration of a large portion of the park to the 1941-1945 historic period of significance, while offering the most recreational opportunities of all the alternatives. The historic area would be slightly smaller than in Alternative C, but larger than in Alternatives B and D. The visitor area would encompass the parking area, TANC site, Airmen Memorial, picnic area, overlook and visitor

SUMMARY

contact station, and would be the largest of the alternatives. A recreation area would encompass slightly more than half of the site, and allow low impact recreational activities and interpretive program topics that broaden out beyond the Tuskegee Airmen story. The key effect of implementing Alternative E would be that it offers a high potential for interpretive and educational opportunities, and it would offer the most recreational opportunities of all the alternatives. However, there would be fewer opportunities for solitude due to the exclusion of the nature discovery area.

Full implementation of the plan could be many years in the future.

THE NEXT STEPS

The draft plan was available for public comment from May 22 to July 31, 2009. This final plan includes letters from governmental agencies that were received in response to the draft plan. The NPS did not receive any substantive comments on the draft plan that required a written response.

Following distribution of the Final GMP/EIS and a 30-day no-action period, a record of decision approving a final plan will be signed by the NPS regional director. The record of decision will document the NPS selection of an alternative for implementation. With the signed record of decision, the plan can then be implemented. The implementation of the approved plan will depend on future NPS funding levels and servicewide priorities, partnership funds, time, and effort. The approval of a GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming.

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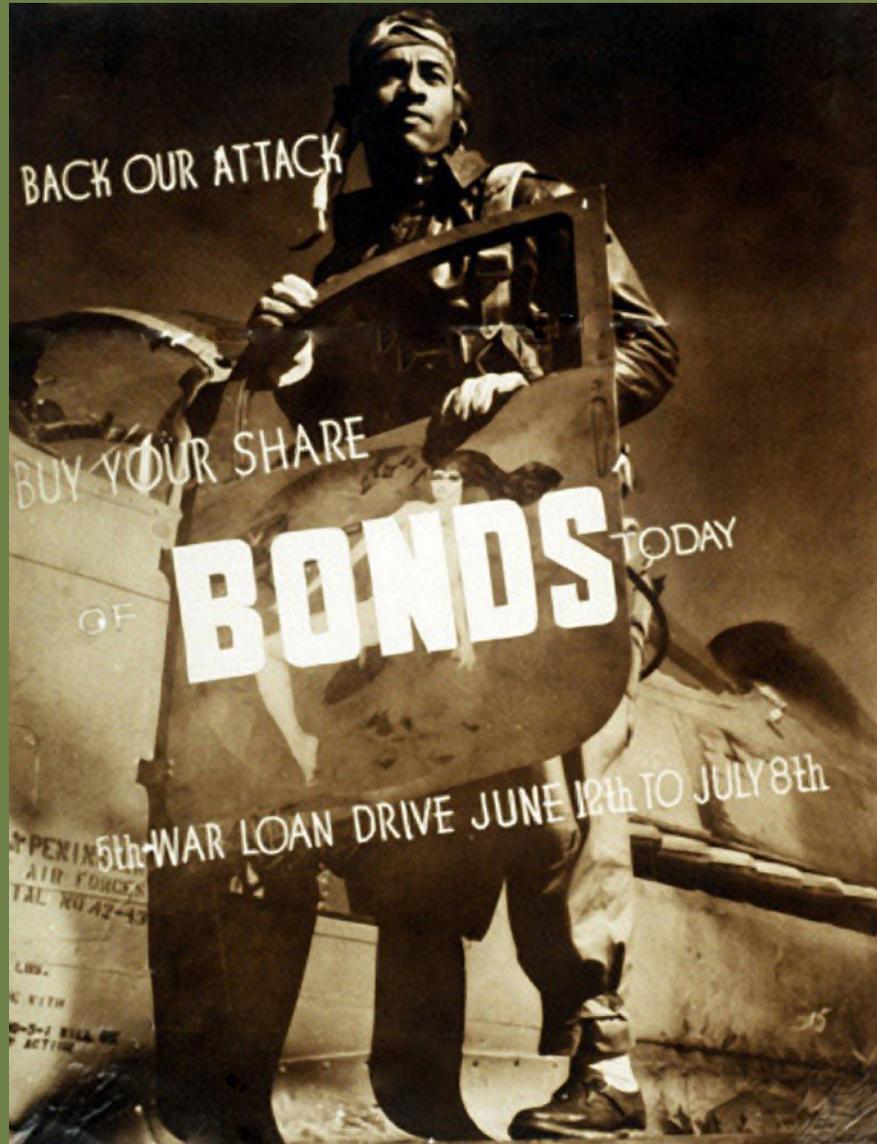
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INTRODUCTION



BACKGROUND

This *Final General Management Plan / Environmental Impact Statement* (GMP/EIS) presents and analyzes five alternative future directions – Alternatives A, B, C, D, and E – for the management and use of Tuskegee Airmen National Historic Site (NHS). Alternative A presents the “no-action” alternative, which serves as a comparison with the other alternatives and describes a continuation of current management. The general theme of Alternative B emphasizes the natural environment by keeping Tuskegee Airmen NHS largely undeveloped and natural in character outside of the core historic area. Potential areas for visitor interpretive programs are the most limited in this alternative. Alternative C aims to restore the most area of the park to its historic 1945 appearance. In this alternative, the core historic area is the largest of all the alternatives to allow for broader interpretive and restoration efforts related to the Tuskegee Airmen story. Alternative D offers the most diversity of visitor interpretive programs and recreational opportunities. Alternative E offers the most recreational opportunities of all the alternatives. The potential environmental impacts of all alternatives have been identified and assessed.

GENERAL MANAGEMENT PLAN PROCESS

The National Parks and Recreation Act of 1978, Public Law 95-625, requires the National Park Service (NPS) to prepare a GMP for every area that it administers. The purpose of the plan is to ensure

that each park has a clearly defined direction for resource preservation and visitor use. General management planning is the first step in a multi-staged planning process. It focuses on why the park was established and what resource conditions and visitor experiences should be achieved and maintained over time. Decisions about site-specific actions such as the design and footprint of administrative and/or visitor facilities will be deferred to subsequent implementation planning. The GMP is designed to provide guidance for park managers for 15 to 20 years into the future assuming that conditions affecting management and operations remain relatively unchanged during this period.



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

This GMP/EIS has been developed in consultation with NPS program managers, other Federal agencies, state, local, and regional agencies, tribal representatives, interested organizations and individuals, and the general public. It is based upon an analysis of existing and potential resource conditions and visitor experiences, environmental (including natural, cultural, and socioeconomic) impacts, and costs of alternative courses of action.

HOW THIS DOCUMENT IS ORGANIZED

This GMP/EIS is organized in accordance with the Council on Environmental Quality's implementing regulations for the National Environmental Policy Act (NEPA), the NPS's Director's Order on "Environmental Analysis" (DO-12), NPS Management Policies 2006 (chapter 2), and the NPS Planning Program Standards.

Chapter 1: Purpose and Need sets the framework for the entire document. It describes why the plan is being prepared and what needs it must address. It gives guidance for the alternatives that are being considered, which are based on the park's legislated purpose, the significance of its resources, special mandates and administrative commitments, servicewide laws and policies, and other planning efforts at the park.

The primary goal of scoping is to identify issues and determine the range of alternatives to be addressed. During scoping the NPS staff provides an overview of the proposed project and reviews the purpose of the park and why it is nationally significant. The public is asked to submit

comments, concerns, and suggestions relating to these topics and the future of the park.

The chapter also details the planning opportunities and issues that were raised during public scoping meetings and planning team workshops; the alternatives in the next chapter address these issues and concerns to varying degrees. This chapter concludes with a statement of the scope of the environmental impact analysis – specifically what impact topics were or were not analyzed in detail.

Chapter 2: Alternatives, Including the Preferred Alternative begins by describing the management zones that will be used to manage the NHS in the future. It also describes what the continuation of current management and trends at the NHS (Alternative A, the no-action alternative) would entail. The action alternatives, including the preferred alternative, are presented. Mitigation measures proposed to minimize or eliminate the impacts of some proposed actions are described just before the discussion of future studies and/or implementation plans that will be needed. The evaluation of the environmentally preferable alternative is followed by summary tables of the alternative actions and the environmental consequences of implementing those alternative actions. The chapter concludes with a discussion of alternatives or actions that were dismissed from detailed evaluation.

Chapter 3: Affected Environment describes those areas and resources that would be affected by implementing actions in the various alternatives – cultural resources, natural resources,

visitor use and experience, and socioeconomic environment.

Chapter 4: Environmental Consequences analyzes the impacts anticipated to occur as a result of implementing the alternatives on topics described in the "Affected Environment" chapter. Methods that were used for assessing the impacts in terms of the intensity, type, and duration of impacts are also outlined in this chapter.

The **Appendices** present supporting information for the document, along with references, and a list of the planning team and other consultants.

TUSKEGEE AIRMEN NATIONAL HISTORIC SITE BACKGROUND

Prior to 1940, policy decisions within the United States War Department were commonly based on misguided and discriminatory assumptions about race. Such views effectively prevented African-Americans and other minorities from meaningful participation in the country's armed forces. Recognizing that the War Department's segregationist policies mirrored the similarly prejudicial attitudes of white society in America, civil rights groups and the African-American news media pressured federal and military officials to revise the department's military practices and provide opportunities for the training and advancement of African-American recruits.

Partly in response to political pressure, the U.S. Army Air Corps began a program in Tuskegee, Alabama in 1941 known as the "Tuskegee Experiment." By the program's end in 1948, more than

10,000 African-Americans had received training as flight instructors, officers, fighter pilots, bombardiers, navigators, radio technicians, mechanics, air traffic controllers, instrument and weather forecasters, electrical and communication specialists, aircraft armorers, gunnery specialists, and parachute riggers. Hundreds more African-American men and women were trained in flight support occupations such as administration, supply, fire fighting, transportation, medicine, laboratory technologies, food service, and music during the program.



African-American air cadets received primary flight training in Tuskegee at Moton Field. Instructional programs were conducted by personnel from Tuskegee Institute (now Tuskegee University) and the U.S. Army. While each cadet's training regimen was thorough and rigorous, senior Army and Army Air Corps

officers continued to hold discriminatory views about African-Americans and strongly resisted the acceptance of black pilots and air crews into the military flying community. Unspoken limits on the number of cadets graduating from primary flight training were strictly enforced to reduce the number of black pilots eligible for advanced training.

Once trained and commissioned, racial intolerance hindered the promotion of black pilots within the officer corps and opportunities for a prestigious combat assignment. Spurred by pride and a will to succeed, hundreds of black pilots persevered and were eventually assigned to segregated combat flight units. The African-American pilots and air crews of these segregated units became known as the "Tuskegee Airmen." Commanded by Colonel Benjamin O. Davis Jr., the Tuskegee Airmen distinguished themselves during World War II in air engagements over North Africa and Southern Europe. By war's end, the Tuskegee Airmen had flown more than 15,500 sorties and completed 1,578 missions. Their combat success included the destruction of over 260 enemy aircraft, numerous enemy ground installations, and an enemy destroyer. Instances of individual bravery and sacrifice earned Tuskegee Airmen personnel some of the U.S. Army Air Corps' highest military honors including the Distinguished Flying Cross, Legion of Merit, Silver Star, and Purple Heart.



National and international notice of the Airmen's accomplishments increased over time. As notoriety of the Airmen grew, so did public awareness of the high performance standards set by other African-Americans in military and civilian support groups. The efforts, courage, professionalism, and performance of black men and women during the war, whether on the flight line or behind the battle lines, clearly demonstrated to all Americans that African-Americans were wholly capable and deserving members of the U.S. military.

On July 26, 1948, President Harry S. Truman issued Executive Order 9811 officially desegregating the United States Armed Forces and calling for fair and equal treatment of African-American military defense workers. Executive Order 9811 was seen as a victory by civil rights advocates and a significant step toward breaking down long-standing racial barriers within the military establishment. The success of the Tuskegee Experiment and the accomplishments of the Tuskegee Airmen are seen as nationally

significant events which set the stage for these and future civil rights advances.

History of Planning at Tuskegee Airmen NHS

Consideration of Moton Field as National Historic Landmark

In 1988, then NPS Director William Penn Mott directed the Southeast Regional Office to investigate the potential of Moton Field and Tuskegee Army Airfield for National Historic Landmark (NHL) designation. Responding to Director Mott's request, regional office personnel began a reconnaissance investigation of the two airfields in February of that same year.

According to criteria established by federal regulation (36 CFR, Chapter 1, Part 65), sites eligible for NHL designation must meet minimum standards of national significance and historic integrity. The regional office team's initial investigation revealed that both Moton Field and Tuskegee Army Airfield likely met or exceeded minimum eligibility standards for national significance because of their association with an event (the birth of African-American participation in United States military aviation) and individuals (Generals Benjamin O. Davis Jr., and Daniel 'Chappie' James) significant to the history of the United States. However, concerns about historic integrity surfaced when the team discovered many structures extant during the period of historic significance had been destroyed, removed, or fallen into a state of serious disrepair. Tuskegee Army Airfield was quickly eliminated from consideration when it was determined that no buildings

remained from the historic period. While Moton Field was thought to have limited potential, fire tragically destroyed Hangar #2 and gutted its attached control tower - two of the site's most important surviving historic structures - before a more in-depth analysis could be completed. Given the site's already degraded historic character, this additional loss convinced evaluators that Moton Field was not eligible for NHL designation.

Moton Field Special Resource Study

In 1997, Dr. Benjamin F. Payton, President of Tuskegee University, and U.S. Congressman Bob Riley of Alabama requested that the NPS study how best to interpret the role of the Tuskegee Airmen during World War II and their training at Moton Field. Jumpstarted by a \$75,000 contribution from the Alabama Department of Economic and Community Affairs, the NPS began a Special Resource Study (SRS) to investigate and document the range of potential management and preservation strategies at the site.



Using criteria mandated by NPS Management Policies for the study of potential new additions to the National Park System, a multi-

disciplinary team of NPS personnel was formed to examine Moton Field. Working in close association with Tuskegee University, the Tuskegee Airmen Inc., and the State of Alabama, the NPS team reviewed the site's national significance and potential suitability and feasibility as a National Park unit and examined a range of alternative management strategies. Their final recommendations are documented in a comprehensive SRS that includes an extensive site history and four design/management alternatives featuring a level of conceptual detail generally reserved for a Development Concept Plan (DCP). The completed document was transmitted to the U.S. Congress for consideration in early 1998.

Congressional Authorization of Tuskegee Airmen NHS

Congressmen Riley and Earl Hilliard introduced H.R. 4211 on July 14, 1998, for the purpose of establishing Tuskegee Airmen NHS as a unit of the National Park System. Cosponsored by 28 House members, H.R. 4211 was referred to the House Committee on Resources and subsequently to the House Subcommittee on National Parks and Public Lands. Subcommittee hearings were held on July 28, 1998, and after a mark-up session on August 6, the bill was forwarded to full committee by voice vote. On October 10, 1998, Congressman Hansen, Chair of the Committee on Resources added H.R. 4211 to H.R. 3910 which passed without objection. The House bill was received in the Senate and passed on October 14, 1998, by unanimous consent. On November 6, 1998, H.R. 3910 was signed by President Clinton as Public Law 105-355.

PURPOSE OF THE PLAN

The approved GMP will be the overarching document for managing Tuskegee Airmen NHS for the next 15 to 20 years. The purposes of this GMP are as follows:

- Confirm the purpose, significance, and special mandates of Tuskegee Airmen NHS.
- Clearly define resource conditions and visitor uses and experiences to be achieved at the NHS consistent with the site's purpose and significance statements.
- Provide a framework for NPS managers to use when making decisions about how to best protect NHS resources, how to provide quality visitor uses and experiences, how to manage visitor use, and what kinds of facilities, if any, to develop in/near the NHS.
- Ensure that this foundation for decision-making has been developed in consultation with interested stakeholders and adopted by the NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of alternative courses of action.

Legislation establishing the NPS as an agency and governing its management provides the fundamental direction for the administration of all units and programs of the National Park System. This GMP will build on these laws and the legislation that established Tuskegee Airmen NHS to provide a vision for the park's future. The "Legislative Mandates, Administrative Commitments, Laws, and Policies" section calls the reader's attention to topics that are important to understanding the

management direction at the NHS. The alternatives in this GMP address the desired future conditions that are not mandated by law and policy and must be determined through a planning process.

NEED FOR THE PLAN

The National Parks and Recreation Act of 1978 requires the NPS to prepare and revise GMPs in a timely manner for each National Park System unit. The 1998 enabling legislation for Tuskegee Airmen NHS also directs the NPS to prepare a GMP for the park within two years of authorization. This will be the park's first GMP.

NPS policies direct each unit to maintain an up-to-date GMP and use that document as the first phase of a tiered planning and decision-making process. While short-term goals are adequately described in the SRS, park managers and stakeholders lack a unified long-term perspective on resource protection and visitor experience issues. Conducting the GMP process provides a forum to discuss long-term management issues, document future goals and objectives, and serve as a reference when considering future management actions. Without a GMP, future NPS management decisions may appear arbitrary and, over time, erode the foundation of stakeholder involvement that has been a fundamental source of the park's success.

As previously mentioned, much of Tuskegee Airmen NHS's major visitor service infrastructure is schematically identified in the SRS and is further refined in the DCP. Nevertheless, a GMP/EIS is needed to frame those visitor

service, resource protection, maintenance, and interpretive program planning decisions that fall outside the immediate scope of the DCP.

IMPLEMENTATION OF THE PLAN

Actions directed by a GMP or in subsequent implementation plans are accomplished over time. Budget restrictions, requirements for additional data or regulatory compliance, and competing National Park System priorities might prevent immediate implementation of many actions.

Implementation of the GMP could be affected by other factors. Once the GMP has been approved, additional feasibility studies and more detailed planning and environmental documentation would be completed, as appropriate, before any proposed actions can be carried out. For example,

- Appropriate federal and state agencies would be consulted concerning actions that could affect threatened and endangered species; and
- The state historic preservation officer would be consulted during implementation for those actions affecting sites either eligible or in the National Register of Historic Places (see Table 1-1 for further compliance requirements).

General management planning constitutes the first phase of a tiered planning and decision-making process used by the NPS to establish the resource conditions and visitor experiences that should be achieved and maintained at each unit over time. The GMP does not describe how particular programs or projects should be

prioritized or implemented. Those decisions would be addressed during the more detailed planning associated with strategic plans and implementation plans. All of those future more detailed plans would tier from the approved GMP and would be based on the goals, future conditions, and appropriate types of activities established in the approved GMP.

Program Management Plans

Program management plans are more detailed documents that follow the GMP and provide program-specific information on strategies to achieve and maintain the desired resource conditions and visitor experiences, including identification of appropriate visitor use where applicable. Comprehensive interpretive plans, resource stewardship strategies, cultural landscape reports, land protection plans, visitor use plans, and wilderness management plans are examples of common program management plans. A DCP is a common program management plan focused on a park's facility development goals.

Like a GMP, a DCP is conducted by a multi-disciplinary team of NPS personnel in consultation with federal, state, and local governmental agencies, interested parties, and the general public. A range of alternative plans is identified and a preferred alternative selected by NPS based on information gathered during consultations and a consideration of potential environmental impacts. If present, potential impacts are identified, analyzed, and appropriate mitigation measures identified in an EIS or EA. While still schematic in nature, a DCP undertakes a much more detailed analysis of specific design and development options

than a GMP. A completed DCP typically contains enough detailed information to enable the future preparation of construction documents and specifications by a team of architects and engineers.

Strategic Planning

Strategic planning is a performance management tool used by NPS to identify and coordinate servicewide and park specific goals. Mandated by the Government Performance and Results Act of 1993, strategic plans set long-term, 5-year, and annual goals and provide a mechanism to track progress and report accomplishments towards meeting set goals. Major actions or commitments aimed at changing resource conditions or visitor use in a park and major new development or rehabilitation projects must be consistent with the park's GMP and strategic plan.

Implementation Planning

Implementation plans take a detailed look at specific activities and projects necessary to achieve the visitor experience, resource protection, and site development goals described in the park's GMP and strategic plan. Implementation planning is composed of two elements that may be combined or addressed separately depending on the nature of the project.

Based on guidance from previous plans, implementation detail plans are specific instructions or directions about how to create or implement an action. Implementation detail plans can be prepared for a wide range of projects including interpretive programs, maintenance activities, and construction projects. If the proposal includes changes or

additions to park infrastructure, construction documents and specifications are prepared. Implementation detail plans are almost always undertaken with an expectation that funding is available and the action will be initiated shortly after the plan is completed.

GUIDANCE FOR THE PLANNING EFFORT

PURPOSE AND SIGNIFICANCE

Most units of the National Park System are provided guidance for how they are to be managed by the Presidential proclamation or Congressional legislation that authorizes and establishes them. The Presidential or Congressional intent for a park unit is further interpreted by the park and expressed in purpose and significance statements, which together provide the foundation for sound decision-making at the park. Park purpose and significance statements for Tuskegee Airmen NHS were reviewed and refined as part of the general management planning process. These statements describe the primary reasons that the park was established and provide the most fundamental criteria for determining actions proposed in this plan.

Purpose Statements

Purpose statements are based on the establishing legislation, legislative history, and NPS policies. The statements reaffirm the reasons for which the site was set aside as a unit of the National Park System and provide the foundation for park management and use.

The purpose of Tuskegee Airmen NHS is:

- To inspire present and future generations to strive for excellence through a greater understanding and appreciation of the legacy of the Tuskegee Airmen.
- To commemorate and interpret the accomplishments of the

Tuskegee Airmen during World War II, which include the training process and the roles played by Moton Field, other training facilities, and related sites; the struggle for greater participation in the United States Armed Forces and more significant roles in defending their country; their successes which led to desegregation of the United States Armed Forces and eventual civil rights advances of the 1950s and 1960s.

- To recognize the strategic role of Tuskegee Institute (now Tuskegee University) in the training of the Airmen and commemorating them at this historic site.



Significance Statements

Significance statements capture the essence of the park's importance to the nation's natural and cultural heritage. Significance statements describe the park's distinctiveness and provide direction for park managers to make decisions that preserve resources and values consistent with the NHS's purpose.

Tuskegee Airmen NHS is significant because:

- Moton Field was the only primary flight training facility for African-American pilot candidates in the U.S. Army Air Corps during World War II.
- The Tuskegee Airmen were the first African-American soldiers to successfully complete their training and enter the U.S. Army Air Corps.
- The success of the Tuskegee Airmen proved to the American public that African-Americans, when given the opportunity, were effective military leaders and pilots.



LEGISLATIVE MANDATES AND SERVICEWIDE LAWS AND POLICIES

All planning decisions must fit within the broad parameters established by: 1) the park's legislation, purpose, and significance; 2) any administrative commitments that may apply to the park; and 3) laws and policies applicable to all

units of the National Park System. The purpose of this section is to clarify and articulate the parameters established by legislative mandates, administrative commitments, and servicewide laws and policy that govern the planning approach used at Tuskegee Airmen NHS.

- *Legislative mandates* are park specific instructions from Congress. Planning teams are instructed by NPS policy to look for them in the park's establishing legislation.
- *Administrative commitments* are generally defined as agreements that have been reached through formal, documented processes with other Federal or state agencies that refer to the co-management of specific natural or cultural resources.
- *Servicewide laws and policies* are congressional acts and executive orders that guide the management of National Park System units. The NPS also has established policies for managing the units under its stewardship. Acceptable park management approaches and practices are specified in laws and policies and in all but the most extraordinary circumstances, planning approaches and practices that fall outside of existing laws and policies are not considered in general management planning.

Legislative Mandates

Congressional instructions found in legislation are called legislative mandates and, in concert with other special commitments and the large body of laws and policy applicable to all units of the National Park System form the "Musts" of NPS planning. By policy, all decisions made

through GMP and subsequent planning must fit within the broad side boards provided by these elements (Chapter 2 of 2006 Management Policies).

Legislative mandates are derived from two sources in the Tuskegee Airmen NHS legislation and fall into either one of two categories:

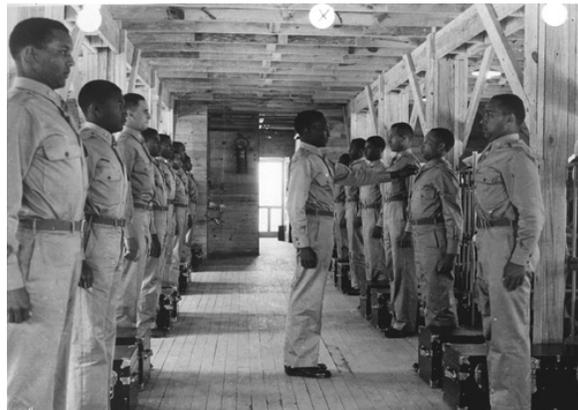
- *Direct legislative mandates* are instructions from Congress that are stated entirely in the text of the enabling legislation. Selected direct legislative mandates are listed below and the NHS enabling legislation is in Appendix A.
- *Indirect legislative mandates* appear in the legislation but direct NPS to the SRS for more detailed instructions. Selected indirect legislative mandates for Alternatives C and D as described in the SRS are listed in Appendix B.

Selected Direct Legislative Mandates

An SRS is only one of many information sources available to Congress when considering the merits of a site for designation as a National Park. After consulting a variety of government officials, park stakeholders, and subject-matter experts, Congress typically draws upon the full range of opinion to craft a new park's enabling legislation. A GMP then refines that guidance into a range of management alternatives and selects a preferred course of action. Subsequently, a DCP further refines the GMP's preferred alternative into development details which can be translated into construction drawings and specifications.

When incorporated into Tuskegee Airmen NHS's legislation by reference, the role of the SRS changed from an information resource to a decision-making document. This conclusion is based, in part, on an interpretation of §303 part D, sub part 4 in the enabling legislation, which states...

"Operation and development of the historic site shall reflect Alternative C, Living History: The Tuskegee Airmen Experience, as expressed in the final special resource study entitled Moton Field/Tuskegee Airmen Special Resource Study, dated September 1998. Subsequent development of the historic site shall reflect Alternative D after an agreement is reached with Tuskegee University on the development of the Tuskegee Airmen National Center as described in section 304."



Congress has placed an obligation upon the NPS to implement the operational and developmental components of the historic site with minimal deviation from conditions described in Alternatives C and D in the SRS. Because the level of site development detail provided in the

SRS far exceeds what would typically be provided in a GMP, the NPS concluded that a DCP could be satisfactorily produced based solely on the guidance provided in the park's legislative mandates. Therefore, a DCP was completed in April 2005 to implement the operational and developmental components of the SRS.

The following list includes references to some of the more relevant direct legislative mandates in the enabling legislation:

- NPS will consult with Tuskegee University as its principal partner in determining the organizational structure, developing the ongoing interpretive themes, and establishing policies for the wise management, use, and development of the historic site. (§303-d-2)
- Operation and development of the historic site shall reflect Alternative C, Living History: The Tuskegee Airmen Experience, as expressed in the final special resource study entitled "Moton Field/Tuskegee Airmen Special Resource Study," dated 1998. (§303-d-4)
- Subsequent development of the historic site shall reflect Alternative D after an agreement is reached with Tuskegee University on the development of the Tuskegee Airmen National Center (TANC) as described in section 304. (§303-d-4)
- The purpose of the TANC shall be to extend the ability to relate more fully the story of the Tuskegee Airmen at Moton Field. The center shall provide for a Tuskegee Airmen Memorial, shall provide large exhibit space for the display

of period aircraft and equipment used by the Tuskegee Airmen, and shall house a Tuskegee University Department of Aviation Science. The Secretary shall insure that interpretive programs for visitors benefit from the University's active pilot training instruction program, and the historical continuum of flight training in the tradition of the Tuskegee Airmen. (§304-b)

- The Secretary is authorized to permit the Tuskegee University Department of Aviation Science to occupy historic buildings within the Moton Field complex until the TANC has been completed. (§304-b)

By incorporating the 1998 SRS into the park's enabling legislation, Congress changed the fundamental intent of the document from an information and analysis reference to a decision-making tool. As a result, the alternatives considered in all subsequent plans at Tuskegee Airmen NHS must, by law and NPS policy, fall within the narrow parameters established by the SRS. The highly detailed instructions about site development in the SRS greatly exceed what would normally be provided in a GMP. The functionality, location, design intent, or visitor experience of operational or developmental components of Alternatives C and D described in the SRS are legislative mandates.

Consequently, the GMP aims to ensure that the requirements of the enabling legislation are implemented. Among other things, a central principle of the GMP is the need for it to complement the initial development now underway at the park and to support the long term preservation of the

historic landscape (buildings, grounds, and related features) as it appeared in the historic period from 1941 to 1945.

Service-wide Laws and Policies

This section identifies what must be done at Tuskegee Airmen NHS to comply with federal laws and policies of the NPS. Many of the management directives for the site are specified in laws and policies guiding the NPS and are therefore not subject to alternative approaches. For example, there are laws and policies about managing environmental quality (such as the Clean Air Act, the Endangered Species Act, and Executive Order 11990 "Protection of Wetlands"); laws governing the preservation of cultural resources (such as the National Historic Preservation Act (NHPA) and the Native American Graves Protection and Repatriation Act); and laws about providing public services (such as the Americans with Disabilities Act) – to name only a few. A GMP is not needed to decide, for instance, that it is appropriate to protect endangered species, control exotic species, protect archeological sites, conserve artifacts, or provide for handicap access. Laws and policies have already decided those and many other things for us. Although attaining some of these conditions set forth in these laws and policies may have been temporarily deferred in the park because of funding or staffing limitations, the NPS will continue to strive to implement these requirements with or without a new GMP.

Some of these laws and executive orders are applicable solely or primarily to units of the National Park System. These include the 1916 Organic Act that created the

NPS, the General Authorities Act of 1970, the act of March 27, 1978, relating to the management of the National Park System, and the National Parks Omnibus Management Act (1998). Other laws and executive orders have much broader application, such as the Endangered Species Act, the NHPA, and Executive Order 11990 addressing the protection of wetlands.

The NPS Organic Act (16 USC § 1) provides the fundamental management direction for all units of the National Park System:

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

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

values for which these various areas have been established."

The NPS also has established policies for all units under its stewardship. These are identified and explained in a guidance manual entitled NPS Management Policies 2006 (NPS 2006a). The alternatives considered in this document incorporate and comply with the provisions of these mandates and policies.

To understand the implications of an alternative, it is important to combine the servicewide laws and policies with the management actions described in an alternative (see Appendix C).

Table 1-1 shows some of the most pertinent servicewide laws and policy topics related to planning and managing of the NHS; listed with each topic are the desired conditions that the park is striving to achieve and therefore the table is written in the present tense. Appendix C expands on this information by citing the law or policy directing these actions. The alternatives in this GMP address the desired future conditions that are not mandated by law and policy and must be determined through a planning process.

Table 1-1: Servicewide Laws and Policies Pertaining to Tuskegee Airmen NHS

TOPIC	Current Laws and Policies Require That the Following Conditions Be Achieved at Tuskegee Airmen NHS
<p>Relations with Private and Public Organizations, Owners of Adjacent Land, and Government Agencies</p>	<p>The NHS is managed as part of a greater ecological, social, economic, and cultural system.</p> <p>Good relations are maintained with owners of adjacent property, surrounding communities, and private and public groups that affect, and are affected by, the NHS. The park is managed proactively to resolve external issues and concerns and ensure that its values are not compromised.</p> <p>Because the park is an integral part of the larger regional environment, the NPS works cooperatively with others to anticipate, avoid, and resolve potential conflicts, protect its resources, and address mutual interests in the quality of life for community residents. Regional cooperation involves federal, state, and local agencies, neighboring landowners, and all other concerned parties.</p>
<p>Sustainable Design/ Development</p>	<p>NPS and concessionaire visitor management facilities are harmonious with the park's resources, compatible with natural processes, aesthetically pleasing, functional, as accessible as possible to all segments of the population, energy-efficient, and cost-effective.</p> <p>All decisions regarding NPS operations, facilities management, and development in the NHS – from the initial concept through design and construction – reflect the principles of resource conservation. Thus, all park developments and operations are sustainable to the maximum degree possible and practicable. New developments and existing facilities are located, built, and modified according to the <i>Guiding Principles of Sustainable Design</i> (NPS 1993) or other similar guidelines.</p> <p>Management decision-making and activities throughout the National Park System use a structured decision-making process that looks at all aspects of the decision equally for each alternative. Results are documented and become part of the public record.</p>
<p>Land Protection</p>	<p>Land protection plans are prepared to determine and publicly document what lands or interests in land need to be in public ownership and what means of protection are available to achieve the purposes for which the NHS was created.</p>
<p><u>Natural Resources</u></p>	
<p>Air Quality</p>	<p>Air quality in the park meets national ambient air quality standards for specified pollutants. The park's air quality is maintained or enhanced with no significant deterioration.</p>
<p>Ecosystem Management</p>	<p>The park is managed holistically as part of a greater ecological, social, economic, and cultural system.</p>
<p>Exotic Species</p>	<p>The management of populations of exotic plant and animal species, up to and including eradication, are undertaken wherever such species threaten the park's resources or public health and when control is prudent and feasible.</p>
<p>Fire Management</p>	<p>The park's fire management programs are designed to meet resource management objectives prescribed for the various areas of the park and to ensure that the safety of firefighters and the public are not compromised.</p>

TOPIC	Current Laws and Policies Require That the Following Conditions Be Achieved at Tuskegee Airmen NHS
General Natural Resources/ Restoration	<p>Native species populations that have been severely reduced in or extirpated from the park are restored where feasible and sustainable.</p> <p>Populations of native plant and animal species function in as natural condition as possible except where special considerations are warranted.</p>
Native Vegetation and Animals	<p>The NPS strives to maintain all native plants and animals in the NHS as part of the natural ecosystem keeping in mind the purposes for which the park was created.</p>
Soils	<p>The NPS actively seeks to understand and preserve soil resources and to prevent, to the extent possible, erosion, physical removal, or contamination of the soil or its contamination of other resources.</p> <p>Natural soil resources and processes function in as natural a condition as possible, except where special considerations are allowable under policy. When soil excavation is an unavoidable part of an approved facility development project, the NPS will minimize soil excavation, erosion, and offsite soil migration during and after the development activity.</p>
Threatened and Endangered Species	<p>Federally listed and state-listed threatened and endangered species and their habitats are protected and sustained.</p> <p>Native threatened and endangered species populations that have been severely reduced in or extirpated from the park are restored where feasible and sustainable.</p>
Water Resources	<p>Surface water and groundwater are protected, and water quality meets or exceeds all applicable water quality standards.</p> <p>NPS and NPS-permitted programs and facilities are maintained and operated to avoid polluting surface water and groundwater.</p>
Wetlands	<p>The natural and beneficial values of wetlands are preserved and enhanced. The NPS implements a "no net loss of wetlands" policy and strives to achieve a longer-term goal of net gain of wetlands across the National Park System through the restoration of previously degraded wetlands.</p> <p>The NPS avoids to the extent possible the long-term and short-term adverse impacts associated with the destruction or modification of wetlands, and the NPS avoids direct or indirect support of new construction in wetlands wherever there is a practicable alternative.</p> <p>The NPS compensates for the remaining unavoidable adverse impacts on wetlands by restoring wetlands that have been previously degraded.</p>
Natural Soundscapes	<p>The NPS will preserve, to the greatest extent possible, the natural soundscapes of parks and the NPS will restore to the natural condition wherever possible those parks soundscapes that have become degraded by unnatural sounds (noise), and will protect natural soundscape from unacceptable impacts according to 4.9 Soundscape Management of the Management Policies, 2006.</p>

TOPIC	Current Laws and Policies Require That the Following Conditions Be Achieved at Tuskegee Airmen NHS
	<u>Cultural Resources</u>
Archeological Resources	<p>Archeological sites are identified and inventoried and their significance is determined and documented. Archeological sites are protected in an undisturbed condition unless it is determined through formal processes that disturbance or natural deterioration is unavoidable. When disturbance or deterioration is unavoidable, the site is professionally documented and excavated and the resulting artifacts, materials, and records are curated and conserved in consultation with the Alabama State Historic (SHPO) Preservation Office. Some archeological sites that can be adequately protected may be interpreted to the visitor.</p>
Cultural Landscapes	<p>Cultural landscape inventories are conducted to identify landscapes potentially eligible for listing in the National Register of Historic Places (NRHP), and to assist in future management decisions for landscapes and associated resources, both cultural and natural.</p> <p>The management of cultural landscapes focuses on preserving the landscape's physical attributes, biotic systems, and use when that use contributes to its historical significance.</p>
Historic Structures	<p>Historic structures are inventoried and their significance and integrity are evaluated under National Register of Historic Places criteria. The qualities that contribute to the listing or eligibility for listing of historic structures on the NRHP are protected in accordance with the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties</i> (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable).</p>

TOPIC	Current Laws and Policies Require That the Following Conditions Be Achieved at Tuskegee Airmen NHS
<p>Ethnographic Resources</p>	<p>Appropriate cultural anthropological research is conducted in cooperation with groups associated with the park.</p> <p>To the extent practicable, permitted by law, and not clearly inconsistent with essential agency functions, the NPS accommodates access to and ceremonial use of American Indian sacred sites by American Indian religious practitioners and avoids adversely affecting the physical integrity of these sacred sites."</p> <p>NPS general regulations on access to and use of natural and cultural resources in the NHS are applied in an informed and balanced manner that is consistent with National Park purposes and does not unreasonably interfere with American Indian use of traditional areas or sacred resources and does not result in the degradation of National Park resources.</p> <p>American Indians and other individuals and groups linked by ties of kinship or culture to ethnically identifiable human remains, sacred objects, objects of cultural patrimony, and associated funerary objects are consulted when such items may be disturbed or are encountered on park lands.</p> <p>Access to sacred sites and park resources by American Indians continues to be provided when the use is consistent with NHS purposes and the protection of resources.</p> <p>All ethnographic resources determined eligible for listing or listed on the NRHP are protected. If disturbance of such resources is unavoidable, formal consultation with the SHPO and the ACHP, and with American Indian tribes as appropriate, is conducted.</p> <p>All executive agencies are required to consult, to the greatest extent practicable and to the extent permitted by law, with tribal governments before taking actions that affect federally recognized tribal governments. These consultations are to be open and candid, and confidential as needed, so that all interested parties may evaluate for themselves the potential impact of relevant proposals.</p> <p>In addition to the inadvertent discoveries of cultural resources, NPS Management Policies 2006 states in part that a park unit's "traditionally associated peoples should be consulted about ... other proposed NPS actions that may affect the treatment of, use of, and access to park resources with cultural meaning to a group."</p>
<p>Museum Collections</p>	<p>All museum collections (objects, specimens, and manuscript collections) are identified and inventoried, catalogued, documented, preserved, and protected, and provision is made for access to and use of collections for exhibits, research, and interpretation according to the servicewide Park Museum Collection Storage Plan (2007).</p> <p>The qualities that contribute to the significance of collections are protected in accordance with established standards.</p>

TOPIC	Current Laws and Policies Require That the Following Conditions Be Achieved at Tuskegee Airmen NHS
Cultural Soundscapes	The NPS will preserve soundscape resources and values of the parks to the greatest extent possible to protect opportunities for appropriate transmission of cultural and historic sounds that are fundamental components of the purposes and values for which the parks were established according to 5.3.1.7 Cultural Soundscape Management of the Management Policies, 2006.
	<u>Visitor Use and Experience</u>
Visitor Use and Experience	<p>Cultural and natural resources are conserved "unimpaired" for the enjoyment of future generations. Visitors have opportunities for forms of enjoyment that are uniquely suited and appropriate to the superlative natural and cultural resources found in the park. No activities occur that would cause derogation of the values and purposes for which the NHS has been established.</p> <p>For all zones, districts, or other logical management divisions in the park, the types and levels of visitor use are consistent with the desired resource and visitor experience conditions prescribed for those areas. To the extent feasible, programs, services, and facilities in the park are accessible to and usable by all people, including those with disabilities.</p> <p>NPS staff will identify implementation commitments for user capacities for all areas of the NHS.</p>
Interpretation and Education	Instill in park visitors an understanding, appreciation, and enjoyment of the significance of the NHS and its resources. Interpretive and educational programs encourage the development of a personal stewardship ethic, and broaden public support for preserving park resources by forging a connection between park resources, visitors, the community, and park management.
Commercial Services	<p>Same as Visitor Use and Experience and Park Use Requirements, above.</p> <p>All commercial services require authorization and must be shown to be necessary and/or appropriate and economically feasible. Appropriate planning is done in support of commercial services authorization.</p>
Public Health and Safety	NPS <i>Management Policies 2006</i> says that the saving of human life will take precedence over all other management actions as the NPS strives to protect human life and provide for injury-free visits.

**RELATIONSHIP OF OTHER PLANNING EFFORTS
TO THIS GENERAL MANAGEMENT PLAN**

There are a number of ongoing and potential future planning processes that could affect TUAI. However, currently there are no specific projects or plans that the NPS or other organizations have in place, are in progress, or are planned for the near future that may affect the management vision and resulting actions proposed in this GMP.

Existing and future plans and planning processes that could affect TUAI include:

- Proposed improvements to Moton Field Municipal Airport that include extending the runway from 5,000 ft to 6,500 ft, installation of navigational aids and performing various studies;
- Alabama Statewide Comprehensive Historic Preservation Plan (<http://www.preserveala.org>);
- Alabama Statewide Comprehensive Outdoor Recreation Plan (<http://www.adeca.alabama.gov>);
- State, region, and local transportation plans; and
- Local comprehensive and/or master plans.

PLANNING ISSUES/CONCERNS

INTRODUCTION

Planning issues for this GMP were derived from an examination of the full range of comments and ideas solicited from park staff, other agencies, special interest groups, and the general public during scoping (early information gathering). An understanding of the site's purpose and significance and important planning issues helped the planning team develop potential management alternatives that respond to current and future resource and visitor experience conditions.

In 2004, the NPS conducted public meetings to identify issues and to solicit preliminary public input on the development of the GMP (see Appendix D: Public and Agency Involvement). Based on these meetings, the planning team developed a set of management alternatives that provide strategies for addressing the issues.

PUBLIC COMMENTS AND CONCERNS

The following issues and management concerns were identified by the public and NPS staff for Tuskegee Airmen NHS.

Historic Integrity of the Site

- The historic core of Moton Field should maintain its 1945 appearance.
- Limit the presence of contemporary vehicles in the historic core.
- Restore all the buildings to their historic condition.

- Don't put parking areas in the historic core area.
- Outdoor wayside exhibits are important if visitors are to understand what they are seeing.
- Would like to see lots of 1945 vintage outdoor elements such as gas pumps, road signs, lights, airplanes, and historic military vehicles, in the cultural landscape.

Recreational Activities

- Would be nice if large groups could be accommodated outdoors in the core area for special events.
- What types of community events are appropriate in the site's historic core?
- Would the site be available to host musical concerts?
- Would like to see picnic tables located near the hangars or the Skyway Club.

Partnership Development

- The park must involve and promote partnerships to be successful.
- Tuskegee University and the Tuskegee Airmen Inc. are important partners that must be involved in future decision-making.
- Can a friends group be established?

Local and Regional Economies

- More visitors mean more tourism dollars. How will local businesses benefit?
- Will the park provide food and lodging services?

- Will local businesses be considered for construction and maintenance contracts?
- What can be done about controlling development outside the park?
- Will the park contribute to sprawl type development near the interstate?
- What impact will park development have on surrounding agricultural and residential properties?
- To what extent are visitor interpretive and recreational opportunities provided?
- How can administration and maintenance needs be addressed without encroaching on the historic area?

Sharing the Tuskegee Airmen Story Outside the Boundaries of the Park

- The Tuskegee Airmen story is a national story. It needs to be told to a national audience, not only to visitors of the park.
- How will the oral histories collected by the park service be used to tell the story to a wider audience?

KEY ISSUES

The comments and ideas solicited from park staff, other agencies, special interest groups, and the general public were analyzed and filtered, resulting in five key issues. Chapter 2 discusses and analyzes each of the alternatives and how the key issues are addressed by the alternatives.

The key issues are:

- How much leeway is there to zone the historic resources in different configurations within the requirements of the DCP and the enabling legislation?
- How will the natural environment be considered?
- How is visitor access addressed?

IMPACT TOPICS – RESOURCES AND VALUES AT STAKE IN THE PLANNING PROCESS

IMPACT TOPICS

An important part of planning is seeking to understand the consequences of making one decision over another. To this end, most NPS GMPs are accompanied by full EISs. Environmental impact statements identify the anticipated impacts of possible actions on resources and on NHS visitors and neighbors.

Impact topics serve to focus the environmental analysis and to ensure the relevance of impact evaluation. The impact topics identified for this GMP are outlined in this section; they were identified based on federal laws and other legal requirements, Council on Environmental Quality guidelines, NPS management policies, staff subject-matter expertise, and issues and concerns expressed by the public and other agencies early in the planning process (see previous section). Also included is a discussion of some impact topics that are commonly addressed, but that are not addressed in this plan for the reasons given.

IMPACT TOPICS ANALYZED IN DETAIL

The following impact topics are considered and fully analyzed in Chapter 3: Affected Environment and Chapter 4: Environmental Consequences of this document. For a detailed description of these resources, please refer to Chapter 3.

Cultural Resources

- Archeological Resources

- Cultural Landscapes, Including Historic Buildings, Structures, and Districts

Natural Resources

- Water Resources, Water Quality, and Floodplains
- Soils
- Vegetation and Wetlands
- Wildlife
- Selected Special Status Species and Ecologically Critical Areas
- Natural Soundscapes

Socioeconomic Environment

Visitor Use and Experience

NPS Operations

IMPACT TOPICS CONSIDERED BUT NOT ANALYZED IN DETAIL

Some impact topics that commonly are considered during the planning process were not relevant to the development of this GMP due to the following: (a) implementing the alternatives would have no effect or a negligible effect on the topic or resource or (b) the resource does not occur in the NHS. A brief description of these topics and rationale for their dismissal follows.

Air Quality

The 1963 Clean Air Act, as amended (42 USC 7401 et seq.), requires federal land managers to protect air quality, while the NPS Management Policies 2006 address the need to analyze air quality during planning.

There are no major air pollution sources in the NHS. Vehicle exhaust is the most common pollutant resulting from visitor use and management activities. Principal sources of air pollutants in the NHS area are airplane emissions from an adjacent airport and motor vehicle emissions.

Should any of the action alternatives be selected, local air quality might be temporarily affected by construction-related activities. Hauling material and operating construction equipment would result in increased vehicle emissions in a localized area. Volatile organic compounds, nitrogen compounds, carbon monoxide, and sulfur dioxide emissions would generally disperse fairly quickly from the construction area. This degradation would last only as long as construction activities occurred and would most likely have a negligible effect on regional pollutant levels. Fugitive dust from construction could intermittently increase airborne particulate concentrations in the area near the project site but mitigating measures would reduce potential adverse effects to a negligible level. No long-term impacts on air quality would be expected to occur from implementing any action alternative.

In summary, if any action alternative is implemented, local air quality would be temporarily degraded by dust and emissions from construction equipment and vehicles. Regional air quality would not be more than negligibly affected. For these reasons, air quality is dismissed as an impact topic in this document.

Energy Requirements and Conservation Potential

Action alternatives could result in new facilities with inherent energy needs. In all alternatives, new facilities would be designed with long-term sustainability in mind. The NPS has adopted the concept of sustainable design as a guiding principle of facility planning and development (NPS Management Policies 2006 9.1.1.7). The objectives of sustainability are to design facilities to minimize adverse effects on natural and cultural values, to reflect their environmental setting, and to require the least amount of nonrenewable fuels or energy.

Action alternatives could result in an increased energy need, but this need is expected to be negligible when seen in a regional context. Thus, this topic is being dismissed from further analysis.

Environmental Justice

Executive Order 12898, "General Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental effects of their programs and policies on minorities and low-income populations and communities. None of the alternatives in this plan would have adverse economic, health, or environmental effects on socially or economically disadvantaged populations or communities as defined in the Environmental Protection Agency's "Environmental Justice Guidance."

Therefore, this topic is dismissed from further analysis.

Geologic Resources

NPS Management Policies 2006 require the lead agency to analyze the impacts of the proposed action and alternatives on geologic resources. Impacts on soils are assessed separately in the "Environmental Consequences" chapter. NPS policy prohibits the surface mining of soil, gravel, cinder, or rock materials for any operations purposes, including the construction of roads or facilities. None of the alternatives described in this document would affect the geology of the region; therefore, this topic has been excluded from further environmental analysis.

Indian Trust Lands

No lands comprising the NHS are held in trust by the Secretary of the Interior solely for the benefit of American Indians due to their status as American Indians. Therefore this topic is being dismissed from further analysis.

Museum Collections

Implementing the alternatives would have no effect on the museum collections at the NHS. The park's museum collection will continue to be stored at Tuskegee Airmen NHS, Tuskegee Institute NHS (which is located four miles away), and the Southeast Archeological Center. Upon completion of the construction required by the enabling legislation and DCP, some of the collections would be utilized on site, with appropriate archival consideration, in interpretive programs, allowing the public to more readily benefit from the tangible elements of the site's

rich heritage. The Tuskegee Institute NHS has plans to expand the museum facility to accommodate collections from Horseshoe Bend National Military Park and Selma to Montgomery National Historic Trail in addition to Tuskegee Airmen NHS and Tuskegee Institute NHS. Any future decisions regarding the NHS's collections will conform to the servicewide Park Museum Collection Storage Plan (2007). Since this GMP has no effect on the museum collections at the NHS, this topic has been excluded from further environmental analysis.

Ethnographic Resources

Ethnographic resources are defined by the NPS as objects and places, including sites, structures, landscapes, and natural resources, with traditional cultural meaning and value to associated peoples. Research and consultation with associated people identifies and explains the places and things they find culturally meaningful. Ethnographic resources eligible for the National Register of Historic Places are called traditional cultural properties (NPS Management Policies 2006: 157).

The Tuskegee Airmen and the support personnel who worked at the airfield during World War II make up the associated group that can identify and explain any ethnographic resources at Tuskegee Airman NHS. The NPS is currently conducting interviews with persons historically affiliated with the Tuskegee Airmen. Approximately 650 of the planned 1,500 interviews have been completed. The interviews and oral histories from the Tuskegee Airmen and their families, along with archival collections, can be used to interpret the significance of

historic Moton Field and the evolution of American culture during World War II. This information can be used to create a more comprehensive public understanding of the effects of the airfield on Tuskegee University, the City of Tuskegee, the African-American community, the South, and the events that shaped twentieth-century American history, as well as insight into daily life at the historic Moton Field. All interviews and data collected will be stored in the Tuskegee Airman NHS archives (NPS 2005:3-43).

Ethnographic resources related to the Tuskegee Airmen NHS include all NRHP eligible structures, objects, and landscapes within the site. These ethnographic resources associated with the Tuskegee Airman NHS, along with the interviews and oral histories, illustrate the importance of the Tuskegee Airmen's role during World War II. The 1,000 African-American pilots, who trained at the Tuskegee Airman NHS, along with the more than 10,000 support personnel and their families, are all important for the interpretation of the site's history and significance. Training that the Tuskegee Airmen received at the Tuskegee Airman NHS is a crucial segment in the story of the United States and has led to the formation of several groups such as the Tuskegee Airmen Incorporated.

The impacts of each proposed alternative on the NRHP eligible structures, objects, and landscapes located within the Tuskegee Airmen NHS have been evaluated under the archeological resources and the cultural landscapes, historic buildings, structures, and districts sections

in the environmental consequences chapter. The proposed actions are not evaluated further for impacts to the remaining ethnographic resources. All of the alternatives adequately and equally protect these resources and no immediate or cumulative impacts are anticipated for these resources.

Cultural Soundscapes

The cultural soundscape at the NHS provides opportunities for appropriate transmission of cultural and historic sounds that are fundamental components of the purposes and values for which the NHS was established. The cultural soundscape also helps to provide a strong sense of "stepping back into time" for visitors (SRS pg. 169 par 2).

Examples of such cultural sounds at the NHS include:

- Sounds similar to those produced by everyday military operations, such as machinery noises, voices, and vehicles;
- Sounds similar to those produced by everyday military life, such as voices, down-time recreational activities, and mess hall activities;
- Sounds similar to those produced by military aircraft operations such as over-flight sounds and other aircraft engines sounds.

At Tuskegee Airmen NHS, human-caused sounds are most noticeable along the local roadways and in areas such as the visitor center, parking lot, and historic core area. In addition, aircraft and airport activities at the adjacent Moton Field Municipal Airport create noticeable human sounds. The runway is located

approximately 250 ft north of Tuskegee Airmen NHS, and is 5,000 ft long and 100 ft wide (Pond & Company 2002). Airport noise is described through type of flight operations, types of aircraft using the airport, flight paths and profiles, runway utilization, and information from noise monitoring locations around the airport. Moton Field Municipal Airport has 15 aircraft based onsite and averages approximately 53 aircraft operations per day (AirNav 2003).

The cultural soundscape can be experienced in the historic core area where visitors, students, and park staff will be most concentrated. Some of the sounds produced by these groups of people are similar to those heard during the period of significance.

In addition to the sounds mentioned above, the flights from the adjacent municipal airport and an annual Memorial Day weekend Tuskegee Airmen Fly-In at the airport provide visitors with the opportunity to hear the sounds similarly produced by military aircraft.

None of the alternatives described in this document would affect the cultural soundscape at the NHS; therefore, this topic has been dismissed from further detailed analysis.

Natural or Depletable Resources Requirements and Conservation Potential

Consideration of these topics is required by 40 CFR 1502.16. The NPS has adopted the concept of sustainable design as a guiding principle of facility planning and development (NPS Management Policies 2006 9.1.1.7). The objectives of sustainability are

to design facilities to minimize adverse effects on natural and cultural values; to reflect their environmental setting and to maintain and encourage biodiversity; to operate and maintain facilities to promote their sustainability; and to illustrate and promote conservation principles and practices through sustainable design and ecologically sensitive use. Essentially, sustainability is the concept of living within the environment with the least impact on the environment.

Through sustainable design concepts and other resource management principles, all of the alternatives analyzed in this document would conserve natural resources and would not result in an appreciable loss of natural or depletable resources. Thus, this topic is dismissed from further analysis in this document.

Night Sky (Lightscapes)

NPS policy requires the NPS to preserve, to the extent possible, the natural lightscapes and to seek to minimize the intrusion of artificial light (light pollution) into the night scene (NPS Management Policies 2006, 4.10). The clarity of night skies can be important to visitor experience as well as being ecologically important. Artificial light sources both within and outside the NHS have the potential to diminish the clarity of night skies.

Following NPS policy, outdoor lighting that is found to be contributing to nighttime light pollution will be replaced with fixtures that do not. In addition, any new outdoor lighting installed as a result of implementing any of the

alternatives in this document would be the minimum necessary for safety or security and of a design that prevents stray light from spreading upwards into the sky (best lighting practices). NPS staff would work with surrounding communities on ways to decrease light pollution in the region under any alternative. Given these considerations and the fact that the NHS is open for daytime use only, the topic of night sky is dismissed.

Paleontological Resources

Paleontological Resources are not known to occur within the park, and therefore this impact topic was not considered further.

Prime or Unique Farmlands

The Council on Environmental Quality's 1980 memorandum on prime and unique farmlands states that prime farmlands have the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. Unique agricultural land is land other than prime farmland that is used for production of specific high-value food and fiber crops. Both categories require that the land be available for farming uses. Lands within park are not available for farming uses, nor do they meet these definitions. This impact topic was dismissed from further consideration.

Urban Quality and Design of the Built Environment

Consideration of this topic is required by 40 CFR 1502.16. The quality of urban areas is not a significant factor in planning for the NHS because of its rural location. Nonetheless, vernacular architecture would be taken into

consideration for any building rehabilitation or new structures built under the action alternatives. Emphasis would be placed on designs, materials, and colors that do not detract from the natural and built environment. Given these considerations, no further analysis of this topic is necessary.

Wilderness and Wild and Scenic Rivers

Wilderness areas and wild and scenic rivers are Congressional designations. There are no such designations in or near the NHS, and no areas or rivers that would be potentially eligible for designation. Thus this topic is dismissed from further analysis.

ALTERNATIVES

INCLUDING THE PREFERRED ALTERNATIVE



INTRODUCTION

Many aspects of the desired future management emphasis of Tuskegee Airmen NHS are defined in the park's legislation, purpose, and significance statements, and servicewide laws and policies (as described in Chapter 1). Within these parameters, the NPS solicited input from the public, park staff, federal, state, and local government officials, and other organizations regarding the long-term management and use of Tuskegee Airmen NHS. Among other things, the planning team gathered information about existing visitor use tendencies, resource conditions, and facilities--both existing and under development--within the park, in order to help guide the decisions and recommendations presented in this plan.

Using the above information the planning team developed five management zones and five alternatives--four action alternatives and a no action alternative--to reflect the range of ideas and issues identified by park and NPS staff, interested parties, and the public.

This chapter describes the management zones and the alternatives for managing the NHS for the next 15 to 20 years. It includes tables that summarize the key differences between the alternatives and the key differences in the impacts that are expected from implementing each alternative. (The summary of

impacts table is based on the analysis in Chapter 4, "Environmental Consequences.") This chapter also describes mitigation measures that would be used to lessen or avoid impacts, the future studies that would be needed, and the environmentally preferred alternative.

MANAGEMENT ZONES AND ALTERNATIVES

The building blocks for reaching an approved plan for managing a National Park System unit are the management zones and the alternatives. All are developed within the scope of the park's purpose, significance, mandates, and legislation.

Management Zones

Management zones are descriptions of desired conditions for park resources and visitor experiences in different areas of the NHS. The management zones identify the widest range of potential appropriate resource conditions, visitor experiences, and facilities for the NHS that fall within the scope of the NHS's purpose, significance, and special mandates. Five management zones have been identified for Tuskegee Airmen NHS, including: Historic 1945 Zone, Visitor Orientation Zone, Administration Zone, Recreation Zone, and Nature Discovery Zone (see Table 2-1).

Table 2-1: Management Zones, by Desired Outcome

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
Desired Resource Conditions	The dominant character of the zone would reflect the site's period of significance and project a sense of "stepping back in time."	<p>The dominant character of the zone would be developed. Design elements would project a contemporary and welcoming character.</p> <p>Cultural and natural resources may be modified to suit visitor needs.</p> <p>Non-historic elements would be common. Extreme care would be taken to minimize negative impacts of contemporary developments to the historic character or visitor experience goals of adjacent zones.</p> <p>Non-contributing structures may exist but their design and placement would be sensitive to the historic character or visitor experience goals of adjacent zones or park neighbors.</p>	<p>The dominant character of the zone would be developed.</p> <p>Cultural and natural resources may be modified to accommodate the administrative and operational needs of the park.</p> <p>Non-contributing structures may exist but their design and placement would be sensitive to the historic character or visitor experience goals of adjacent zones or park neighbors.</p>	<p>The dominant character of the zone would be a mix of modest development and some areas left undeveloped and natural in character.</p> <p>Cultural and natural resources could be modified for passive, low impact activities.</p>	The dominant character of the zone would be undeveloped and natural in character.
Desired Visitor Experience	<p>Visitors would be encouraged to move through the zone at their own pace.</p> <p>Opportunities to learn about Moton Field, primary flight</p>	<p>This zone functions as the primary transition area for visitors. Visitors exit their vehicles, are welcomed to the site, and receive</p>	<p>Visitors do not normally enter this zone.</p>	<p>Visitors may enjoy outdoor recreation related activities in a wooded or pastoral setting.</p> <p>Roadways, open</p>	<p>Visitors may be able to experience a sense of solitude during low to moderate use periods.</p>

Table 2-1: Management Zones, by Desired Outcome

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
Desired Visitor Experience	<p>training, and other experiences of the Tuskegee Airmen would be provided through a variety of dynamic and interactive interpretive exhibits and activities.</p> <p>Increased opportunities for personal contact and dialogue between visitors, park staff, and Tuskegee University students.</p> <p>Interpreters in period dress to enhance the feeling of "stepping back in time" are strongly encouraged.</p>	<p>orientation about programs and facilities.</p> <p>Substantial opportunities for commemoration, personal reflection, and interpretive programming are available to visitors before they enter the historic complex.</p> <p>The creation of additional commemorative and interpretive venues/ memorials related to the Tuskegee Experience would be encouraged. Over time, such venues may become significant visitor attractions.</p>		<p>spaces, and other visitor service facilities in this zone may be used to support special events and during periods of high visitation.</p>	
Desired Visitor Use <u>Typical Kinds of Visitor Use:</u>	<p>Primary visitor activities include viewing cultural resources and participating in interpretive programs.</p> <p>The scope of interpretive topics would concentrate on the primary flight training experiences of Tuskegee Airmen at Moton Field.</p>	<p>Primary visitor activities include arrival and orientation, viewing cultural resources, participating in interpretive programs, walking, picnicking, and departure.</p> <p>The scope of interpretive programs would expand beyond Moton Field and pilot training to include more complex issues related to the</p>	<p>Visitors do not normally enter this zone.</p>	<p>Visitor use would be predominantly self-guided and may include hiking, walking, nature viewing, picnicking, or similar outdoor recreation endeavors. Organized athletics activities such as team sports would not occur.</p> <p>The number of NPS led interpretive programs may increase as</p>	<p>Visitor use would be predominantly self-guided and may include hiking, walking, and nature viewing.</p> <p>The number of NPS led interpretive programs may increase as visitor numbers increase over time. The scope of interpretive topics may range beyond the Tuskegee</p>

Table 2-1: Management Zones, by Desired Outcome

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
		broader Tuskegee Airmen Experience.		visitor numbers increase over time. The scope of interpretive topics may range beyond the Tuskegee Airmen Experience and include information about the site's other resources.	Airmen Experience and include additional information about the site's other cultural and natural resources.
<u>Typical Level of Visitor Use:</u>	<p>The sights and sounds of people actively engaged in interpretive programs would be evident during periods of moderate to high visitation.</p> <p>The probability of encountering park rangers would be high at most times.</p> <p>The presence of NPS management activity would be kept low profile during normal operating hours.</p> <p>Visiting most resources within this zone would require a low to moderate level of physical exertion.</p>	<p>The sights and sounds of people and vehicles would be very evident during most times. The density of visitors in this zone could be very high during periods of high visitation.</p> <p>Visitor groups may range from one or two individuals to more than 50 persons. The arrival and departure activities of private vehicles and commercial buses would be present during most times.</p> <p>The probability of encountering park staff would be high at most times. Visiting most resources within this zone would require a low level of physical exertion.</p>	<p>Contact between visitors and NPS personnel would be minimal in this zone.</p> <p>The presence of NPS park staff and NPS administrative management activities would be high at most times.</p>	<p>The probability of encountering other visitors would be moderate to high at most times. Contact between visitors and NPS personnel would be low to moderate.</p> <p>Visiting most resources within this zone would require a low level of physical exertion.</p> <p>Visitor service facilities in this zone may be used as overflow areas to support special events and during periods of high visitation.</p>	<p>The probability of encountering other visitors would be low to moderate at most times. Contact between visitors and NPS personnel would be low.</p> <p>Visiting most resources within this zone would require a low to moderate level of physical exertion.</p>

Table 2-1: Management Zones, by Desired Outcome

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
<p>Desired Development</p> <p><u>Typical Kinds of Development:</u></p>	<p>The cultural landscape and exteriors of historic structures in this zone strongly reflect the period of significance.</p> <p>Natural and manmade elements characteristic of the period of significance are added or removed to restore and rehabilitate the cultural landscape and historic built environment.</p> <p>Non-historic additions to the cultural landscape are minimized to the greatest extent possible.</p>	<p>Resources can be modified to support visitor needs. Non-historic additions to the landscape are expected but their designs are sensitive and complimentary to each other and do not negatively impact the historic character or visitor experience goals of adjacent zones.</p> <p>Facilities may include parking lots, walkways, comfort stations, information kiosks, memorial, the TANC, visitor contact station, or similar elements.</p>	<p>Resources can be modified as necessary to support park operational and administrative needs. Non-contributing elements are common but their design and placement is sensitive to the historic character or visitor experience goals of adjacent zones.</p> <p>Facilities may include parking lots, side walks, offices, storage buildings, bulk storage areas, maintenance, curatorial, emergency, and similar structures. Low maintenance designs are strongly encouraged for all facilities.</p>	<p>Resources can be modified to support visitor needs. Non-historic additions to the landscape are expected but their designs are sensitive and complimentary to resources.</p> <p>Typical facilities may include trails, benches, waysides, comfort stations, kiosks, contact stations, paved and unpaved roads, parking areas, and similar structures.</p> <p>Low maintenance designs are strongly encouraged for all facilities.</p>	<p>Resources can be modified to support visitor needs. Non-historic additions to the landscape are minimal in their intensity.</p> <p>Typical facilities may include trails, benches, and waysides.</p> <p>Low maintenance designs are strongly encouraged for all facilities.</p>

Table 2-1: Management Zones, by Desired Outcome

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
<p><u>Typical Level of Development:</u></p>	<p>The addition of non-contributing elements to the cultural landscape would be discouraged and strongly regulated. The interiors of some structures may be restored or rehabilitated to achieve visitor interpretive goals or satisfy NPS administrative needs.</p> <p>Tolerance for ground disturbance that may negatively impact undocumented archeological resources would be low.</p> <p>The presence of contemporary vehicles would be strongly discouraged during operating hours.</p>	<p>This zone may be highly developed. Actions would involve vegetation removal, grading, and new construction. Level of development must not negatively impact adjacent zones or park neighbors.</p> <p>The presence of contemporary vehicles and buses would be common at most times. The physical separation of motorized vehicle traffic and pedestrian pathways is strongly encouraged.</p>	<p>This zone may be highly developed. Actions could involve vegetation removal, grading, and new construction. The sights, sounds, and smells typically associated with maintenance and repair activities could be common.</p> <p>Contemporary structures must not negatively impact adjacent zones or park neighbors.</p>	<p>Development levels are low to high.</p> <p>New development must minimize negative impacts to adjacent zones or park neighbors.</p>	<p>Development levels are low.</p> <p>New development must minimize negative impacts to adjacent zones or park neighbors.</p>

Table 2-2: Management Zones, Types of Activities and Development Allowed

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
	Areas that focus on restoration and preservation of resources, education, and outreach. Encompasses the core historic resources across all of the alternatives.	Areas where the visitor experience would include such things as orientation to the park, viewing historic resources, self-guided tours, and picnicking.	Areas that focus on site operations. Visitors typically would not enter this zone except to conduct research or for official business.	Areas that focus on visitor access, providing recreational opportunities, education, and outreach.	Areas that would focus on restoring and preserving natural resources, education, and outreach.
TYPES OF VISITOR ACTIVITIES					
Barbecuing		X		X	
Dog walking		X		X	
Guided tours	X				
Hiking				X	X
Interact with people in period dress	X				
Kite flying				X	
Model airplane flying				X	
Nature viewing				X	X
Park orientation		X		X	
Picnicking		X		X	
Reflective experience	X	X			X
Research	X	X	X		X
Self-guided tours	X	X			X
Solitary experience					X
Viewing cultural resources	X	X			X
Viewing programs	X	X		X	X
Walking	X	X		X	X
TYPES OF FACILITIES AND DEVELOPMENT					
Barbecue grills		X		X	
Benches	X	X		X	X
Bike racks		X		X	X
Concessions-food	X				
Contact station		X		X	
Costume storage	X				

Table 2-2: Management Zones, Types of Activities and Development Allowed

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
Designated group program areas	X	X		X	
Dumpsters	X		X		
Eastern National	X				
Emergency	X		X		
Equipment storage	X		X		
Exhibit areas	X	X			
Foot bridge	X	X		X	X
Ghost structures	X				
Group shelters		X		X	
Maintenance	X		X		
Memorials, TANC		X			
Offices	X	X	X		
Open space areas				X	
Oral history/research	X				
Overlooks		X		X	X
Paved parking	X	X	X	X	
Picnic areas		X		X	
Restrooms	X	X	X	X	
Retention ponds	X		X		X
Roadways / paved	X	X	X	X	
Roadways / unpaved	X	X	X	X	X
Sidewalks	X	X	X	X	
Signage	X	X	X	X	X
Storage	X	X	X		
Trails - natural				X	X including boardwalks
Trails-hardened	X	X		X	
Trash receptacles	X	X		X	X
Unpaved parking areas			X	X	X
Utilities	X	X	X	X	X
Vehicle bridge			X	X	
VIP Pads/Hookups				X	
Visitor Center	X				
Waysides/kiosks	X	X		X	X

THE ALTERNATIVES

This GMP/EIS presents five alternatives, including the NPS preferred alternative, for the future management of Tuskegee Airmen NHS. Alternative A, the "no action" alternative, represents a continuation of existing management direction. Alternative A is included as a baseline for comparing the consequences of implementing each of the other alternatives. Pursuant to the NEPA, the NPS is required to include the no action alternative for comparison purposes. The other "action" alternatives are Alternative B, Alternative C, Alternative D, which is the Preferred Alternative, and Alternative E. The four action alternatives present different ways to manage resources, provide for visitor use and enjoyment, and improve facilities and infrastructure at Tuskegee Airmen NHS over the next 15 to 20 years. The alternatives have been developed to be consistent and within the parameters of the park's enabling legislation, purpose, significance, and special mandates and policies.

The alternatives represent the full range of what could be reasonably accomplished with regard to future cultural resource conditions, natural resource conditions, visitor use and experience, and facilities and development at Tuskegee Airmen NHS. To the degree possible, the alternatives both incorporate and reflect the concerns, comments, and issues that were identified during the NPS internal, stakeholder, and public scoping process. The visual representations of each of the alternatives were developed

by overlaying the management zones in different configurations on a map of Tuskegee Airmen NHS.

Each alternative was developed in accordance with NPS mandates, laws, and policies. The following is a summary of the steps used to develop the alternatives:

- The NPS received written public comments over a 45-day comment period and at three separate public meetings held at the Tuskegee Airmen NHS Visitor Center in July 2004. All public meetings were announced via newsletters, newspaper, public service announcements, and postings in public places.
- The comments were reviewed by the NPS planning team and then further sorted into the following categories, in accordance with NPS planning guidelines: (1) actions that cannot be done because they are inconsistent with existing NPS laws or policies; (2) actions that must be addressed because they are mandated by existing laws, regulations, policies or mandates; (3) interests or concerns that are appropriate to consider in a GMP; and (4) actions that are more appropriately addressed by other types of plans, such as an implementation plan.
- The planning team developed five preliminary alternatives within the framework of the park's legislation, purpose, significance, and special mandates and policies.
- These preliminary alternatives were presented during public meetings conducted at the National Guard Armory in

Tuskegee and the Tuskegee Airmen NHS Visitor Center in November 2006. All public meetings were announced via newsletters, newspaper, public service announcements, and postings in public places.

The alternatives focus more conceptually on desired future resource conditions and visitor experiences, including appropriate kinds and levels of management, use, and development at Tuskegee Airmen NHS. The alternatives do not specifically describe how such conditions, uses, and experiences should be achieved over the next 15 to 20 years. Thus, the alternatives do not include specific details on resource or visitor use management. For example, the exact number and location of trails in various areas of the park are not detailed in this GMP. Such information would be provided in a trail development plan or similar type of plan (i.e. implementation plan). However, due to the need to provide cost estimates for each of the alternatives, the planning team identified certain facilities and related infrastructure that could be accommodated in each of the alternatives (see Table 2-2). The amounts (e.g. number, lengths) for the facilities and infrastructure are only rough estimates. Approximate upper limits are provided for each of the alternatives.

More detailed implementation plans or studies will need to be completed and implemented before many of the conditions proposed in the alternatives can be achieved. The implementation of the approved plan, no matter which alternative, will depend on

future NPS funding levels and servicewide priorities, and on partnership funds, time, and effort. The approval of a GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan could be many years in the future. An environmental assessment would be prepared for each action or project and would specify site specific impacts and mitigation measures needed for implementation.

IDENTIFICATION OF THE PREFERRED ALTERNATIVE

The NPS used a decision-making system called "Choosing by Advantages" to select the preferred alternative. Choosing by Advantages was developed by Jim Suhr, author of The Choosing by Advantages Decision-making System. The fundamental rule in this system is that sound decisions must be based on the importance of advantages and be anchored in relevant facts. This minimizes subjectivity in the decision-making process and allows the decision to be as objective as possible. For example, the question "Is it more important to protect natural resources or cultural resources?" is "unanchored." The question has no relevant facts on which to make a decision. Without such facts, it is impossible to make a defensible decision. The Choosing by Advantages system instead asks us to decide which alternative gives the greatest advantage in protecting natural resources and cultural resources. To answer this question, relevant facts would be used to determine the advantages that the alternatives provide for both kinds of resources. For example,

we may have facts that show that two alternatives disturb or restore equal amounts of vegetation, so neither alternative would be more advantageous than the other in protecting natural resources. On the other hand, we may have relevant facts that show that one alternative would disturb five known historic sites, while the other alternative would disturb only one. This alternative, then, would be more advantageous since it provides natural resource protection (equal to the other alternative) and also provides the greatest protection to cultural resources.

The first step in the Choosing by Advantages process was deciding the factors to be used in the decision. The planning team selected the following eight factors:

1. Extent to which alternative preserves and/or restores natural environment.
2. Extent to which cultural landscape is restored and non-historic features (Visitor contact station, benches, kiosks, etc.) are kept out of the cultural landscape.
3. Potential for solitary experiences.
4. Potential for a variety of recreational opportunities.
5. Potential for interpretive and educational opportunities (in addition to those provided in core historic areas).
6. Potential for visitor services and facilities (in addition to those provided in core historic areas).
7. Potential for operational efficiency.

8. Potential for protecting public and employee health, safety, and welfare.

The team discussed each factor and reached consensus regarding how the factors should be characterized for each of the five alternatives. In addition, cost estimates for each alternative were considered in this process.

The planning team selected Alternative D as the preferred alternative (i.e. proposed action) to guide the future management of Tuskegee Airmen NHS.

ACTIONS COMMON TO ALL ALTERNATIVES

Each of the alternatives provides preservation and protection for cultural and natural resources, a diverse visitor experience, and future facilities within the park.

The following elements are common to Alternatives A, B, C, D, and E:

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.
- Currently, there are 6 existing full-time equivalent staff (FTEs); the park has been approved for 14 additional FTEs.
- Due to the distance and topography of the area between the parking lot and the historic core area, visitors with disabilities and those who find it too difficult to walk will be made available an on-call mobility vehicle to

- shuttle them from the parking area to the historic core area.
- The park's museum collection would be stored at Tuskegee Airmen NHS and Tuskegee Institute NHS, which is located four miles away. A storage needs assessment would be conducted to determine space needs and related requirements for future storage of the collection. Any future decisions regarding the NHS's collections will conform to the servicewide Park Museum Collection Storage Plan (2007).
 - Pursuant to the park enabling legislation, the NPS will consult with Tuskegee University as its principal partner in determining the organizational structure, developing the ongoing interpretive themes, and establishing policies for the wise management, use, and development of the historic site. (§303-d-2)
 - Pursuant to the park enabling legislation, subsequent development of the historic site shall reflect the preferred action of the DCP after an agreement is reached with Tuskegee University on the development of TANC, including its location, as described in section 304. (§303-d-4)
 - Ongoing efforts by NPS will continue in order to acquire the following parcels located within the park boundary: 1) Two parcels owned by Tuskegee University adjacent to Chappie James Avenue 2) One parcel owned by the City of Tuskegee adjacent to Chappie James Avenue (see map for Alternative A).
 - Any properties within the park boundary under non-NPS ownership that are acquired by the NPS during the life of this plan will be evaluated for potential use pursuant to current NPS Management Policies.
 - For any properties within the park boundary not acquired by the NPS, to the extent possible the NPS will provide input to encourage uses of such properties that are both appropriate and compatible with the purpose of the park.
 - The NPS has completed Phase 1 and Phase 2 of the preservation and rehabilitation of the Tuskegee Airmen NHS in accord with the enabling legislation and DCP. Construction associated with Phase 1 included the restoration and rehabilitation of Hanger #1, restoration of some of the historic landscape and furnishings, restoration of the exterior of the control tower, rehabilitation of the warehouse/vehicle storage, rehabilitation of the bath and locker building for administrative use, installation of drainage and stormwater retention structures, and the construction of some parking areas and grading of the remaining parking areas. Phase 2 included construction of a picnic area, construction of a service entrance, reconstruction of Hanger #2 and build out of the main hanger area for exhibits, restoration of the interior of the control tower, restoration of the tarmac, construction of bus parking, continued restoration of the historic landscape and furnishings, and construction of another

- portion of the automobile parking area. Visitor facilities would be provided and maintained throughout the core historic area in accordance with the DCP.
- Phase 3 of the preservation and rehabilitation of the Tuskegee Airmen NHS has not yet been funded. Actions that would be completed as part of this phase include restoration of the tennis court surface, construction of a ghost structure (physical plant warehouse), and construction of some parking and pedestrian walkways. Although this phase has not been funded, funding would be sought if Alternative A were implemented in accordance with the enabling legislation and the DCP.
 - Pursuant to the *Report to the U.S. Congress: Proposed Partnership for Development of the Tuskegee Airmen National Center (2002)*, prepared by the NPS in consultation with Tuskegee University and Tuskegee Airmen, Inc., the TANC would provide the story of the Tuskegee Airmen, emphasizing the past, present, and future of military aviation and training. The purpose of the TANC is to extend the ability of the NHS to relate the full story of the Tuskegee Airmen for visitors. The development and operation of the TANC would be dependent on strong participation and leadership from private and public sources. The primary partners recognized in Public Law 105-355 include the NPS, Tuskegee University, and Tuskegee Airmen, Inc. The partnership includes the establishment of a trust for TANC and participation and assistance from a variety of private organizations, corporations, foundations, individuals, and federal, state, and local agencies.
 - The *Report to the U.S. Congress: Proposed Partnership for Development of the TANC* envisions a support role for the NPS that would include the development of partnerships, architectural services, and operational assistance, which would include, but not be limited to, interpretation, curatorial services, maintenance, and law enforcement. Cost of salary and benefits for NPS staff personnel would be reimbursed by the trust.
 - The TANC would include a full-scale military museum, major exhibits with period military aircraft and equipment similar to those used by the Tuskegee Airmen in World War II, and an audiovisual presentation and interactive exhibits and programs. The TANC would also contain the Charles Alfred Anderson Department of Aviation Science and would eventually contain visitor contact information and orientation for the entire site, with a Tuskegee Airmen Memorial in the form of a Wall of Honor that would include a list of the names of all Tuskegee Airmen as well as a statue of "Chief" Anderson.
 - The TANC would be located close to the principal welcome and orientation areas and the Tuskegee Airmen Memorial. The site can accommodate the Airfield Operations component of Tuskegee University. If Tuskegee University elects to locate this component on the site, it would be separated visually and physically from

the Historic Core Area so as to not interfere with the visitor understanding of this historic component of the site. Vehicle access and parking can be an extension of the primary public access system instituted by the NPS, with service access available from the southeast (Hartrampf 2004).

- The proposed campaign to raise necessary funds to develop the TANC, as described in the *Report to the U.S. Congress: Proposed Partnership for Development of the Tuskegee Airmen National Center (2002)*, prepared by the NPS in consultation with Tuskegee University and Tuskegee Airmen, Inc. Costs for constructing the TANC are not included in any of the alternatives.
- Once the TANC is fully functional it will house the visitor contact station. In the interim, the existing visitor contact station will continue to be the main point of contact for visitors.
- The proposed Airmen Memorial, which will serve as a memorial to the Tuskegee Airmen, is part of the fundraising effort for the TANC. Space within the NHS has been set aside and designated for the Airmen Memorial.

ALTERNATIVE A – CONTINUE CURRENT MANAGEMENT (NO ACTION)

Alternative A is the no action alternative. NEPA guidelines require an assessment of the impacts of the no action alternative, which is defined as a continuation of current park management practices into the future. The no action alternative is used as a way to evaluate the effects of the other four action alternatives and is also useful in understanding why changes for the future management of the park are necessary.

GENERAL THEME

Under Alternative A, the park's enabling legislation and the DCP would be the long-term documents to guide the management and development of Tuskegee Airmen NHS. Zoning would not be applied. The park would continue its management practices at the current authorized levels of enforcement, resource management, and education and interpretation. The map of Alternative A represents the park as it currently exists (see Figure 1: Alternative A at the end of this section).

The NPS has completed Phase 1 and Phase 2 of the preservation and rehabilitation of the Tuskegee Airmen NHS in accord with the enabling legislation and DCP. Construction associated with Phase 1 included the restoration and rehabilitation of Hanger #1, restoration of some of the historic landscape and furnishings, restoration of the exterior of the control tower, rehabilitation of the warehouse/vehicle storage, rehabilitation of the bath and locker building for administrative

use, installation of drainage and stormwater retention structures, and the construction of some parking areas and grading of the remaining parking areas. Phase 2 included construction of a picnic area, construction of a service entrance, reconstruction of Hanger #2 and build out of the main hanger area for exhibits, restoration of the interior of the control tower, restoration of the tarmac, construction of bus parking, continued restoration of the historic landscape and furnishings, and construction of another portion of the automobile parking area. Visitor facilities would be provided and maintained throughout the core historic area in accordance with the DCP.

Phase 3 of the preservation and rehabilitation of the Tuskegee Airmen NHS has not yet been funded. Actions that would be completed as part of this phase include restoration of the tennis court surface, construction of a ghost structure (physical plant warehouse), and construction of some parking and pedestrian walkways. Although this phase has not been funded, funding would be sought if Alternative A were implemented in accordance with the enabling legislation and the DCP.

Pursuant to the *Report to the U.S. Congress: Proposed Partnership for Development of the Tuskegee Airmen National Center (2002)*, prepared by the NPS in consultation with Tuskegee University and Tuskegee Airmen, Inc., the TANC would provide the story of the Tuskegee Airmen, emphasizing the past, present, and future of military aviation and training. The purpose of the TANC is to extend

the ability of the NHS to relate the full story of the Tuskegee Airmen for visitors. The development and operation of the TANC would be dependent on strong participation and leadership from private and public sources. The primary partners recognized in Public Law 105-355 include the NPS, Tuskegee University, and Tuskegee Airmen, Inc. The partnership includes the establishment of a trust for TANC and participation and assistance from a variety of private organizations, corporations, foundations, individuals, and federal, state, and local agencies.

The Report to the U.S. Congress: Proposed Partnership for Development of the TANC envisions a support role for the NPS that would include the development of partnerships, architectural services, and operational assistance, which would include, but not be limited to, interpretation, curatorial services, maintenance, and law enforcement. Cost of salary and benefits for NPS staff personnel would be reimbursed by the trust.

The TANC would include a full-scale military museum, major exhibits with period military aircraft and equipment similar to those used by the Tuskegee Airmen in World War II, and an audiovisual presentation and interactive exhibits and programs. The TANC would also contain the Charles Alfred Anderson Department of Aviation Science and would eventually contain visitor contact information and orientation for the entire site, with a Tuskegee Airmen Memorial in the form of a Wall of Honor that would include a list of the names of all Tuskegee

Airmen as well as a statue of "Chief" Anderson.

The TANC would be located close to the principal welcome and orientation areas and the Tuskegee Airmen Memorial. The site can accommodate the Airfield Operations component of Tuskegee University. If Tuskegee University elects to locate this component on the site, it would be separated visually and physically from the Historic Core Area so as to not interfere with the visitor understanding of this historic component of the site. Vehicle access and parking can be an extension of the primary public access system instituted by the NPS, with service access available from the southeast (Hartrampf 2004).

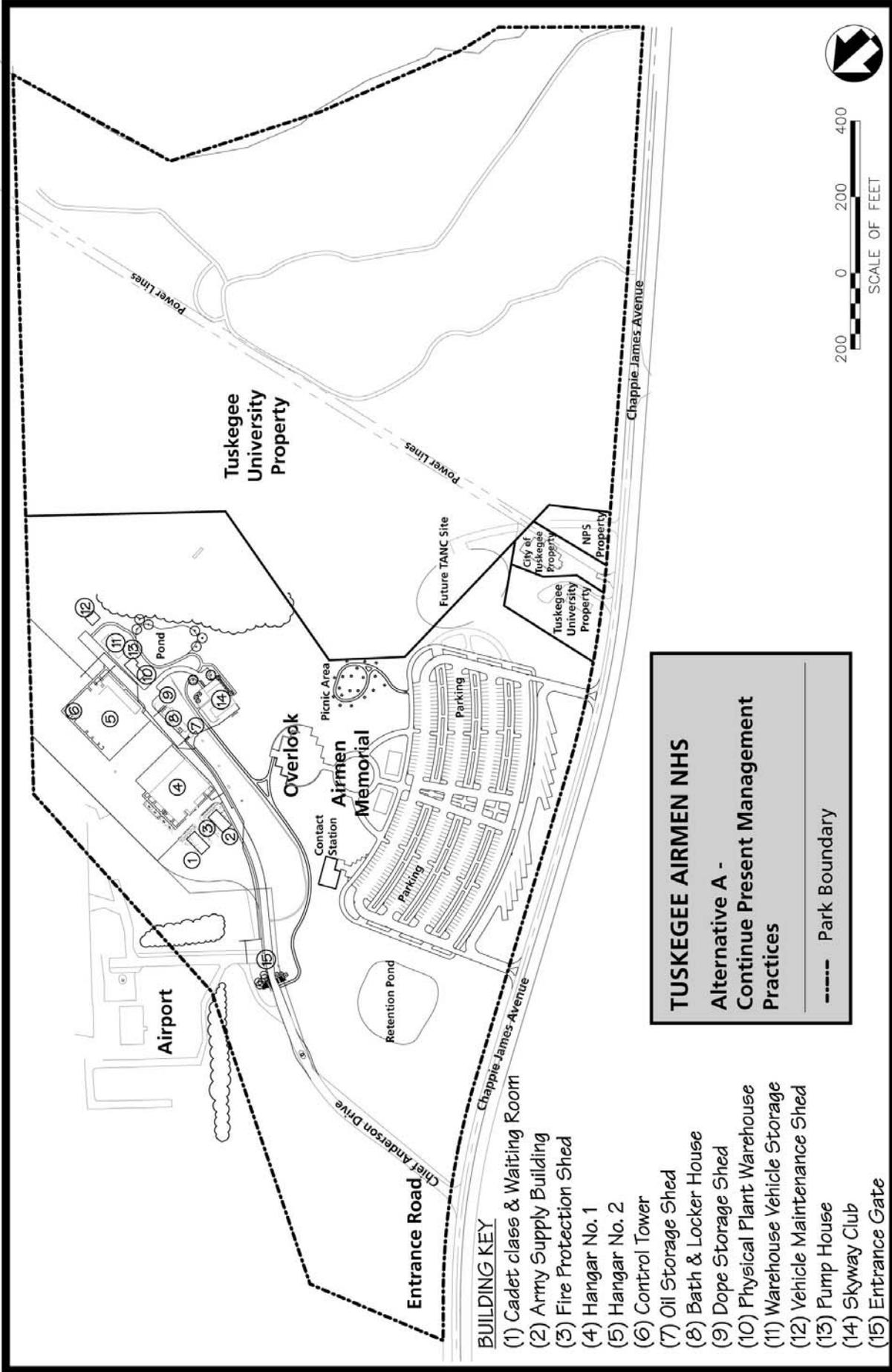
FEATURES OF ALTERNATIVE A

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.
- Very low potential for recreational variety. There would be no additional trails, picnic areas, or designated areas for recreation.
- Very low potential for interpretive and educational opportunities (in addition to those provided in core historic and visitor areas).
- Very low potential for visitor services and facilities (in addition to those provided in core historic and visitor areas).
- Approximately two-thirds of the 90-acre site would be mostly undeveloped and not actively managed.
- There would be the potential for high operational efficiency due

to the concentration of visitors and facilities in a small area.

- There would be very high potential for ensuring visitor health and safety due to low visitor dispersion in the park and a more controlled (but limited) visitor experience.

Figure 1: Alternative A, Tuskegee Airmen NHS



ALTERNATIVE B

GENERAL THEME

The general theme of Alternative B is to emphasize the natural environment by keeping Tuskegee Airmen NHS largely undeveloped and natural in character outside of the core historic and visitor areas. As one of the action alternatives, Alternative B applies zoning and accompanying management prescriptions, as described above, to present a blueprint for future resource conditions, visitor experiences, and facilities for Tuskegee Airmen NHS (see Figure 2: Alternative B at the end of this section).

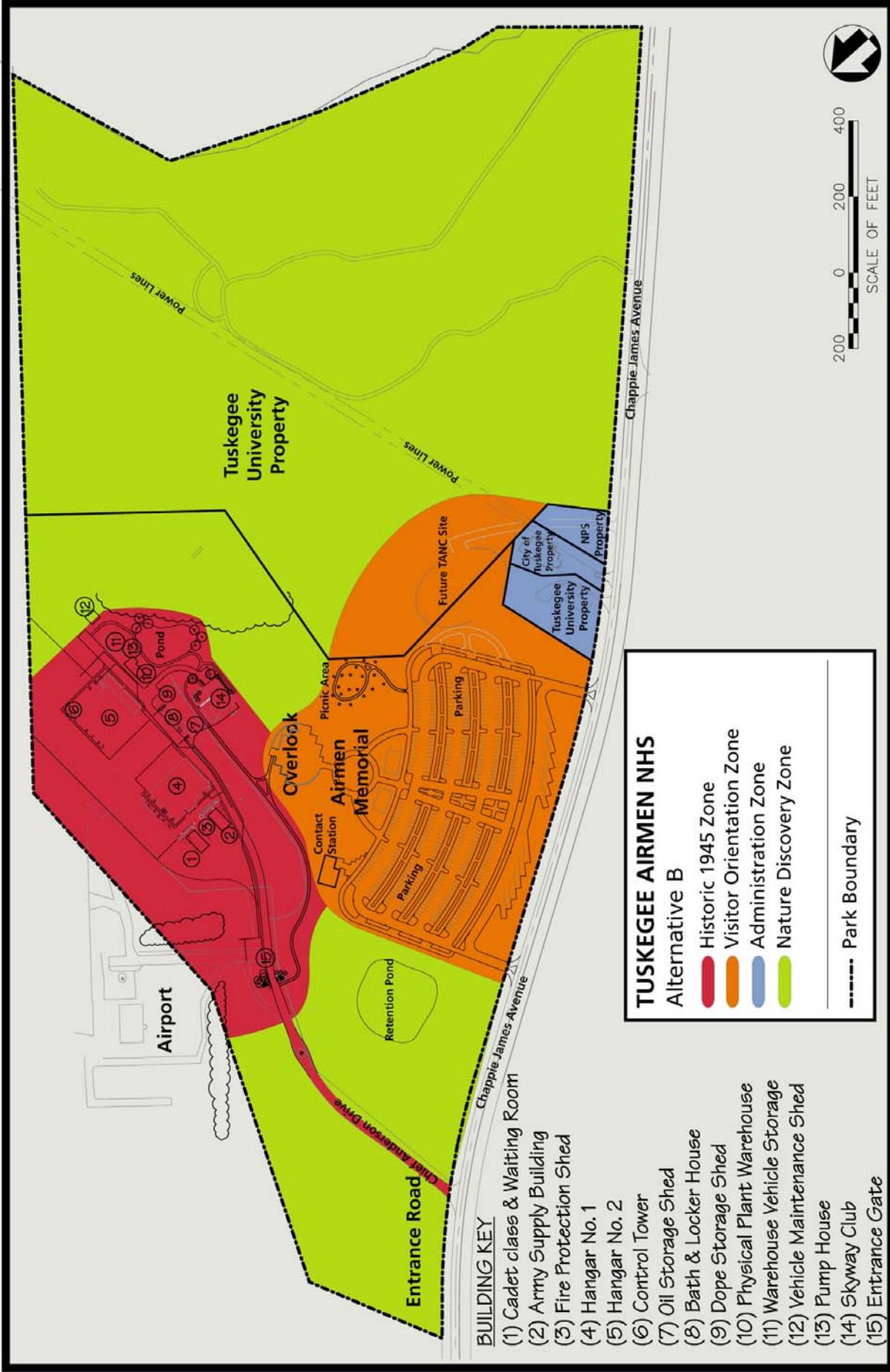
FEATURES OF ALTERNATIVE B

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.
- The Historic 1945 Zone encompasses the two hangars, Skyway Club, locker building, maintenance warehouse, entrance road, and front gate.
- The Nature Discovery Zone encompasses approximately two-thirds of the site, including most of the eastern half of the site and a smaller area in the western portion of the site, which is bisected by the entrance road.
- The Visitor Orientation Zone encompasses the parking area, the TANC site, Airmen Memorial, picnic area, overlook and visitor contact station.
- The Administration Zone is located just south of the parking areas (occupying the three smaller parcels currently owned by Tuskegee University, the City of Tuskegee, and the NPS). The Administration Zone would be accessed from Chappie James Avenue.
- There are no areas zoned for recreation (i.e. Recreation Zone).
- Potential areas and opportunities for implementing visitor interpretive programs are the most limited compared to the other action alternatives.
- There would be high potential for solitude due to large portions of the park zoned as natural areas.
- Visitor services and facilities (in addition to those provided in the core historic and visitor areas) could include up to 4,000 ft of natural trails and 10 additional wayside exhibits.
- Potential for interpretive and educational opportunities (in addition to those provided in core historic and visitor areas) would be moderate to high due to the potential for additional wayside exhibits.
- Potential for high operational efficiency due to only a small number of additional facilities to manage.
- Potential to have low adverse effects on ensuring public and employee health and safety due to the low dispersion of visitors compared to the other action alternatives.
- An additional 2 FTE maintenance staff would be needed to support the recommended actions associated with this alternative, as described above.

The planning team further identified the following facilities and infrastructure that could be accommodated in Alternative B:

- Vehicle maintenance/storage shed in the Administration Zone.
- Waysides, natural surfaced trails.
- Tram or other visitor on-call mobility vehicle.

Figure 2: Alternative B, Tuskegee Airmen NHS



ALTERNATIVE C

GENERAL THEME

Alternative C aims to accommodate restoration of the most areas of the park to the 1941-1945 historic period of significance, while providing an emphasis on the natural environment outside of the core historic and visitor areas. As one of the action alternatives, Alternative C applies zoning and accompanying management prescriptions, as described above, to present a blueprint for future resource conditions, visitor experiences, and facilities for Tuskegee Airmen NHS (see Figure 3: Alternative C at the end of this section).

FEATURES OF ALTERNATIVE C

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.
- The Historic 1945 Zone is the largest of all the alternatives, encompassing the core historic areas as well as areas to the southeast and to the west (adjacent to the historic entrance road), allowing for the broadest restoration and interpretive programs related to the Tuskegee Airmen story.
- The Nature Discovery Zone encompasses slightly more than half of the site, including most of the eastern half of the site.
- The Visitor Orientation Zone encompasses the parking area, TANC site, Airmen Memorial, picnic area, overlook and visitor contact station (same as Alternative B).
- The Administration Zone is located just south of the parking areas (occupying the

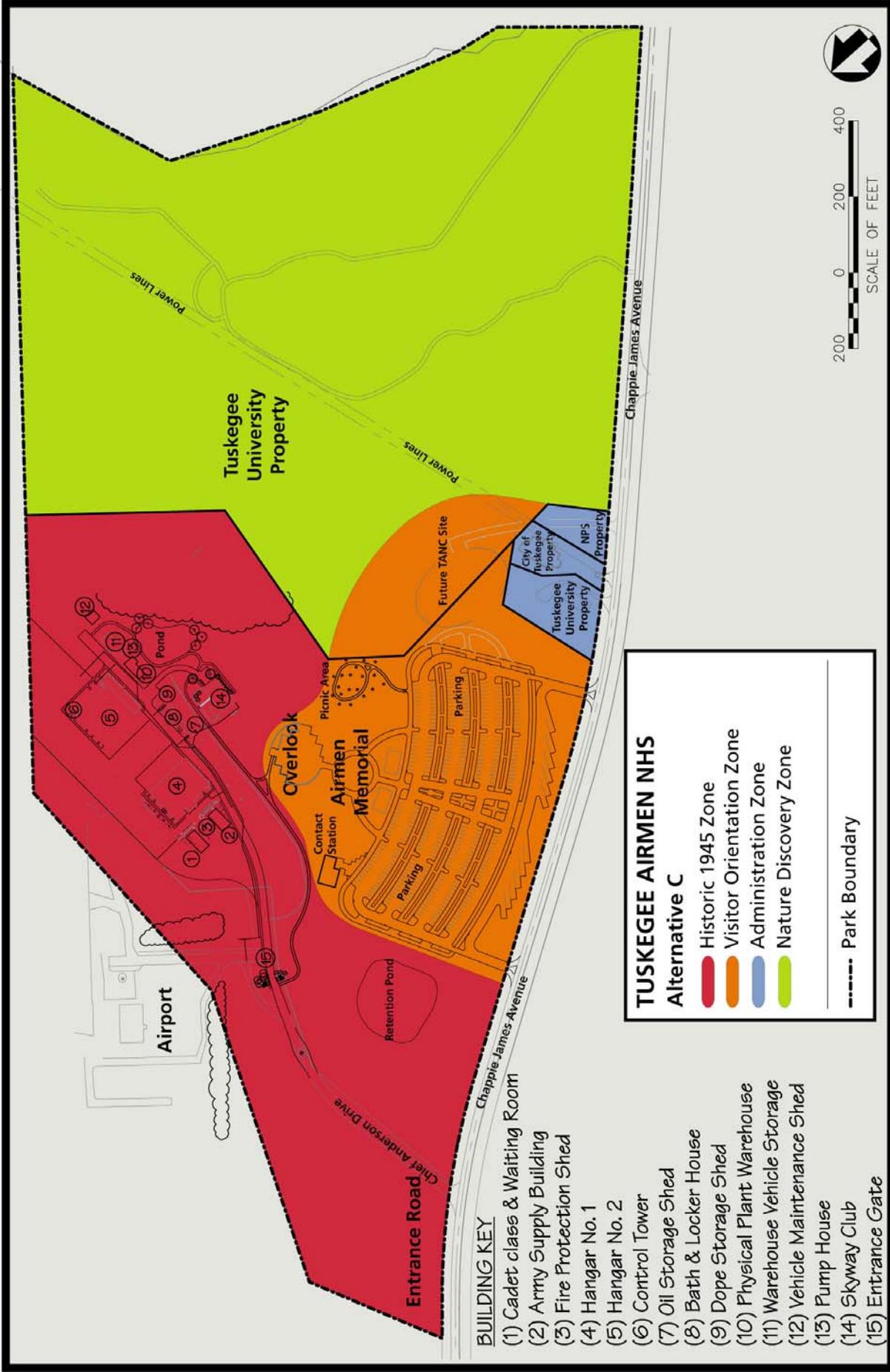
three smaller parcels currently owned by Tuskegee University, the City of Tuskegee, and the NPS). The Administration Zone would be accessed from Chappie James Avenue (same as in Alternative B).

- There are no areas zoned for recreation (i.e. Recreation Zone).
- There would be high potential for solitude due to large portions of the park zoned as natural areas.
- Visitor services and facilities (in addition to those provided in the core historic and visitor areas) could include up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits.
- Potential for interpretive and educational opportunities (in addition to those provided in the core historic and visitor areas) would be moderate to high due to the potential for additional wayside exhibits.
- Potential to have low to moderate adverse effects on operational efficiency due to the small number of additional facilities to manage and maintain and the potential for visitors to be dispersed over a wider area.
- Potential to have low to moderate adverse effects on ensuring public and employee health and safety due to the modest dispersion of visitors compared to the other action alternatives.
- An additional 2 FTE maintenance staff would be needed to support the recommended actions associated with this alternative, as described above.

The planning team further identified the following facilities and infrastructure that could be accommodated in Alternative C:

- Vehicle maintenance/storage shed in the Administration Zone.
- Waysides, natural surfaced and hardened trails.
- Tram or other visitor on-call mobility vehicle.

Figure 3: Alternative C, Tuskegee Airmen NHS



ALTERNATIVE D - AGENCY & ENVIRONMENTALLY PREFERRED ALTERNATIVE

GENERAL THEME

Alternative D aims to provide the most diversity of visitor interpretive programs and recreational opportunities. Alternative D would accommodate enhanced interpretive and recreational opportunities not provided in the previous three alternatives. As one of the action alternatives, Alternative D applies zoning and accompanying management prescriptions, as described above, to present a blueprint for future resource conditions, visitor experiences, and facilities for Tuskegee Airmen NHS. Alternative D is the only alternative to contain all five of the management zones (see Figure 4: Alternative D at the end of this section).

FEATURES OF ALTERNATIVE D

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.
- The Historic 1945 Zone is smaller than Alternative C but larger than Alternative B. The zone encompasses the core 1945 historic areas as well as areas to the west (adjacent to the historic entrance road), allowing for broad restoration and interpretive programs related to the Tuskegee Airmen story.
- The Nature Discovery Zone encompasses approximately one-third of the site, including large areas of the eastern portion of the site.
- The Visitor Orientation Zone is slightly larger than in Alternatives B and C,

encompassing the parking area, TANC site, Airmen Memorial, picnic area, overlook, visitor contact station, and the small parcel along Chappie James Avenue that is currently owned by the Tuskegee University.

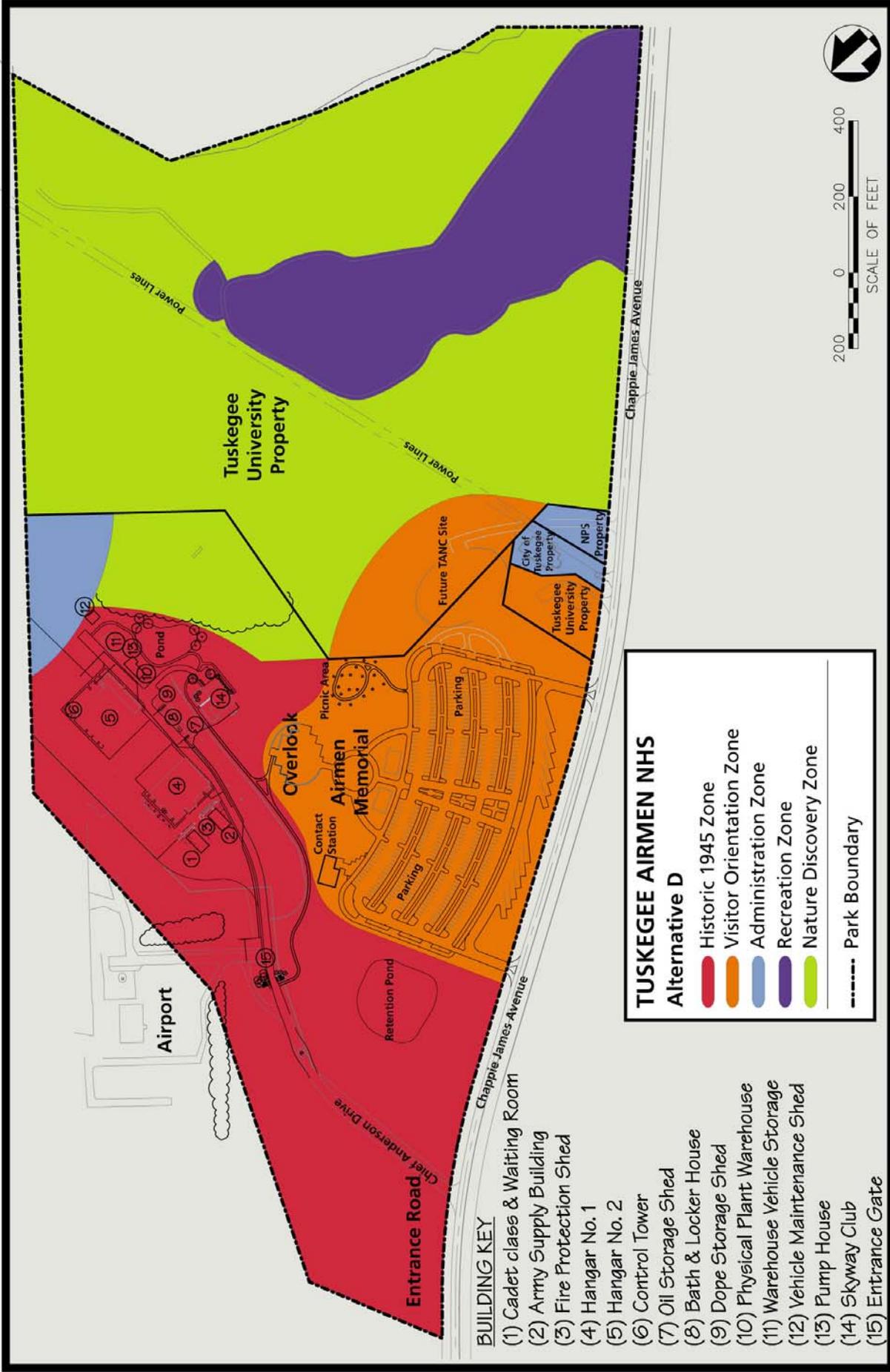
- Administration Zones are provided in two areas. There is an area along Chappie James Avenue (occupying the two parcels currently owned by City of Tuskegee and the NPS) and a triangular area just east of the hangars that extends to the park boundary. Pursuant to the General Management Planning Dynamic Sourcebook, March 2008, providing two zones would allow greater management flexibility in the future for determining the most appropriate location for administration and maintenance facilities as compared to the other action alternatives. The area adjacent to the hangars could be accessed through the Historic 1945 Zone via the historic entrance road or via the Nature Discovery Zone (unpaved road surface).
- The Recreation Zone encompasses areas in the southeastern portion of the site. The boundary of this zone follows existing roadbeds. This zone would allow low impact recreational activities and interpretive program topics that broaden out beyond the Tuskegee Airmen story. Visitor use would be predominantly self-guided. Activities could include hiking, walking, nature viewing, picnicking, and similar outdoor recreation endeavors.
- There would be a moderate to high potential for solitude due to substantial portions of the park zoned as natural areas.

- Visitor services and facilities (in addition to those provided in core historic and visitor areas) could include up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 additional wayside exhibits, 3 kiosks, and a small group program area that could accommodate up to 30 people.
- Potential for interpretive and educational opportunities (in addition to those provided in core historic and visitor areas) would be high due to the potential for additional waysides, new kiosks and the group program area.
- Potential to have moderate adverse effects on operational efficiency due to the modest addition of facilities to manage and maintain and the potential for visitors to be dispersed over a large area.
- Potential to have moderate adverse effects on ensuring public and employee health and safety due to the elevated dispersion of visitors compared to the other action alternatives.
- An additional 4 FTE maintenance and 2 FTE interpretive staff would be needed to support the recommended actions associated with this alternative, as described above.
- Up to two (2) VIP/host pads with hookups to accommodate volunteers who commit to working in the park for extended periods of time.
- The Recreation Zone could provide unpaved parking to accommodate up to eight (8) cars and two (2) buses; providing parking in this area would eliminate the need for visitors to walk to this area along Chappie James Avenue and could potentially provide access to this area after normal business hours.
- Waysides, natural surfaced and hardened trails.
- Tram or other visitor on-call mobility vehicle.
- An open space area for low impact recreation—maximum of one (1) acre.

The planning team further identified the following facilities and infrastructure that could be accommodated in Alternative D:

- Vehicle maintenance/storage shed in one of the two Administration Zones.
- Picnic areas with tables and one (1) small shelter.
- Unpaved single lane roads up to 3,500 ft in length.

Figure 4: Alternative D, Tuskegee Airmen NHS



ALTERNATIVE E

GENERAL THEME

Alternative E aims to accommodate restoration of a large portion of the park to the 1941-1945 historic period of significance while offering the most recreational opportunities of all the alternatives outside of the core historic and visitor areas. As one of the action alternatives, Alternative E applies zoning and accompanying management prescriptions, as described above, to present a blueprint for future resource conditions, visitor experiences, and facilities for Tuskegee Airmen NHS (see Figure 5: Alternative E at the end of this section).

FEATURES OF ALTERNATIVE E

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.
- The Historic 1945 Zone is slightly smaller than in Alternative C, but larger than in Alternatives B and D. The zone encompasses the core 1945 historic areas as well as areas to the southeast and to the west (adjacent to the historic entrance road), allowing for extensive restoration and interpretive programs related to the Tuskegee Airmen story.
- The Visitor Orientation Zone encompasses the parking area, TANC site, Airmen Memorial, picnic area, overlook and visitor contact station. The Visitor Orientation Zone is the largest of the alternatives, including the three smaller parcels currently owned by Tuskegee University, the City of

Tuskegee, and the NPS along Chappie James Avenue that were zoned for administrative use in the other action alternatives.

- The Administration Zone contains only the triangular area just east of the hangars that extends to the park boundary. The area would be accessed via the Recreation Zone.
- The Recreation Zone encompasses slightly more than half of the site, including most of the eastern half of the site. This zone would allow low impact recreational activities and interpretive program topics that broaden out beyond the Tuskegee Airmen story. Visitor use would be predominantly self-guided. Activities could include hiking, walking, nature viewing, picnicking, and similar outdoor recreation endeavors.
- Visitor services and facilities (in addition to those provided in core historic and visitor areas) could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people.
- Compared to the other action alternatives, there would be fewer opportunities for solitude due to the exclusion of the Nature Discovery Zone.
- Potential to have significant adverse effects on operational efficiency due to extensive additional facilities to manage and maintain and the potential for visitors to be dispersed over a large area.
- Potential to have significant adverse effects on ensuring public and employee health and

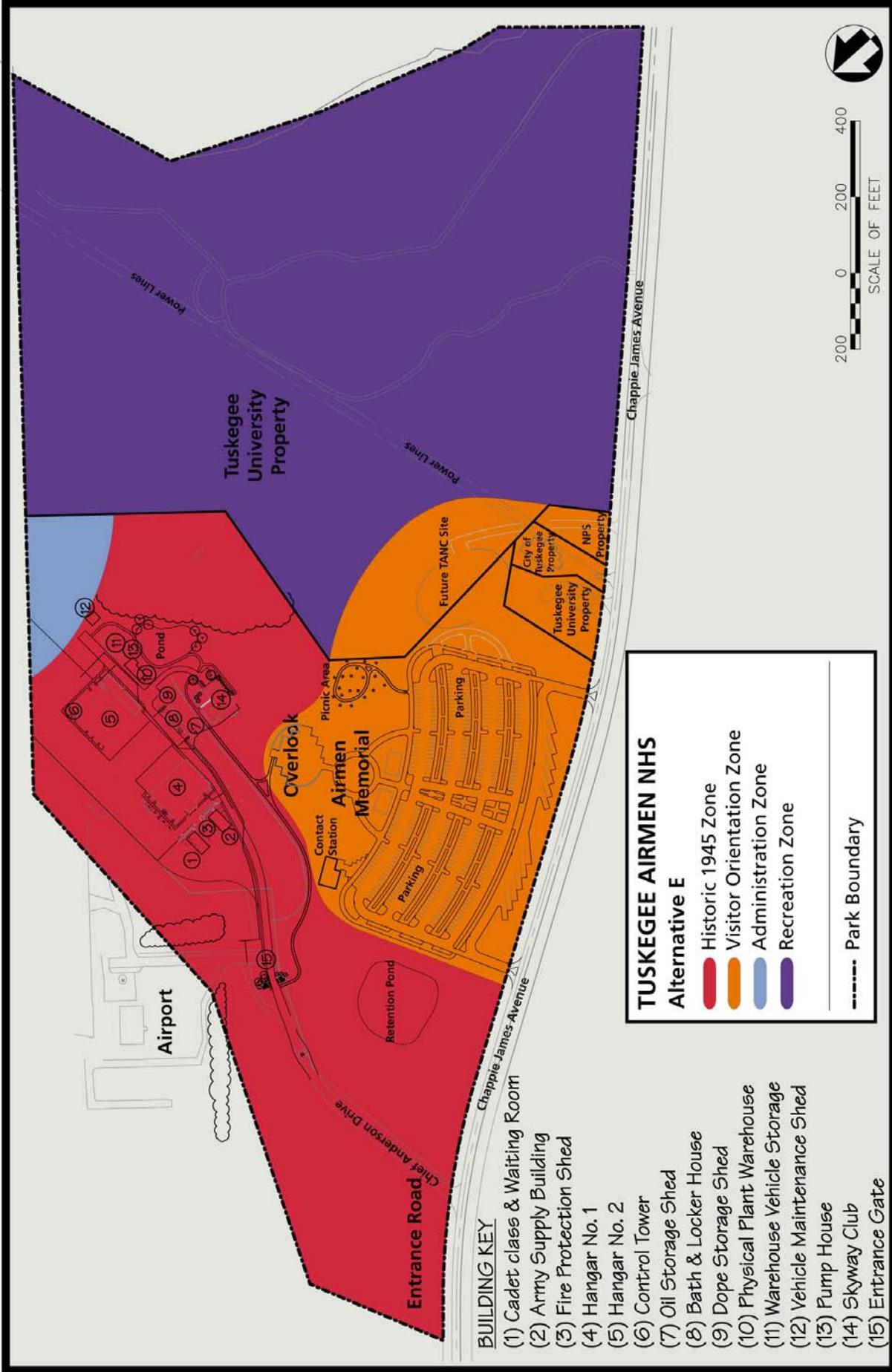
safety due to the high dispersion of visitors compared to the other action alternatives.

- An additional 4 FTE maintenance and 2 FTE interpretive staff would be needed to support the recommended actions associated with this alternative, as described above.

The planning team further identified the following facilities and infrastructure that could be accommodated in Alternative E:

- Up to four (4) picnic areas with tables, large shelters, and barbeque grills.
- Paved single lane roads up to 3,500 ft in length.
- Up to four (4) VIP/host pads with hookups to accommodate volunteers who commit to working in the park for extended periods of time.
- The Recreation Zone could provide paved parking to accommodate up to twenty (20) cars and six (6) buses or similar large vehicles; providing parking in this area would eliminate the need for visitors to walk to this area along Chappie James Avenue and could potentially provide access to this area after normal business hours.
- Open area(s) for low impact recreation—maximum of four (4) acres.
- Waysides, natural surfaced and hardened trails.
- Tram or other visitor on-call mobility vehicle.
- Tram drop-off area.

Figure 5: Alternative E, Tuskegee Airmen NHS



HOW THE ALTERNATIVES ADDRESS THE ISSUES

The comments and ideas solicited from park staff, other agencies, special interest groups, and the general public were analyzed and filtered, resulting in four key issues. Following is a discussion of how the key issues have been addressed in each of the action alternatives (refer to alternatives maps in previous section).

Issue 1. How much leeway is there to zone the historic resources in different configurations within the requirements of the DCP and the enabling legislation?

- Alternative B, like all the action alternatives, positions the Historic 1945 Zone to encompass core historic resources, including the two hangars, Skyway Club, entrance road, and gate, and immediate surroundings.
- Alternative C greatly expands the size of the Historic 1945 Zone. In this alternative, the zone is extended to the north boundary and to the east. Consequently, under this alternative, more of the NHS's cultural landscape could be restored.
- Alternative D and Alternative E each have a slightly smaller Historic 1945 Zone than Alternative C due to a small area zoned to accommodate potential administrative operations adjacent to the historic area.

Issue 2. How will the natural environment be considered?

- Alternative B allows the most area, approximately $\frac{3}{4}$ of the site, to be left undeveloped and

natural in character. This reflects the general theme of Alternative B, which is to emphasize the natural environment by keeping Tuskegee Airmen NHS largely undeveloped and natural in character outside of the core historic and visitor areas.

- Alternative C allows less area than B, with slightly more than half the site left undeveloped.
- Alternative D allows less area than in Alternative C, with only slightly less than half the site left undeveloped due to other adjacent areas zoned for recreational purposes.
- Alternative E does not have any areas specifically designated to be left undeveloped and natural in character.

Issue 3. How is visitor access addressed?

- Alternative B would provide the least amount of access beyond the primary visitor areas due to the alternative's emphasis on preserving the natural environment and minimizing visitor impacts.
- Alternative C would provide more access to park areas than in Alternative B due to a larger area zoned for historic preservation and interpretation and a smaller area zoned for natural resource protection.
- Alternative D provides more access than Alternative C with the addition of areas zoned for recreational opportunities.
- Alternative E offers the most access opportunities of all the alternatives due to large areas zoned for historic preservation, interpretation, and recreation.

Issue 4. To what extent are visitor interpretive and recreational opportunities provided?

- Alternative B has limited potential for visitor interpretive programs and recreational opportunities beyond the core historic area due to the greatest emphasis on preserving the natural environment.
- Alternative C has more visitor interpretive program opportunities than Alternative B due to an expanded Historic 1945 Zone.
- Alternative D has the most diversity of visitor interpretive programs and recreational opportunities due to the application of all five zones throughout the park boundaries.
- Alternative E offers the most recreational opportunities of all the alternatives. Visitor interpretive program opportunities are similar to that of C and D.

Issue 5. How can administration and maintenance needs be addressed without encroaching on the historic area?

- Alternative B puts the location for the primary administrative headquarters, offices, and maintenance area just south of the parking area along Chappie James Avenue, allowing direct access to the area from the drive without disturbing the historic scene.
- Alternative C is the same as Alternative B.
- In Alternative D, the administrative and maintenance areas could be developed in a smaller area, but in the same

location as alternatives B and C. An additional area east of the hangars has also been zoned. Access to this area would be either through the Historic 1945 Zone or via an unpaved road through the Nature Discovery Zone.

- Alternative E positions the administrative and maintenance areas east of the hangars. This area would be accessed through the Recreation Zone.

USER CAPACITY

User capacity, once referred to as visitor carrying capacity, came to the forefront of public land planning in the 1970s. The 1978 National Parks and Recreation Act called for public land planning efforts to address user capacities to ensure adequate protection of the natural and cultural resources and the quality of the visitor experience in National Park System units. Although many people think of a capacity as a number of people in a given area, the concept is more complex than that. Research has shown that user capacity cannot be measured simply as a number of people, because impacts on desired resource conditions and visitor experiences are often related to a variety of factors that may include the number of people, the types of activities that people engage in, where they go, what kind of footprints they leave behind, what type of resources are in the area, and the level of management presence. The NPS defines user capacity as the types and levels of visitor and other public use that can be accommodated while sustaining the desired resource conditions and social conditions and visitor experiences that complement the purpose of the park.

The NPS has developed a framework called Visitor Experience and Resource Protection (VERP) to address user capacities for units of the National Park System. In the VERP framework, user capacity is defined as "The types and levels of visitor use that can be accommodated while sustaining the desired resource and social conditions that complement the purpose of the park units and

their management objectives." The VERP framework is an iterative, ongoing process that provides a defensible process for taking informed action to manage all of the elements of visitor use that may influence desired conditions in a park system unit. The process is as follows:

1. Prescribing the desired conditions of resources and visitor experiences for a given area (not by prescribing a maximum number of visitors). These conditions are based on the purpose and significance of Tuskegee Airmen NHS;
2. Selecting measurable indicators, i.e., characteristics or conditions that reflect the status of resources and visitor conditions at Tuskegee Airmen NHS;
3. Setting quantifiable standards, against which the indicator is measured, i.e., the management decision about the minimum allowable condition for an indicator;
4. Assessing existing conditions, thereby establishing a baseline for future measurements;
5. Assessing whether or not a management action must be taken because existing conditions are determined to be close to violating standards, and then taking the action;
6. Monitoring conditions to determine effectiveness of ongoing or new management actions; and
7. Adapting by revising management strategies when indicated.

Indicators and standards are included in this GMP, but may be modified in the future based on

new information regarding their effectiveness. The level of rigor for monitoring may vary by indicator depending on how close existing conditions are to standards.

In a GMP, the entire park system unit is being addressed regarding desired conditions and potential management strategies. In selecting indicators at this level, the focus should be on addressing the most relevant and serious impacts from human use activities. Other indicators may be considered at a later date in other planning efforts that are more detailed for particular areas or topics in the park system unit (e.g., trails plans, etc.). Table 2-3 presents the indicators and standards for Tuskegee Airmen NHS.

Table 2-3: Carrying Capacity Standards and Indicators		
Historic 1945 Zone	<i>Resource Condition Indicator</i>	Degradation of cultural resources including landscapes and structures caused by excessive or unauthorized visitor use.
	<i>Resource Condition Standard</i>	No signs of human-caused wear to significant features.
	<i>Social Condition Indicator</i>	Number of visitors at one time in buildings. Number of visitors who complain about crowding.
	<i>Social Condition Standard</i>	Does not exceed facility capacity more than three times per year. Park receives no more than 10 visitor complaints per year related to crowding.
Visitor Orientation Zone	<i>Resource Condition Indicator</i>	Degradation of cultural resources including landscapes and structures caused by excessive or unauthorized visitor use.
	<i>Resource Condition Standard</i>	No signs of human-caused wear to significant features.
	<i>Social Condition Indicator</i>	Number of visitors at one time in buildings. Number of visitors who complain about crowding.
	<i>Social Condition Standard</i>	Does not exceed facility capacity more than three times per year. Park receives no more than 10 visitor complaints per year related to crowding.
Recreation Zone	<i>Resource Condition Indicator</i>	Degradation of natural resources and/or cultural resources caused by excessive or unauthorized visitor use, such as off-trail hiking.
	<i>Resource Condition Standard</i>	No additional natural areas are trampled, eroded, or exposed. No unauthorized trails (new trails closed/barricaded immediately).
	<i>Social Condition Indicator</i>	The number of times per year that picnic areas and parking lots are full during mid-day. Number of visitors who complain about crowding.
	<i>Social Condition Standard</i>	Visitors will be unable to find a parking space and picnic facility no more than 10 times per year (regular visitation). Park receives no more than 10 visitor complaints per year related to crowding.

Table 2-3: Carrying Capacity Standards and Indicators		
Nature Discovery Zone	<i>Resource Condition Indicator</i>	Degradation of natural resources and/or cultural resources caused by excessive or unauthorized visitor use, such as off-trail hiking.
	<i>Resource Condition Standard</i>	No additional natural areas are trampled, eroded, or exposed. No unauthorized trails (new trails closed/barricaded immediately).
	<i>Social Condition Indicator</i>	The number of times per year that picnic areas and parking lots are full during mid-day. Number of visitors who complain about crowding.
	<i>Social Condition Standard</i>	Visitors will be unable to find a parking space and picnic facility no more than 10 times per year (regular visitation). Park receives no more than 10 visitor complaints per year related to crowding.

COMPARATIVE COST ANALYSIS

Cost estimates for implementing the alternatives were developed based on fiscal year 2007 dollars. The actual cost of implementing the GMP will ultimately depend on funding by the NPS and Congress over the life of the plan, as well as the ability to partner with other agencies or groups, and the continuation of volunteer programs in the park. It is likely that all capital improvements will not be totally implemented during the life of the plan. Larger capital improvements may be phased over several years, and full implementation of the plan could be many years into the future. The NPS is required to maintain all new or acquired assets in good condition. Consequently, new and/or expanded assets would only be approved for the park if it can be assured that those facilities would be maintained in good condition.

Cost estimates were developed through an evaluation of capital and annual operating costs for each of the action alternatives and the no action alternative. The capital cost estimates provided for this GMP are Class C estimates, which are conceptual, or order-of-magnitude, estimates.

Estimates are based on guidance from the NPS Cost Estimating Requirements Handbook (2006a). The cost estimates for each alternative, expressed in 2007 dollars, are summarized in Table 2-4.

The presentation of costs within a GMP is applied to the types and general intensities of development in a comparative

format. The following applies to costs presented within this GMP:

- The costs are presented as estimates and allow for flexibility in application of components.
- These costs are not appropriate for budgeting purposes.
- The costs presented have been developed using industry standards to the extent available.
- Actual costs will be determined at a later date, considering the design of facilities, identification of detailed resource protection needs and changing visitor expectations.
- The cost estimates presented represent the total costs of projects; potential partnership activities could reduce the overall costs.
- Approval of the GMP does not guarantee funding or staffing for proposed actions will be available.
- Full implementation of the GMP will depend on NPS priorities and may be many years in the future.

Table 2-4: Estimated Costs (in 2007 Dollars)

ITEM	ALTERNATIVES				
	Alt. A	Alt. B	Alt. C	Alt. D	Alt. E
Annual Operating Costs (ONPS) (once park officially opens and construction complete) <i>(1)</i>	\$2,314,904	\$2,415,344	\$2,415,833	\$2,617,317	\$2,640,212
Current ONPS budget (FY07) (with 6 FTEs)	\$466,000	\$466,000	\$466,000	\$466,000	\$466,000
Annual maintenance costs of new facilities (estimated at 4% of total facility costs)	\$899,904	\$924,344	\$924,833	\$938,317	\$961,212
14 additional approved FTEs (info from OFS)	\$949,000	\$949,000	\$949,000	\$949,000	\$949,000
Additional FTE needed to implement alternatives		\$76,000	\$76,000	\$264,000	\$264,000
Staffing - FTE ⁽²⁾	20	22	22	26	26
Current Existing	6	6	6	6	6
Current Approved	20	20	20	20	20
Additional FTE needed to implement alternatives		2	2	6	6
Deferred Maintenance <i>(3)</i>	\$44,300	\$44,300	\$44,300	\$44,300	\$44,300
One-Time Facilities Costs ⁽⁴⁾	\$9,854,910	\$10,465,910	\$10,478,130	\$10,815,220	\$11,387,610

(1) Annual operating costs are the total costs per year for maintenance and operations associated with each alternative, including utilities, supplies, staff salaries and benefits, leasing, and other materials. Cost and staffing estimates assume the alternative is fully implemented as described in the narrative.

(2) Total full-time equivalents (FTE) are the number of person/years of staff required to maintain the assets of the park at a good level, provide acceptable visitor services, protect resources, and generally support the park's operations. The number of FTE indicates ONPS-funded NPS staff only, not volunteer positions. FTE salaries and benefits are included in the annual operating costs.

(3) Deferred maintenance costs are those needed to improve park assets to a good condition based on NPS standards. This figure represents all deferred maintenance costs in the park, as of the most recent date for which information is available. The deferred maintenance may be reduced in the alternatives due to adaptive reuse, rehabilitation, or demolition of facilities, among other actions. The deferred maintenance in the park will change over the life of the plan, due to regular and one-time maintenance programs and the availability of funds.

(4) One-time facilities costs include those for the design, construction, rehabilitation, or adaptive reuse of visitor centers, roads, parking areas, administrative facilities, comfort stations, educational facilities, entrance stations, fire stations, maintenance facilities, and other visitor facilities. Please note that costs for the TANC, the Airmen Memorial, any future collections facilities,

and real estate costs for the City and University-owned properties are not included in the total figures. The majority of the approximately \$10 million one-time facilities costs in each alternative, including the no-action alternative, are due to projects required under previous decision documents. Phase 3 projects, as explained on pages 45 through 48, account for \$9.5 million dollars.

MITIGATIVE MEASURES COMMON TO THE ALTERNATIVES

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

To ensure that implementation of the action alternatives protects natural and cultural resources unimpaired while providing a high quality visitor experience, a consistent set of mitigation measures would be applied to actions proposed in this plan. The NPS would prepare and process appropriate environmental

compliance reviews (i.e., those required by the NEPA, NHPA, and other relevant legislation) for these future actions. As part of the reviews, the NPS would avoid, minimize, or mitigate adverse impacts where practicable. The park could consider implementing a compliance-monitoring program that would apply these mitigation measures and also include reporting protocols.

Table 2-5 describes mitigation measures and best management practices would be applied to avoid or minimize potential impacts from implementation of the management alternatives. These measures would apply to all action alternatives.

Table 2-5: Mitigation Measures and Best Management Practices

Cultural Resources
<p>The NPS would preserve and protect, to the greatest extent possible, the cultural resources of Tuskegee Airmen NHS. Specific mitigative measures include the following:</p> <ul style="list-style-type: none"> • Conduct additional background research, resource inventory, and National Register evaluation where information about the location and significance of cultural resources is lacking. Incorporate the results of these efforts into site-specific planning and compliance documents. • Continue to develop inventories for and oversee research about archeological, historical, landscape, and ethnographic resources to better understand and manage the resources. Continue to manage cultural resources and collections according to federal regulations and NPS guidelines (servicewide Park Museum Collection Storage Plan (2007)). Inventory and preserve the park's collection in a manner that would meet NPS curatorial standards. Inventory all unsurveyed areas in the park for archeological, historical, landscape, and ethnographic resources. • Avoid adverse impacts through the use of the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties</i>. If adverse impacts cannot be avoided, mitigate them through a consultation process with all interested parties. • Conduct archeological site monitoring and routine protection. During construction, avoid archeological resources as much as possible. Conduct data recovery excavations at archeological sites threatened with destruction, where protection or site avoidance during design and construction is infeasible. Wherever possible, locate projects and facilities in previously disturbed or existing developed areas in accordance with Section 106 of the NHPA (as amended) and NEPA. Design facilities to avoid known or suspected archeological resources. • Continue current investigations and initiate further studies to identify potential ethnographic resources in the park.

Table 2-5: Mitigation Measures and Best Management Practices

<ul style="list-style-type: none"> • Whenever possible, modify project design and features to avoid affecting cultural resources. Keep new developments relatively limited. If necessary, use vegetative screening as appropriate to minimize impacts. • Strictly adhere to NPS standards and guidelines for the display and care of artifacts, including those used in exhibits in the visitor center. Keep irreplaceable items above the 500-year floodplain.
<p>Natural Resources</p>
<ul style="list-style-type: none"> • Air Quality. Implement a dust abatement program during construction activities. Standard dust abatement measures could include the following elements: water or otherwise stabilize soils, cover haul trucks, employ speed limits on unpaved roads, minimize vegetation clearing, and revegetate after construction. • Exotic Plant Species. Implement an exotic plants control program during construction activities. Standard measures could include the following elements: ensure construction related equipment arrives on-site free of mud or seed-bearing material, certify all seeds and straw material as weed-free, identify areas of noxious weeds preconstruction, treat noxious weeds or noxious weed topsoil before construction (e.g., topsoil segregation, storage, herbicide treatment), and revegetate with appropriate native species. • Soils. <ul style="list-style-type: none"> • Build new facilities on soils suitable for development. Minimize soil erosion by limiting the time that soil is left exposed and by applying erosion control measures, such as erosion matting, silt fencing, and sedimentation basins in construction areas to reduce erosion, surface scouring, and discharge to water bodies. Once work is completed, revegetate construction areas with native plants in a timely period. • Place construction equipment in previously disturbed areas. • Locate trails on soils with low erosion hazards and small changes in slope, and develop proper signs to minimize social trails. • Ensure proper drainage of parking areas. • Threatened and Endangered Species of Special Concern. Mitigative actions would occur during normal park operations as well as before, during, and after construction to minimize immediate and long-term impacts on rare, threatened, and endangered species. These actions would vary by specific project and area of the National Park affected, and additional mitigations will be added depending on the specific action and location. Many of the measures listed below for vegetation and wildlife would also benefit rare, threatened, and endangered species by helping to preserve habitat. Mitigative actions specific to rare, threatened, and endangered species would include the following: <ul style="list-style-type: none"> • Conduct surveys for rare, threatened, and endangered species as warranted. • Locate and design facilities/actions to avoid adverse effects on rare, threatened, and endangered species. If avoidance is infeasible, minimize and compensate for adverse effects on rare, threatened, and endangered species as appropriate and in consultation with the appropriate resource agencies. Conduct work outside of critical periods for the specific species. • Develop and implement restoration and/or monitoring plans as warranted. Plans should include methods for implementation, performance standards, monitoring criteria, and adaptive management techniques. • Implement measures to reduce adverse effects of nonnative plants and wildlife on rare, threatened, and endangered species. • Vegetation. <ul style="list-style-type: none"> • Monitor areas used by visitors (e.g., trails) for signs of native vegetation disturbance. Use public education, revegetation of disturbed areas with native plants, erosion control measures, and barriers to control potential impacts on plants from trail erosion or social trailing. • Use barriers and closures to prevent trampling and loss of vegetation.

Table 2-5: Mitigation Measures and Best Management Practices

<ul style="list-style-type: none"> • Develop revegetation plans for areas disturbed by construction or unauthorized visitor use and require the use of native species. Revegetation plans should specify seed/plant source, seed/plant mixes, soil preparation, etc. Salvage vegetation from construction activities should be used to the extent possible. • Water Resources. <ul style="list-style-type: none"> • To prevent water pollution during construction, use erosion control measures, minimize discharge to water bodies and washes, and regularly inspect construction equipment for leaks of petroleum and other chemicals. Minimize the use of heavy equipment in washes. • Build a runoff filtration system to minimize water pollution from larger parking areas. • Parking area designs should include ways to minimize damage from runoff. These designs could include having the parking area serve as a detention basin, having runoff filtration, and/or sighting away from washes. • Wildlife. <ul style="list-style-type: none"> • Employ techniques to reduce impacts on wildlife, including visitor education programs, restrictions on visitor activities, and park ranger patrols. • Implement a natural resource protection program during construction activities. Standard measures would include construction scheduling, biological monitoring, erosion and sediment control, the use of fencing or other means to protect sensitive resources adjacent to construction, the removal of all food-related items or rubbish, topsoil salvage, and revegetation. This could include specific construction monitoring by resource specialists as well as treatment and reporting procedures. • Wetlands. Delineate wetlands and apply protection measures during construction. Wetlands would be delineated by qualified NPS staff or certified wetland specialists and clearly marked before construction work. Perform construction activities in a cautious manner to prevent damage caused by equipment, erosion, siltation, etc.
<p>Visitor Safety and Experiences</p> <ul style="list-style-type: none"> • Implement a traffic control plan, as warranted. Standard measures include strategies to maintain safe and efficient traffic flow during any construction period. • Implement measures to reduce adverse effects of construction on visitor safety and experience. • Consider accessibility in each project to understand barriers to programs and facilities. Provide the maximum level of accessibility. • Implement adaptive visitor use management, as outlined in the user capacity section of this plan, when resource and visitor experience conditions are trending towards or violating a user capacity standard. Management strategies may include visitor education, site management, visitor use regulations, rationing or reallocation of visitor use, and enforcement.
<p>Hazardous Materials</p> <ul style="list-style-type: none"> • Implement a spill prevention and pollution control program for hazardous materials. Standard measures could include hazardous materials storage and handling procedures; spill containment, cleanup, and reporting procedures; and limitation of refueling and other hazardous activities to upland/nonsensitive sites.
<p>Noise Abatement (Natural and Cultural Soundscapes)</p> <p>Mitigative measures would be applied to protect the natural and cultural sounds in the NHS. Specific mitigative measures include the following:</p> <ul style="list-style-type: none"> • Implement standard noise abatement measures during construction and park operations. Standard noise abatement measures could include the following elements: a schedule that minimizes impacts on adjacent noise sensitive uses, the use of the best available noise control techniques wherever feasible, the use of hydraulically or electrically powered impact tools when feasible, and the location of stationary noise

Table 2-5: Mitigation Measures and Best Management Practices

<p>sources as far from sensitive uses as possible.</p> <ul style="list-style-type: none"> • Locate and design facilities to minimize objectionable noise. • Work with county and local communities to find ways to minimize unwanted noise from construction and other urban activities. • Work with local airport authorities to minimize unwanted noise from change in flight paths or number of flights over and near the park.
<p>Socioeconomic Environment</p>
<ul style="list-style-type: none"> • During the future planning and implementation of the approved management plan for Tuskegee Airmen NHS, the NPS would work with local communities and county governments to further identify potential impacts and mitigative measures that would best serve the interests and concerns of both the NPS and the local and regional communities. Partnerships would be pursued to improve the quality and diversity of community amenities and services.
<p>Sustainable Design and Aesthetics</p>
<ul style="list-style-type: none"> • Projects would avoid or minimize adverse impacts on natural and cultural resources. Development projects (e.g., buildings, facilities, utilities, roads, bridges, trails, etc.) or reconstruction projects (e.g., road reconstruction, building rehabilitation, utility upgrade, etc.) would be designed to work in harmony with the surroundings, particularly to blend with its natural surroundings. Projects would reduce, minimize, or eliminate air and water nonpoint-source pollution. Projects would be sustainable whenever practicable, by recycling and reusing materials, by minimizing materials, by minimizing energy consumption during the project, and by minimizing energy consumption throughout the lifespan of the project.

BOUNDARY ADJUSTMENTS

The enabling legislation for Tuskegee Airmen NHS authorized 90 acres in federal ownership. The NPS currently owns and manages approximately 44 acres within the boundaries of Tuskegee Airmen NHS. Under the legislation, upon completion of agreements regarding the development and operation of the TANC an additional 46 acres within the authorized boundaries could be acquired.

It has been determined that there is no need to adjust the legislated boundaries of Tuskegee Airmen NHS. No important resources or values related to the park's purposes have been identified outside the boundary that are not currently being adequately protected and managed. No operational or management issues relating to the park's boundaries have been identified. There is no need to adjust the park's boundaries to protect resources that are critical to fulfilling the park's purposes.

FUTURE STUDIES AND IMPLEMENTATION PLANS

Additional detailed studies and plans would be needed to guide implementation of specific actions once this GMP is completed. Such plans would describe how the NPS intends to achieve the desired conditions outlined in the GMP. Additional environmental compliance would be conducted, as required under current and/or future laws. Opportunities for public input would be provided during the development of these implementation plans.

The types of plans and studies could include, but not be limited to, the following:

- Cultural Landscape Report;
- Alternative Transportation Plan;
- Fire Management Plan;
- Trails Plan to address site-specific issues related to trails and trail management;
- Resource Stewardship Strategy;
- Carrying Capacity. A detailed study on carrying capacity may be necessary to ensure quality visitor experiences and resource protection;
- Archeological Overview and Assessment; and
- Cultural Affiliation Study.

ENVIRONMENTALLY PREFERRED ALTERNATIVE

The environmentally preferable alternative is defined as the alternative that will promote national environmental policy as expressed in Section 101 of the NEPA. That section indicates that it is the continuing responsibility of the Federal Government to meet the following criteria:

1. Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
2. Ensure safe, healthful, productive, and aesthetically and culturally pleasing surroundings for all Americans;
3. Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences;
4. Preserve important historic, cultural, and natural aspects of our national heritage and maintain,

wherever possible, an environment that supports diversity and a variety of individual choices;

5. Achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities;
6. Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

A description of how each alternative would or would not achieve the requirements of sections 101 and 102(1) of the NEPA is shown in Table 2-6. Although all the alternatives in this plan rated well, elements that were not environmentally sound were eliminated from consideration.

Three of the above criteria did not make a difference in determining the environmentally preferred alternative. Criterion 1 is satisfied by all of the alternatives. Tuskegee Airmen NHS is a unit of the National Park System and as the trustee of this site the NPS would continue to fulfill its obligation to protect this area for future generations. All the alternatives would fulfill criterion 2, ensuring safe, healthful, productive, and culturally pleasing surroundings for all Americans. Criterion 6 is to enhance the quality of renewable resources and maximize the recycling of depletable resources. All of the alternatives would result in enhancing the quality of the renewable resources through NPS management.

The environmentally preferable alternative for the Tuskegee Airmen NHS's GMP/EIS is Alternative D, the preferred alternative by the NPS. Alternative D would surpass the other alternatives in realizing the full range of national environmental policy goals as described in section 101. In particular, the preferred alternative attains the widest range of beneficial uses without degradation (criterion 3); preserves natural and cultural resources while providing a diversity and a variety of individual choices (criterion 4); and achieves a balance between population and resource use (criterion 5). Alternatives A, B, and C are similar to Alternative D in their provisions for balance of population and resource use, however, they would not provide the widest range of beneficial uses of the environment and an environment that supports diversity and a variety of individual choices. Thus, Alternatives A, B, and C would not meet policy goals 3 and 4 as well as Alternative D. Alternative E would similarly protect resources as do Alternatives A, B, and C. However, Alternative E would not achieve a balance between population and resource use (criterion 5) as well as Alternative D.

The balance of resource protection and the improvements to the visitor experience provided by Alternative D would result in fully meeting the goals of the NEPA and therefore was chosen as the environmentally preferred alternative.

Table 2-6: Environmentally Preferred Alternative Analysis

Criteria	Alternatives				
	A	B	C	D	E
Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations.	2	2	2	2	2
Ensure safe, healthful, productive, and aesthetically and culturally pleasing surroundings for all Americans.	2	2	2	2	2
Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences.	1	1	1	2	1
Preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and a variety of individual choices.	1	1	1	2	1
Achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities.	2	2	2	2	1
Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.	2	2	2	2	2
Total Points*	10	10	10	12	9

* The alternative that fully meets the criteria is given 2 points, 1 point to the alternative that somewhat meets the criteria, and 0 points if the alternative does not meet the criteria.

ALTERNATIVES AND ACTIONS CONSIDERED BUT DISMISSED FROM DETAILED EVALUATION

A number of ideas were raised by the public or planning team during the scoping process that were considered but ultimately not pursued. They were dismissed because they would have posed unacceptable adverse impacts to park resources, or because they would not have met the requirements of law and policy that pertain to units of the National Park System. These ideas, and the reasons why they were not incorporated into the alternatives presented in this GMP, are described below.

Development of some park lands for active recreational opportunities, such as areas for organized sports. This concept was eliminated from further analysis because there was a potential conflict with the purpose, significance, and legislative

mandate of Tuskegee Airmen NHS. There is concern by park staff and most members of the general public that unrestricted recreational use could permanently change the historic character of park. The impacts of some recreational activities are seen as an intrusion on the historic scene by visitors who come to the park for a history-related experience.

Development of some park lands for overnight visitor use facilities. This idea was eliminated from further analysis because the construction of overnight accommodations at the park, such as campgrounds and RV pads and hookups, were considered inappropriate for inclusion in any alternative. There is concern of potential impact on the historic scene and a desire by NPS to avoid duplication of visitor services that can be more efficiently provided by private businesses in the local community.

Development of a visitor center/contact station in eastern portion of park. The idea to construct a visitor services facility in the eastern part of the park was eliminated from further analysis because of a concern by the NPS and others that the facility duplicates park facilities proposed or currently under construction.

Table 2-7: Summary of Key Impacts of Implementing the Alternatives

Note: There would be no impairment of resources or values under any proposed alternative actions.

ALTERNATIVE A - NO ACTION		ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D - PREFERRED	ALTERNATIVE E
Impacts on Cultural Resources					
Archeological Resources	Continued management actions under the no-action alternative would include finishing the construction projects required by the enabling legislation and outlined in the DCP, and long-term, minor, and adverse effects on archeological resources could be anticipated. In the unlikely event that impacts on NRHP-eligible or listed archeological resources could not be avoided, a memorandum of agreement, in accordance with 36 CFR Part 800.6, Resolution of Adverse Effects, would be negotiated between the NHS and the SHPO (and/or the ACHP, if necessary). The memorandum of agreement would stipulate how the adverse effects would be mitigated.	The impact of implementing Alternative B could result in long-term, minor, and adverse effects on archeological resources. In the unlikely event that impacts on NRHP-eligible or listed archeological resources could not be avoided, a memorandum of agreement, in accordance with 36 CFR Part 800.6, Resolution of Adverse Effects, would be negotiated between the NHS and the SHPO (and/or the ACHP, if necessary). The memorandum of agreement would stipulate how the adverse effects would be mitigated.	The impacts of Alternative C on archeological resources would be similar to those described for Alternative B resulting in long-term, minor, and adverse effects on archeological resources.	The impacts of Alternative D on archeological resources would be similar to those described for Alternative B resulting in long-term, minor, and adverse effects on archeological resources.	The impacts of Alternative E on archeological resources would be similar to those described for Alternative B resulting in long-term, minor, and adverse effects on archeological resources.

Mitigative Measures Common to the Alternatives

	ALTERNATIVE A - NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D - PREFERRED	ALTERNATIVE E
Cultural Landscapes, Including Historic Buildings, Structures, and Districts	<p>Continued management actions under the no-action alternative would include finishing the construction projects required by the enabling legislation and outlined in the DCP. Therefore, the result would be long-term, moderate, and beneficial effects on cultural landscapes, historic buildings, structures, and districts.</p> <p>There would be no impairment of cultural landscapes, historic buildings, structures, and districts under Alternative A.</p>	<p>The effects of implementing Alternative B, including finishing the construction projects required by the enabling legislation and outlined in the DCP, installing wayside exhibits or other media, constructing a maintenance storage shed, and establishing unpaved nature trails would be long-term, moderate, and beneficial on cultural landscapes, historic buildings, structures, and districts.</p> <p>There would be no impairment of cultural landscapes, historic buildings, structures, and districts under Alternative B.</p>	<p>The effects of Alternative C on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B.</p>	<p>The effects of Alternative D on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B.</p>	<p>The effects of Alternative E on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B.</p>
Impacts on Natural Resources					
Water Resources	<p>The no-action alternative would have negligible adverse impacts on water resources in the Tuskegee Airmen NHS. Because this alternative would have negligible</p>	<p>Alternative B would have negligible adverse impacts on water resources in the Tuskegee Airmen NHS. Because this alternative would have negligible effects on</p>	<p>The impacts of Alternative C on water resources would be similar to those described for Alternative B.</p>	<p>The impacts of Alternative C on water resources would be similar to those described for Alternative B.</p>	<p>Implementing Alternative E would have a long-term minor adverse impact on water resources. The overall cumulative impacts would be minor and adverse; this alternative's</p>

CHAPTER 2: ALTERNATIVES, INCLUDING THE PREFERRED ALTERNATIVE

	ALTERNATIVE A - NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D - PREFERRED	ALTERNATIVE E
	effects on water resources, there would be no cumulative effects. There would be no impairment of this resource.	water resources, there would be no cumulative effects. There would be no impairment of this resource.			contribution to these effects would be relatively small. There would be no impairment of this resource.
Water Quality	The no-action alternative would have no new effect on water quality in the NHS. Because this alternative would have no effects on water quality, there would be no cumulative effects. There would be no impairment of this resource.	Alternative B would have no new effect on water quality in the Tuskegee Airmen NHS. Because this alternative would have no effects on water quality, there would be no cumulative effects. There would be no impairment of this resource.	The impacts of Alternative C on water quality would be similar to those described for Alternative B.	The impacts of Alternative D on water quality would be similar to those described for Alternative B.	Implementing Alternative E would have a long-term minor adverse impact on water quality in the NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be relatively small. There would be no impairment of this resource.
Floodplains	This alternative would result in negligible long-term adverse impacts on floodplain values throughout the NHS. Cumulative impacts would include long-term minor adverse effects on floodplains because of actions outside the NHS. This alternative's contribution to these impacts would be negligible. There would be	This alternative would result in negligible long-term adverse impacts on floodplain values throughout the NHS. Cumulative impacts would include long-term minor adverse effects on floodplains because of actions outside the NHS. This alternative's contribution to these impacts would be negligible. There would be	The impacts of Alternative C on floodplains would be similar to those described for Alternative B.	The impacts of Alternative D on floodplains would be similar to those described for Alternative B.	Implementing Alternative E would have a long-term minor impact on the floodplain in the NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be relatively small. There would be no impairment of this resource.

Mitigative Measures Common to the Alternatives

	ALTERNATIVE A - NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D - PREFERRED	ALTERNATIVE E
	no impairment of this resource.	no impairment of this resource.			
Soils	This alternative would have no effect on soil at Tuskegee Airmen NHS because no new developments or changes to existing developments are proposed. Because this alternative would result in no new impacts or changes to soil in the region, there would be no cumulative impacts. There would be no impairment of this resource as a result of implementing this alternative.	This alternative would result in long-term minor adverse impacts. The overall cumulative effect on soils would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.	The impacts of Alternative C on soils would be similar to those described for Alternative B.	The impacts of Alternative D on soils would be similar to those described for Alternative B.	This alternative would result in long-term moderate adverse impacts on soils in the Tuskegee Airmen NHS. The overall cumulative effect on soils would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of this alternative.
Vegetation and Wetlands	Implementing the no-action alternative would have no new impacts on native vegetation. The no-action alternative would not add to impacts	Implementing Alternative B would have long-term minor adverse impacts on vegetation from the construction of administrative	Implementing Alternative C would have long-term minor adverse impacts on vegetation from the construction of administrative	Implementing Alternative D would have a long-term minor adverse impact on vegetation. However, establishment of this alternative	Implementing Alternative E would have long-term moderate adverse impacts on vegetation. This alternative would have no

	ALTERNATIVE A - NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D - PREFERRED	ALTERNATIVE E
	<p>from other activities in the region and, thus, there would be no project-related cumulative effect on native vegetation resources. Thus, there would be no impairment of this resource as a result of implementing this alternative.</p>	<p>facilities, trails, and wayside exhibits. However, establishment of this alternative would also result in long-term minor beneficial impacts to vegetation by preserving two-thirds of the park as a nature zone. This alternative would have no effect on wetlands in the Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.</p>	<p>facilities, trails, and wayside exhibits. However, establishment of this alternative would also result in long-term beneficial impacts to vegetation by preserving half of the park as a nature zone. These beneficial impacts would be less than those described for Alternative B. This alternative would have no effect on wetlands in the Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.</p>	<p>would also result in long-term beneficial impacts to vegetation by preserving one-third of the park as a nature zone. These beneficial impacts would be less than those described for Alternatives B and C. This alternative would have no effect on wetlands in Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.</p>	<p>effect on wetlands in Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource as a result of implementing this alternative.</p>

Mitigative Measures Common to the Alternatives

	ALTERNATIVE A - NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D - PREFERRED	ALTERNATIVE E
Impacts on Wildlife	Implementing the no-action alternative would have no new effect on wildlife populations. Because this alternative would have no new changes on wildlife, there would be no cumulative impacts. There would be no impairment of this resource as a result of implementing this alternative.	Implementing Alternative B would have long-term minor adverse impacts on wildlife populations. However, establishment of this alternative would also result in long-term beneficial impacts to wildlife by preserving two-thirds of the park as a nature zone. The overall cumulative impacts would be negligible and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.	Implementing Alternative C would have long-term minor adverse impacts on wildlife populations. However, establishment of this alternative would also result in long-term beneficial impacts to wildlife by preserving half of the park as a nature zone. The overall cumulative impacts would be negligible and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.	Implementing Alternative D would have minor adverse impacts on wildlife populations in the long-term. However, establishment of this alternative would also result in long-term beneficial impacts to wildlife by preserving one-third of the park as a nature zone. The overall cumulative impacts would be negligible and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.	Implementing Alternative E would have long-term moderate adverse impacts on wildlife populations. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource as a result of implementing this alternative.
Special Status Species	The no-action alternative would have no effect on the mussels in Uphapee Creek. Because this alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-	Alternative B would have no effect on the mussels in Uphapee Creek. Because this alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-related	The impacts of Alternative C on special status species would be similar to those described for Alternative B.	The impacts of Alternative D on special status species would be similar to those described for Alternative B.	The impacts of Alternative E on special status species would be similar to those described for Alternative B.

	ALTERNATIVE A - NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D - PREFERRED	ALTERNATIVE E
	related cumulative impacts on listed species, candidate, or other special status species. No impairment of special status species would occur as a result of implementing the no-action alternative.	cumulative impacts on listed species, candidate, or other special status species. No impairment of special status species would occur as a result of implementing Alternative B.			
Ecologically Critical Areas	The no-action alternative would have no effect on designated critical habitat in Uphapee Creek. Because this alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-related cumulative impacts on ecologically critical areas. No impairment of ecologically critical areas would occur as a result of implementing the no-action alternative.	Alternative B would have no effect on designated critical habitat in Uphapee Creek. Because this alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-related cumulative impacts on ecologically critical areas. No impairment of ecologically critical areas would occur as a result of implementing Alternative B.	The impacts of Alternative C on ecologically critical areas would be similar to those described for Alternative B.	The impacts of Alternative D on ecologically critical areas would be similar to those described for Alternative B.	The impacts of Alternative E on ecologically critical areas would be similar to those described for Alternative B.
Natural Soundscapes	Alternative A would have no new effects on the natural soundscape. However, this alternative would	Implementing Alternative B would have negligible long-term adverse impacts on the natural	Implementing Alternative C would have negligible long-term adverse impacts on the natural	Implementing Alternative D would have long-term minor adverse impacts on the natural soundscape.	Implementing Alternative D would have long-term moderate adverse impacts on the natural

Mitigative Measures Common to the Alternatives

	ALTERNATIVE A - NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D - PREFERRED	ALTERNATIVE E
	contribute to long-term moderate beneficial impacts on the natural soundscape since two-thirds of the site would remain undeveloped. Because this alternative would not have any new effects on the natural soundscape, there would be no cumulative effects. Thus, there would be no impairment of this resource.	soundscape. In addition, there would be long-term moderate beneficial impacts on the natural soundscape because the property would be protected from development by preserving two-thirds of the site as a nature zone. The overall cumulative impacts would be negligible and adverse. There would be no impairment of this resource.	soundscape. In addition, there would be long-term moderate beneficial impacts on the natural soundscape because the property would be protected from development by preserving half of the site as a nature zone. The overall cumulative impacts would be negligible and adverse. There would be no impairment of this resource.	In addition, there would be long-term minor beneficial impacts on the natural soundscape because the property would be protected from development by preserving one-third of the site as a nature zone. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource.	soundscape. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource.
Impacts on the Socioeconomic Environment					
	The no-action alternative would have no new effect on the socioeconomic environment in the region. Because this alternative would have no new effects on the socioeconomic environment, there would be no cumulative impacts.	Implementing Alternative B would result in long-term minor beneficial impacts on the socioeconomic environment. The overall cumulative effects would be minor and beneficial; this alternative's contribution to these effects would be small and beneficial.	The impacts of Alternative C on socioeconomic environment would be similar to those described for Alternative B.	Implementing Alternative D would result in long-term moderate beneficial impacts on the socioeconomic environment. The overall cumulative effects would be moderate and beneficial.	The impacts of Alternative E on socioeconomic environment would be similar to those described for Alternative D.
Impacts on Visitor Use and Experience					
	Implementing the no-action alternative would result in long-term moderate adverse impacts to visitor use	Alternative B would provide more visitor opportunities for learning the history of the Tuskegee Airmen and enjoying open	The impacts of Alternative C on visitor use and experience would be similar to those described for Alternative B.	Alternative D presents the most diverse range of options for visitor experience. Implementing Alternative D	Although the diverse range of options for visitor experiences is greater in D, the expected intensity and number of

	ALTERNATIVE A - NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D - PREFERRED	ALTERNATIVE E
	and experience. Because actions proposed in this alternative would have no new effects on visitor use and experience, there would be no project-related cumulative impacts.	space by using nature trails with a minimal investment in facilities and interpretive exhibits. Implementing Alternative B would result in moderate long-term beneficial impacts on the visitor experience. The overall cumulative impacts would be minor and beneficial.		would result in major long-term beneficial impacts on the visitor experience. The overall cumulative impacts would be moderate and beneficial.	users is greater in Alternative E due to the large size of the Recreation Zone. Implementing Alternative E would result in moderate long-term beneficial impacts on the visitor experience. The overall cumulative impacts would be moderate and beneficial.
Impacts on NPS Operations					
	The no-action alternative would result in no new impacts on NPS operations at the Tuskegee Airmen NHS. Because there would be no new impacts on NPS operations, there would be no cumulative impacts.	Implementing Alternative B would result in long-term, negligible adverse impacts on NPS operations at the Tuskegee Airmen NHS. There would be no overall cumulative effects.	Implementing Alternative C would result in long-term negligible adverse impacts on NPS operations at the Tuskegee Airmen NHS. There would be no overall cumulative effects.	Implementing Alternative D would result in long-term minor adverse impacts on NPS operations at the Tuskegee Airmen NHS. There would be no overall cumulative effects.	The impacts of Alternative E on NPS operations would be similar to those described for Alternative D.

AFFECTED ENVIRONMENT



INTRODUCTION

This chapter describes the existing environment of the Tuskegee Airmen NHS and the surrounding region. It is focused on the resources, uses, and socioeconomic characteristics that have the potential to be affected if any of the alternatives were implemented. Some features, such as floodplains and endangered species, are discussed because they provide context or are required to be considered in an EIS.

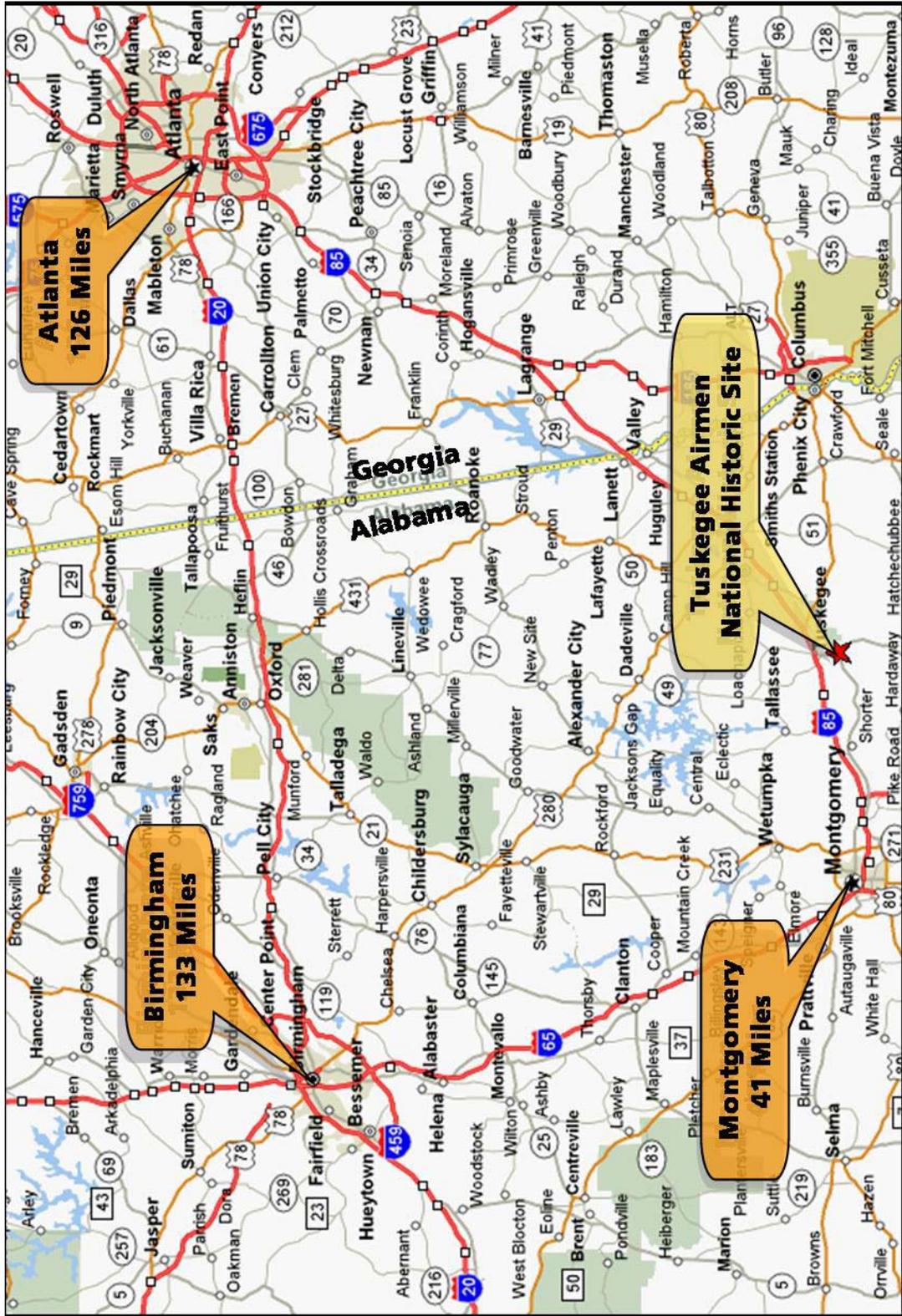
LOCATION AND SETTING

The Tuskegee Airmen NHS is located in Macon County, Alabama approximately 2 miles north of the City of Tuskegee (see Figure 6 for a regional map). The 90-acre site was listed on the National Register of Historic Places and established as a unit of the NPS in 1998.

CLIMATE

Macon County has hot summers and mild winters. Based on data from 1971 to 2000, the average annual temperature in Alexander City, Alabama, the closest city to the park for which climate statistics were available, is 62.3°F. On average, the coldest month is January with an average temperature of 43.4°F and the hottest month is July with an average temperature of 80.0°F. The average annual precipitation, based on data from 1971 to 2000, is 56.74 inches. The wettest month is March and the driest month is October (National Weather Service 2007).

Figure 6: Regional Map



CULTURAL RESOURCES

Listed on the National Register of Historic Places (NRHP) in 1998, Tuskegee Airman NHS currently consists of approximately 90 acres, comprised of original structures and landscape elements. The site is managed and preserved in its entirety as a cultural resource of national significance, and follows all compliance procedures required by Section 106 of the NHPA of 1966 (NPS 2005:3-37). Cultural resources at the Tuskegee Airmen NHS have been documented in previously published studies, including the *Special Resources Study*, Phase I Archaeology report, the Moton Field *Cultural Landscape Report*, the 15 individual historic structure reports prepared for the NPS, and the *DCP/Environmental Assessment* for the rehabilitation of Moton Field. These reports were prepared in compliance with Section 106 of the NHPA at Tuskegee Airmen NHS.

OVERVIEW OF ARCHEOLOGICAL RESOURCES

From July 13, 1999 to August 12, 1999 a crew from the Southeast Archeological Center (SEAC) conducted a Phase 1 archeological survey of Moton Field. The survey consisted of shovel and auger tests placed at twenty-meter intervals and covered approximately 35 acres out of the approximately 90 acres within the NHS boundary. Several sectors within the project area were not tested due to existing structures, paved areas, roads, extremely heavy vegetation, hazardous materials, and animal disease research areas. A total of 324

subsurface tests were excavated, of these, 146 yielded artifacts.

The remaining areas were investigated from March 13, 2001 to March 18, 2001 by a second SEAC crew. The strategy and methodologies were essentially the same as those employed in 1999 so that results could be combined. Another 18 acres of the park were tested for a total of 53 acres. It was determined that there are areas of steep slope that do not merit testing and about 16 acres of creek ravine and bottom land where a combination of slopes, disturbances, and setting excludes them from the areas needing survey. A total of 189 shovel tests were excavated, 23 percent yielded artifacts. Recovered artifacts for both accessions were taken to SEAC for cleaning, analysis, and curation.

The majority of artifacts recovered during both surveys were dated to after 1900 and were consistent with materials that would have been commonly available during "The Tuskegee Experiment" and up to the present. Items such as aluminum foil, bottle caps, plastic, rubber, and other synthetic materials were common. A single potsherd and 9 chipped stone fragments were the only aboriginal artifacts recovered (NPS 2002).

Between April 29 and May 03, 2002, Southern Research Historic Preservation Consultants, Inc. (SRHPC) conducted an archeological survey to determine the exact location of non-extant buildings and landscape features located within the boundaries of Tuskegee Airman NHS. In areas with a high

probability of containing remnants of buildings or other features, archaeologists used shovels or hand probes in conjunction with soil surface scraping to determine the locations of curbs and sidewalks. During excavations, archaeologists uncovered broken pieces of concrete, bricks, and glass in areas projected to contain building footprints. Features discovered by the archaeologists during the survey include support piers and curb locations for the Flight Commander's Office (Cadet Class and Waiting Room) and the Physical Plant Warehouse. Archaeologists also discovered piers suspected to have been remnants of the Army Supply Building; however, an exact identification could not be made. Photographs and architectural drawings may make it possible to determine exact dimensions for these buildings. Buildings that were not identified during survey include the Vehicle Maintenance Building and the Guard Booth. The area where the Vehicle Maintenance Building was expected to be was inaccessible. The Guard Booth had been documented in several locations, one of which was Chief Anderson Drive, an area that was paved at the time of the survey and thus was inaccessible (NPS 2005:3-39).

Other features that were surveyed and mapped consist of the pathway system, the Artesian well system, tennis courts, a pond/reservoir, the original electrical power pole network, and a fire hydrant. During the archeological survey, sidewalks and curbs, along with part of the well system, were uncovered and cleared of vegetation. In the historic location of the tennis courts, poles and other objects associated with the courts, as well as a clay

layer, were discovered. Sediment has filled in the pond, making it unusable for drainage. Several utility poles and wire were found at the Tuskegee Airman NHS. Missing utility poles were mapped in their historic locations using historic photographs. Near Tennis Court #1, which has recently been used as a dumping area, a cast iron hydrant was discovered (NPS 2005:3-39).

Although the surveys concluded, with concurrence from the Alabama State Historic Preservation Office (SHPO), that there are no NRHP eligible archeological sites located within NHS boundaries, the potential for archeological resources still exists in the few areas not yet surveyed.

HISTORIC STRUCTURES

Tuskegee Airmen NHS, which is a NRHP listed historic site, does contain historic structures, as well as a historic cultural landscape referred to as the Moton Field Cultural Landscape. Table 3-1 summarizes the extant and non-extant historic structures. Only nine of the original 15 historic structures remain at the site. These structures include the following:

- Hangar #1;
- Skyway Club;
- Control Tower;
- Bath and Locker House;
- Warehouse/Vehicle Storage Building;
- Dope Storage Shed (dope is a substance used to strengthen the exterior fabric of aircraft);
- Oil Storage Shed;
- Fire Protection Shed; and
- Entrance Gate.

Beginning in 2002, many of these structures underwent stabilization (NPS 2005:3-38; Pond and Company 2002a). In addition, a fire destroyed Hangar #2 and the interior of the Control Tower in 1989. The structures for which only footprints or no structural remains are evident include (NPS 1998:139-148):

- Hangar #2;
- Flight Commander's Office (Cadet Class and Waiting Room);
- Army Supply Building;
- Physical Plant Warehouse;
- Vehicle Maintenance Shed; and
- Guard Booth.

Figure 7: Detail of Historic Area

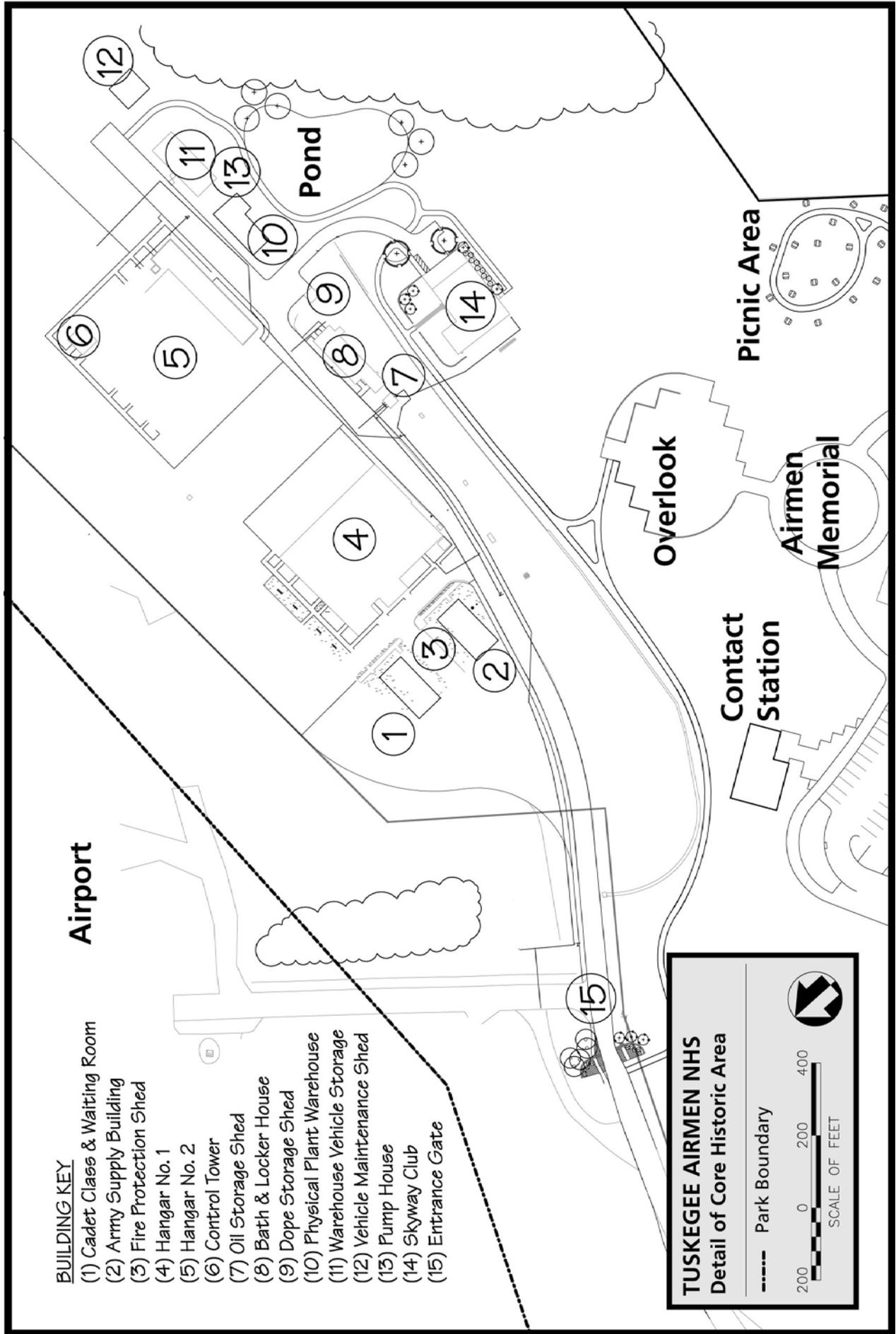


Table 3-1: Historic Structures

Building	Total Floor Area (sq. ft.)	Existing Condition/Use of Interior Space
Hangar #1	13,128	Restored/rehabilitated for use as museum/exhibit space; open to the public
Skyway Club	4,453	Restored/rehabilitated for use as museum/exhibit and administrative space; partially open to the public
Control Tower	337 (remaining) 1,348 (original)	Exterior restored, interior rehabilitated; open to public
Bath & Locker House	1,427	Exterior restored, interior rehabilitated for administrative use; closed to public
Warehouse/ Vehicle Storage Building	1,801	Restored/rehabilitated for maintenance use; closed to the public
Dope Storage Shed	122	Exterior restored; closed to the public
Oil Storage Shed	121	Restored/rehabilitated for use as new fire Protection Shed; closed to public
Fire Protection Shed	54	Exterior restored; closed to public
Entrance Gate	69' (L) x 11' (H)	Restored/rehabilitated
Hangar #2	19,076 (includes Control Tower)	Reconstructed for museum/exhibit space; open to public
Flight Commander's Office (Cadet Class and Waiting Room)	1,056	Reconstructed as ghost structure; open to public

Table 3-1: Historic Structures

Building	Total Floor Area (sq. ft.)	Existing Condition/Use of Interior Space
Army Supply Building	1,151	Reconstructed as ghost structure; open to public
Physical Plant Warehouse	N/A	Reconstructed as ghost structure; open to public
Vehicle Maintenance Shed	N/A	Non-extant - insufficient historic information to create ghost structure
Guard Booth	N/A	Reconstructed as ghost structure; open to public

Source: Pond and Company 2002b

Bath & Locker House



The Bath & Locker House was constructed during the fall and winter of 1942-1943. It is a wood frame building that has remained unchanged in its configuration since construction. When the NPS took over management of the Tuskegee Airmen NHS in 1998, large sections of the roofing system were missing, and the building was open to the elements. The building underwent stabilization the same year, using in-kind

materials to the original for the construction of a new roof. Also during stabilization, one badly damaged wall was replaced and all of the windows were removed for off-site preservation. Between 2004 and 2008, the building was restored and rehabilitated for use as administrative offices and a break room for NPS staff. The exterior of the building was restored to its 1945 appearance using historic photographs and original site plans, as architectural drawings were unable to be located. The original windows, which had been stored at an off-site facility during stabilization and restoration, were reinstalled in their original locations. All restoration and rehabilitation was conducted in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Control Tower



The Control Tower was constructed in 1942-1943 and was originally part of Hangar #2. It is a three-story brick masonry structure with exterior walls capped with concrete coping. A frame observation tower with a pyramidal roof originally topped the Control Tower. When the NPS acquired the Tuskegee Airmen NHS site, the observation tower and the interior floors were no longer in existence and all of the windows had been removed. In 2001, stabilization work on the Control Tower involved the installation of tie rods around the masonry perimeter to keep the bricks from spreading or the walls from bowing. Partial repointing of the mortar and the construction of a frame pyramidal roof was also undertaken at this time.

Between 2004 and 2008, the exterior of the building was restored to its 1945 appearance to the greatest extent possible by a complete repointing of the mortar, repairing the concrete caps, and restoration of the doors and windows. The interior of the resource was rehabilitated to adapt to exhibit space. The original stairs and flooring were destroyed when the adjacent Hangar #2 burned in 1989. Through the

use of the architectural drawings and photography, the historic stairs were reconstructed, and the interior details restored. Actual installation capability will be determined at a later date as the restoration progresses. The mechanical systems in the building were also updated. All restoration and rehabilitation was done in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Dope Storage Shed



The Dope Storage Shed was constructed in 1942-1943 for the purpose of storing the supply of dope, a substance used to strengthen the exterior fabric of aircraft. It is a one-room structure built of brick and capped with a frame section with a slanting shed roof. The building was stabilized by the NPS between 1989 and 2004. Stabilization consisted of the replacement of the roof and frame section with in kind materials. The door may or may not be original, and thus was left in place after stabilization efforts were completed.

Between 2004 and 2008, the exterior of the building was restored. Because it is such a small structure, it is not

possible to reuse it for interpretive programs or displays. However, interpretive signage was applied to the resource to show the visitor its role at the airfield. Furthermore, the building gives the visitor a sense of the spatial relationships between the structures in the historic core area, as well as contributing to the restoration of the circa 1945 cultural landscape.

Entrance Gate



The Entrance Gate, constructed circa 1943, is built of textured brick on a concrete foundation with cast stone capping. The original plans called for a cast iron gate to close the drive between the two flanking wings of the Entrance Gate, but it was never implemented. There is also a niche that once housed a bust of Robert Moton for whom the airfield was named. The historic light fixtures have been removed. According to the historic structures report for the Entrance Gate, the resource is structurally sound and significantly unchanged. Therefore, no stabilization was required by the NPS.

Between 2004 and 2008, the structure underwent rehabilitation, but was not restored to its historic appearance. However, the structure has maintained its

historic use as the official entranceway to the historic core area. The original bust of Robert Moton was no longer available so it was not possible to recreate it for the Entrance Gate niche. Also, the historic lighting is no longer in existence. Therefore, the rehabilitation of the Entrance Gate consisted of minor repairs and general cleaning, followed by routine maintenance.

Fire Protection Shed



The Fire Protection Shed was constructed circa 1941 and is a small brick building with a shed roof. The original roof was badly deteriorated and was replaced as part of the stabilization plan by the NPS. Between 2004 and 2008, the exterior of the building was restored. Because it is such a small structure, it is not possible to reuse it for interpretive programs or displays. However, interpretive signage was applied to the resource to show the visitor its role at the airfield. Furthermore, the building gives the visitor a sense of the spatial relationships between the structures in the historic core area, as well as contributing to the restoration of the circa 1945 cultural landscape.

Hangar Number One



Hangar #1 was constructed during the summer of 1941 by Tuskegee Institute as part of the new airfield and flying school. There were additions to the structure in 1942 and again in 1943-1944. It is a brick and clay tile structure whose main area measures 75 ft by 98 ft. The open hangar area is surrounded on three sides by auxiliary office/utility space. The 2001 stabilization of Hangar #1 included extensive work on the exterior brick masonry walls and the reconstruction of the corrugated metal roofing and wood rafters of the central hangar area with in-kind materials.

Between 2004 and 2008, Hangar #1 was restored and rehabilitated. The original 1941 architectural drawings of the resource were located, in addition to numerous historic photographs and original site plans, all of which aided in the restoration and rehabilitation. The exterior of the building was restored to its 1945 appearance to the greatest extent possible using the Secretary of the Interior's Standards for the Treatment of Historic Properties. Most of the original metal windows and doors were removed to an offsite storage location during stabilization and

were returned to their original locations upon restoration.

The hangar area and the Repair Shop in the interior of the resource were rehabilitated to adapt to exhibit and interactive space. The interior floor plan was kept as originally designed. The perimeter rooms are used for additional exhibit space with the exception of the two former heater rooms and the two Army Offices. These areas are used by NPS staff and are not open to the public. Public toilets are located in the former Machine Shop, Maintenance Supervisor's Toilet, and the Aircraft Record Room. The overhead balcony area was rehabilitated to house the mechanical systems. The mechanical systems in the building were updated following the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Oil Storage Shed



The Oil Storage Shed was constructed in 1942 and is a small, square brick building used to store aircraft oil. It is a wood frame building with a shed roof. The original roof was badly deteriorated and was replaced as part of the stabilization plan by the NPS. Between 2004 and 2008,

the exterior of the building was restored to its 1945 appearance, and the interior was rehabilitated to accommodate fire protection equipment. Because it is such a small structure, it was not possible to reuse it for interpretive programs or displays. However, interpretive signage was applied to the resource to show the visitor its role at the airfield. Furthermore, the building gives the visitor a sense of the spatial relationships between the structures in the historic core area, as well as contributing to the restoration of the circa 1945 cultural landscape.

Skyway Club



The Skyway Club was constructed in 1945 as a social hall utilized mainly by individuals that worked and instructed at the primary flying school airfield (NPS 2005:4-45). It is a one-story, L-shaped resource of frame construction, with a gable roof and concrete block foundation. The interior rooms have undergone numerous changes and subdividing, but the exterior has retained its architectural integrity. Stabilization work on the Skyway Club consisted of the construction of a new roof on the rear of the structure, the replacement of the exterior siding, and the reconstruction of the three porches. As part of a NPS

stabilization plan, a new roof was constructed on the rear half of the building, comprised of in-kind materials to the original, and most of the original windows were removed for safekeeping to an off-site storage facility.

Between 2004 and 2008, the Skyway Club was restored and rehabilitated, based on historic photographs and original site plans, as the original architectural drawings of the resource have not been located. The exterior of the building was restored to its 1945 appearance to the greatest extent possible using the Secretary of the Interior's Standards and Guidelines. The original windows removed during stabilization were reinstalled in their original locations. The interior of the building was rehabilitated to adapt to uses similar to the original. The interior floor plan was kept as originally designed and the former bar and social areas were recreated to give the visitor a greater sense of place. Some of the rooms were set aside for a future concession/gift shop area, and some are being utilized by NPS staff and are not open to the public. The mechanical systems in the building were updated following the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Warehouse/Vehicle Storage Building



The Warehouse/Vehicle Storage Building was constructed in 1943 for the purpose of non-airfield related shipment storage as well as a garage area for a few vehicles. It is a rectangular-shaped concrete block structure with a gable roof. The building was utilized by the Tuskegee Institute School of Veterinary Medicine, which undertook substantial alterations to the interior in 1974. The concrete block gable-end walls were removed and replaced with frame construction with a plywood exterior. The building is in good condition although it has retained very little of its architectural integrity.

Between 2004 and 2008, the Warehouse/Vehicle Storage Building was restored and rehabilitated, based on historic photographs and original site plans, as the original architectural drawings of the resource have not been located. The exterior was returned to its 1945 appearance to the greatest extent possible. The Tuskegee blocks in the gable end walls were returned to their original positions and the garage openings were reconstructed. The interior of the building, which primarily consists of concrete

block, was returned to the original floor plan but is not open to the public. The building has maintained its original function by housing NPS vehicles.

Army Supply Building

The Army Supply Building was constructed in 1942 and demolished in 1982. The archeological investigation identified the location of the northeast corner pier but no above ground evidence of the structure remains. Between 2004 and 2008, a ghost structure of the original building was constructed within the footprint of the historic location of the resource. The ghost structure consists of a three-dimensional skeletal frame showing the location and dimensions of the original building, and is constructed on a concrete slab, stained to match the original floor color and containing an outline of the original floor plan. While the original plan for the building was not available, an architectural drawing from May of 1943 exists showing the dimensions and the floor plan of the structure as well as the plans for a small addition. This plan, in addition to historic photographs, allowed for a reasonable reconstruction of the original height, width, and length of the Army Supply Building.

Flight Commander's Office (Cadet Class and Waiting Room)

The Flight Commander's Office was constructed in 1942 and demolished in 1985. There is no above ground evidence of the structure. Between 2004 and 2008, a ghost structure of the original building was constructed within the footprint of the historic location of the resource. The ghost structure consists of a three-

dimensional skeletal frame showing the location and dimensions of the original building, and is constructed on a concrete slab, stained to match the original floor color and containing an outline of the original floor plan. The original 1942 architectural drawing, produced by Edward C. Miller, for the Flight Commander's Office is still in existence, on which the structure is identified as the Cadet Class and Waiting Room. This drawing, in addition to historic photographs, allowed for a reasonable reconstruction of the original height, width, and length of the Flight Commander's Office.

Guard Booth

The Guard Booth was a small frame structure with windows and a pyramidal or hipped roof. Its location at the historic site changed over time but its primary function was to control the flow of automobile and pedestrian traffic at the airfield. The Guard Booth is no longer an extant structure. The date of demolition is unknown and there is no longer any above ground evidence of the resource. Between 2004 and 2008, a ghost structure of the original building was constructed within the footprint of one historic location of the resource. The ghost structure consists of a three-dimensional skeletal frame showing the location and dimensions of the original building. It is built on a concrete slab, stained to match the original floor color, and containing an outline of the original floor plan. While there are no known architectural drawings available for the resource, there are several historic photographs, which allowed for a reasonable reconstruction of the original

height, width, and length of the Guard Booth.

Hangar Number Two

Hangar #2 was constructed in 1942-1943 to accommodate the growth of the flying school at the historic Moton Field. It was similar in construction to Hangar #1 in that it had masonry exterior walls and a segmental arched roof. The Control Tower was originally part of Hangar #2. The Veterinary School of the Tuskegee Institute took over the building and used it for research purposes until 1989 when a fire destroyed most of the structure. The concrete slab foundation is still in place, which clearly delineates the floor plan of the resource.

Between 2004 and 2008, Hangar #2 was reconstructed. The original 1942 architectural drawings for the resource are in existence and document not only the original materials but the floor plan configuration as well. The exterior of the resource was reconstructed using in-kind materials to the original to the greatest extent possible. The existing original foundation was reused wherever feasible. The interior adheres to the original configuration while using more contemporary materials for construction. The main hangar space houses the visitor center, public toilets, and exhibit space. The Tuskegee University Department of Aviation Science is temporarily utilizing the perimeter rooms for classrooms and project learning space until the TANC is constructed. The original boiler room houses the mechanical systems for the building, which were adapted to the building as per the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Physical Plant Warehouse

The Physical Plant Warehouse was constructed in 1944 and was of frame construction with a shed roof. It was built for the purpose of providing office and storage space for the administrators of the flying school. It was demolished in 1989 and there is no longer any above ground evidence of the structure. Between 2004 and 2008, a ghost structure of the original building was constructed within the footprint of the historic location of the resource. The ghost structure consists of a three-dimensional skeletal frame showing the location and dimensions of the original building. It is built on a concrete slab, stained to match the original floor color, which contains an outline of the original floor plan. While the original plan for the building is not available, there is a site plan from 1943 that shows the dimensions and floor plan of the structure. This plan, in addition to historic photographs, allowed for a reasonable reconstruction of the original height, width, and length of the Physical Plant Warehouse.

Vehicle Maintenance Shed

The Vehicle Maintenance Shed was constructed in 1943-44 for the purpose of storing the associated trucks and ambulances of the airfield. It was a rectangular structure with open walls and a gable roof. The Vehicle Maintenance Shed is no longer an extant structure. It is not known when it was demolished, and there is no longer any above ground evidence of the resource. Between 2004 and 2008, wayside exhibits and signage representing and interpreting the extant resource were installed. Originally a

ghost structure was suggested for this resource. However, because there are no architectural drawings available for the resource and its exact footprint cannot be determined, a ghost structure is not considered a feasible action. If at some point in the future further information is discovered, the construction of the ghost structure will be reconsidered.

Other Historic Features

Other historic features that remain on the Tuskegee Airman NHS site include a reservoir, gasoline pits, underground fuel storage facilities, a paved aircraft area between Hangar #1 and Hangar #2 (no longer extant), a historic taxiway, vehicle areas, and a few curbs and roadbeds. Many of the original infrastructure features are fully or partially intact, including the artesian well system, sanitary sewer system, and power sources. Remnants of the walkway and road networks are also present. Most of the asphalt surfacing has deteriorated, although portions of Chief Anderson Drive have been resurfaced. The access road to the adjacent Moton Field Municipal Airport is a post-World War II addition. There is also a small, non-historic building located to the northeast of where Hangar #2 and the Control Tower were located (NPS 2005:3-38).

CULTURAL LANDSCAPES

A cultural landscape report was developed in 2002 to, "preserve and restore the existing historic structures and cultural landscape at the newly established Moton Field/Tuskegee Airmen NHS." The DCP which is now being implemented follows the recommendations set

forth in the report. The following is a discussion of the cultural landscape features.

In addition to the nine extant and six non-extant structures, the cultural landscape of the Tuskegee Airmen NHS is comprised of contributing features such as pedestrian walkways, curb and valley gutters, taxiways, roadways, runways, the tarmac, tennis courts, underground storage tanks, and an artesian well system (NPS 2005:4-37). Also included in the cultural landscape are historic plantings that have been preserved, including oak trees, crepe myrtles, and red cedars. D.A. Williston was the original landscape architect for the site, and his design contained a moderate amount of landscaping. There are a few historic light fixtures and site furnishings left on the grounds of the Tuskegee Airmen NHS. These features, along with the previously discussed historic structures, are within the eligible NRHP boundary for the Tuskegee Airmen NHS. Additionally, the landscape itself still represents, in some areas, what was originally designed for the site.

Landscape features that have been restored, rehabilitated, or reconstructed under the current Tuskegee Airmen NHS management plan outlined in the Preferred Alternative described in the *TUAI NHS Rehabilitation of Moton Field DCP/EA*, and in accordance with Secretary of the Interior's Standards for the Treatment of Historic Properties include the historic tarmac, various foundation plantings, the resurfacing of Chief Anderson Drive, several historic pedestrian walkways, the curb and valley gutters, historic site

furnishings, and the guard booth island. The historic pedestrian walkways within the historic core area were restored to provide for visitor circulation as well as aid in the restoration of the 1945 appearance. Under the current management plan, the 1945 tennis courts are scheduled to be restored to a non-functioning interpretive level only. Historically appropriate site furnishings have been placed wherever original data was available. The original Artesian Well system and Fire Protection Shed structure were restored, but the original pond has been rehabilitated for use as a run-off retention area.

There have been a minimal number of intrusions by non-historic elements to the historic landscape of the Tuskegee Airman NHS. The historic open landscape has been slightly altered by the construction of I-85 to the north and by a residential subdivision to the southeast. Most of the surrounding parcels, however, have remained rural as they were in the 1940s, though much of the original agricultural fields are now forested. Areas of the Tuskegee Airman NHS are overgrown with vegetation due to a lack of maintenance (NPS Southeast Regional Office 1998:139-148). Moton Field Municipal Airport, the operational airfield located next to Tuskegee Airman NHS, is not owned by the NPS but is owned and operated by the City of Tuskegee. The historic core area is mowed on a regular basis. Invasive species have created dense vegetation in perimeter areas, diminishing the open field landscape that was historically present at the Tuskegee Airman NHS (NPS 2005:3-38). As part of the current management plan, areas of

vegetation are being removed to restore some of the original open vistas that were maintained at the site historically.

NATURAL RESOURCES

OVERVIEW

The Tuskegee Airmen NHS is located in an intermediary zone between the Piedmont and Coastal Plain physiographic provinces. Slopes are generally long and smooth with a relatively steep slope located directly south of the historic core area. A small tributary runs through the northeastern portion of the park. Based on past information, maps and data, the Tuskegee Airmen NHS can be characterized as more than 50 percent forested habitat and is dominated by a mixture of pine and hardwood forests. The remaining areas are maintained grasses, understory plants, and exotic species.

WATER RESOURCES

Macon County is located in the lower Tallapoosa River Basin which is comprised of 18 watersheds; 12 of which are partially or entirely located in Macon County. Tributaries of the Tallapoosa River include the Uphapee, Calabee, Cubahatchee, Opintlocco, Old Town, and Line Creeks which all flow northwestward toward the Tallapoosa. Uphapee Creek is located north of Tuskegee Airmen NHS (South Central Alabama Development Commission 2006). At least four unnamed tributaries to Uphapee Creek are located in the vicinity of the park and adjacent to the Moton Field Municipal Airport runway. Two of the unnamed tributaries are located within the park; one tributary bisects the central portion of the park and the other tributary is located along the eastern border of the park.

Groundwater recharge in Macon County occurs entirely from precipitation (rainfall). In addition to small aquifers, three main aquifers are located within the county (South Central Alabama Development Commission 2006). Groundwater aquifers in the vicinity of the Tuskegee Airmen NHS include the Fort Payne-Tuscumbia aquifer, the Watercourse aquifer, and the Gordo aquifer. A confined aquifer under pressure is located on the north face of the small hillside located on the south side of Hangar #1. Springs from the aquifer were used for a water source during the airfield operations and supplied the cistern located on the southwest corner of Hangar #1.

WATER QUALITY

The Code of Alabama applies use classifications to water bodies for "water quality criteria based on existing utilization, uses expected in the future, and uses not currently possible because of correctable pollution" (Alabama DEM Water Division 2004). The assignment of use classifications considers the physical capability of waters to meet certain uses, although not all waters are included by name in the use classifications. Stream segments not included by name are considered to be acceptable for a "Fish and Wildlife" (F&W) classification, unless it can be demonstrated that such a generalization is inappropriate in specific instances. The two unnamed tributaries of Uphapee Creek do not have listed use classifications and are therefore considered acceptable for F&W classification.

FLOODPLAINS

All Federal agencies are required to avoid building in a 100-year floodplain unless no other practical alternative exists. NPS has adopted guidelines pursuant to Executive Order 11998 stating that it is NPS policy to restore and preserve natural floodplain values and avoid environmental impacts associated with the occupation and modification of floodplains. These guidelines require that, where practicable alternatives exist, Class I actions be avoided within a 100-year floodplain. Class I actions include the location or construction of administration, residential, warehouse and maintenance buildings, non-excepted parking lots, or other man-made features that by their nature entice or require individuals to occupy the park.

Based on floodplain mapping completed by the Federal Emergency Management Agency (FEMA), three floodplain zones are located within the Tuskegee Airmen NHS. These zones include areas of the 100-year flood (Zone A12), areas between the limits of the 100-year and 500-year flood (Zone B), and areas of minimal flooding (Zone C). Most of the Tuskegee Airmen NHS falls into Zone C. Areas of the park along the northeastern and eastern boundaries of the Tuskegee Airmen NHS fall into zones A12 and B (FEMA 1982).

SOILS

Tuskegee Airmen NHS is located in an intermediary zone between the Piedmont and Coastal Plain, referred to as the Fall Line Sandhills (NRCS 2003). The depth to bedrock at Tuskegee Airmen NHS is greater than 60 inches. The

Natural Resources Conservation Service in Macon County has mapped the soils for the county.

The soil series in the upland areas include Uchee loamy sand (UcD), Marvyn loamy sand (MnB), Bonifay loamy fine sand (BoB), and Compass loamy sand (CmB) (Table 3-2). The UcD series is a very deep, well-drained soil and is found on hillslopes in the northern part of the county. Most areas of this map unit are used for woodland and a few areas are used for pasture or hay. The MnB series is a very deep, well-drained soil and is found on side slopes of ridges in the northern part of the county. Most areas of this map unit are used for cultivated crops, pasture, or hay, and a few areas are used for woodland. The BoB series is a very deep, well-drained soil on summits of broad ridges in the uplands of individual areas of irregular shapes. The CmB series is a very deep, moderately well-drained soil on summits of broad ridges and high stream terraces (NRCS 2003).

The soil series in the floodplain areas include Eunola fine sandy loam (EuA) and Bethera clay loam (BeA) (Table 3-2). Although the EuA series is rarely flooded, due to the physical properties and high water table, it is considered undesirable for most construction or road equipment. The EuA series is a very deep, moderately well-drained soil on low terraces that are parallel to major streams in the northern part of the county. Slopes are generally long and smooth. Most areas of this map unit are used for woodland or pasture and wetness is a moderate limitation. The BeA series is a very deep, poorly drained soil on low terraces and floodplains

adjacent to major streams. This map unit is poorly suited to most urban uses, as it is subject to flooding for brief periods several times each year. The flooding, wetness, and slow permeability are severe limitations, and low strength is a severe limitation affecting local roads and streets (NRCS 2003).

The definition of a hydric soil is a soil that formed under conditions of saturation, flooding, or ponding long enough during the growing season to develop anaerobic conditions in the upper part. Hydric soils are one of three required criteria for a site to be characterized as a wetland and include soils developed under sufficiently wet conditions to support the growth and regeneration of hydrophytic vegetation. Lists of hydric soils by state were created using criteria that were developed by the National Technical Committee for Hydric Soils. Of the six soil series that occur at Tuskegee Airmen NHS (Table 3-2), only Bethera (BeA) is considered a hydric soil (USDA 2004). The BeA soil series is located along the streambanks of the unnamed tributary located southwest of the historic core area. The criteria that define BeA as a hydric soil includes the following: soils in Aquic suborders, great groups, or subgroups, Albolls suborder, Historthels great group, Histoturbels great group, Pachic subgroups, or Cumulic subgroups that are poorly drained or very poorly drained. In addition BeA should have a water table at less than or equal to 1.0 foot from the surface during the growing season and permeability should be less than 6.0 inches per hour. This event should occur within a 20 inch soil layer (USDA 2004).

Table 3-2: Important Properties of the Soil Series on the Tuskegee Airmen NHS

Soil Series	Permeability	Available Water Capacity	Slopes	Shrink-Swell Potential	Flooding	Soil Constraints
UcD	Rapid in the sub/surface layer and moderately slow in the subsoil	Low	5 to 15 percent	Low	None	Complex topography and slopes limit the use of equipment; erosion is a severe hazard.
MnB	Moderately slow	Moderate	2 to 5 percent	Low	None	Slight limitations affect building sites and local roads/streets; moderate hazard of erosion.
EuA	Moderate in the subsoil and rapid in the substratum	High	0 to 2 percent	Low	Rare	Wetness is a moderate limitation.
BeA	Slow	High	0 to 1 percent	Moderate	Frequent	Flooding, wetness, and slow permeability are severe limitations.
CmB	Moderately slow	Moderate	1 to 3 percent	Low	None	Wetness and slow permeability are main limitations.
BoB	Rapid in the sub/surface layer and moderately slow in the subsoil	Low	1 to 5 percent	Low	None	Sandy texture, wetness, low fertility, and droughtiness.

Source: *Soil Survey of Macon County, Alabama, 2003* (NRCS 2003).

VEGETATION

Overview

The Tuskegee Airmen NHS is located in Macon County within the physiogeographic region known as

the Fall Line Sand Hills, an intermediary zone between the Piedmont and Coastal Plains. Vegetation communities in the uplands are defined by the sandy soils and variations in topography. The area of Macon

County where Tuskegee Airmen NHS is located is also at the eastern end of Alabama's eleven county area known as the "Black Belt." The Black Belt was named for the rich black soil, which was suited for extensive cotton cultivation and other agriculture (Pond and Company 2002). Longleaf pine forests were once dominant, but fire suppression and clearing for agriculture removed much of the longleaf pine from the landscape. The park currently occupies a landscape of vegetation communities including mowed-maintained grassland and managed meadows. Also patchily distributed at the park are a mosaic of Bluff and Slope Forest, Broadleaf Deciduous-Needleleaf Evergreen Upland Forest, Early and Mid-successional, Pine Plantation and Bottomland/Wetland vegetation communities (Pond and Company 2002).

The historic core area landscape is characterized as grassland with accent trees. A formal landscape plan with a plant species list was developed for the site in 1944 by D.A. Williston; however, the original plantings no longer exist (Pond and Company 2002).

Bluff and Slope Forest and Broadleaf Deciduous-Needleleaf Evergreen Upland Forest and Pine Plantation comprise the forested plant communities at the park. Tree species that characterize forested communities at the park include loblolly pine (*Pinus taeda*), shortleaf pine (*P. echinata*), water oak (*Quercus nigra*), southern red oak (*Q. falcata*), post oak (*Q. stellata*), laurel oak (*Q. hemisphaerica*), tulip-poplar (*Liriodendron tulipifera*), sweetgum (*Liquidambar styraciflua*), and sweetbay magnolia (*Magnolia virginiana*).

Understory species include flowering dogwood (*Cornus Florida*), yaupon holly (*Ilex vomitoria*), privet (*Ligustrum spp.*), sparkleberry (*Vaccinium arboretum*) and greenbrier (*Smilax sp.*) (Pond and Company 2002).

The Bluff and Slope Forest is located along the north and east facing slopes of the hill south of the hangars where moist, sandy soil conditions are found. The Broadleaf Deciduous-Needleleaf Evergreen Plant Community is found on the hilltop southwest of the historic core area, along the stream corridor southeast of the historic core area and in the southeast corner of the expansion lands where soil conditions are described as thin sandy soil overlying clay (Pond and Company 2002).

Formerly maintained areas of the park are currently in various stages of succession. Early succession plants include grasses such as splitbeard bluestem (*Andropogon ternarius*), broomsedge (*A. virginicus*) as well as herbaceous vegetation including asters (*Aster sp.*). Shrubs and small trees generally characterize mid-successional vegetation stage and at the park include such species as loblolly and shortleaf pines, eastern red cedar (*Juniperus Virginia*), crabapple (*Malus sp.*) as well as many shrubs. Early-successional vegetation at the park is located as a transitional area between the Bluff and Slope Forest and Managed Meadow plant communities south of the historic core area. A small patch of early-successional vegetation is found on the southeast corner of the expansion lands (Pond and Company 2002).

Nonnative Plants

Many species planted during the operation of Tuskegee Airmen NHS are not native to southeastern Alabama and are considered invasive. Nonnative plants become a problem when they out-compete native vegetation species and upset natural ecological processes. An invasive plant inventory was completed for the site as part of the Cultural Landscape Report (Pond & Company 2002). Most stands of invasive species are located along the two unnamed tributaries in the central, northwestern, and southeastern portions of the site (Pond & Company 2002). Privet and honeysuckle (*Lonicera* sp.) dominate vegetation communities such as Bluff and Slope Forest where soil conditions are moist. Species such as kudzu (*Pueraria lobata*) and bamboo (*Bambusa* spp.) grow in patches along the creek and around the old Water Filtration Plant. The extent of invasive species in these areas has been classified as moderate and severe. Invasive species occur primarily in the unmaintained areas.

WETLANDS

Wetlands found at the Tuskegee Airmen NHS are associated with creeks and swales (Pond and Company 2002). The 2002 Cultural Landscape Report (Pond and Company 2002) describes wetland vegetation species found along the creeks in the park as including sweet bay magnolia, muscadine grape (*Vitis rotundifolia*), and crossvine (*Bignonia capreolata*). Characteristic wetland species in wetland swales include sweetgum, willow oak (*Quercus phellos*), water oak, sweet bay magnolia, alder (*Alnus* sp.), elderberry

(*Sambucus canadensis*), and milkweed (*Asclepias ayriaca*).

A survey to evaluate and delineate existing wetlands within the eastern portion of Tuskegee Airmen NHS was conducted in 2004 (EA 2004). Four wetlands encompassing a total of approximately 1.49 acres were identified in the vicinity of Chief Anderson Drive in the northwestern portion of Tuskegee Airmen NHS. Three of the four wetlands were contiguous and connected through stormwater management components at the site (EA 2004). Two of the four wetlands were comprised of shrub-scrub species. The third wetland was defined as an emergent wetland associated with a spring/seep between Chief Anderson Drive and Chappie James Avenue and the fourth wetland as a forested/shrub-scrub wetland along Chief Anderson Drive. All wetlands were located either adjacent to or associated with surface water features and runoff from roads or the runway (EA 2004).

WILDLIFE

The vegetated habitats identified at Tuskegee Airmen NHS that are associated with human activities and disturbances have a low diversity of species. Those species that are found are tolerant of human activities. Mammal species such as white-tailed deer (*Odocoileus virginianus*), raccoon (*Procyon lotor*), eastern gray squirrel (*Sciurus carolinensis*), eastern chipmunk (*Tamias striatus*), and opossum (*Didelphis virginiana*) could be present throughout the habitats identified as well as in the areas where human activity levels are high. Bird species vary with habitat type and cover.

Species such as woodpeckers, chickadees, titmice, and nuthatches are likely to use the forested areas and pine plantations. Sparrows, meadowlarks, and blackbirds are likely to use the early and mid-successional areas, as well as the maintained habitat. Herons and ducks along with flycatchers and swallows may use areas along wetlands and the creek.

SELECTED SPECIAL STATUS SPECIES

Consultation with the U.S. Fish and Wildlife Service (USFWS), the Alabama Department of Natural Resources (DNR), and the U.S. Army Corps of Engineers - Mobile District determined that there are five federally listed threatened or endangered species (two birds and three mussels) known to occur in Macon County, Alabama (Alabama DCNR 2004a). The three mussel species have been documented to occur downstream of the confluence of the tributary the runs through the Tuskegee Airmen NHS with the Uphapee Creek (USFWS 2004). The two listed birds are the red-cockaded woodpecker and wood stork. The project area is within the historic range of the red-cockaded woodpecker; however, suitable habitat for this species does not occur within the park (NPS 2004). A survey for the red-cockaded woodpecker was conducted in the park by the U.S. Forest Service (USFS) in 2005. The survey confirmed that suitable habitat for this species does not occur within the park (personal communication Jami Hammond, NPS). In addition, suitable habitat for the wood stork is also not found in the park. The USFWS did not consider the wood stork to be a species of concern at Tuskegee Airmen NHS.

The USFWS has stated that three mussel species, the southern clubshell (*Pleurobema decisum*), ovate clubshell (*Pleurobema perovatum*), and the fine-lined pocketbook (*Lampsilis altilis*), still occur downstream of the confluence of the tributary with the Uphapee Creek, but that the unnamed tributary on the Tuskegee Airmen NHS is not large enough to support these species. The USFWS has stated that a mussel survey is unnecessary because the mussel species are known to occur in Uphapee Creek.

The Alabama DCNR has documented one federally-listed species approximately 1.1 miles from the park, the fine-lined pocketbook mussel (Alabama DCNR 2004b). Further consultation with Alabama DCNR demonstrated that this species have been recorded in the Uphapee Creek, located adjacent to the Tuskegee Airmen NHS.

Habitat for the following three Federally-listed species could exist in rivers and creeks downstream and adjacent to the park, so these will be included in this document.

Fine-Lined Pocketbook Mussel (*Lampsilis altilis*) - Threatened

The habitat of the fine-lined pocketbook mussel includes both high and low gradient creeks and medium-sized rivers of moderate gradient and riffle. Sources indicate that the fine-lined pocketbook mussel generally inhabits small river and creek habitats and it has been found associated with swift flowing riffles and gravel-cobble substrates in the Conasauga River. It is found in sand and in gravel in Chewacla Creek, Tallapoosa River drainage; however, this species may have been eliminated

from most river habitat throughout its range and currently appears to be restricted to creek habitat (NatureServe 2003 and Smith 1993).

**Southern Clubshell Mussel
(*Pleurobema decisum*) - Endangered**

The habitat of the southern clubshell includes highly oxygenated streams with sand and gravel substrate (NatureServe 2003). This species may be found in sandy and gravelly areas in the middle of the stream or in sandy areas along the margins of the stream. This species is known to occur in the Bogue Chitto River in the Alabama River drainage, but recent records could not confirm existence in either the Coosa or Cahaba river drainages, where it has been historically located (USFWS 2004b).

Ovate Clubshell Mussel (*Pleurobema perovatum*) - Endangered

The habitat of the ovate clubshell includes moderate to high gradient large and medium-sized rivers or creeks with pools and riffles. The type locality for this species is small streams in Greene County, Alabama. Sources indicate that habitat modification, sedimentation, and water quality degradation have led to the decline of this species (NatureServe 2003). Currently, the species is known to occur in the Buttahatchee and Sipsey rivers in the Tombigbee River drainage, Blackwater Creek and Locust Fork in the Black Warrior drainage, and Chewacla Creek in the Tallapoosa drainage (USFWS 2004b).

ECOLOGICALLY CRITICAL AREAS

Critical habitat refers to specific geographic areas designated by the USFWS that are

essential for the conservation of a threatened or endangered species. No critical habitat has been designated at the Tuskegee Airmen NHS. However, the USFWS has indicated through agency consultation letters that the unnamed tributary at Tuskegee Airmen NHS drains into a segment of Uphapee Creek that has been designated critical habitat for three federally listed mussel species (USFWS 2004).

NATURAL SOUNDSCAPES

The natural soundscape exists in the absence of human-caused sound. Some natural sounds are part of the biological or physical resources of the Tuskegee Airmen NHS. Examples of such natural sounds at Tuskegee Airmen NHS include:

- Sounds produced by birds, frogs, or insects to define territories or attract mates, and
- Sounds produced by physical processes such as wind in the trees, flowing water, or claps of thunder.

At Tuskegee Airmen NHS, human-caused sounds are most noticeable along the local roadways and in areas such as the visitor center, parking lot, and historic core area. In addition, aircraft and airport activities at the adjacent Moton Field Municipal Airport create noticeable human sounds. The runway is located approximately 250 ft north of Tuskegee Airmen NHS, and is 5,000 ft long and 100 ft wide (Pond & Company 2002). Airport noise is described through type of flight operations, types of aircraft using the airport, flight paths and profiles, runway utilization,

and information from noise monitoring locations around the airport. Moton Field Municipal Airport has 15 aircraft based onsite and averages approximately 53 aircraft operations per day (AirNav 2003).

The natural soundscape can be experienced in the undeveloped portions of the park away from the historic core area where the soft, intermittent sounds of nature prevail.

SOCIOECONOMIC ENVIRONMENT

Demographics

Tuskegee, the county seat and largest city in Macon County, contains approximately half of the county's population. According to the 2000 U.S. Census, 11,846 residents live in the city of Tuskegee while the total population of Macon County is 24,105. Although the population of the county fell between 1980 and 1990 by 7.1 percent, this decrease slowed to only 3.3 percent between 1990 and 2000. The migration of people out of Macon County is responsible for this decline in population. Between 1980 and 1990, 12 percent of the population (3,225 inhabitants) moved out of the county, and 6 percent (1,497 people) departed between 1990 and 1995.

Age Distribution

In 2000, 25.2 percent of the population was under 18 years of age while 60.8 percent of the population was between 18 and 64, and 14.0 percent was over 65 years of age.

Tuskegee University and Southern Community College are both located

in Tuskegee. Tuskegee University has a current enrollment of more than 3,000 students and Southern Community College has 140 students (Tuskegee University 2004, Southern Community College 2004). Undoubtedly, the presence of Tuskegee University in Macon County contributes greatly to the number of people over 18 and under 65 years of age. As the university grows and expands in the coming years, one can expect the number of young and middle-age people in the county to increase as well, but overall total population is projected to decline (University of Alabama 2004). In addition, the presence of the Veterans Administration Hospital in Macon County contributes to the population of senior citizens and veterans in the county. In 2000, the civilian population of Macon County 18 years old and older was 17,999, and of those 2,092 (11.6 percent) were veterans.

Population

Population projections for Macon County as determined by the Center for Business and Economic Research of the University of Alabama show a gradual attrition of the county population from 24,105 in 2000 to a projected 22,505 in 2025, a total loss of 6.6 percent of the county's population over 25 years (University of Alabama 2004).

According to the Alabama County Data Book (1997), the percentages of the population residing in urban areas and rural areas were nearly equal. Overall, the county population density based on the U.S. 2000 Census was 40 people per square mile. There are 10,627 housing units with an average density of 17 per square mile [Coosa River Improvement Association (CRIA) 1997].

Educational Attainment

Over 85 percent of the residents of Macon County have high school diplomas or more advanced degrees. Approximately 20.5 percent of Macon County residents have a Bachelor's degree and 7.5 percent have a graduate or professional degree (U.S. Census Bureau 2006).

Employment

The Macon County civilian labor force comprises approximately 50 percent of the county population; 44 percent are employed and 6 percent are unemployed. Occupational information from the U.S. Census 2000 data for Macon County shows the largest percentage (30 percent) of residents is employed in management, professional, and related occupations. Twenty-three percent are employed in service occupations, 23 percent in sales and office occupations, and 15 percent in production, transportation, and material moving occupations. Construction, extraction, and maintenance provide a little over 8 percent of the employment occupations; the remainder (less than 1 percent) is in agriculture, forestry, or fishing occupations. Major employers in Macon County are the Veterans Administration Hospital (1,300 employees, health care facility) and Tuskegee University (1,000 employees, educational institution) (U.S. Census Bureau 2000).

With Tuskegee University and the Veterans Administration Hospital, Macon County's economy largely depends on the service industry as well as its government labor force.

Housing and Ownership

Sixty-three percent of the 10,627 housing units in Macon County are single-family detached dwellings. Mobile home residences comprise 17 percent of the housing units, and 15 percent of the housing units are multiple family dwellings of more than three units. In 2000, of the 8,950 occupied residences, 6,019 (67.3 percent) were owner occupied. The other 2,931 (32.7 percent) percent were rental properties. Approximately 49 percent of the renters paid rent in the \$300 to \$750 per month range. The median value of owner-occupied housing units in 2000 was \$64,200 (U.S. Census Bureau 2000).

Economic Contribution to Community

The park contributes to the local economy by attracting approximately 30,000 visitors each year. A recreational use survey conducted in 1990 noted 4.5 percent of Alabama State residents enjoyed visiting historic sites (ADECA 2002).

VISITOR USE AND EXPERIENCE

VISITOR USE

Currently the Tuskegee Airmen NHS provides visitor experience through a temporary visitor contact station where audiovisual interpretive materials, museum exhibits, and personal contact with NPS staff are provided (NPS 2003). These facilities are located adjacent to the parking lot off Chappie James Avenue. A bookstore within the visitor contact station sells books, videos, posters and other materials related to the story of the Tuskegee Airmen. A scenic overlook near the visitor center provides visitors with a view of the historic core area until it is officially open to the public. NPS staff provides guided walks to the overlook where interpretive talks are given to visitors (NPS 2003). The Tuskegee Airmen NHS currently has approximately 30,000 visitors annually.

Once the DCP implementation is completed and the site is fully operational for public use, visitation is expected to grow. According to an economic impact study conducted by the Alabama Bureau of Tourism and Travel for the NHS, visitation could grow significantly once the park is open. This amount of growth is dependent on the level of marketing undertaken to promote the NHS. Market penetration levels of 25 to 50 percent are considered to be the most probable (226,000 to 450,000 visitors). The market penetration level is defined as the percentage of households that are aware of the attraction after the promotional campaign begins.

In addition to general visitation, an annual Memorial Day weekend Tuskegee Airmen Fly-In at the adjacent municipal airport is open to the public and provides visitors

with the opportunity to see historic aircraft and original Tuskegee Airmen of World War II (Tuskegee NHS Website, Accessed on November 4, 2007).

ORIENTATION AND INFORMATION

Visitor orientation occurs at the temporary visitor center where visitors have an opportunity to receive an introduction to the Tuskegee Airmen NHS. NPS staff is available to provide information and an overview of the site. Five films highlighting the history of the Tuskegee Airmen are also available for viewing by visitors.

EDUCATION

Currently visitation by local school groups comprises a large percentage of the staff interpretive activities.

INTERPRETATION

The Tuskegee Airmen NHS has completed a Long Range Interpretive Plan (NPS 2003) to provide guidance for the planning, design, and operation of interpretive exhibits, programs, and facilities consistent with NPS and site legislation (NPS 2003). The plan will utilize interpretive themes to educate and enlighten a wide diversity of visitors to the history of the Tuskegee Airmen, aviation history and to the historic site. An oral history program is planned to support all interpretive and education programs (NPS 2003).

VISITOR SAFETY AND ACCESS

Currently, visitors to Tuskegee Airmen NHS have restricted access to the temporary visitor contact station and overlook to eliminate concerns of visitor safety until the historic core area is officially open to the public.

The entrance to the visitors' parking area is in the southeast area of the park on Chappie James Avenue. Parking consists of a single lot adjacent to the temporary visitor center and uses a one-way circulation pattern. Pedestrian access to the temporary visitor center is via a walkway that meets ADA standards.

NPS OPERATIONS

Currently, the staff at Tuskegee Airmen NHS consists of seven full time NPS employees. Once the historic core area is open to the public the number of NPS employees will increase to 20 including:

- Cultural Resource Management, 1;
- Interpretation and Education, 8;
- Law Enforcement and Protection, 1;
- Facility Maintenance, 1;
- Facility Operations, 3; and
- Management and Administration, 6.

Additionally, staff from the Tuskegee Institute supports the current staff at Tuskegee Airmen NHS as needed.

ENVIRONMENTAL CONSEQUENCES



INTRODUCTION

The NEPA requires that environmental documents discuss the environmental impacts of a proposed federal action, feasible alternatives to that action, and any adverse environmental effects that cannot be avoided if a proposed action is implemented. In this case the proposed federal action would be the adoption of a GMP for the Tuskegee Airmen NHS. This chapter analyzes the environmental impacts of implementing the five alternatives on cultural resources, natural resources, the visitor experience, and the socioeconomic environment. The analysis is the basis for comparing the beneficial and adverse effects of implementing the alternatives.

Because of the general, conceptual nature of the actions described in the alternatives, the impacts of these actions are analyzed in general qualitative terms. Thus, this EIS should be considered a programmatic analysis. If and when site-specific developments or other actions are proposed for implementation subsequent to this GMP, appropriate detailed environmental and cultural compliance documentation will be prepared in accordance with NEPA and NHPA requirements.

Impact analysis discussions are organized by impact topic and then by alternative under each topic. Each alternative discussion also describes cumulative impacts and presents a conclusion. At the end of the chapter there is a brief discussion of unavoidable adverse impacts, irreversible and irretrievable commitments of resources, and the relationship of short-term uses of the environment

and the maintenance and enhancement of long-term productivity.

CUMULATIVE IMPACT ANALYSIS

A cumulative impact is described in the Council on Environmental Quality's regulation 1508.7 as follows:

Cumulative impacts are incremental impacts of the action when added to other past, present, and reasonably foreseeable future actions, regardless of what agency (federal or nonfederal) or person undertakes such other action. Cumulative impacts can result from individually minor, but collectively significant, actions taking place over a period of time.

Guidance for assessing cumulative effects on historic properties is also provided in 36 CFR 800. To determine potential cumulative impacts, other projects within and surrounding the Tuskegee Airmen NHS were identified. The area included surrounding communities. Projects were identified by discussions with the NPS staff and representatives of county and town governments. Potential projects identified as cumulative actions included any planning or development activity that was currently being implemented, or would be implemented in the reasonably foreseeable future. Impacts of past actions were also considered in the analysis.

These actions are evaluated in conjunction with the impacts of each alternative to determine if they would have any cumulative

effects on a particular natural, cultural, or socioeconomic resource or visitor use. If the cumulative action is still in the early planning stages, the qualitative evaluation of cumulative impacts was based on a general description of the project.

Past Actions

The Tuskegee Airmen facilities were originally constructed on 781 acres of land purchased from a local farmer. The Tuskegee Institute was contracted by the U.S. Army to construct the airfield and establish the flight school. In 1945, the Army Air Corps school at Moton Field closed and the land was used by the Tuskegee Institute for private flying lessons and private aircraft storage. The Skyway Club at Moton Field was used as a nightclub for a period after the war and was later converted to overflow housing for students at the Tuskegee Institute. Little maintenance and upkeep was completed at Moton Field after World War II and many of the facilities deteriorated. During the 1950s, a golf course was developed at Moton Field for Tuskegee Institute faculty and those employed at the Veterans hospital. The Tuskegee Institute's School of Veterinary Medicine used Moton Field for animal research in the 1960s and 1970s. In 1972, 325 acres of Moton Field were transferred to the City of Tuskegee for the development of a municipal airport, which is currently in operation. During 1998, Public Law 105-355 established the Tuskegee Airmen NHS and the NPS acquired 44 acres of land from Tuskegee University and the City of Tuskegee to establish the

historic site (Pond and Company 2002).

The NPS has completed Phase 1 and Phase 2 of the preservation and rehabilitation of the Tuskegee Airmen NHS. Construction associated with Phase 1 included the restoration and rehabilitation of Hangar #1, restoration of historic landscape and furnishings, restoration of the exterior of the control tower, rehabilitation of the warehouse/vehicle storage, rehabilitation of the bath and locker building for administrative use, installation of drainage and stormwater retention structures, and the construction of some parking areas and grading of the remaining parking areas. Phase 2 included construction of a picnic area, construction of a service entrance, reconstruction of Hangar #2 and build out of the main hangar area for exhibits, restoration of the interior of the control tower, restoration of the tarmac, construction of bus parking, continued restoration of the historic landscape and furnishings, and construction of another portion of the automobile parking area. Visitor facilities would be provided and maintained throughout the core historic area in accordance with the DCP.

The Federal Aviation Administration (FAA) approved an Airport Improvement Plan grant for \$100,000 for Moton Field Municipal Airport that was recently used to install navigational aids, prepare environmental studies, and to complete an update to the Airport Master Plan Study (FAA 2003).

The Alabama Statewide Airport System Plan is a component of the first phase of a comprehensive study being conducted by Alabama

Department of Transportation (DOT) Aeronautics Bureau. The second phase of planning will involve development of capital improvement plans (CIPs) to prioritize improvements needed at each airport in Alabama, including Moton Field Municipal Airport. The city of Tuskegee received a \$5,556 grant from Alabama DOT in fiscal year (FY) 2003, as part of a \$1.5 million distribution over 44 airports statewide (Alabama DOT Aeronautics Bureau 2003).

Present Actions

A new separate entrance road to Moton Field Municipal Airport has recently been completed by the City of Tuskegee.

Future Actions

Phase 3 of the preservation and rehabilitation of the Tuskegee Airmen NHS has not yet been funded. Actions that would be completed as part of this phase include restoration of the tennis court surface, construction of a ghost structure (physical plant warehouse), and construction of some parking and pedestrian walkways.

The TANC would provide the story of the Tuskegee Airmen, emphasizing the past, present, and future of military aviation and training. The purpose of the TANC is to extend the ability of the NHS to relate the full story of the Tuskegee Airmen for visitors. The development and operation of the TANC would be dependent on strong participation and leadership from private and public sources. The primary partners recognized in PL 105-355 include the NPS, Tuskegee University, and Tuskegee Airmen, Inc. The partnership includes the establishment of a trust for TANC

and participation and assistance from a variety of private organizations, corporations, foundations, individuals, and federal, state, and local agencies.

The TANC would include a full-scale military museum, major exhibits with period military aircraft and equipment similar to those used by the Tuskegee Airmen in World War II, and an audiovisual presentation and interactive exhibits and programs. The TANC would also contain the Charles Alfred Anderson Department of Aviation Science and would eventually contain visitor contact information and orientation for the entire site, with a Tuskegee Airmen Memorial in the form of a Wall of Honor that would include a list of the names of all Tuskegee Airmen as well as a statue of "Chief" Anderson.

The TANC would be located close to the principal welcome and orientation areas and the Tuskegee Airmen Memorial. The site can accommodate the Airfield Operations component of Tuskegee University. If Tuskegee University elects to locate this component on the site, it would be separated visually and physically from the Historic Core Area so as to not interfere with the visitor understanding of this historic component of the site. Vehicle access and parking can be an extension of the primary public access system instituted by the NPS, with service access available from the southeast (Hartrampf 2004).

Proposed improvements to Moton Field Municipal Airport include extending the runway from 5,000 ft to 6,500 ft, installation of navigational aids and performing

various studies. The proposal for the runway improvements and extension has been submitted and approved by FAA; however, funds have not been allocated.

There are no transportation projects scheduled by Alabama DOT in the vicinity of the Tuskegee Airmen NHS within the next five years that would cumulatively add to the impacts of the alternatives implemented.

IMPAIRMENT OF NATIONAL HISTORIC SITE RESOURCES

In addition to determining the environmental consequences of implementing the preferred and other alternatives, NPS Management Policies 2006 requires analysis of potential effects to determine whether or not proposed actions would impair NHS resources and values.

The fundamental purpose of the National Park System, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve park system resources and values. NPS managers must always seek ways to avoid, or to minimize to the greatest degree practicable, adverse impacts on a park unit's resources and values. However, the laws do give the NPS the management discretion to allow impacts on park unit resources and values when necessary and appropriate to fulfill the purposes of the park unit, as long as the impact does not constitute impairment of the affected resources and values. Although Congress has given the NPS the management discretion to allow certain impacts within a park unit, that discretion is limited by the statutory requirement that the NPS must leave resources and

values unimpaired unless a particular law directly and specifically provides otherwise. The prohibited impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of the park unit's resources and values, including the opportunities that otherwise would be present for the enjoyment of those resources or values (NPS Management Policies 2006). An impact on any park unit's resource or value may constitute impairment. An impact would be more likely to constitute impairment to the extent it affects a resource or value whose conservation is:

- necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park unit;
- key to the natural or cultural integrity of the park unit or to opportunities for enjoyment of the park unit; or
- identified as a goal in the park unit's GMP or other relevant NPS planning documents.

Impairment may result from NPS activities in managing the park unit, visitor activities, or activities undertaken by concessionaires, contractors, and others operating in the park unit. A determination on impairment is made in the conclusion section in this document for each impact topic related to the NHS resources and values. An evaluation of impairment is not required for topics related to visitor use and experience (unless the impact is resource based), NPS operations, or the socioeconomic environment. When it is determined that an action(s) would have a moderate to major adverse effect, a

justification for "nonimpairment"
is made. Impacts of only
negligible or minor intensity are
not considered to result in
impairment.

METHODS AND ASSUMPTIONS FOR ANALYZING IMPACTS

The planning team based the impact analysis and the conclusions in this chapter largely on the review of existing literature and studies, information provided by experts in the NPS and other agencies and NHS staff insights and professional judgment. The team's method of analyzing impacts is further explained below. It is important to remember that all the impacts have been assessed assuming that mitigation measures would be implemented to minimize or avoid impacts. If mitigation measures described in the "Alternatives Including the Preferred Alternative" chapter were not applied, the potential for resource impacts and the magnitude of those impacts would increase.

Director's Order 12, "Conservation Planning, Environmental Impact Analysis, and Decision Making," presents an approach to identifying the duration (short or long term), type (adverse or beneficial), and intensity or magnitude (e.g., negligible, minor, moderate, or major) of the impact(s), and that approach has been used in this document. Direct and indirect effects caused by an action were considered in the analysis. Direct effects are caused by an action and occur at the same time and place as the action. Indirect effects are caused by the action and occur later in time or farther removed from the place, but are still reasonably foreseeable.

The impacts of the action alternatives describe the difference between implementing the no-action alternative and implementing each of the action

alternatives. To understand a complete "picture" of the impacts of implementing any of the action alternatives, the reader must also take into consideration the impacts that would occur under the no-action alternative.

CULTURAL RESOURCES

METHODOLOGY

The following discussion is an attempt to correlate the differing requirements of the NHPA and NEPA in a way that impacts (affects) cultural resources; they are presented in a thorough, thoughtful, and meaningful manner in this document and compliance with both laws is achieved. For these reasons, the impact criteria for cultural resources are presented in a different format from the other impact topics in this GMP/EIS.

To implement Section 106 of the NHPA, the Advisory Council on Historic Preservation (ACHP) has published regulations at 36 CFR 800. These regulations, entitled "Protection of Historic Properties," provide guidance for determining whether a historic property (a term that includes archeological sites, historic buildings, structures, landscapes, and districts and properties of traditional, religious, and cultural significance) is eligible for inclusion on the NRHP and provides a procedure for nominating such properties to the NRHP.

The regulations also explain what constitutes an impact or effect on a historic property listed on or eligible to be listed on the NRHP. Under Section 106, the effects on archeological resources, historic buildings and structures, and cultural landscapes were identified and evaluated by:

- Determining the area of potential effects;
- Identifying cultural resources present in the area of

potential effects that are either listed in or are potentially eligible to be listed in the NRHP;

- Applying the criteria of adverse effect to all of the listed or potentially eligible cultural resources that could be affected; and
- Considering ways to avoid, minimize, or mitigate adverse effects.

The following Section 106 definitions were used in this GMP/EIS to characterize the severity or intensity of effects on NRHP-listed or -eligible cultural resources.

- A determination of no historic properties affected means that either there are no historic properties present or there are historic properties present but the undertaking will have no effect on them (36 CFR 800.4(d)(1));
- A determination of no adverse effect means there is an effect, but that effect would not meet the criteria of an adverse effect; that is, it will not diminish the characteristics of the cultural resource that qualify it for inclusion in the NRHP (36 CFR 800.5(b));
- An adverse effect occurs whenever an impact alters, directly or indirectly, any characteristic of a cultural resource that qualifies it for inclusion in the NRHP. For example, this could include diminishing the integrity (or the extent to which a resource retains its historic appearance) of its location,

design, setting, materials, workmanship, feeling, or association. Adverse effects also include reasonably foreseeable effects caused by the alternatives that would occur later in time, be farther removed in distance, or be cumulative (36 CFR 800.5(a)(1)).

Because cultural resources are nonrenewable, all adverse effects on NRHP-eligible cultural resources in the NHS would be long-term and would have a high level of concern.

The Council on Environmental Quality (1978) regulations for implementing the NEPA and Director's Order 12 (NPS 2001) call for a discussion of the appropriateness of mitigation with an analysis of how effective the mitigation would be in reducing the intensity of a potential impact (for example, reducing the intensity of an impact from major to moderate or minor). However, any reduction in intensity of impact from mitigation is an estimate of the effectiveness of mitigation only under the National Environmental Policy Act. The level of effect as defined by Section 106 is not similarly reduced, because cultural resources are nonrenewable and adverse effects that consume, diminish, or destroy the original historic materials or form, will result in a loss in the integrity of the resource that can never be recovered. Therefore, even if actions determined to have an adverse effect under Section 106 may be mitigated, the effect remains adverse.

A Section 106 summary follows the cultural resource impact analysis for several of the alternatives.

The Section 106 summary is intended to meet the requirements of the NHPA and is an assessment of the effect of the undertaking (implementation of the alternative) of cultural resources, based on criteria of the effect and adverse effect in the Advisory Council's regulations.

This section provides an evaluation of potential effects on cultural resources within the area of potential effect. The cultural resource evaluations consist of comparing conditions that would occur under each of the alternatives to the no action alternative. Thresholds used for assessing the intensity of potential impacts on cultural resources are presented in the following sections, and include both NEPA and NHPA terminology. The major assumptions used in the analysis of effects on cultural resources were that the potential for adverse effects on these resources is related primarily to the degree of change or physical disturbance from such things as construction, facility operations, visitor use, and natural causes.

Alternatives involving higher levels of physical disturbance/change in relation to Alternative A, the No Action Alternative, have a higher potential to adversely affect cultural resources.

Specifically, the potential for an alternative to diminish the significance or integrity of the resource(s) to the extent that their NRHP eligibility is affected was used as the primary criteria for estimating effects. Beneficial effects were assessed based on the potential to maintain, preserve, or stabilize

resources. In addition, it was also assumed that development and implementation of resource inventories and other cultural resource-related plans would help avoid, minimize, or reduce the potential adverse effects of NPS actions. For typical mitigation measures please refer to Table 8 "Summary of Mitigation Measures and Best Management Practices" in Chapter 2.

For purposes of the impact analysis for cultural resources in this document, lands within the park boundaries and within the confines of the proposed Fern Lake acquisition will be considered as the area of potential effect.

Effects on virtually all cultural features other than vegetation components would be long-term effects because most cultural resources are non-renewable. These would include any effects on archeological, historic, or on non-vegetation elements of a cultural landscape.

ARCHEOLOGICAL RESOURCES

Certain important questions about human history can only be answered by the actual physical material of cultural resources. Archeological resources have the potential to answer, in whole or in part, such questions. An archeological site can be eligible for listing in the NRHP if the site has yielded, or is likely to yield, information important to prehistory or history. An archeological site can be nominated to the NRHP in one of three historic contexts or levels of significance: local, state, or national (NPS 2002).

Laws and regulations applicable to archeological resources, the methodology used to analyze

potential impacts of an action, and the area of potential effect are described above. For archeological resources, until a NRHP evaluation for any site was completed, it would be assumed that the site is eligible for listing on the register.

For purposes of analyzing impacts on archeological resources, thresholds of change for the intensity of an impact are based upon the potential of the site to yield information important to prehistory or history, as well as the probable historic context of the affected site. Impact thresholds for archeological resources eligible for/listed on the NRHP used to evaluate effects on archeological resources are defined below.

Negligible - Impact is at the lowest levels of detection - barely measurable, with no perceptible consequences, either adverse or beneficial, to archeological resources. For purposes of Section 106, the determination of effect would be no historic properties affected.

Minor adverse - The action would affect one or more archeological sites with modest data potential and no significant ties to a living community's cultural identity. The site disturbance would result in little, if any, loss of important information potential. For purposes of Section 106, the determination of effect would be no adverse effect.

Minor beneficial - The action would result in preservation of a site in its natural state. For purposes of Section 106, the determination of effect would be no adverse effect.

Moderate adverse - The action would affect one or more archeological sites with good data potential and possible ties to a living community's cultural identity. Site disturbance would be noticeable. For purposes of Section 106, the determination of effect would be an adverse effect.

Moderate beneficial - The alternative would noticeably enhance the protection or preservation of one or more archeological sites that are listed or are eligible for the NRHP. For purposes of Section 106, the determination of effect would be no adverse effect.

Major adverse - The action would impact one or more archeological sites or districts listed in, or eligible for the NRHP and/or that has possible ties to a living community's cultural identity, resulting in loss of site or district integrity. Site disturbance or resource degradation would be highly visible. For purposes of Section 106, the determination of effect would be an adverse effect.

Major beneficial - The alternative would substantially enhance the ability to protect and interpret important archeological resources and would foster conditions under which archeological resources and modern society can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations. For purposes of Section 106, the determination of effect would be no adverse effect.

Impacts from Implementing Alternative A - No Action

Archeological resources adjacent to or easily accessible from trails anywhere in the NHS could be vulnerable to surface disturbance, inadvertent damage, and vandalism. A loss of surface archeological materials, alteration of artifact distribution, and a reduction of contextual evidence could result. Continued ranger patrol and emphasis on visitor education would discourage vandalism and inadvertent destruction of cultural remains, therefore any adverse effects would be expected to be minimal, if any.

As appropriate, additional archeological surveys and/or monitoring would precede any ground disturbance associated with construction. National Register of Historic Places-eligible or listed archeological resources would be avoided to the greatest extent possible, but long-term, minor, and adverse effects could be expected. In the unlikely event that such resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the SHPO, although such mitigation activities would nevertheless result in an adverse effect to the archeological resources.

Cumulative Impacts. Past and ongoing construction in the NHS (e.g., the construction of visitor parking lots and memorial area) might have resulted in the disturbance and loss of some archeological resources during excavation and construction activities. In addition, agricultural practices, adjacent airport functions and the expansion of residential development near the NHS may also

have disturbed archeological resources. The continuation of such activities and the continuation of implementing the DCP could also result in future long-term, minor, and adverse effects on archeological resources in the region.

Continued monitoring of management and visitor actions at the NHS would help to identify and avoid any future adverse effects on archeological resources. The continued level of management actions under Alternative A could contribute long-term, minor, and adverse effects to the impacts of other past, present, and reasonably foreseeable actions occurring both within and outside the NHS. Thus, any adverse effects on archeological resources resulting from the implementation of Alternative A would be a very small component of the overall long-term, minor, and adverse cumulative impact.

Conclusion. Continued management actions under the no-action alternative would include finishing the construction projects required by the enabling legislation and outlined in the DCP, and long-term, minor, and adverse effects on archeological resources could be anticipated. In the unlikely event that impacts on NRHP-eligible or listed archeological resources could not be avoided, a memorandum of agreement, in accordance with 36 CFR Part 800.6, Resolution of Adverse Effects, would be negotiated between the NHS and the SHPO (and/or the ACHP, if necessary). The memorandum of agreement would stipulate how the adverse effects would be mitigated.

Because important archeological resources would be avoided during ground disturbing activities, there would be only long-term, minor, and adverse effects to a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of the NHS; (2) key to the natural or cultural integrity of the NHS or to opportunities for enjoyment of the NHS; or (3) identified as a goal in the NHS's GMP or other relevant NPS planning documents. Thus, there would be no impairment of the NHS's resources or values.

Impacts from Implementing Alternative B

In this alternative, additional development of trails is proposed. Archeological resources adjacent to or easily accessible from trails anywhere in the NHS could be vulnerable to surface disturbance, inadvertent damage, and vandalism. A loss of surface archeological materials, alteration of artifact distribution, and a reduction of contextual evidence could result. Staff increases to accommodate this alternative and an enhanced emphasis on visitor education would discourage vandalism and inadvertent destruction of cultural remains, therefore any adverse effects would be expected to be minimal, if any.

As appropriate, additional archeological surveys and/or monitoring would precede any ground disturbance associated with construction. National Register of Historic Places-eligible or listed archeological resources would be avoided to the greatest extent possible, but long-term, minor, and adverse effects could be expected. In the unlikely

event that such resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the SHPO, although such mitigation activities would nevertheless result in an adverse effect to the archeological resources.

Cumulative Impacts. The cumulative impacts of Alternative B on archeological resources would be similar to those described for Alternative A. As described above, actions associated with the implementation of this alternative could potentially disturb archeological resources at the NHS. If NRHP-eligible or listed archeological resources could not be avoided, the impacts on such resources would be adverse. However, because archeological resources would be avoided to the greatest extent possible, the actions associated with the alternative would not be expected to contribute, or contribute only minimally, to the adverse effects of other past, present, and reasonably foreseeable actions occurring both within and outside the NHS. Monitoring of management and visitor actions at the NHS would help to identify and avoid any future adverse effects on archeological resources. Any adverse effects associated with Alternative B would be anticipated to be long-term and minor. Thus, any adverse effects on archeological resources resulting from implementing this alternative would be a very small component of the overall long-term, minor, and adverse cumulative effect.

Conclusion. The impact of implementing Alternative B could result in long-term, minor, and adverse effects on archeological resources. In the unlikely event that impacts on NRHP-eligible or

listed archeological resources could not be avoided, a memorandum of agreement, in accordance with 36 CFR Part 800.6, Resolution of Adverse Effects, would be negotiated between the NHS and the SHPO (and/or the ACHP, if necessary). The memorandum of agreement would stipulate how the adverse effects would be mitigated.

Because important archeological resources would be avoided during ground disturbing activities, there would be only long-term, minor, and adverse effects to a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of the NHS; (2) key to the natural or cultural integrity of the NHS or to opportunities for enjoyment of the NHS; or (3) identified as a goal in the NHS's GMP or other relevant NPS planning documents. Thus, there would be no impairment of the NHS's resources or values.

Impacts from Implementing Alternative C

The impacts of Alternative C on archeological resources would be similar to those described for Alternative B. As appropriate, additional archeological surveys and/or monitoring would precede any ground disturbance associated with implementing this alternative including, excavation, construction, and demolition, (e.g., installing wayside exhibits or other media); constructing a maintenance storage shed; and establishing unpaved nature trails, and other paved trails. National Register of Historic Places-eligible or listed archeological resources would be avoided to the greatest extent possible, but long-term, minor,

and adverse effects could be expected. In the unlikely event that such resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the SHPO, although such mitigation activities would nevertheless result in an adverse effect to the archeological resources.

Cumulative Impacts. The cumulative impacts of Alternative C on archeological resources would be similar to those described for Alternative B.

Conclusion. The impacts of Alternative C on archeological resources would be similar to those described for Alternative B resulting in long-term, minor, and adverse effects on archeological resources.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

The impacts of Alternative D on archeological resources would be similar to those described for Alternative B. As appropriate, additional archeological surveys and/or monitoring would precede any ground disturbance associated with implementing this alternative including, excavation, construction, and demolition, (e.g., installing wayside exhibits or other media); constructing a maintenance storage shed, a small picnic area, amphitheater to accommodate 30, two VIP host pads, a small unpaved parking area, and an unpaved road; and establishing more unpaved nature trails and other paved trails than in Alternatives B and C. National Register of Historic Places-eligible or listed archeological resources would be avoided to the greatest extent possible, but

long-term, minor, and adverse effects could be expected. In the unlikely event that such resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the SHPO, although such mitigation activities would nevertheless result in an adverse effect to the archeological resources.

Cumulative Impacts. The cumulative impacts of Alternative D on archeological resources would be similar to those described for Alternative B.

Conclusion. The impacts of Alternative D on archeological resources would be similar to those described for Alternative B resulting in long-term, minor, and adverse effects on archeological resources.

Impacts from Implementing Alternative E

The impacts of Alternative E on archeological resources would be similar to those described for Alternative B. As appropriate, additional archeological surveys and/or monitoring would precede any ground disturbance associated with implementing this alternative including, excavation, construction, and demolition, (e.g., installing wayside exhibits or other media); constructing a maintenance storage shed, up to four picnic areas, a small restroom building, amphitheater to accommodate 60, four VIP host pads, paved parking areas, and a paved road; and establishing more unpaved nature trails and other paved trails than in Alternatives B, C, and D. National Register of Historic Places-eligible or listed archeological resources would be avoided to the greatest extent possible, but long-term, minor,

and adverse effects could be expected. In the unlikely event that such resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the SHPO, although such mitigation activities would nevertheless result in an adverse effect to the archeological resources.

Cumulative Impacts. The cumulative impacts of Alternative E on archeological resources would be similar to those described for Alternative B.

Conclusion. The impacts of Alternative E on archeological resources would be similar to those described for Alternative B resulting in long-term, minor, and adverse effects on archeological resources.

CULTURAL LANDSCAPES, INCLUDING HISTORIC BUILDINGS, STRUCTURES, AND DISTRICTS

Laws and regulations applicable to cultural landscapes, historic buildings, structures, and districts are described in the preceding section, as is the area of potential effect and the methodology used to analyze potential impacts.

As described in the section entitled "Servicewide Mandates and Policies," the National Park Service is required to protect cultural resources within the park. In instances where potential cultural landscapes, historic buildings, structures, or districts would be affected by a project, these resources would be identified, documented, and evaluated to determine significance and integrity to support eligibility for inclusion

in the NRHP; project designs would be revised accordingly. If the resource is determined eligible for the Register, an environmental assessment would be prepared, and the National Park Service would work with the state historic preservation officer(s) to help develop appropriate mitigation measures. For typical mitigation measures see Table 5 in Chapter 2.

Historic buildings, structures, and districts are vital components of the park's landscapes. For this reason, the following discussion will combine cultural landscapes with historic structures, buildings, and districts. The thresholds for this impact topic are presented below.

Negligible - The activity potentially would not cause effects to cultural landscapes, historic buildings, or districts that would alter any of the characteristics that would qualify the resource for inclusion in, or eligibility for, the NRHP. For purposes of Section 106, the determination would be no historic properties affected.

Minor adverse - The action would affect one or more features of a structure, building, district, or landscape, but it would neither alter its character-defining features, nor diminish the overall integrity of the property that qualify it for inclusion in, or eligibility for, the NRHP. For purposes of Section 106, the determination of effect would be no adverse effect.

Minor beneficial - The action would maintain and improve the character-defining features of the structure, building, or district in accordance with The

Secretary of the Interior's Standards for the Treatment of Historic Properties (NPS 2005). For purposes of Section 106, the determination would be no adverse effect.

Moderate adverse - The action would alter one or more character-defining features of the structure, building, district, or landscape. While the overall integrity of the resource would be diminished, the property would retain its NRHP eligibility. For purposes of Section 106, the determination would be an adverse effect.

Moderate beneficial - Positive actions would be taken to preserve and noticeably enhance character-defining elements of a structure, building, or district in accordance with The Secretary of the Interior's Standards for the Treatment of Historic Properties (NPS 2005). For purposes of Section 106, the determination would be no adverse effect.

Major adverse - The action would alter character-defining features of a structure, building, district, or landscape, seriously diminishing the overall integrity of the resource to the point where its NRHP eligibility may be questioned. For purposes of Section 106, the determination would be an adverse effect.

Major beneficial - The action would enhance the character-defining features of a structure, building, or district that represents important components of the nation's historic heritage and would foster conditions under which these cultural foundations of the nation and modern society could exist in

productive harmony and fulfill the social, economic, and other requirements of present and future generations. For purposes of Section 106, the determination of effect would be no adverse effect.

Impacts from Implementing Alternative A - No Action

Implementation of Alternative A would include the continuation of the restoration of the historic structures in the core historic area and the cultural landscape in accord with the enabling legislation and DCP. Historic structures and buildings would continue to be maintained in a manner that preserves their integrity and National Register eligibility. Existing buildings and ghost structures of non-extant buildings would continue to be preserved and interpreted, creating a long-term, moderate, and beneficial effect. Existing landscape features including roads, curbs and drainage structures, the cistern and well system, and historic plantings, would continue to be preserved and interpreted, creating a long-term, moderate, and beneficial effect to the cultural landscape. If funding and staff are increased as approved, continued maintenance of historic structures and landscapes would help to maintain the long-term, moderate, and beneficial effects.

To preserve and protect the NRHP-eligible or listed historic structures and cultural landscapes, all stabilization and preservation efforts, as well as daily, cyclical, and seasonal maintenance, would continue to be undertaken in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Cumulative Impacts. The adjacent Moton Field Municipal Airport consists of post-1950 structures and airport related features as well as the runway. The runway was originally shared between the airport and the pilot training school. The Moton Field Municipal Airport has plans to upgrade the facilities to include the installation of navigational aids and the extension of the runway from 5000 ft to 6500 ft. These improvements would be considered to have a long-term, minor, and adverse effect on the NHS because the airfield would continue to service small planes only, whose presence adds a sense of place to the area and gives the visitors a more visceral experience. Also, as per the DCP, a landscaping buffer would be planted to screen visitors from the contemporary visual intrusions of the non-historic airport.

The current management plan in use at the NHS mandates the stabilization and permanent preservation of historic structures located on the site. The completed restoration, rehabilitation, and interpretation of historic structures located on the site are in keeping with the Secretary of the Interior's Standards for the Treatment of Historic Properties resulting in no adverse effects. Consideration and planning for the continued use and maintenance of the site and the historic structures located there has been developed and implemented.

Currently, no new residential or commercial development has been undertaken in the NHS's viewshed. In the past, structures have been constructed near the NHS, but outside the site's viewshed resulting in negligible effects.

The current management plan in use at the NHS mandates the stabilization and permanent preservation of other landscape features located on the site. The completed restoration, rehabilitation, and interpretation of historic cultural landscape contained within the site are in keeping with the Secretary of the Interior's Standards for the Treatment of Historic Properties. Consideration and planning for the continued use and maintenance of the site has been developed and implemented resulting in long-term, moderate, and beneficial effects.

Because existing conditions would remain unchanged under the no-action alternative, implementing Alternative A would not contribute to the impacts of other past, present, and reasonably foreseeable actions. Therefore, the effects on historic structures and cultural landscapes will remain long-term, moderate, and beneficial under this alternative.

Conclusion. Continued management actions under the no-action alternative would include finishing the construction projects required by the enabling legislation and outlined in the DCP. Therefore, the result would be long-term, moderate, and beneficial effects on cultural landscapes, historic buildings, structures, and districts.

There would be no impairment of cultural landscapes, historic buildings, structures, and districts under Alternative A.

Impacts from Implementing Alternative B

Implementation of Alternative B would include the continuation of the restoration of the historic

structures in the core historic area and the cultural landscape in accord with the enabling legislation and DCP. Historic structures and buildings would continue to be maintained in a manner that preserves their integrity and National Register eligibility. Existing buildings and ghost structures of non-extant buildings would continue to be preserved and interpreted, creating a long-term, moderate, and beneficial effect. Existing landscape features including roads, curbs and drainage structures, the cistern and well system, and historic plantings, would continue to be preserved and interpreted, creating a long-term, moderate, and beneficial effect to the cultural landscape. If funding and staff are increased as approved, continued maintenance of historic structures and landscapes would help to maintain the long-term, moderate, and beneficial effects.

To preserve and protect the NRHP-eligible or listed historic structures and cultural landscapes, all stabilization and preservation efforts, as well as daily, cyclical, and seasonal maintenance, would continue to be undertaken in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

In Alternative B, the area outside of the historic core and visitor areas would be kept largely undeveloped and natural in character and would emphasize the natural environment. Installing wayside exhibits or other media, constructing a maintenance storage shed, and establishing unpaved nature trails would not require the removal of any existing historic buildings or structures.

These activities would have negligible effects on historic structures.

Installing wayside exhibits or other media, constructing a maintenance storage shed, and establishing unpaved nature trails would occur outside of the viewshed of the historic core area and would be buffered by vegetation as suggested in the Cultural Landscape Report (CLR). The restoration of the cultural landscape to the greatest extent possible is recommended resulting in negligible effects to the cultural landscape.

Cumulative Impacts. The cumulative impacts of Alternative B on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative A.

Conclusion. The effects of implementing Alternative B, including finishing the construction projects required by the enabling legislation and outlined in the DCP, installing wayside exhibits or other media, constructing a maintenance storage shed, and establishing unpaved nature trails would be long-term, moderate, and beneficial on cultural landscapes, historic buildings, structures, and districts.

There would be no impairment of cultural landscapes, historic buildings, structures, and districts under Alternative B.

Impacts from Implementing Alternative C

In the vicinity of the core historic area, the effects of Alternative C on cultural landscapes, historic buildings, structures, and districts would be

similar to those described for Alternative B. Installing wayside exhibits or other media, constructing a maintenance storage shed, and establishing unpaved nature trails and other paved trails would not require the removal of any existing historic buildings or structures. These activities would have negligible effects on historic structures. No additional stabilization, rehabilitation, or restoration activities would occur in addition to those associated with Alternative B.

Installing wayside exhibits or other media, constructing a maintenance storage shed, and establishing unpaved nature trails and other paved trails would occur outside of the viewshed of the historic core area and would be buffered by vegetation as suggested in the CLR. The restoration of the cultural landscape to the greatest extent possible is recommended resulting in negligible effects to the cultural landscape.

Cumulative Impacts. The cumulative impacts of Alternative C on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative A.

Conclusion. The effects of Alternative C on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

In the vicinity of the core historic area, the effects of Alternative D on cultural

landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B. Installing wayside exhibits or other media; constructing a maintenance storage shed, a small picnic area, amphitheater to accommodate 30, two VIP host pads, a small unpaved parking area, and an unpaved road; and establishing more unpaved nature trails and other paved trails than in Alternatives B and C would not require the removal of any existing historic buildings or structures. These activities would have negligible effects on historic structures. No additional stabilization, rehabilitation, or restoration activities would occur in addition to those associated with Alternative B.

Installing wayside exhibits or other media; constructing a maintenance storage shed, a small picnic area, amphitheater to accommodate 30, two VIP host pads, a small unpaved parking area, and an unpaved road; and establishing more unpaved nature trails and other paved trails than in Alternatives B and C would occur outside of the viewshed of the historic core area and would be buffered by vegetation as suggested in the CLR. The restoration of the cultural landscape to the greatest extent possible is recommended resulting in negligible effects to the cultural landscape.

Cumulative Impacts. The cumulative impacts of Alternative D on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative A.

Conclusion. The effects of Alternative D on cultural

landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B.

Impacts from Implementing Alternative E

In the vicinity of the core historic area, the effects of Alternative E on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B. Installing wayside exhibits or other media; constructing a maintenance storage shed, up to four picnic areas, a small restroom building, amphitheater to accommodate 60, four VIP host pads, paved parking areas, and a paved road; and establishing more unpaved nature trails and other paved trails than in Alternatives B, C, and D would not require the removal of any existing historic buildings or structures. These activities would have negligible effects on historic structures. No additional stabilization, rehabilitation, or restoration activities would occur in addition to those associated with Alternative B.

Installing wayside exhibits or other media; constructing a maintenance storage shed, up to four picnic areas, a small restroom building, amphitheater to accommodate 60, four VIP host pads, paved parking areas, and a paved road; and establishing more unpaved nature trails and other paved trails than in Alternatives B, C, and D would occur outside of the viewshed of the historic core area and would be buffered by vegetation as suggested in the CLR. The restoration of the cultural landscape to the greatest extent possible is recommended

resulting in negligible effects to the cultural landscape.

Cumulative Impacts. The cumulative impacts of Alternative E on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative A.

Conclusion. The effects of Alternative E on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B.

NATURAL RESOURCES

Analysis of natural resources was based on research, knowledge of existing resources, and the best professional judgment of planners, biologists, and botanists who have experience with similar types of projects. Information on the Tuskegee Airmen NHS's natural resources was gathered from several sources. As appropriate, additional sources of data are identified under each topic heading.

Where possible, map locations of sensitive resources were compared with the locations of proposed developments and modifications. Predictions about short-term (less than one year) and long-term (one year or more) site impacts were based on previous studies of development impacts on natural resources.

WATER RESOURCES

Methodology

For the most part, potential impacts of actions comprising the alternatives cannot be defined relative to site-specific locations. Consequently, water resource impacts of the alternatives were assessed qualitatively.

Negligible – An action may have an effect on water resources or the timing or intensity of flows or the designated uses of the water resource but it would not be readily measurable or detectable.

Minor – An action would have measurable effects on water resources or the timing or intensity of flows or the designated uses of the water

resource. Effects could include increased or decreased loads of sediment, debris, chemical, or toxic substances, or pathogenic organisms.

Moderate – An action would have clearly detectable effects on water resources or the timing or intensity of flows and potentially would affect organisms or natural ecological processes or the designated uses of the water resource.

Major – An action would have substantial effects on water resources or the timing or intensity of flows and potentially would affect organisms or natural ecological processes or the designated uses of the water resource.

Impacts from Implementing Alternative A – No Action

The no-action alternative would not create any changes to current situations affecting water resources. Existing conditions and influences on hydrology and water resources would continue at the same level and intensity as they are now.

Cumulative Impacts. Agriculture, residential development, and commercial development use available water sources, and disrupt natural runoff and percolation patterns. The NPS has no control or jurisdiction over Uphapee Creek or its tributaries outside of the park boundaries. These effects have adverse impacts on water resources in the region; however, these effects are negligible.

This alternative would have no contribution to these effects, and

therefore there would be no cumulative effects.

Conclusion. The no-action alternative would have negligible adverse impacts on water resources in the Tuskegee Airmen NHS. Because this alternative would have negligible effects on water resources, there would be no cumulative effects. There would be no impairment of this resource.

Impacts from Implementing Alternative B

Implementing this alternative would result in negligible adverse impacts on water resources resulting from development in the Administration and Nature Discovery Zones. Development in the Administration Zone could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs. Minimal development would be planned for the Nature Discovery Zone - up to 4,000 ft of natural trails and 10 wayside exhibits. No additional impervious surface would be added in the Nature Discovery Zone; therefore, no additional runoff or erosion is anticipated in this zone.

Due to the minimal amount of development planned for this alternative, negligible adverse impacts on water resources are anticipated.

Cumulative Impacts. The impacts of Alternative B on cumulative impacts on water resources would be similar to those described for Alternative A.

Conclusion. Alternative B would have negligible adverse impacts on water resources in the Tuskegee

Airmen NHS. Because this alternative would have negligible effects on water resources, there would be no cumulative effects. There would be no impairment of this resource.

Impacts from Implementing Alternative C

Implementing this alternative would result in negligible adverse impacts on water resources resulting from development in the Administration, Nature Discovery, and Historic 1945 Zones. Development in the Administration Zone could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs. Inside the Nature Discovery Zone, visitor services and facilities could include up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits. However, no additional impervious surface would be added in the Nature Discovery Zone; therefore, no additional runoff or erosion is anticipated in this zone. In Alternative C, the Historic 1945 Zone is larger than in Alternative B allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story which could result in the additional loss or clearing of vegetation in the western portion of the site. No new developments or changes to existing developments are proposed in the Visitor Orientation Zone for Alternative C.

No new impacts to water resources would be expected as a result of implementing the Visitor Orientation Zone for Alternative C, because no new developments or changes to existing developments

are proposed under this alternative for this zone at Tuskegee Airmen NHS.

Due to the minimal amount of development planned for this alternative, negligible adverse impacts on water resources is anticipated.

Cumulative Impacts. The impacts of Alternative C on cumulative impacts on water resources would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative C on water resources would be similar to those described for Alternative B.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

This alternative involves slightly more development than Alternatives B and C. Included in this alternative is a Recreation Zone located in the southeastern portion of the site. The Recreation Zone would allow low impact recreational activities (i.e., hiking, walking, nature viewing, and picnicking) and interpretative programs. Facilities in the Nature Discovery and Recreation Zones could include up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 wayside exhibits, 3 kiosks, and a small group program area that could accommodate up to 30 people. Additional facilities and infrastructure that could be accommodated in the Recreation Zone in this alternative are picnic areas, unpaved roads, VIP/host pads, unpaved parking, and an open space for low impact recreation. As in Alternative C, the Historic 1945 Zone is larger than in Alternative B allowing for

the broadest restoration and interpretative programs related to the Tuskegee Airmen story which could result in the additional loss or clearing of vegetation in the western portion of the site. The area zoned as Administration is slightly larger than the other alternatives, but could include the same facilities as the other alternatives (i.e., parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs). No new developments or changes to existing developments are proposed in the Visitor Orientation Zone for Alternative D.

Due to the increase in development planned for Alternative D, short-term minor adverse impacts to water resources would be expected during construction of the facilities included in this alternative.

Cumulative Impacts. The impacts of Alternative D on cumulative impacts on water resources would be similar to those described for Alternative A.

Conclusion. Implementing Alternative D would have a short-term minor adverse impact on water resources. Although this alternative would have short-term minor adverse effects on water resources, the overall cumulative impacts would remain negligible and adverse. There would be no impairment of this resource.

Impacts from Implementing Alternative E

This alternative involves more development than the other alternatives. The Recreation Zone encompasses slightly more than half of the site, including most

of the eastern half of the site. This zone would allow low impact recreation activities and interpretive programs. Visitor services and facilities in this zone could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people. Additional facilities and infrastructure in this zone that may be accommodated includes paved parking, VIP/host pads with hookups, single lane paved roads, and picnic areas. Some areas in the Recreation Zone would be maintained as open areas or with other recreational facilities. As in Alternatives C and D, the Historic 1945 Zone is larger allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story which could result in the additional loss or clearing of vegetation in the western portion of the site. The area zoned as Administration could include the same facilities as the other alternatives (i.e., such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs). No new developments or changes to existing developments are proposed in the Visitor Orientation Zone for Alternative E.

Due to the increase in development planned for Alternative E, short-term minor adverse impacts to water resources would be expected during construction of the facilities included in this alternative.

Cumulative Impacts. The impacts of Alternative E on cumulative impacts on water resources would

be similar to those described for Alternative A, except:

This alternative, in combination with the above adverse impacts on water resources, would result in a minor adverse cumulative impact; however, this alternative would contribute only a small portion of these effects.

Conclusion. Implementing Alternative E would have a long-term minor adverse impact on water resources. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be relatively small. There would be no impairment of this resource.

WATER QUALITY

Methodology

For the most part, potential impacts of actions comprising the alternatives cannot be defined relative to site-specific locations. Consequently, water quality impacts of the alternatives were assessed qualitatively.

Negligible – Chemical, physical, or biological effects would not be detectable, or if detected (i.e., trace), would be considered slight, local (site-specific), and short-term.

Minor – Chemical, physical, or biological impacts would be detectable and short-term, but the effects would be localized. No mitigation measures associated with water quality would be necessary.

Moderate – Chemical, physical, or biological effects would be detectable, but would likely be short-term, and relatively local, although there could be

a regional effect. Mitigation measures associated with water quality would be necessary and the measures would likely succeed.

Major – Chemical, physical, or biological effects would be detectable, would have substantial consequences, and would be noticed on a regional scale. Mitigation measures associated with water quality would be necessary and the measures would not be guaranteed.

Impacts from Implementing Alternative A – No Action

The no-action alternative would not create any changes to current situations affecting water quality. Existing conditions and influences on hydrology and water quality would continue at the same level and intensity as they are now.

Cumulative Impacts. Agriculture, residential development, and commercial development use available water sources, and disrupt natural runoff and percolation patterns. Runoff from adjacent properties (i.e., expansion of the runway at Moton Field Municipal Airport and addition of an access road to the Airport) may contain metals or chemicals that adversely affect water quality in the vicinity of the Tuskegee Airmen NHS. These metals/chemicals can be transported by surface or subsurface flows. The NPS has no control or jurisdiction over Uphapee Creek or its tributaries outside of the park boundaries. These effects have adverse impacts on water quality in the region; however, these effects are negligible.

This alternative would have no contribution to these effects, and therefore there would be no cumulative effects.

Conclusion. The no-action alternative would have no new effect on water quality in the NHS. Because this alternative would have no effects on water quality, there would be no cumulative effects. There would be no impairment of this resource.

Impacts from Implementing Alternative B

Implementing this alternative would result in negligible adverse impacts on water quality resulting from development in the Administration and Nature Discovery Zones. Development in the Administration Zone could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs. Minimal development would be planned for the Nature Discovery Zone - up to 4,000 ft of natural trails and 10 wayside exhibits. No additional impervious surface would be added in the Nature Discovery Zone; therefore, no additional runoff or erosion is anticipated in this zone.

The development planned under Alternative B could disrupt some surface water flow or groundwater percolation. There is also the concern of stormwater runoff from the newly developed impervious surfaces to potentially impact (i.e., sedimentation, turbidity) the water quality in Uphapee Creek. To control stormwater runoff from the newly developed impervious areas and to protect water quality, standards from the *Alabama Handbook for Erosion*

Control, Sediment Control and Stormwater Management on Construction Sites and Urban Areas, Volumes 1 and 2 would be followed (Alabama SWCC 2003). These rules require that a Construction Best Management Practices Plan (CBMPP) that is designed to minimize pollutant discharges in stormwater runoff to the maximum extent practicable during land disturbance activities be fully implemented and effectively maintained. Mitigation such as silt fencing and sediment dams would reduce the impacts of the development planned under this alternative on water quality.

No new impacts to water quality would be expected as a result of implementing the Historic 1945 Zone or the Visitor Orientation Zone for Alternative B, because no new developments or changes to existing developments are proposed under this alternative for these zones at the park.

Due to the minimal amount of development planned for this alternative and implementation of CBMPPs to prevent potential stormwater runoff to nearby streams, negligible adverse impacts on water quality are anticipated.

Cumulative Impacts. The impacts of Alternative B on cumulative impacts on water quality would be similar to those described for Alternative A.

Conclusion. Alternative B would have no new effect on water quality in the Tuskegee Airmen NHS. Because this alternative would have no effects on water quality, there would be no cumulative effects. There would be no impairment of this resource.

Impacts from Implementing Alternative C

This alternative would have impacts to water quality similar to Alternative B. Implementing this alternative would result in negligible adverse impacts on water quality resulting from development in the Administration, Nature Discovery, and Historic 1945 Zones. Development in the Administration Zone could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs. Inside the Nature Discovery Zone, visitor services and facilities could include up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits. However, no additional impervious surface would be added in the Nature Discovery Zone; therefore, no additional runoff or erosion is anticipated in this zone. In Alternative C, the Historic 1945 Zone is larger than in Alternative B allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story which could result in the additional loss or clearing of vegetation in the western portion of the site. No new developments or changes to existing developments are proposed in the Visitor Orientation Zone for Alternative C.

The development planned under Alternative C could disrupt some surface water flow or groundwater percolation. There is also the concern of stormwater runoff from the newly developed impervious surfaces to potentially impact (i.e., sedimentation, turbidity) the water quality in Uphapee Creek. To control stormwater runoff from the newly developed

impervious areas and to protect water quality, standards from the *Alabama Handbook for Erosion Control, Sediment Control and Stormwater Management on Construction Sites and Urban Areas*, Volumes 1 and 2 would be followed (Alabama SWCC 2003). These rules require that a CBMPP that is designed to minimize pollutant discharges in stormwater runoff to the maximum extent practicable during land disturbance activities be fully implemented and effectively maintained. Mitigation such as silt fencing and sediment dams would reduce the impacts of the development planned under this alternative on water quality.

Due to the minimal amount of development planned for this alternative and implementation of CBMPPs to prevent potential stormwater runoff to nearby streams, negligible adverse impacts on water quality is anticipated.

Cumulative Impacts. The impacts of Alternative C on cumulative impacts on water quality would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative C on water quality would be similar to those described for Alternative B.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

This alternative involves slightly more development than Alternatives B and C. Included in this alternative is a Recreation Zone located in the southeastern portion of the site. The Recreation Zone would allow low impact recreational activities

(i.e., hiking, walking, nature viewing, and picnicking) and interpretative programs. Facilities in the Nature Discovery and Recreation Zones could include up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 wayside exhibits, 3 kiosks, and a small group program area that could accommodate up to 30 people. Additional facilities and infrastructure that could be accommodated in the Recreation Zone in this alternative are picnic areas, unpaved roads, VIP/host pads, unpaved parking, and an open space for low impact recreation. As in Alternative C, the Historic 1945 Zone is larger than in Alternative B allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story which could result in the additional loss or clearing of vegetation in the western portion of the site. The area zoned as Administration is slightly larger than the other alternatives, but could include the same facilities as the other alternatives (i.e., parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs). No new developments or changes to existing developments are proposed in the Visitor Orientation Zone for Alternative D.

The development planned under Alternative D could disrupt some surface water flow or groundwater percolation. There is also the concern of stormwater runoff from the newly developed impervious surfaces to potentially impact (i.e., sedimentation, turbidity) the water quality in Uphapee Creek. To control stormwater runoff from the newly developed impervious areas and to protect

water quality, standards from the *Alabama Handbook for Erosion Control, Sediment Control and Stormwater Management on Construction Sites and Urban Areas*, Volumes 1 and 2 would be followed (Alabama SWCC 2003). These rules require that a CBMPP that is designed to minimize pollutant discharges in stormwater runoff to the maximum extent practicable during land disturbance activities be fully implemented and effectively maintained. Mitigation such as silt fencing and sediment dams would reduce the impacts of the development planned under this alternative on water quality.

Due to the increase in development planned for Alternative D, short-term minor adverse impacts to water quality would be expected during construction of the facilities included in this alternative. These impacts would result from potential sediment runoff into nearby waterways during the clearing of vegetation and construction/grading activities. These activities may result in increases in sediment input and turbidity in the tributaries to Uphapee Creek. However, due to the implementation of CBMPPs to minimize the potential effects of stormwater runoff to these streams, negligible short-term adverse impacts on water quality would be anticipated.

Cumulative Impacts. The impacts of Alternative D on cumulative impacts on water quality would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative D on water quality would be similar to those described for Alternative B.

Impacts from Implementing Alternative E

This alternative involves more development than the other alternatives. The Recreation Zone encompasses slightly more than half of the site, including most of the eastern half of the site. This zone would allow low impact recreation activities and interpretive programs. Visitor services and facilities in this zone could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people. Additional facilities and infrastructure in this zone that may be accommodated include paved parking, VIP/host pads with hookups, single lane paved roads, and picnic areas. Some areas in the Recreation Zone would be maintained as open areas or with other recreational facilities. As in Alternatives C and D, the Historic 1945 Zone is larger allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story which could result in the additional loss or clearing of vegetation in the western portion of the site. The area zoned as Administration could include the same facilities as the other alternatives (i.e., parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs). No new developments or changes to existing developments are proposed in the Visitor Orientation Zone for Alternative E.

The development planned under Alternative E could disrupt some surface water flow or groundwater percolation. There is also the

concern of stormwater runoff from the newly developed impervious surfaces to potentially impact (i.e., sedimentation, turbidity) the water quality in Uphapee Creek. To control stormwater runoff from the newly developed impervious areas and to protect water quality, standards from the *Alabama Handbook for Erosion Control, Sediment Control and Stormwater Management on Construction Sites and Urban Areas*, Volumes 1 and 2 would be followed (Alabama SWCC 2003). These rules require that a CBMPP that is designed to minimize pollutant discharges in stormwater runoff to the maximum extent practicable during land disturbance activities be fully implemented and effectively maintained. Mitigation such as silt fencing and sediment dams would reduce the impacts of the development planned under this alternative on water quality.

Due to the increase in development planned for Alternative E, short-term minor adverse impacts to water quality would be expected during construction of the facilities included in this alternative. These impacts would result from potential sediment runoff into nearby waterways during the clearing of vegetation and construction/grading activities. These activities may result in increases in sediment input and turbidity in the tributaries to Uphapee Creek. Even with the implementation of CBMPPs to minimize the potential effects of stormwater runoff to Uphapee Creek, minor short- and long-term adverse impacts to water quality would be anticipated due to the additional impervious surfaces (i.e., hardened trails, administrative facilities, paved parking, VIP/host pads with

hookups, single lane paved roads, picnic areas) planned for this alternative.

Cumulative Impacts. The impacts of Alternative E on cumulative impacts on water quality would be similar to those described for Alternative A, except:

This alternative, in combination with the above adverse impacts on water quality, would result in a minor adverse cumulative impact; however, this alternative would contribute only a small portion of these effects.

Conclusion. Implementing Alternative E would have a long-term minor adverse impact on water quality in the NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be relatively small. There would be no impairment of this resource.

FLOODPLAINS

Methodology

Negligible – An action that would cause no change in existing hydrologic functions, or the ability of a floodplain to convey flood waters.

Minor – An action that would cause no change in an existing floodplain area and function. Changes in floodplains would be measurable, although the changes would be small, would likely be short-term, and the effects would be localized.

Moderate – An action that would change an existing wetland area or floodplain function, but the impact could be mitigated by the creation of artificial wetlands, modification of proposed facilities in

floodplains, and creation of backwater habitats. Changes in floodplains would be measurable and long-term, but would tend to be local, although there would be potential for effects on a regional scale, depending on the extent of the effect on the watershed.

Major – An action that would have drastic consequences for an existing wetland area or floodplain function.

Impacts from Implementing Alternative A – No Action

There would be no new development or change in existing development in the floodplain. Therefore only negligible adverse impacts would occur under this alternative.

Cumulative Impacts. There are numerous projects on lands outside the NHS that could affect floodplains within the NHS. Agriculture, residential development, commercial development, expansion of the runway at Moton Field Municipal Airport, and addition of an access road to the Airport have had minor impacts on floodplains in the area. The NPS has no control or jurisdiction over Uphapee Creek or its tributaries outside of the park boundaries. This development has created permanent alterations that will continue to have adverse impacts on floodplain values. Alternative A would not contribute to these cumulative impacts.

Conclusion. This alternative would result in negligible long-term adverse impacts on floodplain values throughout the NHS. Cumulative impacts would include long-term minor adverse effects on floodplains because of actions outside the NHS. This alternative's contribution to these impacts would be negligible.

There would be no impairment of this resource.

Impacts from Implementing Alternative B

There would be no new development or change in existing development in the floodplain. Therefore only negligible adverse impacts would occur under this alternative.

Cumulative Impacts. The impacts of Alternative B on cumulative impacts on floodplains would be similar to those described for Alternative A.

Conclusion. This alternative would result in negligible long-term adverse impacts on floodplain values throughout the NHS. Cumulative impacts would include long-term minor adverse effects on floodplains because of actions outside the NHS. This alternative's contribution to these impacts would be negligible. There would be no impairment of this resource.

Impacts from Implementing Alternative C

There would be no new development or change in existing development in the floodplain. Therefore only negligible adverse impacts would occur under this alternative.

Cumulative Impacts. The impacts of Alternative C on cumulative impacts on floodplains would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative C on floodplains would be similar to those described for Alternative B.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

Areas of the 100-year floodplain are located along the northern and western boundaries of the site. The northern portion of the Administration Zone for Alternative D includes a portion of the floodplain. The southern portion of the Administration Zone does not include any floodplain areas. The base flood elevation is 257 ft (FEMA 1982.) The northern area of the Administration Zone would need to be delineated for the base flood elevation and protection measures applied to avoid encroachment into the floodplain. Floodplains would be delineated by qualified NPS staff or a registered professional hydrologist and the results would be incorporated during the design phase as well as clearly marked before construction. There would be no new development in the floodplain for Alternative D. Therefore only negligible adverse impacts would occur under this alternative.

Cumulative Impacts. The impacts of Alternative D on cumulative impacts on floodplains would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative D on floodplains would be similar to those described for Alternative B.

Impacts from Implementing Alternative E

Areas of the 100-year floodplain are located within the area zoned for Administration. The base flood elevation is 257 ft (FEMA 1982). The Administration Zone would need to be delineated for

the base flood elevation and protection measures applied to avoid encroachment into the floodplain. Floodplains would be delineated by qualified NPS staff or registered professional hydrologist and the results would be incorporated during the design phase as well as clearly marked before construction work. Due to the size of the area zoned as administration, it may not be possible to avoid development in the floodplain. This Administration Zone does not include an area along the southern portion of the site, which Alternative D does include.

Cumulative Impacts. There are numerous projects on lands outside the NHS that could affect floodplains within the NHS. Agriculture, residential development, commercial development, expansion of the runway at Moton Field Municipal Airport, and addition of an access road to the Airport have had minor impacts on floodplains in the area. The NPS has no control or jurisdiction over Uphabee Creek or its tributaries outside of the park boundaries. This development has created permanent alterations that will continue to have adverse impacts on floodplain values. Alternative E could contribute long-term minor adverse impacts to these cumulative impacts.

Conclusion. Implementing Alternative E would have a long-term minor impact on the floodplain in the NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be relatively small. There would be no impairment of this resource.

SOILS

Methodology

Predictions about site impacts were based on knowledge of impacts on natural resources from development of visitor and operations facilities under similar situations. The following categories were used to evaluate the potential impacts on soils:

Negligible - The impact on soil resources would not be measurable. Any effects on productivity or erosion potential would be slight.

Minor - An action would change a soil's profile in a relatively small area, but it would not appreciably change the productivity of the soil or increase the potential for erosion of additional soil.

Moderate - An action would result in a change in quantity or alteration of the topsoil, overall biological productivity, or the potential for erosion to remove small quantities of additional soil. Changes to localized ecological processes would be of limited extent.

Major - An action would result in a change in the potential for erosion to remove large quantities of additional soil or in alterations to topsoil and overall biological productivity in a relatively large area. Significant ecological processes would be altered, and landscape-level changes would be expected.

Impacts from Implementing Alternative A - No Action

No new impacts to soil would be expected as a result of implementing Alternative A, because no new developments or

changes to existing developments are proposed under this alternative at Tuskegee Airmen NHS. Impacts on soils from existing development would continue.

Cumulative Impacts. Actions that have occurred or will occur affecting soil resources include commercial and residential development on adjacent lands. Additionally, soil in the region has been historically affected by agriculture. Impacts from existing roads and developments would remain under the no-action alternative.

Currently there is human activity within Tuskegee Airmen NHS, concentrated where visitor facilities and historic displays are found. Maintenance of historic structures and construction of visitor facilities have taken place at the park over the years. Some of the park was cleared and graded to construct a parking facility, and other areas have been cleared and graded to restore or construct facilities at Tuskegee Airmen NHS.

Foreseeable future actions of continued development outside the Tuskegee Airmen NHS would adversely impact soils through compaction and displacement from construction of roads, residential development, commercial development, and associated infrastructure.

This alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, and therefore there would be no project-related cumulative impacts to soils.

Conclusion. This alternative would have no effect on soil at Tuskegee Airmen NHS because no new developments or changes to existing developments are proposed. Because this alternative would result in no new impacts or changes to soil in the region, there would be no cumulative impacts. There would be no impairment of this resource as a result of implementing this alternative.

Impacts from Implementing Alternative B

Implementing this alternative would cause changes to the soils at Tuskegee Airmen NHS. Alternative B would result in development of an Administration Zone and minimal development (i.e., trails and wayside exhibits) within the Nature Discovery Zone. Mitigation measures would be applied to minimize erosion during construction and operation of these zones. The Nature Discovery Zone could include development of up to 4,000 ft of natural trails and 10 wayside exhibits. Implementing the trails and wayside exhibits would result in short-term minor adverse impacts during construction, because soil would be displaced or disturbed. Long-term impacts to soil under Alternative B would be adverse but negligible and would result from visitor activities on the trails and at the wayside exhibits.

Development under this alternative would be concentrated in the Administration Zone. This area could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, curatorial, emergency, and similar structures to support park

operational and administrative needs. Construction of the Administration Zone would result in short-term minor adverse impacts during construction as soils are compacted, displaced, and disturbed. Long-term minor adverse impacts associated with the development of the Administration Zone would result from compaction and displacement of soil in this zone.

No new impacts to soil would be expected as a result of implementing the Historic 1945 Zone or the Visitor Orientation Zone for Alternative B, because no new developments or changes to existing developments are proposed under this alternative for these zones at Tuskegee Airmen NHS. Impacts on soil from existing development would continue.

Cumulative Impacts. Soil in the region has been historically affected by agricultural, commercial, and residential land uses and development. There has been human activity within the Tuskegee Airmen NHS, concentrated where visitor facilities and historic displays are found. Maintenance of historic structures and construction of visitor facilities have taken place at Tuskegee Airmen NHS over the years. Some of the park was cleared and graded to construct a parking facility, and other areas have been cleared and graded to restore or construct facilities at Tuskegee Airmen NHS. These activities have adversely impacted soils, through compaction and displacement, to varying degrees. Impacts from existing roads and developments would remain.

Foreseeable future actions of continued development outside the Tuskegee Airmen NHS would

adversely impact soils through compaction and displacement from construction of roads, residential development, commercial development, and associated infrastructure.

This alternative, in combination with the other past, present, and reasonably foreseeable future actions in the region would result in minor adverse cumulative impacts; however, this alternative would contribute a small portion of these effects.

Conclusion. This alternative would result in long-term minor adverse impacts. The overall cumulative effect on soils would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.

Impacts from Implementing Alternative C

This alternative would have impacts to soil similar to Alternative B. The Historic 1945 Zone is larger for this alternative allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story. Inside the Nature Discovery Zone, visitor services and facilities vary slightly from Alternative B. This alternative could include up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits. As with Alternative B, implementing the trails and wayside exhibits would result in short-term minor adverse impacts during construction, because soil would be compacted, displaced, or disturbed. Mitigation measures would be applied to minimize erosion during construction and

operation of this zone. In the Nature Discovery Zone, long-term impacts to soil under Alternative C would be negligible and would result from visitor activities on the trails and at the wayside exhibits.

Impacts from the expanded Historic 1945 Zone in Alternative C would have an impact on soils if further restoration and interpretative programs are developed in this zone. Therefore, activities in this zone could result in minor long-term adverse impacts to soils.

Impacts from the Administration Zone would be the same as Alternative B. Construction of the Administration Zone would result in short-term minor adverse impacts during construction as soils are compacted, displaced, and disturbed. Long-term minor adverse impacts associated with the development of the Administration Zone would result from compaction and displacement of soil in this zone. As with the Nature Discovery Zone mitigation measures would be applied to minimize erosion during construction and operation of this zone.

No new impacts to soils would be expected as a result of implementing the Visitor Orientation Zone for Alternative C, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on soils from existing development would continue.

Cumulative Impacts. The impacts of Alternative C on cumulative impacts on soils would be similar

to those described for Alternative B.

Conclusion. The impacts of Alternative C on soils would be similar to those described for Alternative B.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

This alternative differs from Alternative C in that it offers a Recreation Zone. The Recreation Zone would allow low impact recreational activities and interpretative programs including hiking, walking, nature viewing, picnicking, and similar outdoor recreation endeavors. Facilities in the Nature Discovery and Recreation Zones could include up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 wayside exhibits, three kiosks, and a small group program area. Additional facilities and infrastructure that could be accommodated in the Recreation Zone in this alternative are picnic areas, unpaved roads, VIP/host pads, unpaved parking, and an open space. Constructing the visitor services and facilities in the Recreation Zone would result in short-term minor adverse impacts during construction as activities would disturb, compact, and displace soil. Long-term adverse minor impacts to soils would occur from increased impervious surface and activities on the trails, wayside exhibits, and the program area.

The Nature Discovery Zone would cover less of the park than Alternative C due to the addition of the Recreation Zone. Impacts in the Nature Discovery Zone would be similar to those described for Alternatives B and C and would

result in short-term minor adverse impacts during construction and long-term negligible adverse impacts from visitor activities on the trails, program area, and at the wayside exhibits.

Impacts from the expanded Historic 1945 Zone would have a similar impact on soils as Alternative C. Potential restoration and interpretative programs planned in this zone could result in minor long-term adverse impacts to soils.

Impacts from the Administration Zone would be similar to Alternatives B and C. The Administration Zone is slightly larger than the other alternatives and includes areas along the northern and southern boundaries of the site. Construction of the Administration Zone would result in short-term minor adverse impacts. Long-term minor adverse impacts would result from compaction and displacement of soil and the increase in impervious surface for this zone.

No new impacts to soils would be expected as a result of implementing the Visitor Orientation Zone for Alternative D, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on soils from existing development would continue.

Overall, long-term minor adverse impacts on the soil resources would be expected as a result of implementing Alternative D. However, mitigation measures would be applied to minimize erosion during construction and operation of all the zones proposed for this alternative.

Cumulative Impacts. The impacts of Alternative D on cumulative impacts on soils would be similar to those described for Alternative B.

Conclusion. The impacts of Alternative D on soils would be similar to those described for Alternative B.

Impacts from Implementing Alternative E

Alternative E would result in more changes in conditions affecting soils than would the other action alternatives. Alternative E offers the most recreational opportunities of all the alternatives outside of the historic core and visitor areas. The Visitor Orientation Zone is the largest of the alternatives. The Recreation Zone encompasses slightly more than half of the site, including most of the eastern half of the site. Visitor services and facilities in this zone could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people. Additional facilities and infrastructure in this zone that may be accommodated includes paved parking, VIP/host pads with hookups, single lane paved roads, and picnic areas.

This alternative does not have a Nature Discovery Zone.

Impacts from the Administration Zone would be the same as Alternatives B through D. Construction of the Administration Zone would result in short-term minor adverse impacts during construction and long-term minor adverse impacts as a result of increased impervious surface,

compaction, and displacement of soil for this zone.

Constructing the visitor services and facilities in the Recreation Zone would result in short-term moderate adverse impacts during construction due to soil disturbance, compaction, and displacement. Implementation of Alternative E would result in long-term moderate adverse impacts as a result of increased impervious surface associated with the potential development (i.e., trails, wayside exhibits, kiosks, paved parking, VIP/host pads, paved roads, and picnic areas) in the Recreation Zone. This alternative will result in a greater disturbed area than the other alternatives would.

No new impacts to soil would be expected as a result of implementing the Visitor Orientation Zone for Alternative E, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on soils from existing development would continue.

Impacts from the expanded Historic 1945 Zone would have a similar impact on soils as Alternative C and D. Potential restoration and interpretative programs planned in this zone could result in minor long-term adverse impacts to soils.

Cumulative Impacts. The impacts of Alternative E on cumulative impacts on soils would be similar to those described for Alternative B.

Conclusion. This alternative would result in long-term moderate adverse impacts on soils in the

Tuskegee Airmen NHS. The overall cumulative effect on soils would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of this alternative.

VEGETATION AND WETLANDS

Methodology

Impacts were assessed qualitatively. Site-specific information was obtained from the *Cultural Landscape Report* (Pond and Company 2002). Predictions about impacts were based on previous studies of development impacts on natural resources.

Negligible – The impact on vegetation (individuals and/or communities) would not be measurable. The abundance or distribution of individuals would not be affected or would be slightly affected. Ecological processes and biological productivity would not be affected.

Minor – The impact would not necessarily decrease or increase the area's overall biological productivity. An action would affect the abundance or distribution of individuals in a localized area but would not affect the viability of local or regional populations or communities.

Moderate – The impacts would result in a change in overall biological productivity in a small area. An action would affect a local population sufficiently to cause a change in abundance or distribution, but it would not affect the viability of the regional population or communities.

Changes to ecological processes would be of limited extent.

Major – An action would result in a change to overall biological productivity in a relatively large area. An action affecting a regional or local population of a species sufficiently to cause a change in abundance or in distribution to the extent that the population or communities would not be likely to return to its/their former level (adverse), or would return to a sustainable level (beneficial). Significant ecological processes would be altered.

Impacts from Implementing Alternative A – No Action

There would be no new ground disturbance or other major changes resulting from implementing this alternative at the Tuskegee Airmen NHS. The no-action alternative would not result in any new changes to vegetation other than those brought about by natural environmental processes. Current management practices, policies, and park operations would continue to be implemented with no major changes from current levels. Further development of the park facilities would not occur and zoning would not be applied. There would be no impact to vegetation as a result of this alternative and vegetation communities at Tuskegee Airmen NHS would remain the same. Management programs for nonnative/exotic species would continue by using an integrated pest management (IPM) approach. There would be no new development or change in existing development in the wetlands.

Cumulative Impacts. Native vegetation in the region has been historically affected by agricultural, commercial, and

residential land uses and the introduction of nonnative species. From early Native American cultures through the Industrial era, humans have relied on vegetation for food, fuel, and shelter. As more people came into the region, nonnative plants came with them. These actions altered the vegetation in relatively small areas throughout much of the region.

More recently, restoration of the historic core area and development of the visitor orientation area have taken place at the park. To return the historic core area to the period of significance, most of the existing trees and shrubs outside of the historic core area have been removed. Open meadows were planted with native grass species, similar to the original 1944 landscape plan. These activities have caused impacts by disrupting or destroying native vegetation to varying degrees. Foreseeable future actions of further development outside the Tuskegee Airmen NHS, such as road construction, residential development, commercial development, and associated infrastructure, would also adversely impact vegetation. These activities have caused adverse impacts by disrupting or destroying native vegetation to varying degrees.

Seeds of nonnative plants carried by wind, animals, and humans have created infestations of noxious weeds and other invasive species that cause long-term adverse effects on native vegetation. The anticipated increase in visitation at Tuskegee Airmen NHS would most likely result in short-term adverse impacts such as additional vegetation trampling and increased social trails.

The establishment of the Tuskegee Airmen NHS has resulted in long-term beneficial impacts on vegetation through exotic species eradication efforts.

The no-action alternative would not add to these impacts, and thus there would be no project-related cumulative effect on native vegetative resources.

Conclusion. Implementing the no-action alternative would have no new impacts on native vegetation. The no-action alternative would not add to impacts from other activities in the region and, thus, there would be no project-related cumulative effect on native vegetation resources. Thus, there would be no impairment of this resource as a result of implementing this alternative.

Impacts of Implementing Alternative B

This alternative would have the most acreage in the Nature Discovery Zone, preserving native vegetative communities. The Nature Discovery Zone would cover approximately two-thirds of Tuskegee Airmen NHS, including most of the eastern half of the site and a smaller area in the western portion of the site, which is bisected by the entrance road. Inside the Nature Discovery Zone, visitor services and facilities could include up to 4,000 ft of natural trails and 10 additional wayside exhibits. Implementing the trails and wayside exhibits would result in short-term minor adverse impacts during construction as the construction area may be cleared to allow the passage of equipment and construction materials. There would be a long-term minor adverse impact to vegetation within the footprint of wayside displays and

trails since vegetation would be removed from these areas and would not recolonize.

Development under this alternative would be concentrated in the Administration Zone. This area could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, curatorial, emergency, and similar structures to support park operational and administrative needs. The Administration Zone would be located just south of the parking area. It is partially developed with existing vegetation consisting of early successional species within a managed meadow. Due to the clearing of vegetation for the construction of the administration facilities, impacts would be short-term minor and adverse. The loss of vegetation from the construction of the administration facilities would result in minor long-term adverse impacts in this zone.

No new impacts to vegetation would be expected as a result of implementing the Historic 1945 Zone or the Visitor Orientation Zone for Alternative B, because no new developments or changes to existing developments are proposed under this alternative for these zones at Tuskegee Airmen NHS. Impacts on vegetation from existing development would continue.

Wetlands were not surveyed and have not been identified in the eastern portion of the Tuskegee Airmen NHS. Wetlands would need to be delineated and protection measures applied before constructing trails and wayside exhibits in the Nature Discovery Zone and before constructing administrative facilities in the Administrative Zone to avoid

impacting wetlands at the park. Wetlands would be delineated by qualified NPS staff or certified wetland specialists and clearly marked before construction work. Construction activities would be performed in a cautious manner to prevent damage caused by equipment, erosion, and siltation. There will be no development in wetlands at the Tuskegee Airmen NHS.

Cumulative Impacts. Native vegetation in the region has been historically affected by agricultural, commercial, and residential land uses and the introduction of nonnative species. From early Native American cultures through the Industrial era, humans have relied on vegetation for food, fuel, and shelter. As more people came into the region, nonnative plants came with them. These actions altered the vegetation in relatively small areas throughout much of the region.

More recently, restoration of the historic core area and development of the visitor orientation area have taken place at the park. To return the historic core area to the period of significance, most of the existing trees and shrubs outside of the historic core area have been removed. Open meadows were planted with native grass species, similar to the original 1944 landscape plan. These activities have caused impacts by disrupting or destroying native vegetation to varying degrees.

Foreseeable future actions of further development outside the Tuskegee Airmen NHS, such as road construction, residential development, commercial development, and associated infrastructure, would also

adversely impact vegetation. These activities have caused adverse impacts by disrupting or destroying native vegetation to varying degrees.

Seeds of nonnative plants carried by wind, animals, and humans have created infestations of noxious weeds and other invasive species that cause long-term adverse effects on native vegetation. The anticipated increase in visitation at Tuskegee Airmen NHS would most likely result in short-term adverse impacts such as additional vegetation trampling and increased social trails.

The establishment of the Tuskegee Airmen NHS has resulted in long-term beneficial impacts on vegetation through protection of native communities and exotic species eradication efforts.

This alternative, in combination with the above mentioned adverse impacts on vegetation, would result in a minor adverse cumulative impact; however, this alternative would contribute a small portion of these effects.

Conclusion. Implementing Alternative B would have long-term minor adverse impacts on vegetation from the construction of administrative facilities, trails, and wayside exhibits. However, establishment of this alternative would also result in long-term minor beneficial impacts to vegetation by preserving two-thirds of the park as a nature zone. This alternative would have no effect on wetlands in the Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a

result of implementing this alternative.

Impacts of Implementing Alternative C

This alternative would have impacts to vegetation similar to Alternative B. The acreage of the Nature Discovery Zone would cover approximately half of Tuskegee Airmen NHS, less than Alternative B. In Alternative C, the Historic 1945 Zone is larger than in Alternative B allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story. Inside the Nature Discovery Zone, visitor services and facilities could include up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits. As with Alternative B, constructing the trails and wayside exhibits would result in short-term minor adverse impacts in the Nature Discovery Zone. In addition, the long-term effects on vegetation would be minor and adverse due to the loss of vegetation where trails would be put in and beneath the wayside exhibits. Visitor activities on the trails and at the wayside exhibits may also result in the trampling of some vegetation in the Nature Discovery Zone.

Impacts from the expanded Historic 1945 Zone in Alternative C could result in additional loss or clearing of vegetation in the western portion of the site. Vegetation in this area of the park consists of early and mid-successional species. Potential restoration and interpretative programs in this zone could result in minor long-term adverse impacts to vegetation.

Impacts to vegetation in the Administration Zone would be the

same as Alternative B. Construction of the Administration Zone would result in short-term minor adverse impacts to vegetation. Minor long-term adverse impacts to vegetation in the Administration Zone would also be expected.

No new impacts to vegetation would be expected as a result of implementing the Visitor Orientation Zone for Alternative C, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on vegetation from existing development would continue.

Wetlands were not surveyed and have not been identified in the eastern portion of the Tuskegee Airmen NHS. Wetlands would need to be surveyed and delineated and protection measures applied before constructing trails and wayside exhibits in the Nature Discovery Zone and before constructing administrative facilities in the Administrative Zone to avoid impacting wetlands at the park. Wetlands would be delineated by qualified NPS staff or certified wetland specialists and clearly marked before construction work. Wetlands have been surveyed and delineated in the western portion of the park; therefore wetlands that are located in the Historic 1945 Zone will be avoided for development related to the potential restoration and interpretative programs planned for this zone. Construction activities would be performed in a cautious manner to prevent damage caused by equipment, erosion, and siltation. There will be no development in wetlands at Tuskegee Airmen NHS.

Impacts from the expanded Historic 1945 Zone in Alternative C could result in additional loss or clearing of vegetation in the western portion of the site. Vegetation in this area of the park consists of early and mid-successional species. Potential restoration and interpretative programs in this zone could result in minor long-term adverse impacts to vegetation.

Cumulative Impacts. The impacts of Alternative C on cumulative impacts on vegetation and wetlands would be similar to those described for Alternative B.

Conclusion. Implementing Alternative C would have long-term minor adverse impacts on vegetation from the construction of administrative facilities, trails, and wayside exhibits. However, establishment of this alternative would also result in long-term beneficial impacts to vegetation by preserving half of the park as a nature zone. These beneficial impacts would be less than those described for Alternative B. This alternative would have no effect on wetlands in the Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

This alternative balances preserving the natural environment and providing a variety of visitor experiences and recreational

opportunities. The Nature Discovery Zone would cover approximately one-third of the site and would surround a Recreation Zone in the southeastern portion of the site. The Recreation Zone would allow low impact recreational activities (i.e., hiking, walking, nature viewing, and picnicking) and interpretative programs. Facilities in the Nature Discovery and Recreation Zones could include up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 wayside exhibits, 3 kiosks, and a small group program area that could accommodate up to 30 people. Additional facilities and infrastructure that could be accommodated in the Recreation Zone in this alternative are picnic areas, unpaved roads, VIP/host pads, unpaved parking, and an open space. As in Alternative C, the Historic 1945 Zone is larger than in Alternative B allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story.

Impacts in the Nature Discovery Zone would be similar to those described for Alternatives B and C, but would be lessened due to the smaller size of the Nature Discovery Zone. Short-term minor adverse impacts to vegetation would be expected during construction of the trails and wayside exhibits. Minor long-term adverse impacts to wildlife would result from implementation of this zone due to the loss of vegetation where trails would be put in and beneath the wayside exhibits. Visitor activities on the trails and at the wayside exhibits may also result in the trampling of some vegetation in the Nature Discovery Zone.

Constructing the visitor services and facilities in the Recreation Zone would result in short-term minor adverse impacts to vegetation. Implementation of the Recreation Zone would result in long-term minor adverse impacts to vegetation because of the replacement of vegetation with impervious surface, including a picnic shelter and VIP/host pads, and an increase in unvegetated or managed vegetation areas, including single lane roads, unpaved parking areas, and open space for low impact recreation.

Impacts from the Administration Zone would be similar to Alternatives B and C. The area zoned as Administration is slightly larger than the other alternatives; therefore there would be a greater loss of vegetation to the Administration Zone under this Alternative. This zone would result in short-term minor adverse impacts during construction and minor long-term adverse impacts to vegetation as a result of increased impervious surfaces for the administrative facilities.

Impacts from the expanded Historic 1945 Zone would be similar to Alternative C. Potential restoration and interpretative programs in this zone could result in minor long-term adverse impacts to vegetation.

No new impacts to vegetation would be expected as a result of implementing the Visitor Orientation Zone for Alternative D, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on vegetation from existing development would continue.

Wetlands were not surveyed and have not been identified in the eastern portion of the Tuskegee Airmen NHS. Wetlands would need to be delineated and protection measures applied before constructing recreational facilities in the Recreation Zone, trails and other nature related facilities in the Nature Discovery Zone, and administrative facilities in the Administrative Zone to avoid impacting wetlands at the park. Wetlands would be delineated by qualified NPS staff or certified wetland specialists and clearly marked before construction work. Wetlands have been surveyed and delineated in the western portion of the park; therefore wetlands that are located in the Historic 1945 Zone will be avoided for development related to the potential restoration and interpretative programs planned for this zone. Construction activities would be performed in a cautious manner to prevent damage caused by equipment, erosion, and siltation. There will be no development in wetlands at the Tuskegee Airmen NHS.

Cumulative Impacts. The impacts of Alternative D on cumulative impacts on vegetation and wetlands would be similar to those described for Alternative B.

Conclusions. Implementing Alternative D would have a long-term minor adverse impact on vegetation. However, establishment of this alternative would also result in long-term beneficial impacts to vegetation by preserving one-third of the park as a nature zone. These beneficial impacts would be less than those described for Alternatives B and C. This

alternative would have no effect on wetlands in Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.

Impacts from Implementing Alternative E

Alternative E would result in changes in conditions affecting vegetation. Alternative E offers the most recreational opportunities of all the alternatives outside of the core historic and visitor areas. The Historic 1945 Zone is slightly smaller than in Alternative C, but larger than in Alternatives B and D. The Visitor Orientation Zone is the largest of the alternatives that were zoned for administrative use in the other action alternatives. The Administrative Zone contains only the triangular area just east of the hangars that extends to the park boundary. The Recreation Zone encompasses slightly more than half of the site, including most of the eastern half of the site. This zone would allow low impact recreation activities and interpretive programs. Activities could include hiking, walking, nature viewing, picnicking, and similar outdoor recreation endeavors. Visitor services and facilities in this zone could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people. Additional facilities and infrastructure in this zone that may be accommodated includes paved parking, VIP/host pads with

hookups, single lane paved roads, and picnic areas. Some areas in the Recreation Zone would be maintained as open areas or with other recreational facilities. This alternative does not have a Nature Discovery Zone.

Impacts from the Administration Zone would be the same as Alternatives B, C, and D, but would affect a different area. Construction of the Administration Zone would result in short-term minor adverse impacts to vegetation during construction. Minor long-term adverse impacts to vegetation could be expected as a result of increased impervious surface in the Administration Zone.

Impacts from the expanded Historic 1945 Zone would be similar to Alternatives C and D. Potential restoration and interpretative programs in this zone could result in vegetation loss, which would result in minor long-term adverse impacts.

Constructing the visitor services and facilities in the Recreation Zone would result in short-term moderate adverse impacts during construction as vegetated areas are cleared for construction and construction equipment is brought into this zone. Implementation of Alternative E would result in long-term moderate adverse impacts to vegetation. This impact is mainly due to the absence of Nature Discovery Zone in this alternative. In addition, the increase in visitor activities (i.e., hiking, walking, nature viewing, picnicking, and similar outdoor recreation endeavors) and potential development (i.e., trails, wayside exhibits, kiosks, paved parking, VIP/host pads, paved roads, and picnic areas) in

the Recreation Zone would have a greater impact on existing vegetation than the other alternatives. This alternative would result in a greater disturbance to vegetation from increased visitor activities.

No new impacts to vegetation would be expected as a result of implementing the Visitor Orientation Zone for Alternative E, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on vegetation from existing development would continue.

Wetlands were not surveyed and have not been identified in the eastern portion of Tuskegee Airmen NHS. Wetlands would need to be delineated and protection measures applied before constructing recreational facilities in the Recreation Zone and administrative facilities in the Administrative Zone to avoid impacting wetlands at the park. Wetlands would be delineated by qualified NPS staff or certified wetland specialists and clearly marked before construction work. Wetlands have been surveyed and delineated in the western portion of Tuskegee Airmen NHS; therefore wetlands that are located in the Historic 1945 Zone will be avoided for development related to the potential restoration and interpretative programs planned for this zone. Construction activities would be performed in a cautious manner to prevent damage caused by equipment, erosion, and siltation. There will be no development in wetlands at the Tuskegee Airmen NHS.

Cumulative Impacts. The impacts of Alternative E on cumulative

impacts on vegetation and wetlands would be similar to those described for Alternative B.

Conclusion. Implementing Alternative E would have long-term moderate adverse impacts on vegetation. This alternative would have no effect on wetlands in Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource as a result of implementing this alternative.

WILDLIFE

Methodology

Impacts on wildlife are closely related to impacts on habitat. The evaluation considered whether actions would be likely to displace some or all individuals of a species in Tuskegee Airmen NHS or would result in loss or creation of habitat conditions needed for the viability of local or regional populations. Impacts associated with wildlife might include any change in roosting or foraging areas, food supply, protective cover, or distribution or abundance of species.

Negligible – The impact would not be measurable on individuals, and the local populations would not be affected.

Minor – An action would affect the abundance or distribution of individuals in a localized area but would not affect the viability of local or regional populations.

Moderate – An action would affect a local population sufficiently to cause a minor change in abundance or distribution but would not affect the viability of the regional population.

Major – An action would affect a regional or local population of a species sufficiently to cause a change in abundance or in distribution to the extent that the population would not be likely to return to its former level (adverse), or would return to a sustainable level (beneficial).

Impacts from Implementing Alternative A - No Action

The no-action alternative would not result in any new changes in the current status of wildlife communities either in terms of species composition, habitat, or population dynamics other than those brought about by natural environmental processes. Current management practices, policies, and park operations would continue to be implemented with no major changes from current levels. Further development of park facilities would not occur and zoning would not be applied. Tuskegee Airmen NHS would continue its management, and education and interpretation. Visitor facilities would be provided and maintained. There would be no impact to wildlife as a result of this alternative, and wildlife would continue to utilize the park as habitat.

Cumulative Impacts. Regional wildlife populations have been historically affected by agricultural, commercial, and residential land uses and the introduction of nonnative species. There have been subsequent minor adverse impacts in the form of habitat loss or disruption associated with these uses. This alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions; therefore, there would be no

project-related cumulative impacts on wildlife populations. Because this alternative would have no new changes on wildlife, there would be no cumulative impacts.

Conclusion. Implementing the no-action alternative would have no new effect on wildlife populations. Because this alternative would have no new changes on wildlife, there would be no cumulative impacts. There would be no impairment of this resource as a result of implementing this alternative.

Impacts from Implementing Alternative B

This alternative would have the most acreage in the Nature Discovery Zone that preserves native wildlife habitat. The Nature Discovery Zone would cover approximately two-thirds of Tuskegee Airmen NHS, including most of the eastern half of the site and a smaller area in the western portion of the site, which is bisected by the entrance road. Inside the Nature Discovery Zone, visitor services and facilities could include up to 4,000 ft of natural trails and 10 additional wayside exhibits. Implementing the trails and wayside exhibits would result in short-term minor adverse impacts during construction as the sounds and presence of heavy equipment and more humans would disturb and displace individual animals. Once the trails and waysides were constructed, the areas could be recolonized by wildlife such as birds, rodents, and other small mammals. Impacts to wildlife under Alternative B would be negligible. Negligible long-term adverse impacts to wildlife from visitor activities on the trails and at the wayside exhibits would be expected.

Development under this alternative would be concentrated in the Administration Zone. This area would include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, curatorial, emergency, and similar structures to support park operational and administrative needs. The Administration Zone would be located just south of the parking area. It is partially developed with existing wildlife habitat consisting of a managed meadow and early successional species. This area offers little value as wildlife habitat. Construction of the Administration Zone would result in short-term minor adverse impacts during construction as the sounds and presence of heavy equipment and more humans would disturb and displace individual animals. Little wildlife habitat is expected to remain after the Administration Zone is implemented. Minor long-term adverse impacts to wildlife from loss of habitat in the Administration Zone would be expected.

No new impacts to wildlife would be expected as a result of implementing the Historic 1945 Zone or the Visitor Orientation Zone for Alternative B, because no new developments or changes to existing developments are proposed under this alternative for these zones at Tuskegee Airmen NHS. Impacts on wildlife from existing development would continue.

Cumulative Impacts. Regional wildlife populations have been affected by agricultural, commercial, and residential land uses and the introduction of nonnative species. There have been subsequent minor adverse impacts in the form of habitat

loss or disruption associated with these uses. Establishment of this alternative will result in long-term beneficial impacts to wildlife by preserving two-thirds of the park as a nature zone. However, development in the Administration Zone would most likely result in minor adverse impacts to wildlife. This alternative, in combination with the other past, present, and reasonably foreseeable future actions in the region would result in negligible and adverse cumulative impacts; however, this alternative would contribute a small portion of these effects.

Conclusion. Implementing Alternative B would have long-term minor adverse impacts on wildlife populations. However, establishment of this alternative would also result in long-term beneficial impacts to wildlife by preserving two-thirds of the park as a nature zone. The overall cumulative impacts would be negligible and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.

Impacts from Implementing Alternative C

This alternative would have similar impacts to wildlife as Alternative B. The acreage of the Nature Discovery Zone would cover approximately half of Tuskegee Airmen NHS, slightly less than Alternative B. In Alternative C, the Historic 1945 Zone is larger than in Alternative B allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story. Inside the Nature Discovery Zone, visitor services and facilities could include up to 3,500 ft of natural

trails, 300 ft of hardened trails, and 10 additional wayside exhibits. As with Alternative B, implementing the trails and wayside exhibits would result in short-term minor adverse impacts during construction; however, long-term impacts to wildlife under Alternative C would be negligible. These long-term adverse impacts to wildlife would be from visitor activities on the trails and at the wayside exhibits in the Nature Discovery Zone.

Impacts from the expanded Historic 1945 Zone could have an impact on wildlife. Habitat in this area of the park consists of early and mid successional species. Potential restoration and interpretative programs in this zone could result in habitat loss, which would result in minor long-term adverse impacts to wildlife.

Impacts from the Administration Zone would be the same as Alternative B. Construction of the Administration Zone would result in short-term minor adverse impacts during construction. Minor long-term adverse impacts to wildlife from loss of habitat in the Administration Zone would be expected.

No new impacts to wildlife would be expected as a result of implementing the Visitor Orientation Zone for Alternative C, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on wildlife from existing development would continue.

Cumulative Impacts. Regional wildlife populations have been affected by agricultural, commercial, and residential land

uses and the introduction of nonnative species. There have been subsequent minor adverse impacts in the form of habitat loss or disruption associated with these uses. Establishment of this alternative will result in long-term beneficial impacts to wildlife by preserving half of the park as a Nature Discovery Zone. However, development in the Administration Zone would most likely result in minor adverse impacts to wildlife. This alternative, in combination with the other past, present, and reasonably foreseeable future actions in the region would result in negligible and adverse cumulative impacts; however, this alternative would contribute a small portion of these effects.

Conclusion. Implementing Alternative C would have long-term minor adverse impacts on wildlife populations. However, establishment of this alternative would also result in long-term beneficial impacts to wildlife by preserving half of the park as a Nature Discovery Zone. The overall cumulative impacts would be negligible and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

This alternative balances preserving the natural environment and providing a variety of visitor experiences and recreational opportunities. The Nature Discovery Zone would cover approximately one-third of the site and would surround a Recreation Zone in the

southeastern portion of the site. The Recreation Zone would allow low impact recreational activities (i.e., hiking, walking, nature viewing, and picnicking) and interpretative programs. Facilities in the Nature Discovery and Recreation Zones would include up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 wayside exhibits, 3 kiosks, and a small group program area that could accommodate up to 30 people. Additional facilities and infrastructure that could be accommodated in the Recreation Zone in this alternative are picnic areas, unpaved roads, VIP/host pads, unpaved parking, and an open space.

Impacts in the Nature Discovery Zone would be similar to those described for Alternatives B and C. Short-term minor adverse impacts to wildlife would be expected during construction. However, negligible long-term adverse impacts to wildlife would result from implementation of this zone.

Constructing the visitor services and facilities in the Recreation Zone would result in short-term minor adverse impacts to wildlife. Implementation of the Recreation Zone would result in long-term minor adverse impacts to wildlife due to the low impact recreational activities planned for this zone.

Impacts from the Administration Zone would be similar to Alternatives B and C. The area zoned as Administration is slightly larger than the other alternatives; therefore there would be a greater loss of habitat to the Administration Zone under this Alternative. This zone would result in short-term minor adverse impacts during construction and

minor long-term adverse impacts to wildlife for the implementation of the zone.

Impacts from the Historic 1945 Zone would be similar to Alternative C. Potential restoration and interpretative programs in this zone could result in habitat loss, which would result in minor long-term adverse impacts to wildlife.

No new impacts to wildlife would be expected as a result of implementing the Visitor Orientation Zone for Alternative D, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on wildlife from existing development would continue.

Cumulative Impacts. Regional wildlife populations have been affected by agricultural, commercial, and residential land uses and the introduction of nonnative species. There have been subsequent minor adverse impacts in the form of habitat loss or disruption associated with these uses. Establishment of this alternative would result in long-term beneficial impacts to wildlife by preserving one-third of the park as a nature zone. However, development in the Administration, Recreation, and Historic Zones would most likely result in short-term and long-term minor adverse impacts to wildlife. This alternative, in combination with the other past, present, and reasonably foreseeable future actions in the region would result in negligible and adverse cumulative impacts; however, this alternative would contribute a small portion of these effects.

Conclusion. Implementing Alternative D would have long-term minor adverse impacts on wildlife populations in the long-term. However, establishment of this alternative would also result in long-term beneficial impacts to wildlife by preserving one-third of the park as a nature zone. The overall cumulative impacts would be negligible and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.

Impacts from Implementing Alternative E

Alternative E would result in changes in conditions affecting wildlife populations or their habitat. Alternative E offers the most recreational opportunities of all the alternatives outside of the core historic and visitor areas. The Historic 1945 Zone is slightly smaller than in Alternative C, but larger than in Alternatives B and D. The Visitor Orientation Zone is the largest of the alternatives that were zoned for administrative use in the other action alternatives. The Administrative Zone contains only the triangular area just east of the hangars that extends to the park boundary. The Recreation Zone encompasses slightly more than half of the site, including most of the eastern half of the site. This zone would allow low impact recreation activities and interpretive programs. Activities could include hiking, walking, nature viewing, picnicking, and similar outdoor recreation endeavors. Visitor services and facilities in this zone could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group

program area that could accommodate up to 60 people. Additional facilities and infrastructure in this zone that may be accommodated includes paved parking, VIP/host pads with hookups, single lane paved roads, and picnic areas. Some areas in the Recreation Zone would be maintained as open areas or with other recreational facilities.

Impacts from the Administration Zone would be the same as the other alternatives. Construction of the Administration Zone would result in short-term minor adverse impacts during construction. Minor long-term adverse impacts to wildlife from loss of habitat in the Administration Zone would be expected.

Impacts from the expanded Historic 1945 Zone would be similar to Alternatives C and D. Potential restoration and interpretative programs in this zone could result in habitat loss, which would result in minor long-term adverse impacts to wildlife.

Constructing the visitor services and facilities in the Recreation Zone would result in short-term minor adverse impacts during construction as the sounds and presence of heavy equipment and more humans would disturb and displace individual animals. Implementation of Alternative E would result in long-term moderate adverse impacts to wildlife. This impact is mainly due to the absence of the Nature Discovery Zone in this alternative. In addition, the increase in visitor activities (i.e., hiking, walking, nature viewing, picnicking, and similar outdoor recreation endeavors) and potential development (i.e., trails, wayside exhibits, kiosks, paved parking,

VIP/host pads, paved roads, and picnic areas) in the Recreation Zone will have more of an impact on wildlife and wildlife habitat than the other alternatives. This alternative will result in less available habitat for wildlife to utilize as well as more disturbances to existing wildlife from increased visitor activities.

No new impacts to wildlife would be expected as a result of implementing the Visitor Orientation Zone for Alternative E, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on wildlife from existing development would continue.

Cumulative Impacts. Regional wildlife populations have been affected by agricultural, commercial, and residential land uses and the introduction of nonnative species. There have been subsequent minor adverse impacts in the form of habitat loss or disruption associated with these uses. Development in the Administration Zone would most likely result in long-term minor adverse impacts and development in the Recreation Zone would result in long-term moderate adverse impacts to wildlife. This alternative, in combination with the other past, present, and reasonably foreseeable future actions in the region would result in minor and adverse cumulative impacts; however, this alternative would contribute a small portion of these effects.

Conclusion. Implementing Alternative E would have long-term moderate adverse impacts on wildlife populations. The overall cumulative impacts would be minor

and adverse. There would be no impairment of this resource as a result of implementing this alternative.

SPECIAL STATUS SPECIES

Methodology

Through coordination with the USFWS, federally listed species were identified that could be located in or near the Tuskegee Airmen NHS. U.S. Fish and Wildlife Service included information on each species, including their preferred habitat, prey, and foraging areas. For special status species, the following impact intensities were used. These definitions are consistent with the language used to determine effects on threatened and endangered species under Section 7 of the Endangered Species Act.

No effect – The action would cause no effect on the special status species or critical habitat.

Not likely to adversely affect – The action would be expected to result in discountable effects on a species or critical habitat (that is, unlikely to occur and not able to be meaningfully measured, detected, or evaluated), or it would be completely beneficial.

Likely to adversely affect – The action would result in a direct or indirect adverse effect on a species or critical habitat, and the effect would not be discountable or completely beneficial.

Impacts from Implementing Alternative A – No Action

This alternative would continue current management of the Tuskegee

Airmen NHS with no changes in wildlife management. Therefore, there would be no effect and no change from the current status of the federally listed southern clubshell mussel, ovate clubshell mussel, and the finelined pocketbook mussel from implementing this alternative.

Cumulative Impacts. Stormwater runoff, degraded water quality, and loss of habitat are some of the reasons aquatic species become threatened or endangered. In general, aquatic species are slowly becoming more impacted by human activity, causing individuals and populations to either adapt or decline in numbers. Increased stormwater runoff has occurred in the region as a result of commercial and residential development, road construction, and agriculture. Incremental development of the region has affected the abundance and diversity of aquatic species by impacting the water quality of the rivers and streams. However, due to the limited development in the vicinity of the park, water quality impacts are not expected to be significant. Therefore, the combination of these actions may cause negligible adverse impacts on special status species in the vicinity of the Tuskegee Airmen NHS.

Because this alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-related cumulative impacts on listed, candidate, or other special status species.

Conclusion. The no-action alternative would have no effect on the mussels in Uphapee Creek. Because this alternative would not

contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-related cumulative impacts on listed species, candidate, or other special status species. No impairment of special status species would occur as a result of implementing the no-action alternative.

Impacts from Implementing Alternative B

Stormwater runoff from the newly developed impervious surfaces proposed under this alternative has the potential to impact (i.e., sedimentation, turbidity) the water quality in Uphapee Creek, potentially affecting the three mussel species. To control additional stormwater runoff from the newly developed impervious areas and to protect water quality, standards from the *Alabama Handbook for Erosion Control, Sediment Control and Stormwater Management on Construction Sites and Urban Areas*, Volumes 1 and 2 would be followed (Alabama SWCC 2003). These rules require that a CBMPP that is designed to minimize pollutant discharges in stormwater runoff to the maximum extent practicable during land disturbance activities be fully implemented and effectively maintained.

Development under this alternative would be concentrated in the Administration Zone. This area could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs.

The Nature Discovery Zone would primarily consist of undeveloped

areas with some trails and wayside exhibits. No additional impervious surface would be added in the Nature Discovery Zone. No additional runoff or erosion is anticipated in this zone.

No new developments or changes to existing developments are proposed for the Historic 1945 Zone or the Visitor Orientation Zone for Alternative B.

Due to the minimal amount of development planned for this alternative and implementation of CBMPPs to minimize the potential effect of stormwater runoff impacts to the water quality of nearby streams, no effect on the special status species is expected.

Cumulative Impacts. The impacts of Alternative B on cumulative impacts on special status species would be similar to those described for Alternative A.

Conclusion. Alternative B would have no effect on the mussels in Uphapee Creek. Because this alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-related cumulative impacts on listed species, candidate, or other special status species. No impairment of special status species would occur as a result of implementing Alternative B.

Impacts from Implementing Alternative C

Stormwater runoff from the newly developed impervious surfaces proposed under this alternative has the potential to impact (i.e., sedimentation, turbidity) the water quality in Uphapee Creek, potentially effecting the three

mussel species. To control additional stormwater runoff from the newly developed impervious areas and to protect water quality, standards from the *Alabama Handbook for Erosion Control, Sediment Control and Stormwater Management on Construction Sites and Urban Areas*, Volumes 1 and 2 would be followed (Alabama SWCC 2003). These rules require that a CBMPP that is designed to minimize pollutant discharges in stormwater runoff to the maximum extent practicable during land disturbance activities be fully implemented and effectively maintained.

Development under this alternative would also be concentrated in the Administration Zone. This area could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs.

The potential restoration and interpretative programs planned for the expanded Historic 1945 Zone could result in additional loss or clearing of vegetation in the western portion of the site.

No new developments or changes to existing developments are proposed for the Visitor Orientation Zone for Alternative C.

The acreage of the Nature Discovery Zone would cover approximately half of Tuskegee Airmen NHS, slightly less than Alternative B. Inside the Nature Discovery Zone, visitor services and facilities could include up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits. The Nature Discovery Zone would

primarily consist of undeveloped areas with some trails and wayside exhibits.

Due to the minimal amount of development planned for this alternative and implementation of CBMPPs to prevent potential stormwater runoff impacts to the water quality of nearby streams, no effect on the special status species is expected.

Cumulative Impacts. The impacts of Alternative C on cumulative impacts on special status species would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative C on special status species would be similar to those described for Alternative B.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

This alternative balances preserving the natural environment and providing a variety of visitor experiences and recreational opportunities. Stormwater runoff from the newly developed impervious surfaces proposed under this alternative has the potential to impact (i.e., sedimentation, turbidity) the water quality in Uphapee Creek potentially affecting the three mussel species. In addition, impacts to water quality would be expected during construction of the facilities; however, these impacts are not likely to adversely affect the three mussel species. To control stormwater runoff from the newly developed impervious areas and to protect water quality, standards from the *Alabama Handbook for Erosion Control, Sediment Control and Stormwater Management on Construction Sites*

and Urban Areas, Volumes 1 and 2 would be followed (Alabama SWCC 2003). These rules require that a CBMPP that is designed to minimize pollutant discharges in stormwater runoff to the maximum extent practicable during land disturbance activities be fully implemented and effectively maintained.

The area zoned as Administration for this alternative is slightly larger than the other alternatives. This area could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs.

The potential restoration and interpretative programs planned for the expanded Historic 1945 Zone could result in additional loss or clearing of vegetation in the western portion of the site.

No new developments or changes to existing developments are proposed for the Visitor Orientation Zone for Alternative D.

The Nature Discovery Zone would cover approximately one-third of the site. Development in the Nature Discovery and Recreation Zones could include up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 wayside exhibits, 3 kiosks, and a small group program area that could accommodate up to 30 people. The Recreation Zone would allow low impact recreational activities (i.e., hiking, walking, nature viewing, and picnicking) and interpretative programs. Additional facilities and infrastructure that could be accommodated in the Recreation Zone in this alternative are

picnic areas, unpaved roads, VIP/host pads, unpaved parking, and an open space.

Even though this alternative involves more development at the Tuskegee Airmen NHS, the implementation of CBMPPs to minimize potential stormwater impacts to the water quality of nearby streams, no effect on the special status species in Uphapee Creek is expected for this alternative.

Cumulative Impacts. The impacts of Alternative D on cumulative impacts on special status species would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative D on special status species would be similar to those described for Alternative B.

Impacts from Implementing Alternative E

Alternative E offers the most recreational opportunities of all the alternatives outside of the core historic and visitor areas. Stormwater runoff from the newly developed impervious surfaces proposed under this alternative has the potential to impact (i.e., sedimentation, turbidity) the water quality in Uphapee Creek potentially effecting the three mussel species. In addition, impacts to water quality would be expected during construction of the facilities; however, these impacts are not likely to adversely affect the three mussel species. To control stormwater runoff from the newly developed impervious areas and to protect water quality, standards from the *Alabama Handbook for Erosion Control, Sediment Control and Stormwater Management on Construction Sites and Urban*

Areas, Volumes 1 and 2 would be followed (Alabama SWCC 2003). These rules require that a CBMPP that is designed to minimize pollutant discharges in stormwater runoff to the maximum extent practicable during land disturbance activities be fully implemented and effectively maintained.

The area zoned as Administration for this alternative could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs.

The potential restoration and interpretative programs planned for the expanded Historic 1945 Zone could result in additional loss or clearing of vegetation in the western portion of the site.

No new developments or changes to existing developments are proposed for the Visitor Orientation Zone for Alternative E.

The Recreation Zone encompasses slightly more than half of the site, including most of the eastern half of the site. This zone would allow low impact recreation activities and interpretive programs. Visitor services and facilities in this zone could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people. Additional facilities and infrastructure in this zone that may be accommodated includes paved parking, VIP/host pads with hookups, single lane paved roads, and picnic areas. Some areas in the Recreation Zone would be

maintained as open areas or with other recreational facilities.

Even though this alternative involves more development at the site than the other alternatives, there would be no effect on special status species in Uphapee Creek. As with the other alternatives, CBMPPs would be implemented to prevent impacts from potential stormwater runoff to the water quality of nearby streams.

Cumulative Impacts. The impacts of Alternative E on cumulative impacts on special status species would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative E on special status species would be similar to those described for Alternative B.

ECOLOGICALLY CRITICAL AREAS

Methodology

Through coordination with the USFWS, federally listed species were identified that could be located in or near the Tuskegee Airmen NHS. U.S. Fish and Wildlife Service included information on each species, including their preferred habitat, prey, and foraging areas. For ecologically critical areas, the following impact intensities were used. These definitions are consistent with the language used to determine effects on threatened and endangered species under Section 7 of the Endangered Species Act.

No effect – The action would cause no effect on the special status species or critical habitat.

Not likely to adversely affect –

The action would be expected to result in discountable effects on a species or critical habitat (that is, unlikely to occur and not able to be meaningfully measured, detected, or evaluated), or it would be completely beneficial.

Likely to adversely affect – The action would result in a direct or indirect adverse effect on a species or critical habitat, and the effect would not be discountable or completely beneficial.

Impacts from Implementing Alternative A – No Action

This alternative would continue current management of the Tuskegee Airmen NHS with no changes in wildlife management. No changes in development would occur and, therefore, no new impacts on habitat would occur. Existing conditions and situations would continue. Therefore, there would be no effect to the designated critical habitat in Uphapee Creek from implementing this alternative.

Cumulative Impacts. The three mussel species require unique aquatic habitats to thrive. The habitat of the finelined pocketbook mussel includes both high and low gradient creeks and medium-sized rivers of moderate gradient and riffle. The southern clubshell mussel needs highly oxygenated streams with sand and gravel substrate, and the ovate clubshell mussel prefers habitat in moderate to high gradient large and medium-sized rivers or creeks with pools and riffles. The finelined pocketbook mussel currently appears to be restricted to creek habitat and may have been eliminated from most river habitat throughout its range (NatureServe

2003 and Smith 1993). Habitat modification, sedimentation, and water quality degradation have led to the decline of the ovate clubshell mussel (NatureServe 2003).

Because this alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-related cumulative impacts on ecologically critical areas.

Conclusion. The no-action alternative would have no effect on designated critical habitat in Uphapee Creek. Because this alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-related cumulative impacts on ecologically critical areas. No impairment of ecologically critical areas would occur as a result of implementing the no-action alternative.

Impacts from Implementing Alternative B

Although there are some changes in Tuskegee Airmen NHS development proposed under this alternative, it would not occur in potential habitat for the mussel species.

Development under this alternative would be concentrated in the Administration Zone. This area could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs.

The Nature Discovery Zone would primarily consist of undeveloped areas with some trails and wayside exhibits. No additional impervious surface would be added

in the Nature Discovery Zone. No additional runoff or erosion is anticipated in this zone.

No new developments or changes to existing developments are proposed for the Historic 1945 Zone or the Visitor Orientation Zone for Alternative B.

Due to the minimal amount of development planned for this alternative, no effect on critical habitat is expected. Additionally, there would be no effect to the designated critical habitat in Uphapee Creek from implementing this alternative.

Cumulative Impacts. The impacts of Alternative B on cumulative impacts on ecologically critical areas would be similar to those described for Alternative A.

Conclusion. Alternative B would have no effect on designated critical habitat in Uphapee Creek. Because this alternative would not contribute to the impacts of other past, present, and reasonably foreseeable future actions, there would be no project-related cumulative impacts on ecologically critical areas. No impairment of ecologically critical areas would occur as a result of implementing Alternative B.

Impacts from Implementing Alternative C

As with Alternative B, proposed development changes to the Tuskegee Airmen NHS under this alternative would not occur in potential habitat for the mussel species.

Development under this alternative would also be concentrated in the Administration Zone. This area could include facilities such as parking lots, sidewalks, offices,

storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs.

The potential restoration and interpretative programs planned for the expanded Historic 1945 Zone could result in additional loss or clearing of vegetation in the western portion of the site.

No new developments or changes to existing developments are proposed for the Visitor Orientation Zone for Alternative C.

The acreage of the Nature Discovery Zone would cover approximately half of Tuskegee Airmen NHS, slightly less than Alternative B. Inside the Nature Discovery Zone, visitor services and facilities could include up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits. The Nature Discovery Zone would primarily consist of undeveloped areas with some trails and wayside exhibits.

Due to the minimal amount of development planned for this alternative, no effect on critical habitat is expected. Additionally, there would be no effect to the designated critical habitat in Uphapee Creek from implementing this alternative.

Cumulative Impacts. The impacts of Alternative C on cumulative impacts on ecologically critical areas would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative C on ecologically critical areas would be similar to those described for Alternative B.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

This alternative balances preserving the natural environment and providing a variety of visitor experiences and recreational opportunities. As with Alternatives B and C, proposed development changes to the Tuskegee Airmen NHS under this alternative would not occur in potential habitat for the mussels.

The area zoned as Administration for this alternative is slightly larger than the other alternatives. This area could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs.

The potential restoration and interpretative programs planned for the expanded Historic 1945 Zone could result in additional loss or clearing of vegetation in the western portion of the site.

No new developments or changes to existing developments are proposed for the Visitor Orientation Zone for Alternative D.

The Nature Discovery Zone would cover approximately one-third of the site. Development in the Nature Discovery and Recreation Zones could include up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 wayside exhibits, 3 kiosks, and a small group program area that could accommodate up to 30 people. The Recreation Zone would allow low impact recreational activities (i.e., hiking, walking, nature viewing, and picnicking) and interpretative programs.

Additional facilities and infrastructure that could be accommodated in the Recreation Zone in this alternative are picnic areas, unpaved roads, VIP/host pads, unpaved parking, and an open space.

Even though this alternative involves more development at the Tuskegee Airmen NHS, no effect on the designated critical habitat in Uphapee Creek is expected for this alternative.

Cumulative Impacts. The impacts of Alternative D on cumulative impacts on ecologically critical areas would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative D on ecologically critical areas would be similar to those described for Alternative B.

Impacts from Implementing Alternative E

Alternative E offers the most recreational opportunities of all the alternatives outside of the core historic and visitor areas. As with Alternatives B, C, and D, proposed development changes to the Tuskegee Airmen NHS under this alternative would not occur in potential habitat for the mussel species.

The area zoned as Administration for this alternative could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, emergency, and similar structures to support park operational and administrative needs.

The potential restoration and interpretative programs planned for the expanded Historic 1945 Zone could result in additional

loss or clearing of vegetation in the western portion of the site.

No new developments or changes to existing developments are proposed for the Visitor Orientation Zone for Alternative E.

The Recreation Zone encompasses slightly more than half of the site, including most of the eastern half of the site. This zone would allow low impact recreation activities and interpretive programs. Visitor services and facilities in this zone could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people. Additional facilities and infrastructure in this zone that may be accommodated includes paved parking, VIP/host pads with hookups, single lane paved roads, and picnic areas. Some areas in the Recreation Zone would be maintained as open areas or with other recreational facilities.

Even though this alternative involves more development at the site than the other alternatives, there would be no effect on designated critical habitat in Uphapee Creek.

Cumulative Impacts. The impacts of Alternative E on cumulative impacts on ecologically critical areas would be similar to those described for Alternative A.

Conclusion. The impacts of Alternative E on ecologically critical areas would be similar to those described for Alternative B.

NATURAL SOUNDSCAPES

Methodology

Context, time, and intensity together determine the level of impact of an activity. For example, noise for a certain period and intensity would be a greater impact in a highly sensitive context, and a given intensity would be a greater impact if it occurred more often, or for longer duration. In some cases an analysis of one or more factors may indicate one impact level, while an analysis of another factor may indicate a different impact level, according to the criteria below. In such cases, best professional judgment based on a documented rationale was used to determine which impact level best applies to the situation being evaluated.

Negligible – Natural sounds would prevail in zones where management objectives call for natural processes to predominate; human-caused noise would be absent or very infrequent and mostly unmeasurable.

Minor – Natural sounds would predominate in zones where management objectives call for natural processes to predominate, with human-caused noise infrequent and at low levels. In zones where human-caused noise is consistent with the purpose and objectives of the Tuskegee Airmen NHS, natural sounds could be heard occasionally.

Moderate – In zones where management objectives call for natural processes to predominate, natural sounds would predominate, but human-caused noise could occasionally be present at low to moderate levels. In areas where human-

caused noise is consistent with Tuskegee Airmen NHS purpose and objectives, it would predominate during daylight hours and would not be overly disruptive to visitor activities in the area; in such areas, natural sounds could still be heard occasionally.

Major – In zones where management objectives call for natural processes to predominate, natural sounds would be impacted by human-caused noise sources frequently or for extended periods of time. In zones where human-caused noise is consistent with Tuskegee Airmen NHS purpose and zoning,

- the natural soundscape would be impacted most of the day,
- noise would disrupt conversation for long periods of time and/or make enjoyment of other activities in the area difficult, and
- natural sounds would rarely be heard during the day.

Impacts from Implementing Alternative A – No Action

The level of human-related noise in all areas of the Tuskegee Airmen NHS would not change from existing levels as a result of implementing the no-action alternative. Consequently no new impacts would be anticipated.

Cumulative Impacts. In general, the natural soundscape has been degraded from activities on lands adjacent to the Tuskegee Airmen NHS boundaries such as aircraft and activities at Moton Field Municipal Airport and traffic along General Chappie James Dr (Route 81). However, the natural soundscape dominates at most of the Tuskegee Airmen NHS because it is in a rural part of the county.

This alternative would not contribute to the impacts of other past, present and reasonably foreseeable future actions, so there would be no cumulative impacts on the natural soundscape resulting from implementing this alternative.

Conclusion. Alternative A would have no new effects on the natural soundscape. However, this alternative would contribute to long-term moderate beneficial impacts on the natural soundscape since two-thirds of the site would remain undeveloped. Because this alternative would not have any new effects on the natural soundscape, there would be no cumulative effects. Thus, there would be no impairment of this resource.

Impacts from Implementing Alternative B

Under Alternative B, the Administration Zone would impact the natural soundscape of the site; however, this would be consistent with the designated use of this zone. There would be short-term moderate adverse impacts on the natural soundscape from the construction of the facilities (i.e., parking lots, offices, storage and maintenance buildings, and similar structures to support park operational and administrative needs) in the Administration Zone.

The Nature Discovery Zone would consist of trails and wayside exhibits resulting in long-term adverse impacts to the natural soundscape, but these impacts would be negligible because human activities within this zone would be passive. In addition, there would be long-term moderate beneficial impacts on the natural soundscape because the property would be protected from

development by preserving two-thirds of the park as a Nature Discovery Zone.

No new impacts to the natural soundscape would be expected as a result of implementing the Historic 1945 Zone or the Visitor Orientation Zone for Alternative B, because no new developments or changes to existing developments are proposed under this alternative for these zones at the Tuskegee Airmen NHS. Impacts on the natural soundscape from existing development would continue.

Cumulative Impacts. The impacts of Alternative B on cumulative impacts on the natural soundscape would be similar to those described for Alternative A, except:

This alternative, in combination with the minor adverse impacts above, would result in negligible adverse cumulative impacts on the natural soundscape.

Conclusion. Implementing Alternative B would have negligible long-term adverse impacts on the natural soundscape. In addition, there would be long-term moderate beneficial impacts on the natural soundscape because the property would be protected from development by preserving two-thirds of the site as a Nature Discovery Zone. The overall cumulative impacts would be negligible and adverse. There would be no impairment of this resource.

Impacts from Implementing Alternative C

Impacts to the natural soundscape for this alternative would be similar to Alternative B. The Administration Zone would impact

the natural soundscape of the site; however, this would be consistent with the designated use of this zone. There would be short-term moderate adverse impacts on the natural soundscape from the construction of the facilities (i.e., parking lots, offices, storage and maintenance buildings, and similar structures to support park operational and administrative needs) in the Administration Zone.

The Nature Discovery Zone would consist of trails and wayside exhibits resulting in long-term adverse impacts to the natural soundscape, but these impacts would be negligible because human activities within this zone would be passive. In addition, there would be long-term moderate beneficial impacts on the natural soundscape because the property would be protected from development by preserving half of the park as a Nature Discovery Zone.

Impacts from the expanded Historic 1945 Zone in Alternative C on the natural soundscape could result from the potential restoration and interpretative programs planned for this zone. However, human activities in this zone would be consistent with the designated use of this zone.

No new impacts to the natural soundscape would be expected as a result of implementing the Visitor Orientation Zone for Alternative C, because no new developments or changes to existing developments are proposed under this alternative for this zone at the Tuskegee Airmen NHS. Impacts on the natural soundscape from existing development in this zone would continue.

Cumulative Impacts. The impacts of Alternative C on cumulative impacts on the natural soundscape would be similar to those described for Alternative B.

Conclusion. Implementing Alternative C would have negligible long-term adverse impacts on the natural soundscape. In addition, there would be long-term moderate beneficial impacts on the natural soundscape because the property would be protected from development by preserving half of the site as a Nature Discovery Zone. The overall cumulative impacts would be negligible and adverse. There would be no impairment of this resource.

Impacts from Implementing Alternative D - Agency and Environmentally Preferred Alternative

Impacts to the natural soundscape would be slightly more for this alternative due to the addition of a Recreation Zone in this alternative. The Recreation Zone would allow low impact recreational activities (i.e., hiking, walking, nature viewing, and picnicking) and interpretative programs. However, impacts to the natural soundscape in this zone along with the Administration Zone and the Historic 1945 Zone would be consistent with the designated use of these zones. There would be short-term moderate adverse impacts on the natural soundscape from the construction of the facilities and structures in these zones and long-term minor adverse impacts after implementation of the alternative.

The Nature Discovery Zone would consist of trails and wayside exhibits resulting in long-term adverse impacts to the natural

soundscape, but these impacts would be negligible because human activities within this zone would be passive. In addition, there would be long-term moderate beneficial impacts on the natural soundscape because the property would be protected from development by preserving one-third of the site as a nature zone.

No new impacts to the natural soundscape would be expected as a result of implementing the Visitor Orientation Zone for Alternative D, because no new developments or changes to existing developments are proposed under this alternative for this zone at the site. Impacts on the natural soundscape from existing development in this zone would continue.

Cumulative Impacts. The impacts of Alternative D on cumulative impacts on the natural soundscape would be similar to those described for Alternative B, except:

This alternative, in combination with the minor adverse impacts above, would result in minor and adverse cumulative impacts on the natural soundscape.

Conclusion. Implementing Alternative D would have long-term minor adverse impacts on the natural soundscape. In addition, there would be long-term minor beneficial impacts on the natural soundscape because the property would be protected from development by preserving one-third of the site as a Nature Discover Zone. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource.

Impacts from Implementing Alternative E

Alternative E would result in changes in conditions affecting the natural soundscape. Alternative E offers the most recreational opportunities of all the alternatives outside of the core historic and visitor areas. This zone would allow low impact recreation activities and interpretive programs. Visitor services and facilities in this zone could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people. Additional facilities and infrastructure in this zone that may be accommodated includes paved parking, VIP/host pads with hookups, single lane paved roads, and picnic areas. Due to the facilities offered under this alternative, there would be an increase in human-related noises resulting in short-term moderate adverse impacts on the natural soundscape from construction, and long-term moderate adverse impacts after construction is completed. However, impacts to the natural soundscape from this zone would be consistent with the designated use of this zone.

Impacts to the natural soundscape in the Administration Zone and the Historic 1945 Zone would be consistent with the designated use of these zones. There would be short-term moderate adverse impacts on the natural soundscape from the construction of the facilities and structures in these zones and long-term minor adverse impacts after implementation of the alternative.

No new impacts to the natural soundscape would be expected as a

result of implementing the Visitor Orientation Zone for Alternative E, because no new developments or changes to existing developments are proposed under this alternative for this zone at the Tuskegee Airmen NHS. Impacts on the natural soundscape from existing development would continue.

This alternative does not have a Nature Discovery Zone.

Cumulative Impacts. The impacts of Alternative E on cumulative impacts on the natural soundscape would be similar to those described for Alternative D.

Conclusion. Implementing Alternative D would have long-term moderate adverse impacts on the natural soundscape. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource.

SOCIOECONOMIC ENVIRONMENT

METHODOLOGY

The NPS applied logic, experience, professional expertise, and professional judgment to analyze the impacts on the social and economic environment resulting from each alternative. Economic data, historic visitor use data, expected future visitor use, and future developments of the Tuskegee Airmen NHS were all considered in identifying, discussing, and evaluating expected impacts.

Intensity of Impact. Assessments of potential socioeconomic impacts for the action alternatives were based on comparisons between the no-action alternative and each of the action alternatives. The following intensity definitions were used.

Negligible – Effects on socioeconomic conditions would be at or below the level of detection. There would be no noticeable change in any defined socioeconomic indicators.

Minor – Effects on socioeconomic conditions would be slight but detectable.

Moderate – Effects on socioeconomic conditions would be readily apparent and result in changes to socioeconomic conditions on a local scale.

Major – Effects on socioeconomic conditions would be readily apparent, resulting in demonstrable changes to socioeconomic conditions in the region.

IMPACTS FROM IMPLEMENTING ALTERNATIVE A – NO ACTION

The no-action alternative would have no impact on the regional economy. Impacts discussed under this alternative are assuming conditions after the historic core area is open to the public.

In the no-action alternative impacts to the regional economy would continue at the same level as that outlined in the DCP. Current management practices, policies, and park programs would continue to be implemented with no major changes from current levels. Visitor facilities would be provided and maintained in accordance with the DCP. The average length of stay in the region would not likely change. Visitors would continue to visit the Tuskegee Airmen NHS in the same manner and experience the same social conditions.

Cumulative Impacts. The social and economic situation in Macon County is affected by a combination of many factors, including an NPS presence. The livelihoods of service-related businesses in the region rely to some degree on the inflow of tourist dollars, especially restaurants and motels. Tourism is not the driving factor in the regional economy. Macon County's economy largely depends on the service industry as well as its government labor force, which includes Tuskegee University and the Veterans Administration Hospital.

Common to all alternatives would be the relatively large increase in the number of visitors expected when the historic core area is

open to the public. This would be a long-term, moderate economic benefit to the local and state economy. The increase in visitors to the park may bring additional consumer services not currently available including private development such as lodging, restaurants, and service areas. Staffing of the site would produce long-term changes in the local employment and educational opportunities in the county would be impacted.

This alternative would not contribute to other past, present, and future impacts on social or economic conditions because impacts to the regional economy would continue at the same level as that outlined in the DCP. Thus this alternative would have no related cumulative effects.

Conclusion. The no-action alternative would have no new effect on the socioeconomic environment in the region. Because this alternative would have no new effects on the socioeconomic environment, there would be no cumulative impacts.

IMPACTS FROM IMPLEMENTING ALTERNATIVE B

This alternative would have a long-term minor beneficial impact on the regional economy. The Tuskegee Airmen NPS would hire additional employees to handle the need for maintenance personnel. Hiring two employees (in addition to the 20 employees planned for when the historic core area is open to the public) would benefit the local economy through an increased demand for housing, utilities, services, and goods.

This alternative would also provide short-term minor benefits

to the local economy for the construction called for in this alternative (i.e., parking lots, offices, storage and maintenance buildings, and trails).

The number of visitors, average length of visit, and length of season could increase when the addition of the Nature Discovery Zone is implemented. This zone could have up to 4,000 ft of natural trails and 10 wayside exhibits. Businesses that rely on the tourist trade would receive a long-term minor benefit through direct and indirect spending.

Cumulative Impacts. The cumulative impacts of Alternative B on the socioeconomic environment would be similar to those described for Alternative A, except:

This alternative, in combination with the beneficial impacts above, would result in minor beneficial cumulative effects; however, this alternative's contribution to these effects would be small and beneficial.

Conclusion. Implementing Alternative B would result in long-term minor beneficial impacts on the socioeconomic environment. The overall cumulative effects would be minor and beneficial; this alternative's contribution to these effects would be small and beneficial.

IMPACTS FROM IMPLEMENTING ALTERNATIVE C

This alternative would have a long-term minor beneficial impact on the regional economy. The Tuskegee Airmen NPS would hire additional employees to handle the need for maintenance personnel. Hiring two employees (in addition

to the 20 employees planned for when the historic core area is open to the public) would benefit the local economy through an increased demand for housing, utilities, services, and goods.

This alternative would also provide short-term minor benefits to the local economy for the construction called for in this alternative (i.e., parking lots, offices, storage and maintenance buildings, and trails).

The number of visitors, average length of visit, and length of season could increase when the addition of the Nature Discovery Zone is implemented. This zone could have up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits. Businesses that rely on the tourist trade would receive a long-term minor benefit through direct and indirect spending.

Cumulative Impacts. The cumulative impacts of Alternative C on the socioeconomic environment would be similar to those described for Alternative B.

Conclusion. The impacts of Alternative C on the socioeconomic environment would be similar to those described for Alternative B.

IMPACTS FROM IMPLEMENTING ALTERNATIVE D - AGENCY AND ENVIRONMENTALLY PREFERRED ALTERNATIVE

This alternative would have a long-term moderate beneficial impact on the regional economy. The Tuskegee Airmen NPS would hire additional employees to handle the need for interpretative and maintenance personnel. Hiring six employees (in addition to the 20

employees planned for when the historic core area is open to the public) would benefit the local economy through an increased demand for housing, utilities, services, and goods.

This alternative would also provide short-term minor benefits to the local economy for the construction called for in this alternative (i.e., parking lots, offices, storage and maintenance buildings, trails, picnic areas, and unpaved roads).

The number of visitors, average length of visit, and length of season could increase when the addition of the Nature Discovery Zone and Recreation Zone is implemented. These zones could have up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 wayside exhibits, 3 kiosks, and a small group program area that could accommodate up to 30 people. Additional facilities and infrastructure that could be accommodated in the Recreation Zone in this alternative are picnic areas, unpaved roads, and VIP/host pads. Businesses that rely on the tourist trade would receive a long-term moderate benefit through direct and indirect spending.

Cumulative Impacts. The cumulative impacts of Alternative D on the socioeconomic environment would be similar to those described for Alternative B, except:

This alternative, in combination with the beneficial impacts above, would result in moderate beneficial cumulative effects.

Conclusion. Implementing Alternative D would result in long-term moderate beneficial

impacts on the socioeconomic environment. The overall cumulative effects would be moderate and beneficial.

IMPACTS FROM IMPLEMENTING ALTERNATIVE E

This alternative would have a long-term moderate beneficial impact on the regional economy. The Tuskegee Airmen NPS would hire additional employees to handle the need for interpretative and maintenance personnel. Hiring six employees (in addition to the 20 employees planned for when the historic core area is open to the public) would benefit the local economy through an increased demand for housing, utilities, services, and goods.

This alternative would also provide short-term minor benefits to the local economy for the construction called for in this alternative (i.e., parking lots, offices, storage and maintenance buildings, picnic areas, and unpaved roads).

The number of visitors, average length of visit, and length of season could increase when the addition of the Nature Discovery Zone and Recreation Zone is implemented. These zones could have up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people. Additional facilities and infrastructure in this zone that may be accommodated includes paved parking, VIP/host pads with hookups, single lane paved roads, and picnic areas. Businesses that rely on the tourist trade would receive a long-term moderate

benefit through direct and indirect spending.

Cumulative Impacts. The cumulative impacts of Alternative E on the socioeconomic environment would be similar to those described for Alternative D.

Conclusion. The impacts of Alternative E on the socioeconomic environment would be similar to those described for Alternative D.

VISITOR USE AND EXPERIENCE

METHODOLOGY

The analysis of potential effects of the alternatives on visitor use and experience is based on how visitor use and experience would change with the addition or removal of certain facilities and the way management prescriptions were applied in the alternatives. This analysis is primarily qualitative rather than quantitative due to the conceptual nature of the alternatives.

Duration of Impact. Short-term impacts would occur during one visit only; long-term impacts would occur during more than one visit.

Intensity of Impact. Impacts were evaluated comparatively between alternatives, using the no-action alternative as a baseline for comparison with each action alternative:

Negligible – Visitors would likely be unaware of any effects associated with implementation of the alternative.

Minor – Changes in visitor use and/or experience would be slight but detectable, would affect few visitors, and would not appreciably limit or enhance visitor experiences identified as fundamental to the NHS's purpose and significance.

Moderate – Some characteristics of visitor use and/or experience would change, and many visitors would likely be aware of the effects associated with implementation of the alternative; some changes to experiences identified as fundamental to the NHS's

purpose and significance would be apparent.

Major – Multiple characteristics of visitor experience would change, including experiences identified as fundamental to the NHS's purpose and significance; most visitors would be aware of the effects associated with implementing the alternative.

Type of Impact. Adverse impacts are those that most visitors would perceive as undesirable. Beneficial impacts are those that most visitors would perceive as desirable.

IMPACTS FROM IMPLEMENTING ALTERNATIVE A – NO ACTION

In the no-action alternative visitor experience, visitor facilities, interpretation, and education would continue at the same level as that outlined in the DCP. Overall, existing formal and informal interpretation at the historic core area would continue to create a moderate beneficial impact on visitors to the site. However, there would be very low potential for interpretation and educational opportunities in addition to those provided in the historic core area. There would be little opportunity for recreational variety since there would be no additional trails, picnic areas, or designated areas for recreation under the no-action alternative. In addition there would be very low potential for visitor services and facilities in addition to those provided in the visitor areas. All these adverse conditions would result in moderate long-term adverse impacts

to visitor use and experience at the NHS. However, there would be very high potential for ensuring visitor health and safety due to low visitor dispersion in the park and a more controlled (but limited) visitor experience.

Cumulative Impacts. Visitors to the Tuskegee Airmen NHS would experience the same level of educational opportunities through staff interaction and interpretive programs provided for in the DCP. Visitors may continue to combine trips with visits to other historic sites in the area such as Tuskegee University. This alternative would not result in any new actions that would contribute to these effects and so would not have any cumulative effects.

Conclusion. Implementing the no-action alternative would result in long-term moderate adverse impacts to visitor use and experience. Because actions proposed in this alternative would have no new effects on visitor use and experience, there would be no project-related cumulative impacts.

IMPACTS FROM IMPLEMENTING ALTERNATIVE B

Alternative B emphasizes the natural environment of the Tuskegee Airmen NHS by keeping the park largely undeveloped and natural in character outside of the historic core and visitor areas. The Historic 1945 Zone, Nature Discovery Zone, Visitor Orientation Zone, and Administration Zones are components of Alternative B. The Administration Zone would not be accessible to visitors and is not discussed further.

Alternative B would provide a moderate to high positive impact for interpretive and educational opportunities through the implementation of up 4,000 ft of natural trails and 10 additional wayside exhibits outside of the historic core area. In addition, the Nature Discovery Zone in Alternative B would encompass the largest area (two-thirds of the site) of any of the alternatives and could provide high potential for visitors to enjoy a quiet walk along nature trails. The undeveloped habitat and nature of the trails could be enjoyed by visitors in near solitude during periods of time when use is low. A picnic area would provide a location for visitors to rest and linger at the site. The addition of nature trails at Tuskegee Airmen NHS would provide a long-term moderate beneficial impact for visitor use and experience at the site.

The Visitor Orientation Zone would concentrate visitor use into a small area from which they could move to the Historic 1945 Zone and/or the Nature Discovery Zone. At times large numbers of visitors, or visiting school groups could result in minor, short-term adverse impacts to the visitor experience within the Visitor Orientation Zone. Use of facilities, optimum interpretive experience, and personal expectations of the visit could be affected by large numbers of people in a relatively small area.

Due to the distance and topography of the area between the parking lot and the historic core area, visitors with disabilities and those who find it too difficult to walk will be made available an on-

call mobility vehicle to shuttle them from the parking area to the historic core area. This service would have major, long-term beneficial impacts to the visitor experience at the NHS.

This alternative would have a long-term, minor, beneficial effect on ensuring public health and employee safety due to the low dispersion of visitors compared to the other action alternatives.

Cumulative Impacts. In 1990, a statewide survey of Alabama residents determined that approximately 87 percent of residents participate in some form of outdoor recreation. Walking for pleasure (29 percent) and trail hiking (5 percent) were two of the many activities enjoyed by Alabama residents (ADECA 2002). Regionally, in the South Central Alabama Planning District where Tuskegee Airmen NHS is located, 25 percent of the respondents walk for pleasure and 1.5 percent participate in trail hiking. In addition, demand for hiking/walking trails was determined to exceed the available sites for participation (ADECA 2002).

The visitor experience available through the options presented in Alternative B would provide an increased opportunity to educate visitors on the history of the Tuskegee Airmen and provide additional opportunities for experiencing nature and walking. As visitor use increases with increased opportunity for interpretation, educational and nature enjoyment, experiences of crowded facilities, interpretive programs, and loss of solitude on trails would occur. Visitors to other nearby historic sites such

as Tuskegee University may increase as notoriety of the restoration and rehabilitation of Tuskegee Airmen NHS is acknowledged.

When impacts discussed above are considered in combination with the impacts of this alternative, the resulting cumulative effects on the visitor experience would be long term, minor, and beneficial.

Conclusion. Alternative B would provide more visitor opportunities for learning the history of the Tuskegee Airmen and enjoying open space by using nature trails with a minimal investment in facilities and interpretive exhibits. Implementing Alternative B would result in moderate long-term beneficial impacts on the visitor experience. The overall cumulative impacts would be minor and beneficial.

IMPACTS FROM IMPLEMENTING ALTERNATIVE C

Alternative C also emphasizes the natural environment of the Tuskegee Airmen NHS. The Historic 1945 Zone, Nature Discovery Zone, Visitor Orientation Zone, and Administration Zones are components of Alternative C. The Historic 1945 Zone is expanded in this alternative to encompass the southeast and west of the core area and presents the visitor with additional opportunities to experience the life of the Tuskegee Airmen in its historic context. Additional restoration would provide the visitor with additional interpretive and educational opportunities and exhibits over a larger area and in most situations provide the visitor with opportunities to disperse from groups and crowds and move through the features and

exhibits at their own pace. The Administration Zone would not be accessible to visitors and is not discussed further.

This alternative provides for increased opportunities for interaction with NPS staff and other interpreters which would provide the visitor with personal contact and increased opportunities to interact with interpretive staff. Beneficial impacts would also be provided by the Nature Discovery Zone which would encompass half of the site where visitors would be provided with natural trails for walking and nature viewing on up to 3,500 ft of natural trail and 300 ft of hardened trail. As in Alternative B, the need for locations where people can walk are in demand and providing walking trails in Alternative C would provide beneficial long-term impacts to visitors. The undeveloped habitat and nature of the trails could be enjoyed by visitors in near solitude during periods of time when use is low. A picnic area would provide a location for visitors to rest and linger at the site. The addition of nature trails at Tuskegee Airmen NHS would provide a long-term moderate beneficial impact for visitor use and experience at the site.

As with Alternative B, the Visitor Orientation Zone would concentrate visitor use into a small area from which they could move to the Historic 1945 Zone and/or the Nature Discovery Zone. High visitor use (i.e., large numbers of visitors, or visiting school groups) at times could result in minor, short-term adverse impacts from congestion in the Visitor Orientation Zone, and crowded interpretive and cultural resource exhibits, and facilities.

Due to the distance and topography of the area between the parking lot and the historic core area, visitors with disabilities and those who find it too difficult to walk will be made available an on-call mobility vehicle to shuttle them from the parking area to the historic core area. This service would have major, long-term beneficial impacts to the visitor experience at the NHS.

This alternative would have a long-term, minor, beneficial effect on ensuring public health and employee safety due to the low dispersion of visitors compared to the other action alternatives.

Cumulative Impacts. The cumulative impacts of Alternative C on visitor use and experience would be similar to those described for Alternative B.

Conclusion. The impacts of Alternative C on visitor use and experience would be similar to those described for Alternative B.

IMPACTS FROM IMPLEMENTING ALTERNATIVE D - AGENCY AND ENVIRONMENTALLY PREFERRED ALTERNATIVE

This alternative aims to provide the most diversity of visitor interpretive programs and recreational opportunities. The Historic 1945 Zone, Nature Discovery Zone, Visitor Orientation Zone, Recreation Zone, and Administration Zones are components of Alternative D. The Administration Zone would not be accessible to visitors and is not discussed further.

Added to Alternative D is the Recreation Zone which supports

additional opportunities for visitors to the site. Visitor services and facilities that could be added in the selection of Alternative D include the addition of up to 5,000 ft of walking trails, 1,000 ft of hardened trails, 15 wayside exhibits, 3 kiosks, and a small area where group programs (to 30 people) could be provided. These features would all provide enhanced opportunities for interpretation and education, staff contact with visitors, and the enjoyment of open space and nature resulting in beneficial long-term impacts. In addition, the establishment of an area for group use would provide a location for focusing school groups and special use groups to optimize staff contact and interpretation of larger groups. Bus parking would further facilitate the enhancement of visitor use by groups. The Recreation Zone would additionally provide for the addition of low impact recreational activities and interpretive programming that would allow a focus different from the site's predominant story of the Tuskegee Airmen. An open space area for low impact recreation could be located in the southeastern portion of the site and be no larger than one acre. The Recreation Zone would provide the potential for visitors to diversify their use of the Tuskegee Airmen NHS and would add further opportunity for increasing visitation. The addition of a Recreation Zone at Tuskegee Airmen NHS would provide a long-term major beneficial impact for visitor use and experience.

Visitor experience within the expanded Historic 1945 Zone in Alternative D would result in beneficial impacts through enhanced restoration and increased

interpretive programs and opportunities similar to those afforded in Alternative C. High visitor use at times could result in short-term minor adverse impacts from congestion in the Visitor Orientation Zone, crowded interpretive and cultural resource exhibits, and facilities.

Due to the distance and topography of the area between the parking lot and the historic core area, visitors with disabilities and those who find it too difficult to walk will be made available an on-call mobility vehicle to shuttle them from the parking area to the historic core area. This service would have major, long-term beneficial impacts to the visitor experience at the NHS.

The addition of a Recreation Zone would result in long-term moderate adverse effects on the ability of the park to ensure public health and safety as visitor's become more dispersed from the Visitor Orientation Zone and the historic core area.

Cumulative Impacts. In 1990, a statewide survey of Alabama residents determined that approximately 87 percent of residents participate in some form of outdoor recreation. Walking for pleasure (29 percent) and trail hiking (5 percent) were two of the many activities enjoyed by Alabama residents (ADECA 2002). Regionally, in the South Central Alabama Planning District where Tuskegee Airmen NHS is located, 25 percent of the respondents walk for pleasure and 1.5 percent participate in trail hiking. In addition, demand for hiking/walking trails was determined to exceed the available sites for participation (ADECA 2002).

The visitor experience available through the options presented in Alternative D would provide an increased opportunity to educate visitors on the history of the Tuskegee Airmen NHS and provide additional opportunities for experiencing nature and walking. In addition, recreational activities would be offered under this alternative. Low impact recreational activities would provide the potential for visitors to diversify their use of the Tuskegee Airmen NHS and would add further opportunity for increasing visitation. As visitor use increases with increased opportunity for interpretation, educational and nature enjoyment, experiences of crowded facilities, interpretive programs, and loss of solitude on trails would occur. Visitors to other nearby historic sites such as Tuskegee University may increase as the opportunities for increased visitor experience including low impact recreation and additional opportunities for education and interpretive interactions at Tuskegee Airmen NHS is acknowledged.

When impacts discussed above are considered in combination with the impacts of this alternative, the resulting cumulative effects on the visitor experience would be long term, moderate, and beneficial.

Conclusion. Alternative D presents the most diverse range of options for visitor experience. Implementing Alternative D would result in major long-term beneficial impacts on the visitor experience. The overall cumulative impacts would be moderate and beneficial.

IMPACTS FROM IMPLEMENTING ALTERNATIVE E

Alternative E offers the most recreational opportunities of all the alternatives outside of the historic core and visitor areas. The Historic 1945 Zone, Visitor Orientation Zone, Recreation Zone, and Administration Zone are components of Alternative E. The Administration Zone would not be accessible to visitors and is not discussed further.

Alternative E provides enhancements to the visitor experience through the enlargement of the Recreation Zone, including more numerous picnic areas, additional parking, and a larger area for low impact recreation (up to 4 acres) and an option for a tram. All of these enhancements would provide beneficial recreational experiences for the visitor. Visitor services increase with the addition of 30 wayside exhibits, 200 ft of hardened trails, 5 kiosks and a larger group program area that would accommodate up to 60 people. The increased development that would be incorporated by the substantial addition to recreational opportunities for this alternative would be an adverse impact to the visitor experience due to the elimination of the Nature Discovery Zone, which offered opportunity for solitude and nature viewing by keeping that portion of the park mostly undeveloped. The proposed enhancements would provide moderate long-term beneficial experiences through continued interpretation and educational programs - particularly for large groups. It also provides ample opportunities for recreation beyond the historic core area and visitor orientation area which would provide moderate long-term

beneficial impacts to visitors using the Tuskegee Airmen NHS for those purposes. Increased congestion and loss of opportunities for solitude and nature viewing however, would result in minor adverse long-term impacts to visitors using those opportunities and potentially create conflict among user-groups and compromising the quality of the visitor experience.

Due to the distance and topography of the area between the parking lot and the historic core area, visitors with disabilities and those who find it too difficult to walk will be made available an on-call mobility vehicle to shuttle them from the parking area to the historic core area. This service would have major, long-term beneficial impacts to the visitor experience at the NHS.

The addition of a Recreation Zone would also act to further disperse visitors and increase visitation specifically for use of the low impact recreation areas resulting in long-term moderate adverse affects on public health and safety.

Cumulative Impacts. In 1990, a statewide survey of Alabama residents determined that approximately 87 percent of residents participate in some form of outdoor recreation. Walking for pleasure (29 percent) and trail hiking (5 percent) were two of the many activities enjoyed by Alabama residents (ADECA 2002). Regionally, in the South Central Alabama Planning District where Tuskegee Airmen NHS is located, 25 percent of the respondents walk for pleasure and 1.5 percent participate in trail hiking. In addition, demand for hiking/walking trails was

determined to exceed the available sites for participation (ADECA 2002).

Additional recreational activities would be offered under this alternative. Low impact recreational activities would provide the potential for visitors to diversify their use of the Tuskegee Airmen NHS and would add further opportunity for increasing visitation. As visitor use increases with increased opportunity for interpretation, educational and nature enjoyment, experiences of crowded facilities, interpretive programs, and loss of solitude on trails would occur. Visitation by local residents as well as traveling visitors may substantially increase as the recreational opportunities at Tuskegee Airmen NHS are acknowledged and local demand is not met by other venues.

When impacts discussed above are considered in combination with the impacts of this alternative, the resulting cumulative effects on the visitor experience would be long term minor and beneficial as well as long-term minor and adverse.

Conclusion. Although the diverse range of options for visitor experiences is greater in Alternative D, the expected intensity and number of users is greater in Alternative E due to the large size of the Recreation Zone. Implementing Alternative E would result in moderate long-term beneficial impacts on the visitor experience. The overall cumulative impacts would be moderate and beneficial.

NPS OPERATIONS

METHODOLOGY

The impact analysis evaluated the effects of the alternatives on the following aspects of NPS operations: staffing, infrastructure, visitor facilities, and services. The analysis was conducted in terms of how NPS operations and facilities might vary under the different management alternatives. The analysis is more qualitative rather than quantitative because of the conceptual nature of the alternatives. Consequently professional judgment was used to reach reasonable conclusions as to the intensity, duration, and type of potential impact.

Duration of Impact. Short-term impacts would be less than one year. Long-term impacts would extend beyond one year and have a permanent effect on operations.

Intensity of Impact.

Negligible – The effects would be at or below the lower levels of detection, and would not have an appreciable effect on NHS operations.

Minor – The effects would be detectable, but would be of a magnitude that would not have an appreciable effect on NHS operations.

Moderate – The effects would be readily apparent and would result in a substantial change in NPS operations in a manner noticeable to staff and the public.

Major – The effects would be readily apparent and would result in a substantial change in NPS operations in a manner noticeable to staff and the public and be markedly

different from existing operations.

Type of Impact. Beneficial impacts would improve NPS operations and/or facilities. Adverse impacts would negatively affect NPS operations and/or facilities and could hinder the staff's ability to provide adequate services and facilities to visitors and staff. Some impacts could be beneficial for some operations or facilities and adverse or neutral for others.

IMPACTS FROM IMPLEMENTING ALTERNATIVE A – NO ACTION

Under the no-action alternative, current management practices, policies, and park programs - such as maintenance, resource management, and park operations - would continue to be implemented with no major changes from that outlined in the DCP. Zoning would not be applied. The historic core area would continue to be managed on a day-to-day basis without the guidance of a long-range plan. Approximately two-thirds of the park would be mostly undeveloped and not actively managed. However, there would be the potential for high operational efficiency due to the concentration of visitors and facilities in a small area.

Without a current GMP in place, obtaining funding for future projects may be difficult, causing long-term minor to moderate adverse impacts on NPS operations.

Cumulative Impacts. In general regardless of the alternative, the NPS is in the process of

increasing its workload at the park resulting from the restoration and rehabilitation of the historic core area. Consequently, buildings and grounds maintenance needs will increase causing long-term minor adverse impacts. Interpretation and administration needs will also increase at the park; however, additional NPS staff will be hired to meet these needs. Once the historic core area is open to the public, the number of full time NPS staff is expected to triple.

Since the no-action alternative would have no new impacts on NPS operations because current management practices and park operations would continue to be implemented with no major changes from that outlined in the DCP, there would be no cumulative effects.

Conclusion. The no-action alternative would result in no new impacts on NPS operations at the Tuskegee Airmen NHS. Because there would be no new impacts on NPS operations, there would be no cumulative impacts.

IMPACTS FROM IMPLEMENTING ALTERNATIVE B

Implementing this alternative would cause changes to NPS operations at Tuskegee Airmen NHS. Alternative B would result in implementation of an Administration Zone and Nature Discovery Zone. Additional NPS staff would be needed to maintain these zones. The Nature Discovery Zone could include development of up to 4,000 ft of natural trails and 10 wayside exhibits. This zone would result in long-term, negligible, adverse

effects on NPS operations due to the limited amount of trails and exhibits to manage. The Administration Zone could include facilities such as parking lots, sidewalks, offices, storage buildings, maintenance, curatorial, emergency, and similar structures to support park operational and administrative needs. This alternative would have a long-term, minor, beneficial effect on ensuring public health and employee safety due to the low dispersion of visitors compared to the other action alternatives.

No new impacts to NPS operations would be expected as a result of implementing the Historic 1945 Zone or the Visitor Orientation Zone for Alternative B, because no new developments or changes to existing developments are proposed under this alternative for these zones at Tuskegee Airmen NHS. Impacts on NPS operations from existing development would continue.

Cumulative Impacts. The cumulative impacts of Alternative B on NPS operations would be similar to those described for Alternative A, except:

When the impacts of Alternative B are added to the effects of other past, present, and future actions relative to NPS operations, no cumulative effects are expected.

Conclusion. Implementing Alternative B would result in long-term, negligible adverse impacts on NPS operations at the Tuskegee Airmen NHS. There would be no overall cumulative effects.

IMPACTS FROM IMPLEMENTING ALTERNATIVE C

This alternative would have impacts to NPS operations similar to Alternative B. This alternative also includes an Administrative Zone and Nature Discovery Zone. This alternative could include up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits. The Historic 1945 Zone is larger for this zone allowing for the broadest restoration and interpretative programs related to the Tuskegee Airmen story. As with Alternative B, additional NPS staff would be needed to maintain these zones. However, the effects of maintaining the Nature Discovery Zone and the Historic 1945 Zone would result in long-term, negligible, adverse effects on NPS operations due to the limited amount of additional trails and exhibits to manage. This alternative would have a long-term, minor, beneficial effect on ensuring public health and employee safety due to the low dispersion of visitors compared to the other action alternatives.

No new impacts to NPS operations would be expected as a result of implementing the Visitor Orientation Zone for Alternative C, because no new developments or changes to existing developments are proposed under this alternative for these zones at Tuskegee Airmen NHS. Impacts on NPS operations from existing development would continue.

Cumulative Impacts. The cumulative impacts of Alternative C on NPS operations would be similar to those described for Alternative B.

Conclusion. Implementing Alternative C would result in

long-term negligible adverse impacts on NPS operations at the Tuskegee Airmen NHS. There would be no overall cumulative effects.

IMPACTS FROM IMPLEMENTING ALTERNATIVE D - AGENCY AND ENVIRONMENTALLY PREFERRED ALTERNATIVE

This alternative differs from Alternatives B and C in that it offers a Recreation Zone. The Recreation Zone would allow low impact recreational activities and interpretative programs including hiking, walking, nature viewing, picnicking, and similar outdoor recreation endeavors. Like the other alternatives it includes an Administrative Zone, Nature Discovery Zone, and Historic 1945 Zone. Due to the addition of the Recreation Zone in this alternative, additional staff would be needed for operation and maintenance of this zone. Grounds maintenance needs would cause long-term minor adverse impacts. Additional NPS interpretative staff would also be needed for this alternative to fulfill the need for telling the Tuskegee Airmen story. The addition of a Recreation Zone would have a long-term, moderate, adverse effect on ensuring public health and employee safety due to the high dispersion of visitors compared to the other action alternatives.

No new impacts to NPS operations would be expected as a result of implementing the Visitor Orientation Zone for Alternative D, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on NPS operations from existing development would continue.

Cumulative Impacts. The cumulative impacts of Alternative D on NPS operations would be similar to those described for Alternative B.

Conclusion. Implementing Alternative D would result in long-term minor adverse impacts on NPS operations at the Tuskegee Airmen NHS. There would be no overall cumulative effects.

IMPACTS FROM IMPLEMENTING ALTERNATIVE E

Alternative E would result in changes in conditions affecting NPS Operations. This alternative offers a Recreation Zone, Administrative Zone, Nature Discovery Zone, and Historic 1945 Zone. As with Alternative D, due to the addition of the Recreation Zone in this alternative, additional staff would be needed for operation and maintenance of this zone. Grounds maintenance needs would cause long-term minor adverse impacts. Additional NPS interpretative staff would be hired for this alternative to meet this demand. The addition of a Recreation Zone would have a long-term, moderate, adverse effect on ensuring public health and employee safety due to the high dispersion of visitors compared to the other action alternatives.

No new impacts to NPS operations would be expected as a result of implementing the Visitor Orientation Zone for Alternative E, because no new developments or changes to existing developments are proposed under this alternative for this zone at Tuskegee Airmen NHS. Impacts on NPS operations from existing development would continue.

Cumulative Impacts. The cumulative impacts of Alternative E on NPS operations would be similar to those described for Alternative C.

Conclusion. The impacts of Alternative E on NPS operations would be similar to those described for Alternative D.

OTHER IMPACTS

UNAVOIDABLE MODERATE OR MAJOR ADVERSE IMPACTS

Under Alternatives B, C, D, and E there would be new development as structures and roads constructed at the Tuskegee Airmen NHS. However, this would result in no unavoidable moderate or major adverse impacts on resources or visitor enjoyment.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

Alternative A - There would be no irreversible or irretrievable commitment of resources under this alternative.

Alternative B - Implementing this alternative would result in the irretrievable loss of some vegetation and soil productivity due to construction of facilities (i.e., walkways, buildings, and other permanent administration infrastructure) in the Administration Zone.

Approximately two-thirds of the site would be preserved as a Nature Discovery Zone which would not have an irreversible or irretrievable commitment of resources.

Alternative C - Implementing this alternative would result in the irretrievable loss of some vegetation and soil productivity due to construction of facilities (i.e., walkways, buildings, and other permanent administration infrastructure) in the Administration Zone. In addition, the Historic 1945 Zone may have additional development that may include vegetation removal and soil disturbance. Approximately half of the site would be

preserved as a Nature Discovery Zone which would not have an irreversible or irretrievable commitment of resources.

Alternative D, Agency and Environmentally Preferred -

Implementing this alternative would result in the irretrievable loss of some vegetation and soil productivity due to construction of facilities (i.e., walkways, buildings, and other permanent administration infrastructure) in the Administration Zone. The Administration Zone is slightly larger in this alternative and is divided into two separate areas and may constitute a slightly larger irretrievable commitment of resources. The Historic 1945 Zone may have additional development that may include vegetation removal and soil disturbance. There would also be some development of infrastructure in the Recreation Zone, which may also result in a minor irretrievable commitment of resources for the possible construction of unpaved parking and single lane roads. Approximately one-third of the site would be preserved as a Nature Discovery Zone which would not have an irreversible or irretrievable commitment of resources.

Alternative E - Implementing this alternative would result in the irretrievable loss of some vegetation and soil productivity due to construction of facilities (i.e., walkways, buildings, and other permanent administration infrastructure) in the Administration Zone. The Historic 1945 Zone may have additional development that may include

vegetation removal and soil disturbance. The Recreation Zone would cover approximately half of the site and may result in an irretrievable commitment of resources from the development of paved parking and roads and picnic and other visitor facilities. None of the site would be preserved as a Nature Discovery Zone.

RELATIONSHIPS BETWEEN SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

The purpose of Tuskegee Airmen NHS is to preserve and restore the site where African-Americans first received flight related military training. The preservation of this historic site will be concentrated in the Historic 1945 Zone, while other areas of the site would be preserved in a Nature Discovery Zone (Alternatives B, C, and D) or maintained for passive recreation in a Recreation Zone (Alternatives D and E). The Tuskegee Airmen NHS would manage these areas to maintain natural ecological processes and native biological communities, while promoting and supporting the cultural resources and visitor experience in the Historic 1945 Zone and Visitor Orientation Zone. Any actions NPS staff would take would be intended to ensure that human uses do not adversely affect the cultural resources or productivity of existing natural biotic communities.

Alternative A would not result in any new development and would have a low potential for reducing long-term natural productivity. Alternatives B, C, and D contain differing amounts of a Nature

Discovery Zone which would preserve long-term natural productivity. Under Alternative D, there would be a slight increase in the development in a Recreation Zone and there may be a minor loss of long-term productivity footprint as unpaved parking and roads are constructed. Alternative E does not contain a Nature Discovery Zone and may have a minor long-term loss of productivity associated with the construction of facilities within the Recreation Zone. Within the Recreation Zone in Alternatives D and E, the amount of development may be low or high depending on the needs to be met for visitors.

APPENDICES, BIBLIOGRAPHY, PREPARERS AND INDEX



APPENDIX A:

ENABLING LEGISLATION



Public Law 105-355
105th Congress

[[Page 112 STAT. 3254]]

TITLE III--TUSKEGEE <<NOTE: 16 USC 461 note [table].>> AIRMEN NATIONAL
HISTORIC SITE, ALABAMA

SEC. 301. DEFINITIONS.

As used in this title:

(1) Historic site.--The term ``historic site'' means the Tuskegee Airmen National Historic Site as established by section 303.

(2) Secretary.--The term ``Secretary'' means the Secretary of the Interior.

(3) Tuskegee airmen.--The term ``Tuskegee Airmen'' means the thousands of men and women who were trained at Tuskegee University's Moton Field to serve in America's African-American Air Force units during World War II and those men and women who participate in the Tuskegee Experience today, who are represented by Tuskegee Airmen, Inc.

(4) Tuskegee university.--The term ``Tuskegee University'' means the institution of higher education by that name located in the State of Alabama and founded by Booker T. Washington in 1881, formerly named Tuskegee Institute.

SEC. 302. FINDINGS AND PURPOSES.

(a) Findings.--The Congress finds the following:

(1) The struggle of African-Americans for greater roles in North American military conflicts spans the 17th, 18th, 19th, and 20th centuries. Opportunities for African-American participation in the United States military were always very limited and controversial. Quotas, exclusion, and racial discrimination were based on the prevailing attitude in the United States, particularly on the part of the United States military, that African-Americans did not possess the intellectual capacity, aptitude, and skills to be successful fighters.

(2) As late as the 1940's these perceptions continued within the United States military. Key leaders within the United States Army Air Corps did not believe that African-Americans possessed the capacity to become successful military pilots. After succumbing to pressure exerted by civil rights groups and the black press, the Army decided to train a small number of African-American pilot cadets under special conditions. Although prejudice and discrimination against African-Americans was a national phenomenon, not just a southern trait, it was more intense in the South where it had hardened into rigidly enforced patterns of segregation. Such was the environment where the military chose to locate the training of the Tuskegee Airmen.

(3) The military selected Tuskegee Institute (now known as Tuskegee University) as a civilian contractor for a variety of reasons. These included the school's existing facilities, engineering and technical instructors, and a climate with ideal

flying conditions year round. Tuskegee Institute's strong interest in providing aeronautical training for African-American youths was also an important factor. Students from the school's civilian pilot training program had some of the best test scores when compared to other students from programs across the Southeast.

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(4) In 1941 the United States Army Air Corps awarded a contract to Tuskegee Institute to operate a primary flight school at Moton Field. Tuskegee Institute (now known as Tuskegee University) chose an African-American contractor who designed and constructed Moton Field, with the assistance of its faculty and students, as the site for its military pilot training program. <<NOTE: Robert Russa Moton.>> The field was named for the school's second president, Robert Russa Moton. Consequently, Tuskegee Institute was one of a very few American institutions (and the only African-American institution) to own, develop, and control facilities for military flight instruction.

(5) Moton Field, also known as the Primary Flying Field or Airport Number 2, was the only primary flight training facility for African-American pilot candidates in the United States Army Air Corps during World War II. The facility symbolizes the entrance of African-American pilots into the United States Army Air Corps, although on the basis of a policy of segregation that was mandated by the military and institutionalized in the South. The facility also symbolizes the singular role of Tuskegee Institute (Tuskegee University) in providing leadership as well as economic and educational resources to make that entry possible.

(6) The Tuskegee Airmen were the first African-American soldiers to complete their training successfully and to enter the United States Army Air Corps. Almost 1,000 aviators were trained as America's first African-American military pilots. In addition, more than 10,000 military and civilian African-American men and women served as flight instructors, officers, bombardiers, navigators, radio technicians, mechanics, air traffic controllers, parachute riggers, electrical and communications specialists, medical professionals, laboratory assistants, cooks, musicians, supply, firefighting, and transportation personnel.

(7) Although military leaders were hesitant to use the Tuskegee Airmen in combat, the Airmen eventually saw considerable action in North Africa and Europe. Acceptance from United States Army Air Corps units came slowly, but their courageous and, in many cases, heroic performance earned them increased combat opportunities and respect.

(8) <<NOTE: Harry S. Truman.>> The successes of the Tuskegee Airmen proved to the American public that African-Americans, when given the opportunity, could become effective military leaders and pilots. This helped pave the way for desegregation of the military, beginning with President Harry S. Truman's Executive Order 981 in 1948. The Tuskegee Airmen's success also helped set the stage for civil rights advocates to

continue the struggle to end racial discrimination during the civil rights movement of the 1950's and 1960's.

(9) The story of the Tuskegee Airmen also reflects the struggle of African-Americans to achieve equal rights, not only through legal attacks on the system of segregation, but also through the techniques of nonviolent direct action. The members of the 477th Bombardment Group, who staged a nonviolent demonstration to desegregate the officer's club at Freeman Field, Indiana, helped set the pattern for direct action protests popularized by civil rights activists in later decades.

(b) Purposes.--The purposes of this title are the following:

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(1) To inspire present and future generations to strive for excellence by understanding and appreciating the heroic legacy of the Tuskegee Airmen, through interpretation and education, and the preservation of cultural resources at Moton Field, which was the site of primary flight training.

(2) To commemorate and interpret--

(A) the impact of the Tuskegee Airmen during World War II;

(B) the training process for the Tuskegee Airmen, including the roles played by Moton Field, other training facilities, and related sites;

(C) the African-American struggle for greater participation in the United States Armed Forces and more significant roles in defending their country;

(D) the significance of successes of the Tuskegee Airmen in leading to desegregation of the United States Armed Forces shortly after World War II; and

(E) the impacts of Tuskegee Airmen accomplishments on subsequent civil rights advances of the 1950's and 1960's.

(3) To recognize the strategic role of Tuskegee Institute (now Tuskegee University) in training the airmen and commemorating them at this historic site.

SEC. 303. ESTABLISHMENT OF TUSKEGEE AIRMEN NATIONAL HISTORIC SITE.

(a) Establishment.--In order to commemorate and interpret, in association with Tuskegee University, the heroic actions of the Tuskegee Airmen during World War II, there is hereby established as a unit of the National Park System the Tuskegee Airmen National Historic Site in the State of Alabama.

(b) Description of Historic Site.--

(1) Initial parcel.--The historic site shall consist of approximately 44 acres, including approximately 35 acres owned by Tuskegee University and approximately 9 acres owned by the City of Tuskegee, known as Moton Field, in Macon County, Alabama, as generally depicted on a map entitled ``Tuskegee Airmen National Historic Site Boundary Map'', numbered NHS-TA-80,000, and dated September 1998. Such map shall be on file and available for public inspection in the appropriate offices of the National Park Service.

(2) Subsequent expansion.--Upon completion of agreements regarding the development and operation of the Tuskegee Airmen National Center as described in subsection 304, the Secretary is authorized to acquire approximately 46 additional acres owned by Tuskegee University as generally depicted on the map referenced in paragraph (1). Lands acquired by the Secretary pursuant to this paragraph shall be administered by the Secretary as part of the historic site.

(c) Property Acquisition.--The Secretary may acquire by donation, exchange, or purchase with donated or appropriated funds the real property described in subsection (b), except that any property owned by the State of Alabama, any political subdivision thereof, or Tuskegee University may be acquired only by donation. Property donated by Tuskegee University shall be used only for purposes consistent with the purposes of this title. The Secretary

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may also acquire by the same methods personal property associated with, and appropriate for, the interpretation of the historic site.

(d) Administration of Historic Site.--

(1) In general.--The Secretary shall administer the historic site in accordance with this title and the laws generally applicable to units of the National Park System, including the Act of August 25, 1916 (commonly known as the National Park Service Organic Act; 16 U.S.C. 1 et seq.), and the Act of August 21, 1935 (commonly known as the Historic Sites, Buildings, and Antiquities Act; 16 U.S.C. 461 et seq.).

(2) Role of Tuskegee university.--The Secretary shall consult with Tuskegee University as its principal partner in determining the organizational structure, developing the ongoing interpretive themes, and establishing policies for the wise management, use and development of the historic site. With the agreement of Tuskegee University, the Secretary shall engage appropriate departments, and individual members of the University's staff, faculty, and students in the continuing work of helping to identify, research, explicate, interpret, and format materials for the historic site. Through the President of the University, or with the approval of the President of the University, the Secretary shall seek to engage Tuskegee alumni in the task of providing artifacts and historical information for the historic site.

(3) Role of Tuskegee airmen.--The Secretary, in cooperation with Tuskegee University, shall work with the Tuskegee Airmen to facilitate the acquisition of artifacts, memorabilia, and historical research for interpretive exhibits, and to support their efforts to raise funds for the development of visitor facilities and programs at the historic site.

(4) Development.--Operation and development of the historic site shall reflect Alternative C, Living History: The Tuskegee Airmen Experience, as expressed in the final special resource study entitled ``Moton Field/Tuskegee Airmen Special Resource Study'', dated September 1998. Subsequent development of the historic site shall reflect Alternative D after an agreement is reached with Tuskegee University on the development of the Tuskegee Airmen National Center as described in section 304.

(e) Cooperative Agreements Generally.--The Secretary may enter into cooperative agreements with Tuskegee University, other educational institutions, the Tuskegee Airmen, individuals, private and public organizations, and other Federal agencies in furtherance of the purposes of this title. The Secretary shall consult with Tuskegee University in the formulation of any major cooperative agreements with other universities or Federal agencies that may affect Tuskegee University's interests in the historic site. To every extent possible, the Secretary shall seek to complete cooperative agreements requiring the use of higher educational institutions with and through Tuskegee University.

SEC. 304. TUSKEGEE AIRMEN NATIONAL CENTER.

(a) Cooperative Agreement for Development.--The Secretary shall enter into a cooperative agreement with Tuskegee University to define the partnership needed to develop the Tuskegee Airmen National Center on the grounds of the historic site.

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(b) Purpose of Center.--The purpose of the Tuskegee Airmen National Center shall be to extend the ability to relate more fully the story of the Tuskegee Airmen at Moton Field. The center shall provide for a Tuskegee Airmen Memorial, shall provide large exhibit space for the display of period aircraft and equipment used by the Tuskegee Airmen, and shall house a Tuskegee University Department of Aviation Science. The Secretary shall insure that interpretive programs for visitors benefit from the University's active pilot training instruction program, and the historical continuum of flight training in the tradition of the Tuskegee Airmen. The Secretary is authorized to permit the Tuskegee University Department of Aviation Science to occupy historic buildings within the Moton Field complex until the Tuskegee Airmen National Center has been completed.

(c) Report.--Within <<NOTE: Deadline.>> 1 year after the date of the enactment of this Act, the Secretary, in consultation with Tuskegee University and the Tuskegee Airmen, shall prepare a report on the partnership needed to develop the Tuskegee Airmen National Center, and submit the report to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.

(d) Time for Agreement.--Sixty days after the report required by subsection (c) is submitted to Congress, the Secretary may enter into the cooperative agreement under this section with Tuskegee University, and other interested partners, to implement the development and operation of the Tuskegee Airmen National Center.

SEC. 305. GENERAL <<NOTE: Deadline.>> MANAGEMENT PLAN.

Within 2 complete fiscal years after funds are first made available to carry out this title, the Secretary shall prepare, in consultation with Tuskegee University, a general management plan for the historic site and shall submit the plan to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.

SEC. 306. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to the Secretary to carry out this title, \$29,114,000.

APPENDIX B:

SELECTED INDIRECT LEGISLATIVE MANDATES



Selected Indirect Legislative Mandates - Alternative C

The following list includes references to some of the more relevant indirect legislative mandates for Alternative C as described in the SRS:

- Rehabilitated cultural landscape
- The SRS describes the interpretive focus of Alternative B as the primary flight training experience (1941-1946) of the Tuskegee Airmen at Moton Field (SRS pg. 167 par 1-2 and pg. 204) and further directs that Alternative C build upon Alternative B (SRS pg. 169 par 1) to promote a strong "stepping back into time" experience for visitors (SRS pg. 169 par 2). Consequently, all landscape rehabilitation alternatives explored in the GMP and DCP are to be framed to promote a greater understanding of the cultural landscape as it appeared during the 1941-1946 flight training period.
- Opportunities for exhibits and formal interpretation of broader themes associated with entire experience of the Tuskegee Airmen will be provided (SRS pg. 169 par 1)
- Rehabilitated landscape may include historical objects such as period aircraft (PT-17 Stearman and Piper Cub referenced on SRS pg. 167, par 4), vehicles, signs, fuel pumps, etc., in the outdoor areas of the complex to provide a strong sense of "stepping back into time" for visitors (SRS pg. 169 par 2)
- Wayside exhibits containing historic building photos and more interpretive content would be placed throughout the historic complex (SRS pg. 169 par 2)
- Rehabilitate entrance gate, reconstruct guard booth (SRS pg. 170 par 4)
- Pedestrian walks provided as described (SRS pg. 170 par 4 and map)
- Parking provided as described (SRS pg. 170 par 4 and map)
- Overlook created as described, vegetation cleared for views of complex (SRS pg. 170 par 4 and map)
- Tuskegee Airmen Memorial and Chief Anderson statue placed at overlook site (SRS pg. 170 par 5)
- Picnic area provided as shown (see map)
- Rehabilitate Hangar #1
- Exhibits include period training equipment, aircraft, photos, audio-visual programs, and other memorabilia (SRS pg. 169 par 3)
- Interior space to accommodate costumed interpreters (SRS pg. 169 par 3)
- Construct new building on site of Hangar #2
- Visitor and exhibit use for Hangar #2 will be combined with a proposed Tuskegee University Charles Alfred Anderson Department of Aviation Science
- Will include museum and visitor center functions with exhibits (SRS pg. 169 par 4)
- Interaction between students and visitors in Hangar #2 will be an integral part of the experience for both (SRS pg. 171 par 6)
- Include interactive (SRS pg. 171 par 6) interpretive and educational (SRS pg. 171 par 5) exhibits focusing on Tuskegee

- Airmen experience beyond Moton Field (SRS pg. 169 par 4)
- Provide educational and training opportunities to Tuskegee University Department of Aviation (TUDO) students (SRS pg. 171 par 5)
 - While a small portion of the space will be devoted to classrooms, the large majority will be used for exhibits (SRS pg. 171 par 7)
 - Include a small theater (SRS pg. 169 par 4)
 - Display period combat aircraft (SRS pg. 170 par 1)
 - Rehabilitate Control Tower
 - Include an elevator (SRS pg. 170 par 2)
 - Provide panoramic view (SRS pg. 170 par 2)
 - Rehabilitate All Ranks Club (SRS pg. 169 par 2)
 - Include reproduction furnishings (SRS pg. 171 par 4)
 - Include interpretive exhibits (SRS pg. 171 par 4)
 - Include food service capability (SRS pg. 171 par 4)
 - Include book store gift shop (SRS pg. 171 par 4)
 - Rehabilitate Locker Building (SRS pg. 169 par 2)
 - Adapt interior space for NPS administrative use (SRS pg. 171 par 3)
 - Rehabilitate Warehouse (SRS pg. 171 par 3)
 - Adapt interior space for NPS maintenance equipment (SRS pg. 171 par 3)
 - Stabilize Fire Protection Shed (SRS pg. 169 par 2, maps)
 - Stabilize Oil Storage Shed (SRS pg. 169 par 2, maps)
 - Stabilize Dope Storage Shed (SRS pg. 169 par 2, maps)
 - Provide a "ghost framework on the sites of four former historic buildings (SRS pg. 169

- par 2). The purpose of ghost structures will be to help reestablish the feeling of the complete complex by erecting a 3 dimensional framework or outline to depict the shape and size of the buildings (SRS pg. 168 par 3).
- "Ghost" framework at Flight Commander's Office (SRS pg. 169 par 2, maps)
 - "Ghost" framework at Army Supply Building (SRS pg. 169 par 2, maps)
 - "Ghost" framework at Water Systems Building (SRS pg. 169 par 2, maps)
 - "Ghost" framework at Physical Plant Building (SRS pg. 169 par 2, maps)

Indirect Legislative Mandates - Alternative D

The following list includes references to some of the more relevant indirect legislative mandates for Alternative D as described in the SRS:

- Construct TANC in location shown (SRS map)
- TANC to include full-scale military museum (SRS pg. 172 par 3)
- TANC to include a significant theater and/or auditorium component - IMAX a possibility (SRS pg. 172 par 4, SRS pg. 174 par 1)
- TANC to house TUDO (SRS pg. 172 par 6)
- The Tuskegee University component of the TANC would include...see text (SRS pg. 173 par 2)
- Lobby of TANC will serve as visitor contact point (SRS pg. 173 par 4)
- Lobby of TANC will include a "wall of honor" (SRS pg. 173 par 4)

- National partnership needed to fund and operate TANC (SRS pg. 174 par 4)
- One or more Federal agencies would share responsibility to develop and operate facility (SRS pg. 174 par 4). Tuskegee University and a non-profit would also participate in facility operation (SRS pg. 174 par 4)

APPENDIX C:

SERVICEWIDE LAWS AND POLICIES



Some of the Laws and executive orders that apply to the management of Tuskegee Airmen NHS are provided below.

NATIONAL PARK SERVICE ENABLING LEGISLATION

Act amending the Act of October 2, 1968 (commonly called Redwoods Act), March 27, 1978, P.L.95-250, 92 Stat. 163, 16 U.S.C. Subsection(s)(§§)1a-1, 79a-q

Act of August 25, 1916 (National Park Service Organic Act), Public Law (P.L.) 64-235, 16 United States Code (U.S.C.) §1 *et seq.* (*et seq.* (and the following ones))as amended

General Authorities Act, October 7, 1976, P.L.94-458, 90 Stat. 1939, 16 U.S.C. §1a-1 *et seq.*

National Parks and Recreation Act, November 10, 1978, P.L.95-625, 92 Stat. 3467; 16 U.S.C. §1 *et seq.*

Reorganization Act of March 3, 1933, 47 Stat. 1517

NPS OPERATIONS LAWS

Accessibility

Americans with Disabilities Act of 1990, P.L.101-336, 104 Stat. 327, 42 U.S.C. §12101

Architectural Barriers Act of 1968, P.L.90-480, 82 Stat. 718, 42 U.S.C. §4151 *et seq.*

Rehabilitation Act of 1973, P.L.93-112, 87 Stat. 357, 29 U.S.C. §701 *et seq.* as amended by the Rehabilitation Act Amendments of 1974, 88 Stat. 1617

Cultural Resources

American Indian Religious Freedom Act of 1978, P.L.95-341, 92 Stat. 469, 42 U.S.C. §1996

Antiquities Act of 1906, P.L.59-209, 34 Stat. 225, 16 U.S.C. §432 and 43 Code of Federal Regulations (CFR) 3

Archeological and Historic Preservation Act of 1974, P.L.93-291, 88 Stat. 174, 16 U.S.C. §469

Archeological Resources Protection Act of 1979, P.L.96-95, 93 Stat. 712, 16 U.S.C. §470aa *et seq.* and 43 CFR 7, subparts A and B, 36 CFR 79

Historic Sites Act of 1935, 49 Stat. 666; 16 U.S.C. §461-467

Museum Properties Act of 1955, P.L.84-127, 69 Stat. 242

Native American Graves Protection and Repatriation Act of 1990 (NAGPRA), P.L.101-601 U.S.C. §3001 *et seq.*

National Historic Preservation Act of 1966, as amended, P.L.89-665, 80 Stat. 915, 16 U.S.C. §470 *et seq.* and 36 CFR 18, 60, 61, 63, 68, 79, 800

Protection of Historic and Cultural Properties, Executive Order (E.O.)11593; 36 CFR 60, 61, 63, 800; 44 Federal Register (FR)6068

Public Buildings Cooperative Use Act of 1976, P.L.94-541, 90 Stat. 2505, 42 U.S.C. §4151-4156

Natural Resources

Clean Air Act as amended in 1990, P.L. Chapter 360, 69 Stat. 322, 42 U.S.C. §7401 *et seq.*

Coastal Zone Management Act of 1972 as amended, P.L.92-583, 86 Stat. 1280, 16 U.S.C. §1451 *et seq.*

Endangered Species Act of 1973, as amended, P.L.93-205, 87 Stat. 884, 16 U.S.C. §1531 *et seq.*

Executive Order 11988: Floodplain Management, 42 FR 26951, 3 CFR 121 (Supp 177)

Executive Order 11991: Protection and Enhancement of Environmental Quality

Federal Insecticide, Fungicide, and Rodenticide Act, P.L.92-516, 86 Stat. 973, 7 U.S.C. §136 *et seq.*

Federal Water Pollution Control Act (commonly referred to as Clean Water Act), P.L.92-500, 33 U.S.C. §1251 *et seq.* as amended by the Clean Water Act, P.L.95-217

National Environmental Policy Act of 1969, P.L.91-190, 83 Stat. 852, 42 U.S.C. §4321 *et seq.*

Resource Conservation and Recovery Act of 1976, P.L.94-580, 30 Stat. 1148, 42 U.S.C. §6901 *et seq.*

Water Resources Planning Act of 1965 (P.L.89-80, 42 U.S.C. § 1962 *et seq.*) and Water Resource Council's Principles and Standards, 44 FR 723977

Watershed Protection and Flood Prevention Act of 1954, P.L.92-419, 68 Stat. 666, 16 U.S.C. §100186

Other

Administrative Procedures Act of 1946, 5 U.S.C. § 551-559, §701-706

Concessions Policy Act of 1965, P.L.89-249, 79 Stat. 969, 16 U.S.C. § 20 *et seq.*

Department of Transportation Act of 1966, P.L.89-670, 80 Stat. 931, 49 U.S.C. § 303

Energy Supply and Environmental Coordination Act of 1974
Executive Order 12003: Energy Policy and Conservation, 3 CFR 134 (Supp 1977), 42 U.S.C. § 2601

Executive Order 12008: Federal Compliance with Pollution Control Standards

Freedom of Information Act of 1974, P.L.93-502, 5 U.S.C. §552 *et seq.*

Intergovernmental Coordination Act of 1969, 42 U.S.C. §§4101, 4231, 4233

Noise Control Act of 1972 as amended, P.L.92-574, 42 U.S.C. §4901 *et seq.*

Outdoor Recreation Coordination Act of 1963, P.L.88-29, 77 Stat. 49

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APPENDIX F:

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our National Parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

APPENDIX D: PUBLIC AND AGENCY INVOLVEMENT



This *Final GMP/ EIS* for Tuskegee Airmen NHS represents thoughts of NPS staff and the public. Consultation and coordination among the agencies and the public were vitally important throughout the planning process. The public had three primary avenues to participate during the development of the plan: participation in public meetings, responses to newsletters, and comments entered on the NPS planning website.

PUBLIC MEETINGS AND NEWSLETTERS

The NPS initially started the planning processes for a DCP and a GMP simultaneously with the goal of coordinating and completing the two plans together. The primary reason for this dual planning process was Congress' mandate to implement the operational and developmental components of the historic site with minimal deviation from conditions described in Alternatives C and D in the Special Resource Study (SRS) for the Tuskegee Airmen NHS. Furthermore, because the level of site development detail provided in the SRS far exceeds what would typically be provided in a GMP, the NPS concluded that a DCP could be satisfactorily produced based solely on the guidance provided in the park's legislative mandates.

Public meetings and newsletters were used to keep the public informed and involved in the planning process. A mailing list was compiled that consisted of members of governmental agencies, organizations, businesses, legislators, local governments, and interested citizens. The

Tuskegee Airmen, Inc, which is a national organization with 49 chapters throughout the U.S., was kept apprised of the GMP's progress throughout the process and their input was requested.

The public involvement process began with a notice of intent to prepare the *GMP / EIS* that was published in the *Federal Register* on February 25, 2004.

The first newsletter, issued in July 2004, described the planning effort and solicited public input. Scoping meetings with stakeholders and the public were held in July 2004 in Tuskegee.

The NPS received comments in the meetings and in response to the first newsletter. Commenters emphasized that the historic core of Moton Field should maintain its 1945 appearance. It was also suggested that it would be nice if recreational activities could be accommodated outdoors within the boundary. Commenters stressed that the park must involve and promote partnerships to be successful. These comments were taken into consideration when deciding on issues for the plan to address.

A second newsletter distributed in November 2006 described the preliminary alternative concepts for managing the NHS (see Figure 8). After the newsletter was mailed, public meetings were held in Tuskegee, to obtain additional public comment on the preliminary alternatives. Responses to the newsletter and at the meetings were mostly "votes" for one alternative or another.

Figure 8: Newsletter Distributed to the Public, November 2006

Tuskegee Airmen
National Historic Site

National Park Service
U.S. Department of the Interior



Management Plan Bulletin

November 2006

Preliminary Alternatives – *A Vision for the Future*

Greetings

In this second newsletter on the development of the General Management Plan, we are pleased to present preliminary management alternatives for your consideration to guide the future management direction of Tuskegee Airmen National Historic Site.

After the first round of public meetings in 2004, we gathered and analyzed your ideas for inclusion into these alternatives. We would now like to hear your ideas about these alternatives. Please provide us with your comments on the enclosed form. We also invite you to attend a series of upcoming public meetings to learn more about the plan and the planning process.

Preserving and conserving the resources through public communication and involvement is essential to the completion of a successful plan for this new national park unit. Please contact us if you have any questions.

*Catherine Light
Superintendent*

46 acres to be acquired in the future in accordance with the enabling legislation.

The legislation also provides detailed information on how the park will be managed, developed, and operated. Mandates to implement alternatives C and D, as described in the study, were included in the legislation. Alternative C is currently serving to help guide the initial overall development and management of the park. Alternative D will be implemented after an agreement is reached with Tuskegee University on the development of the Tuskegee Airmen National Center (TANC).

Getting the GMP Underway

All parks in the National Park System require the development of a long range overarching plan known as the General Management Plan (GMP). The purpose of the GMP is to lay out a far-reaching direction for managing Tuskegee Airmen National Historic Site for the next 15 to 20 years. The GMP represents the broadest level of planning conducted by the NPS and provides guidance for future park resource conditions, visitor experiences, and the kinds and levels of development in the park.

The GMP for Tuskegee Airmen National Historic Site aims to ensure that the requirements of the enabling legislation are implemented. A central principle of the GMP is the need for it to complement the initial development now underway at the park and to support the long term preservation of the historic landscape (buildings, grounds, and related features) as it appeared in 1945.

In 2004, the NPS conducted public meetings to identify issues and to solicit preliminary public input on the development of the GMP. Based on

Public Meeting Schedule

We would like to invite you to attend any of the public meetings so the NPS can obtain your comments and suggestions and answer any questions you might have.

All of the meetings will take place at the National Guard Armory. The National Guard Armory is located at 1101 Chapple James Avenue, Tuskegee, AL 36083.

The meeting schedule is as follows:

<i>November 29, 2006</i>	2:00-4:00 p.m.
<i>November 30, 2006</i>	2:00-4:00 p.m. 5:30-7:30 p.m.

Background

In 1998, the National Park Service (NPS) conducted a special resource study of Moton Field that outlined steps for commemorating the valuable contributions of the Tuskegee Airmen to the World War II effort. The study included specific recommendations for the preservation, reconstruction, and rehabilitation of 15 historic structures at Moton Field. On November 6, 1998, Public Law 105-355 established the Tuskegee Airmen National Historic Site for inclusion in the National Park System.

This enabling legislation describes the roles of the NPS and its partners, Tuskegee University and the Tuskegee Airmen, in the development of the park. Today, the NPS now approximately 44 acres of Moton Field, with an additional

November 2006

Tuskegee Airmen NHS General Management Plan Bulletin — 1

**CONSULTATION WITH OTHER
AGENCIES, OFFICIALS, AND
ORGANIZATIONS**

As mentioned in the previous section, the NPS initially started the planning processes for a DCP and a GMP simultaneously with the goal of coordinating and completing the two plans together. Hence, some of the consultation letters in the subsequent pages refer to the coordination of both planning documents.

**U.S. Fish and Wildlife Service
Section 7 Consultation**

During the preparation of this document, NPS staff has coordinated informally with the USFWS. The Fish and Wildlife Service provided a list of federal threatened and endangered species that might be in or near the historic site.

In accordance with the Endangered Species Act and relevant regulations at 50 *Code of Federal Regulations* Part 402, the NPS determined that the management plan is not likely to adversely affect any federally threatened or endangered species and sent a copy of this plan to the USFWS office with a request for written concurrence with that determination.

In addition, the NPS has committed to consult on future actions conducted under the framework described in this management plan to ensure that such actions are not likely to adversely affect threatened or endangered species.

**Alabama State Historic
Preservation Officer, Section 106
Consultation**

Agencies that have direct or indirect jurisdiction over

historic properties are required by Section 106 of the NHPA of 1966, as amended (16 USC 270, et seq.) to take into account the effect of any undertaking on properties eligible for listing in the National Register of Historic Places. To meet the requirements of 36 CFR 800, the NPS sent letters to the SHPO on February 6, 2004, inviting their participation in the planning process.

Under the terms of stipulation Nationwide Programmatic Agreement for Section 106 Compliance among the ACHP, and the National Conference of State Historic Preservation Officers, and the NPS, in consultation with the SHPO, will make a determination about which are programmatic exclusions, and all other undertakings, potential effects on those resources to seek review and comment under 36 CFR 800.4-6.



United States Department of the Interior

NATIONAL PARK SERVICE
Tuskegee Airmen National Historic Site
1616 Chappie James Avenue
Tuskegee, Alabama 36083

FEB 6 2004

Ms. Elizabeth Ann Brown
Deputy State Historic Preservation Officer
Alabama Historical Commission
468 South Perry Street
Montgomery, Alabama 36130-0900

Dear Ms. Brown:

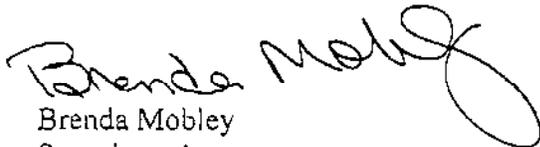
The National Park Service (NPS) is planning to rehabilitate, preserve, and interpret the Moton Field Historic Complex at the Tuskegee Airmen National Historic Site (NHS) as provided for in Public Law 105-355 which established the NHS. The Moton Field Complex is located in Macon County, Alabama, approximately 2 miles north of the city of Tuskegee. The purpose of the site is to commemorate and interpret the valuable contributions of the Tuskegee Airmen, African-Americans who completed Army Air Corps training and were commissioned as pilots and officers during World War II at Moton Field. The goal of this project is to preserve and restore the existing historic structures and cultural landscape of the site. The intent of landscape improvements will be to return the site to its appearance during the war years from 1941 to 1945.

The NPS is developing options for the restoration of the historic buildings at Moton Field. These options were developed within the framework of the 1998 Special Resource Study (SRS) for this site, Alternative "C" as mandated in the enabling legislation. As an integral part of the planning for this project, the NPS is preparing National Environmental Policy Act (NEPA) documentation for the development of the NHS.

You will find enclosed CD's of the Cultural Landscape Report and Historic Structures Report prepared by the NPS for the site in 2000. Also, enclosed is a brief description of what is expected to be the NPS preferred alternative in the NEPA document, including a depiction of the site overall and a focused depiction of the historic core area. You may also refer to the 1998 SRS previously sent to your office. Based on the information in these documents, the NPS has determined that implementation within the framework of SRS Alternative C will not adversely affect historic properties listed or proposed for listing in the National Register of Historic Places. We request your concurrence in this finding.

If you have any questions concerning the undertaking or require more detailed plans,
please contact Tyrone Brandyburg at (334) 727-3200.

Sincerely,


Brenda Mobley
Superintendent

Enclosure



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 4
ATLANTA FEDERAL CENTER
61 FORSYTH STREET
ATLANTA, GEORGIA 30303-8960

FEB 13 2004

February 10, 2004

Ms. Suzanne Boltz
EA Engineering, Science, & Technology
15 Loveton Circle
Sparks, MD 21152

SUBJ.: Early Coordination
Tuskegee Airmen National Historic Site, Development Concept Plan

Dear Ms. Boltz:

The U.S. Environmental Protection Agency (EPA), Region 4, received your letter dated January 29, 2004 concerning the proposed project. We appreciate your early coordination with us, and are responding to your request for input with regard to identifying potential issues of concern within the project area.

EPA's review of the National Environmental Policy Act (NEPA) document will consist of reviewing environmental issues related to the impacts of the proposed project on the water, air, land, wildlife in the area, and other environmental parameters. For your assistance, attached are preliminary comments pertaining to the contents of a NEPA document.

We appreciate your consistency with the public review and disclosure aspects of the NEPA process, and the opportunity to provide early coordination. We look forward to reviewing the NEPA document that you may develop for the proposed project.

If you have any further questions or concerns, you may contact Ramona McConney of my staff at (404) 562-9615.

Sincerely,

A handwritten signature in black ink that reads "H. Mueller".

Heinz Mueller, Chief
NEPA Program Office

Enclosure

ELEMENTS OF A NATIONAL ENVIRONMENTAL POLICY ACT (NEPA) DOCUMENT

Project Need - The need, potential benefits and adverse effects of the proposed project should be clearly stated. Project impacts and impact mitigation are evaluated in the context of project need.

Alternatives - The analysis of alternatives is the *core* of the NEPA process. If an Environmental Impact Statement (EIS) is prepared, a minimum of two feasible action alternatives should be fully considered as well as the No-Action Alternative. An Environmental Assessment (EA) includes a minimum of one feasible action alternative besides the No-Action Alternative. EISs document significant impacts to the human environment, while EAs determine if impacts are significant and an EIS is needed.

A rationale for rejecting alternatives should be provided. These rationales should include environmental reasons, along with other considerations. The selected alternative should avoid/minimize adverse impacts, so that the need for mitigation of impacts will be lessened or eliminated. A critical factor of the alternatives analysis is the avoidance/minimization of adverse impacts.

Wetlands - The EIS should discuss the location, amount, type, and quality of wetland acreage in the study area, and how wetlands were delineated (i.e., COE, contractor, lead agency, etc.). A draft mitigation plan to compensate for predicted wetland losses should be developed during the NEPA process, if applicable. Feasible alternatives that avoid wetland impacts should be consistent with the 404(b)(1) guidelines of the Clean Water Act.

Water Quality - Best Management Practices (BMPs) should be used to reduce erosion during construction. Typical BMPs include the use of staked hay bales, silt fences, mulching and reseeded, and appropriate buffer zones along water bodies. The document should include an erosion control plan or reference the State erosion control regulations and a commitment to compliance. Compliance should include both BMP application and maintenance.

The document should discuss any proposed crossings of water bodies. In general, crossings should be minimized. Unavoidable crossings should be strategically placed to reduce harm by avoiding fish spawning areas, avoiding fringe wetlands, approaching at right angles to streams, etc. If the proposed project includes disturbance of five or more acres of land during construction, and point source discharges into waters of the United States (i.e., water bodies such as rivers, lakes, wetlands, etc.), coverage under an EPA storm water National Pollutant Discharge Elimination System (NPDES) General Permit may be required. Contact your state environmental agency for further information on the NPDES program.

Noise - The document should indicate what noise levels can be expected from the project, and the distance to the closest residence/receptor. Background noise levels should also be included in the document. The NEPA evaluation should estimate the projected incremental increase of noise. Generally, EPA considers all increases over 10 dBA at any given noise level as a significant

increase. Comparisons to any noise guidelines (e.g., FHWA, HUD) or city ordinances are also appropriate. EPA has a *target* noise level (not a guideline or standard) of 55 dBA DNL for outdoor areas where people spend a varying amount of time (such as residences). All construction equipment should be equipped with noise attenuation devices, such as mufflers and insulated engine housings. In addition, OSHA regulations apply for all employees affected by job noises.

Forms of noise mitigation include, but are not limited to, vegetative screens, vegetated earthen berms, and fabricated noise barriers. If noise impacts are significant at residences just outside the normal width of the right-of-way, relocation of residents should also be considered at the discretion of the affected residents. Avoiding noise impacts via alignment shifts is frequently more effective than mitigation.

Environmental Justice (EJ) - Consistent with Executive Order 12898 (2/11/94), potential EJ impacts should be considered in the NEPA document. An EJ survey helps to ensure equitable environmental protection regardless of race, ethnicity, economic status or community, so that no segment of the population bears a disproportionate share of the consequences of environmental pollution attributable to a proposed project.

The demographics of the affected area should be defined using U.S. Census data (Census blocks) and compared to other nearby Census block, county, and state percentages for minorities and/or low-income populations. If percentages of these populations are elevated within the project area, alternatives should be considered, or coordination with affected populations should be conducted, to determine the affected population's concerns and comments on the project. This coordination should include a clear discussion of the project, project updates or expansions, inclusion of the affected population (or their community leader, pastor, or equivalent) on the NEPA document mailing list, any economic benefits (job opportunities, etc.) of the project to the affected population, and the opportunity for informal and/or formal comments (e.g., EIS scoping meeting and EIS public hearing, or other public meetings). Regardless of the makeup of the affected population, impacts of the project should be controlled so that significant effects on human health are avoided and/or minimized.

Air Quality - All emissions resulting from the project must be in compliance with all applicable air quality regulations, particularly relative to the National Ambient Air Quality Standards (NAAQS) for criteria air pollutants (e.g., ozone, carbon monoxide, nitrogen oxides, sulfur dioxide, lead and particulates) in designated nonattainment areas. All construction equipment should be tuned to manufacturer's specifications to reduce air emissions. Open burning should be minimized/avoided, since such emissions are precursors to ozone. Open burning should be coordinated with the state and/or county regarding permitting needs. We recommend water for fugitive dust control during construction, instead of oils and other chemicals.

Cultural Resources -A cultural resource survey should be coordinated with the State Historic Preservation Officer (SHPO). Besides the consideration of listed historical sites, the NEPA document should discuss procedures for events such as unearthing archaeological sites during prospective construction. Such procedures should include work cessation in the area until SHPO

approval of continued construction.

Biodiversity - Biodiversity is defined as the variety of plants and animals (biota) of a site or region, and is typically measured by the number of different species and number of individuals per species. In general, the more diverse an area is (number of habitat types and animal inhabitants) and the better represented these components are (population counts), the more rigorous (resistant, undisturbed, natural, "healthy") the area is considered.

The NEPA document should discuss biodiversity aspects of the proposal as appropriate. For example, will the project increase, restore, or decrease biodiversity of the area or region? Coordination with the U.S. Fish and Wildlife Service (FWS), and your state's fish and game department is recommended regarding the design of any project mitigation areas to enhance or restore biodiversity.

Endangered Species - The FWS is the responsible agency for endangered species compliance, so EPA defers to FWS regarding assessments of federally-protected endangered species. However, the NEPA document should discuss survey results and adjust the proposed alignment as appropriate. Early coordination with the FWS is recommended.

Cumulative Impacts - The NEPA document should estimate cumulative impacts associated with the proposed project. Cumulative impacts include the additive effects of a given parameter for all contributing projects in the area, as well as the cumulative impact of all parameters for all projects in the area. The document should define what cumulative impacts would result from implementation of the proposed project. Existing or future projects (federal and non-federal projects) with attendant pollutants should also be considered.

Cases exist where the proposed project is the primary or a significant contributor to the cumulative impacts of an area; however, there could also be cases where the proposed project has minimal impacts but the cumulative impacts would nevertheless be great due to the existing impacts of projects in the area. As such, even EAs with minimal impacts should at least address cumulative impacts for the project area.



UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
NATIONAL MARINE FISHERIES SERVICE

Southeast Regional Office
9721 Executive Center Drive North
St. Petersburg, Florida 33702-2432
(727)570-5317; FAX 570-5300

FEB 24 2004

February 18, 2004 F/SER43:MT/dbc

Ms. Suzanne Boltz
EA Engineering, Science, and Technology
15 Loveton Circle
Sparks, Maryland 21152

Dear Ms Boltz:

This responds to your letter dated January 29, 2004, regarding the National Park Service preparation of an Environmental Assessment for the Tuskegee Airmen National Historic Site, Development Concept Plan in Macon County, Alabama.

The resources affected are not ones for which the National Marine Fisheries Service is responsible and, therefore, we have no information or comment to provide regarding the proposed project.

If you have any questions, please contact Mark Thompson at our Panama City Office. He may be reached at 850-234-5061.

Sincerely,

Miles M. Croom
Miles M. Croom.
Assistant Regional Administrator
Habitat Conservation Division

cc:
FSER/4

cc:email
F/SER3 (Bolden)





STATE OF ALABAMA
DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES
64 NORTH UNION STREET
MONTGOMERY, AL 36130

BOB RILEY
GOVERNOR

M. BARNETT LAWLEY
COMMISSIONER

RICHARD C. LILES
OPERATIONS DIRECTOR

JAMES H. GRIGGS, DIRECTOR
GREGORY M. LEIN, ASSISTANT DIRECTOR
STATE LANDS DIVISION

TELEPHONE (334) 242-3484
FAX NO. (334) 242-0999

February 19, 2004

Ms. Suzanne Boltz
EA Engineering, Science, and Technology
15 Loveton Circle
Sparks, MD 21152

RE: Sensitive Species Information request
Tuskegee Airmen national Historic Site, Development Concept Plan

Dear Ms. Boltz:

The Natural Heritage Section office received your letter dated January 29, 2004 addressed to James H. Griggs on February 13, 2004 and has since developed the following information pertaining to state protected, federally listed threatened and endangered species, and species that we believe to be sensitive to environmental perturbations. I have enclosed a list of sensitive species which the Natural Heritage Section Database or the U.S. Fish and Wildlife Service have indicated occur or have occurred in Macon County. Additionally, I have listed some potentially helpful and informative web sites at the end of this letter.

The Natural Heritage Section database contains numerous records of sensitive species in Macon County. Our database indicates the area of interest has had no biological survey performed at the delineated location, by our staff or any individuals referenced in our database. Therefore we can make no accurate assessment to the past or current inhabitancy of any federal or state protected species at that location. A biological survey conducted by trained professionals is the most accurate way to ensure that no sensitive species are jeopardized by the development activities. The closest sensitive species is recorded in our database as occurring approximately 1.1 miles from the subject site. This species occurs in small to medium rivers with expanses of clean sand and gravel. Usually in water more than 60 cm deep with strong current. It is apparently vulnerable to siltation and other forms of pollution as well as water flow modifications (dams, etc.). Localized populations are vulnerable to extirpation from single destructive events such as spills of toxins. This species is relatively tolerant of nondestructive intrusion, though heavy recreational use of habitat potentially could be excessively disruptive.*

I hope this information will be useful to you. The provided information is to help you in fulfilling your necessary legal obligations. The information does not suggest that protected species are not at this location. The specific location of a sensitive species is considered



Ms. Suzanne Boltz

2/19/2004

Page 2

confidential information by a State Lands Division Regulation and can be released only to individuals who enter into a confidentiality and indemnity contract with the State Lands Division.

The Natural Heritage Section provides this information as a service to the people of Alabama. The NHS acts as a clearing house for species distribution data. We happily accept any information environmental researchers are willing to donate. Sensitive species exact locations are kept confidential. If you would be willing to donate any information to this database, we will be better able to assist all individuals interested in environmental compliance.

Sincerely,



Jo Lewis
Database Manager

Enclosures

Cc: Chris Smith

¹¹Paraphrased Information from NatureServe. 2003. NatureServe Explorer: An online encyclopedia of life [web application]. Version 1.8. NatureServe, Arlington, Virginia. Available <http://www.natureserve.org/explorer>. (Accessed: February 19, 2004).

Potentially helpful web sites

Information about federally listed species

<http://www.pfmt.org/wildlife/endangered/>

<http://www.al.nrcs.usda.gov/FOTG/alTE.html>

http://ecos.fws.gov/webpage/webpage_usa_lists.html?#AL

<http://southeast.fws.gov/daphne/specieslst.htm>

<http://www.natureserve.org/explorer/>

Non-game species regulation starts on page 75

http://www.dcnr.state.al.us/agfd/2002-2003_regbook.doc

ALABAMA'S FEDERALLY LISTED AND STATE PROTECTED SPECIES (BY COUNTY)

This list is a combination of the June 2002 U.S.F.W. Service (Daphne field Office) federally listed species by county list and the Alabama State Lands Division's Natural Heritage Section Database of species distributions data. This list is continually being updated, and, therefore, it may be incomplete or inaccurate and is provided strictly for informational purposes. It does not constitute any form of Section 7 consultation. We recommend that the U.S.F.W. Service Field Office in Daphne be contacted for Section 7 consultations. Site specific information can be provided by the Alabama State Lands Division's Natural Heritage Section and/or the U.S.F.W. Service (Daphne field Office) prior to project activities. To be certain of occurrence, surveys should be conducted by qualified biologists to determine if a sensitive species occurs within a project area. Species not listed for a given county does not imply that they do not occur there, only that their occurrence there is as yet unrecorded by these two agencies.

Key to codes on list: (P) - Historical Record and/ or Possible Occurrence in the County
 Federal E - Endangered C - Candidate Species
 Federal T - Threatened Experimental - Nonessential Experimental Populations occur in

Macon

Protection Status	Common name	Scientific Name	State Regulation Applicable
Endangered	Wood Stork	<i>Mycteria americana</i>	220-2-.92 (1) (d)
Endangered	Southern Clubshell	<i>Pleurobema decisum</i>	220-2-.98 (1) (a)
Endangered	Red-cockaded Woodpecker	<i>Picoides borealis</i>	220-2-.92 (1) (d)
Endangered	Ovate Clubshell	<i>Pleurobema perovatum</i>	220-2-.98 (1) (a)
* Threatened	Finelined Pocketbook	<i>Lampsilis altilis</i>	220-2-.98 (1) (a)
State Protected	Southeastern Pocket Gopher	<i>Geomys pinetis</i>	220-2-.92 (1) (e)
State Protected	Gopher Tortoise	<i>Gopherus polyphemus</i>	220-2-.92 (1) (c)
* State Protected	Crystal Darter	<i>Crystallaria asprella</i>	220-2-.92 (1) (a)
State Protected	Alabama Map Turtle	<i>Graptemys pulchra</i>	220-2-.92 (1) (c)

* Euphatee Creek

ALABAMA'S FEDERALLY LISTED AND STATE PROTECTED SPECIES (BY COUNTY)

Notes:

- Bald eagle *Haliaeetus leucocephalus*, red-cockaded woodpecker *Picoides borealis* and the American peregrine falcon (*Falco peregrinus anatum*) may occur in any county, if habitat exists.
- Wood stork / July - October
- Bald eagle / Wintering birds possible in areas with reservoirs.
- Sea turtles / Only loggerhead is potential nester, the rest are in coastal waters.
- Black bear *Ursus americanus* sp. - known to exist in Mobile County, but not listed.
- Gulf moccasin shell *Mediondus penicillatus*, oval pigtoe *Pleurobema pyriforme*, Chipola slabshell *Elliptio chipolaensis*, and purple bankclimber *Elliptioideus sloatianus*, are freshwater mussels of the family Unionidae found only in eastern Gulf Slope streams draining the Apalachicola Region, defined as streams from the Escambia to the Suwannee river systems, and occurring in southeast Alabama, southwest Georgia, and north Florida. All are listed as "Endangered".
- Fanshell *Cyprogenia stegaria*, Oyster mussel *Epioblasma capsaeformis*, Catspaw (purple cat's paw pearlymussel) *Epioblasma obliquata obliquata*, are historically known to be found in the Tennessee River system and drainage.
- Gentian pinkroot *Spigelia gentianoides*, has been historically found along the Alabama-Florida border.
- West Indian Manatee *Trichechus manatus*, have been known to move north along the gulf coast west to Louisiana.
- Experimental * Species is protected throughout its range including Colbert and Lauderdale counties except for the nonessential experimental population. Endangered and Threatened Wildlife and Plants; Establishment of Nonessential Experimental Population Status for 16 Freshwater Mussels and 1 Freshwater Snail in the Free-Flowing Reach of the Tennessee River below the Wilson Dam, Colbert and Lauderdale Counties, Alabama. [Federal Register; June 14, 2001 (Volume 66, Number 115)] RIN 1018-AE92
- ** (S/A) Similarity of Appearance to a threatened Taxon.



DEPARTMENT OF THE ARMY
MOBILE DISTRICT, CORPS OF ENGINEERS
P.O. BOX 2288
MOBILE, AL 36628-0001

APR 06 2004

CESAM-PD-EC

19 February 2004

MEMORANDUM FOR EA Engineering, Science and Technology (SUZANNE BOLTZ),
15 Loveton Circle, Sparks, MD 21152

SUBJECT: Tuskegee Airmen National Historic Site, Development Concept Plan

1. Enclosed are our comments on the subject report as requested.
2. Thank you for the opportunity to comment on this action. If you have any questions or concerns, please call Jonathan Bowman at 251/694-3854.

A handwritten signature in black ink that reads "Susan Ivester Rees".

SUSAN IVESTER REES, Ph.D.
Team Leader, Coastal Environment Team

Encl

- Because the proposed action is located at a National Historic Site that is not under the jurisdiction of the Corps of Engineers (COE), the COE doesn't have any record of any historic or cultural resource information concerning the action area.

However, in April 2001, the COE conducted a Record of Environmental Consideration (REC) for the closure of six underground storage tanks at Moton Field, and it determined (through coordination with the State Historic Preservation Officer) that that action would have "no effect on any known cultural resources listed on or eligible for the National Register of Historic Places".

Further coordination (for the proposed action) with the Alabama SHPO, Ms. Elizabeth Ann Brown, (phone # 334-230-2645) is recommended.

- Tuskegee is located in an area associated with the following species: (from US Fish and Wildlife Service {<http://daphne.fws.gov/es/specieslst.htm>} as of 30 January 2004):

Macon County (E = endangered, T = threatened)

- E - Red-cockaded woodpecker *Picoides borealis*
- E - Wood stork *Mycteria americana*
- E - Southern clubshell mussel *Pleurobema decisum*
- E - Ovate clubshell mussel *Pleurobema perovatum*
- T - Fine-lined pocketbook mussel *Lampsilis altilis*

Further coordination with Mr. John Hornsby (phone # 334-242-3420) of ADCNR in Montgomery (concerning flora/fauna in specific project area) is recommended.

- Regarding the proposed improvements by the National Park Service to an unnamed tributary to Uphapee Creek, and construction of the storm water management detention ponds, such improvements might require a Department of the Army (DOA) permit, pursuant to Section 404 of the Clean Water Act.

Once you have firm plans for these improvements, we request you telephone Ms. Cindy House-Pearson of our Regulatory Branch so that she can visit the site and determine whether a DOA permit will be required. Ms. House-Pearson can be reached at (251) 690-3188.



DEPARTMENT OF THE ARMY
MOBILE DISTRICT, CORPS OF ENGINEERS
P.O. BOX 2288
MOBILE, ALABAMA 36628-0001

MAR 02 2004
Boltz

REPLY TO
ATTENTION OF:

February 27, 2004

Coastal Environmental Team
Planning and Environmental Division

Ms. Suzanne Boltz
EA Engineering, Science and Technology
15 Loveton Circle
Sparks, Maryland 21152

Dear Ms. Boltz

Enclosed are our comments on the Tuskegee Airmen National Historic Site, **Development** Concept Plan as requested.

Thank you for the opportunity to comment on this action. If you have any questions or concerns, please call Mr. Jonathan Bowman at (251) 694-3854.

Sincerely,

Susan Ivester Rees, Ph.D.
Team Leader, Coastal Environment

Enclosure

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Once you have firm plans for these improvements, we request you telephone Ms. Cindy House-Pearson of our Regulatory Branch so that she can visit the site and determine whether a DOA permit will be required. Ms. House-Pearson can be reached at (251) 690-3188.

In addition to (possible) DOA permit requirements, a National Pollutant Discharge Elimination System (NPDES) permit may be required from the Alabama Department of Environmental Management (ADEM). The ADEM permit division can be reached at (334) 271-7714.



U.S. Department
of Transportation

**Federal Aviation
Administration**

Alabama Flight Standards District Office -09

1500 Urban Center Drive
Suite 250
Vestavia Hills, Alabama 35242
(205) 731-1557 ext 136, Fax: (205) 731-0939

March 4, 2004

EA Engineering, Science, and Technology
Suzanne Boltz
15 Loveton Circle
Sparks, MD 21152

Dear Ms. Boltz:

In reference to your letter dated January 29, 2004, this office completed a site visit of the Tuskegee Airmen National Historic Site in accordance with your Development Concept Plan. Several businesses in the area were contacted to determine what affect additional air traffic and aircraft noise might have on the area.

This office received only positive comments from the local businesses in the vicinity of Moton Field. Each establishment contacted felt that this renovation would only have a positive impact on Tuskegee and Macon County. The local Fire Chief, Derrick E. Swanson, hoped that the project would increase his staffing at the Fire Station and also stated that this project would have a tremendous economic impact locally as well as Statewide.

If you require additional assistance from this office please contact me at the telephone number listed above.

Sincerely,

James H. Fitzgerald
Manager



United States Department of the Interior

FISH AND WILDLIFE SERVICE
P. O. Drawer 1190
Daphne, Alabama 36526

MAR 15 2004

IN REPLY REFER TO:

04-0587

March 12, 2004

Ms. Suzanne Boltz
EA Engineering Science and Technology
15 Loveton Circle
Sparks, MD 21152

Dear Ms. Boltz:

Thank you for your letter dated January 29, 2004, providing information on the National Park Service's proposal to preserve and restore existing historic structures and cultural landscape of the Tuskegee Airmen National Historic Site, and to make alterations to an unnamed tributary to Uvahapee Creek. Construction activity proposed for the unnamed tributary includes the removal of existing stream vegetation, debris blockages, and natural restrictions. The project is within the area comprising the historic Moton Field flight training facility, near the City of Tuskegee, Macon County, Alabama. We have reviewed the information and are providing the following comments in accordance with the Endangered Species Act of 1973 (87 Stat. 884, as amended; 16 U.S.C. 1531 et seq.) and the Fish and the Wildlife Coordination Act (48 Stat. 401, as amended; 16 U.S.C. et seq.).

Endangered Species

The unnamed tributary affected by the project drains into a segment of Uphapee Creek extending from Alabama Highway 199 upstream to confluence of Opintlocco and Chewacla Creeks, which has been proposed as Critical Habitat (68 FR 14751-14832, March 26, 2003) for the following Federally listed mussel species:

Southern clubshell (*Pleurobema decisum*) - Endangered
Finelined pocketbook (*Lampsilis altilis*) - Threatened
Ovate clubshell (*Pleurobema perovatum*) - Endangered

Based on our records and data, the above listed mussel species still occur downstream of the confluence of the tributary with Uphapee Creek (USFWS 2000). Also, based on our records and data, the project area is within the historic range of the red-cockaded woodpecker (USFWS 1985), which may be present if suitable habitat occurs within the project area. Species and habitat descriptions for the listed mussels and woodpecker are provided in the enclosed Federally Listed Species Fact Sheet.

We are concerned about potential adverse effects the project may have on above-listed species.

We are concerned about potential adverse effects the project may have on above-listed species. Therefore, we recommend an initial habitat survey be conducted in the project area for the red-cockaded woodpecker. Because, listed mussels are known to occur in Uphapee Creek, a new survey in this creek is unnecessary. The unnamed tributary isn't large enough to support those mussels, therefore a survey of it is unnecessary.

A forester may perform an initial timber assessment for the woodpecker habitat evaluation. A population survey should occur if pine trees greater than 60 years old are present within the project area. The selected biologist should be familiar with the species' required habitat and experienced in conducting woodpecker surveys. **If habitat for the red-cockaded woodpecker does not exist, then a survey is unnecessary.**

Aquatic Concerns

Construction activities will likely result in downstream sedimentation and turbidity, with potential adverse effects on the listed mussels and their habitats in Uphapee Creek. Such disturbances, may result in detrimental effects on other aquatic species as well.

Per a telephone conversation with you, nothing more than the conceptual plan attached in your letter has been developed for the project. For an assessment of possible impacts, we request a detailed plan of the project once developed. We are providing some recommendations below you may wish to incorporate in the plan development for protection of the listed species, and fish and wildlife resources in general. We may have additional comments and/or recommendations once we have reviewed detailed plans.

Terrestrial Concerns

Activities associated with preservation and restoration of historic structures and cultural landscape such as construction of support facilities such as parking, may have direct adverse effects on the red-cockaded woodpecker and its habitat, if present.

Recommendations

1. Avoid any major stream alteration if at all possible. As an alternative, develop a comprehensive stormwater management plan using measures such as pervious surfacing materials, stormwater diversion, retention ponds, and revegetation with trees and natural vegetation, rather than stream alteration for flood control.
2. If stream alteration is absolutely necessary, develop specific best management practices (BMPs) to limit downstream disturbance, particularly sedimentation and turbidity, during and after construction. BMPs should include avoidance of construction activity except during dry, low-water periods; use of a temporary coffer dam and/or siltation fences and use of hay bales. Any dredge spoil or debris should be disposed on an upland site with low erosion potential.
3. If log jam or minor amounts of trash and debris need to be removed, space removal actions so that only minor disturbance occurs during the same time period.

4. Identify and preserve all areas with woodpecker cavities and plan or design new construction to avoid those areas and provide a wide activity-free buffer, especially during nesting period (April – June).

5. Develop a detailed site-specific erosion control plan and BMPs plan to minimize soil runoff and sedimentation in downstream waters from land activities.

Please provide us with a copy of plans for stormwater management/erosion control, including a list of BMPs and a description of the survey methods, habitat observed, and survey results for our review. Upon receipt of those plans and the requested survey report, we will provide our final comments and consultation under section 7 of the Endangered Species Act. Initiation of formal consultation may be necessary after our review of the requested information.

If you have any questions or need additional information, please contact Mr. Bill Young at (251) 441-5842. In correspondence, please refer to the reference number above.

Sincerely,



for Larry E. Goldman
Field Supervisor

Enclosures

References:

USFWS. 2000. Mobile Rive Basin Aquatic Ecosystem Recovery Plan. Atlanta, GA. 128 pp.

USFWS. 1985. Recovery plan for the red-cockaded woodpecker. U.S. Department of the Interior, Fish and Wildlife Service, Atlanta, Georgia. 88 pages.

Federally Listed Species Fact Sheet

Southern Clubshell (*Pleurobema decisum*)

This medium sized mussel reaches about 70 mm in length with a thick, roughly rectangular shaped shell. This species is known to occur in the Bogue Chitto River in the Alabama River drainage, but recent records could not confirm existence in either the Coosa or Cahaba River drainages, where it was located historically.

Because of their rather sedentary nature, freshwater mussels are especially vulnerable to stream perturbations. Sedimentation can smother mussels, causing direct lethal or sublethal adverse effects. Many mussel species are unable to survive in a layer of silt greater than 0.6 cm. High turbidity levels due to the presence of suspended solids in the water column have a mechanical or abrasive action that can irritate, damage, or cause clogging of the gills or feeding structures of mollusks. Additionally, high levels of suspended solids may reduce or inhibit feeding by filter-feeding organisms, such as mussels, causing nutritional stress and mortality. Impacts on host-fish populations such as smothering of fish eggs or larvae, reducing food availability, or filling of interstitial spaces in gravel and rubble substrate, critical to the survival of young fishes may indirectly affect the mussel's survival. Mussels are dependent on host fish for successful reproduction. High concentrations of suspended solids/turbidity resulting from disturbance to soils or sediments in a stream could also interfere with host attraction and attachment of glochidia or visual location of mussels by the fish. Excessive turbidity can prevent or reduce the host fish's ability to see or recognize the glochidia when displayed by the mussel. Any excessive sedimentation from the waterline's construction may also result in reduction of macroinvertebrate species diversity and population declines. Host fish, dependent on macroinvertebrates for a food source may subsequently decline, limiting reproduction and recruitment of host-dependent mussels.

References:

Gangloff, M. M. and J. W. Feminella. 2002. Distribution and status of freshwater mussels Bivalvia: Unionidae) in the Upper Alabama (Coosa and Lower Tallapoosa) Drainage, Alabama. Final report to Alabama Department of Conservation and Natural Resources, Division of Game and Fish, Montgomery, Alabama. 127 pp.

Finelined Pocketbook (*Lampsilis altilis*)

The finelined pocketbook is a medium-sized mussel, suboval in shape, and rarely exceeding 100 mm (4 in.) in length. The ventral margin of the shell is angled posteriorly in females, resulting in a pointed posterior margin. The periostracum is yellow-brown to blackish and has fine rays on the posterior half. The nacre is white, becoming iridescent posteriorly. The finelined pocketbook can be distinguished from a similar species, the orange-nacre mucket (*L. perovalis*) by its more elongate shape, thinner shell, white nacre, pointed posterior, and ray ornamentation.

The finelined pocketbook was described from the Alabama River near Claiborne, Monroe County,

Alabama. This species was historically recorded from the Sipse and Buttahatchee Rivers in the Tombigbee River drainage; Black Warrior River and tributaries (Sipse Fork, Brushy and Capsey Creeks); Cahaba River and Tributaries (Little Cahaba and Buck Creeks); Alabama River and a secondary tributary, Tatum Creek; Chewacla and Opintlocco Creeks in the Tallapoosa River drainage; and the Coosa River and tributaries (Choccolocco and Talladega Creeks).

The current distribution of the finelined pocketbook appears limited to the headwaters of the Sipse Fork of the Black Warrior River drainage; Tatum Creek in the Alabama River drainage; Little Cahaba River in the Cahaba River drainage; Conasauga River in the Coosa River; and Chewacla and Opintlocco Creeks in the Tallapoosa drainage. This species may have been eliminated from most river habitat throughout its range. Currently, it appears to be restricted to creek habitat.

Ovate Clubshell (*Pleurobema perovatum*)

The ovate clubshell (*P. perovatum* (Conrad 1834)) is a small to medium-sized mussel rarely exceeding 50 mm (2.0 in.) in length. The shell is oval to elliptical in shape, and has nearly terminal, inflated umbos. The posterior ridge is well-developed, broadly rounded, and often concave. The posterior slope is produced well beyond the posterior ridge. Periostracum color varies from yellow to dark brown. Occasionally, broad green rays cover most of the umbo and posterior ridge. The nacre is white. Due to the nearly terminal umbos in some specimens, ovate clubshells may be mistaken for young southern clubshells (*P. decisum*). They may be distinguished from the latter by their thinner shells, and a gently sloping, well developed posterior slope.

The ovate clubshell was described from small streams in Greene County, Alabama. The species occurred in the Tombigbee River and tributaries (Buttahatchee and Sipse Rivers; Luxapalila, Coalfire and Lubub Creeks); Black Warrior River and tributaries (Locust Fork; Village, Prairie, Big Prairie, Brushy and Blackwater Creeks); Alabama River; Cahaba River and the tributary Buck Creek; Chewacla, Uphapee and Opintlocco Creeks in the Tallapoosa drainage; and the Coosa River and tributaries (Conasauga and Etowah Rivers, and Holly Creek). Currently, the species is known from the Buttahatchee and Sipse Rivers in the Tombigbee River drainage; Blackwater Creek and Locust Fork in the Black Warrior drainage; and Chewacla Creek in the Tallapoosa drainage (Dodd et al. 1986, Hartfield and Jones 1989, Pierson 1991). The most recent records from the Coosa drainage are two lots collected by Hurd (1974). The ovate clubshell was last collected in the Cahaba River in 1978 by Hanley (in litt. 1990). Pierson (1991) did not find the ovate clubshell in the Coosa River drainage or the Cahaba River drainage.

Red-Cockaded Woodpecker (*Picoides borealis*)

The red-cockaded woodpecker is 18 to 20 centimeters long with a wing span of 35 to 38 centimeters. This woodpecker's diet is composed mainly of insects, including ants, beetles, wood-oring insects, caterpillars, and corn earworms if available. About 16 to 18 percent of the diet includes seasonal wild fruit. Egg laying occurs during April, May, and June with the female utilizing her mate's roosting cavity for a nest. Roosting cavities are excavated in living pines, usually in those infected with a fungus producing what is known as red-heart disease. Maximum

clutch size is seven eggs with the average being three to five eggs. From egg laying to fledging requires about 38 days. Another several weeks are needed before the young become completely independent. Red-cockaded woodpeckers usually occur in families, with siblings and progeny assisting a single pair in feeding new young. This bird's range is closely tied to the distribution of southern pines. Open stands of pines with a minimum age of 60 to 80 years, depending on the site, provide suitable nesting habitat. Longleaf pines (*Pinus palustris*) are most commonly used, but other species of southern pine are also acceptable. Dense stands (stands that are primarily hardwoods, or that have a dense hardwood understory) are avoided. Foraging habitat is provided in pine and pine hardwood stands 30 years old or older with foraging preference for pine trees 10 inches or larger in diameter. In good, well-stocked pine habitat, sufficient forage for a reproductive pair can be provided on 80 to 125 acres. The decline of the species is attributed primarily to the reduction of pine forest with trees 60 years old and older and to the encroachment of hardwood midstory due to fire suppression.

References:

USFWS. 1985. Recovery plan for the red-cockaded woodpecker. U.S. Department of the Interior, Fish and Wildlife Service, Atlanta, Georgia. 88 pages.

Walker, J.S. 1995. Potential red-cockaded woodpecker habitat produced on a sustained basis under different silvicultural systems. Pp. 112-130 *In* D.L. Kulhavy, R.G. Hooper, and R. Costa (ed.). Red-cockaded woodpecker: recovery, ecology and management. Center for applied studies in forestry, College of Forestry Stephen F. Austin State University, Nacogdoches, TX.



**UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE**

Tuskegee Institute National Historic Site
1212 Old Montgomery Road
Tuskegee Institute, AL 36088
334-727-6390

Tuskegee Airmen National Historic Site
c/o Tuskegee Institute National Historic Site
1816 Chappie James Road
Tuskegee, AL 36087
334-724-0922

IN REPLY REFER TO:

A-3824

June 24, 2004

Kevin P. Battise
Alabama-Coushatta Tribe of Texas
Rt. 3 Box 640
Livingston, TX 77351

The Honorable Kevin P. Battise,

As the Acting Superintendent of the recently established Tuskegee Airmen National Historic Site, located in Tuskegee Alabama, I am pleased to inform you that we are beginning work on a General Management Plan and the accompanying Environmental Assessment. A brief description of the proposed project is enclosed.

Since the park is located in eastern Alabama, part of the traditional homeland of the Alabama-Coushatta Tribe of Texas, we wish to inform you of this opportunity to participate in the planning process. I am writing to inquire if the Alabama-Coushatta Tribe of Texas wishes to consult with the National Park Service regarding the preparation of the park's General Management Plan and/or the Environmental Assessment. Even if you do not desire formal consultation on this project, we would be pleased to receive any advice or recommendations you might have. I am writing to all the present-day federally recognized Tribes that I understand to be derived, in whole or in part, from the original Creek Nation.

This letter is intended to comply with the National Park Service's mandate to consult on a government-to-government basis with your Tribe. Tuskegee Airmen National Historic Site is committed to honoring its obligations and responsibilities toward the sovereign, federally recognized Indian Tribes, which have a cultural affiliation with the park.

Please direct your comments, advice or recommendations, or your desire to enter into formal consultation, to me at the address shown above, or by telephone at 334-727-6390, or you may e-mail me at TUAL_superintendent@nps.gov. We may then arrange mutually agreeable time(s) and location(s) for consultation. We look forward to your reply and to establishing a continuing relationship with the Tribal government of the Alabama-Coushatta Tribe of Texas. A response within thirty days would be very gratefully appreciated.

Sincerely,

Mark Lewis
Superintendent



UNITED STATES DEPARTMENT OF THE INTERIOR NATIONAL PARK SERVICE

Tuskegee Institute National Historic Site
1212 Old Montgomery Road
Tuskegee Institute, AL 36088
334-727-6390

Tuskegee Airman National Historic Site
c/o Tuskegee Institute National Historic Site
1616 Chapple James Road
Tuskegee, AL 36087
334-724-0922

An Environmental Assessment (EA) is a document to determine whether the actions considered may have a significant effect on the quality of the human environment. It also serves as the basis for compliance with the National Environmental Policy Act (NEPA) under NPS regulations.

The EA will document and analyze the potential direct, indirect, and cumulative impacts of the proposed action to preserve and rehabilitate the site. Impacts to natural and cultural resources will be measured in terms of context, intensity, and duration. Environmental impacts will be documented and analyzed in the EA.

The word "significantly" (as in "significantly affect the quality of the human environment") is defined in the CEQ regulations at 40 CFR 1508.27. The EA should be structured to address the contents of this definition specifically. Additional requirements for EA content are found in 40 CFR 1508.9 (...Shall include brief discussions of the need for the proposal, or alternatives as required by Section 101(2) (E) [of the Act], of the environmental impacts of the proposed action and alternatives, and a listing of agencies and persons).

A General Management Plan (GMP) is a long-term (15-20 year) planning document required by law of all parks in the National Park System. The purpose of a GMP is to provide basic direction to park managers for preserving and protecting the parks historic and natural resources and to establish the range of visitor activities and experiences that should be achieved and maintained over time. All GMPs include full public involvement, an environmental impact analysis and agency approvals. Federal law and NPS policy require that all GMPs include an Environmental Impact Statement (EIS).

The GMP planning process identifies goals based on the legislative intent of the park, analyzes existing conditions and future possibilities, and determines the best course of action to accomplish these goals. Recommendations made in a GMP are based on an analysis of existing and potential resource conditions and visitor experiences, environmental (including natural, cultural, and socioeconomic) impacts, and costs of alternative courses of action. GMPs do not include detailed recommendations for facility design, landscape design, museum design, prescribed maintenance techniques, or guarantee funding for its recommendations.



OFFICE OF THE GOVERNOR

The Chickasaw Nation

Post Office Box 1548 • Ada, Oklahoma 74821

(580) 436-2603 • Fax (580) 436-4287

<http://www.chickasaw.net/~cnation>

BILL ANOATUBBY
GOVERNOR

July 6, 2004

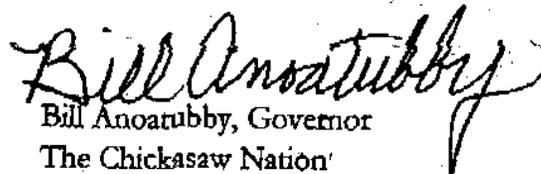
Mr. Mark Lewis, Superintendent
Tuskegee Institute National Historic Site
1212 Old Montgomery Road
Tuskegee Institute, AL 36088

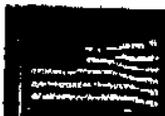
Dear Mr. Lewis:

Thank you for your recent letter. Your inviting the Chickasaw Nation to participate in the planning process for the Tuskegee Institute National Historic Site is appreciated. We have shared your letter with the administrator of the Chickasaw Nation Division of Heritage Preservation for his review. Mr. Kirk Perry or one of his staff will be in contact with you.

Again, thank you for writing, and best wishes.

Sincerely,


Bill Anoatubby, Governor
The Chickasaw Nation



CHITIMACHA
TRIBE OF LOUISIANA

CULTURAL DEPARTMENT

July 8, 2004

Mr. Mark Lewis
U.S. Department of the Interior
National Park Service
1212 Old Montgomery
Tuskegee Institute, AL 36088

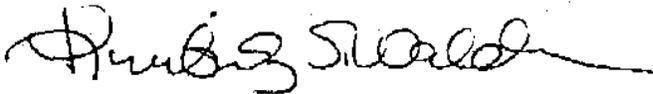
Re: Tuskegee Airmen National Historic Site
General Management Plan and Environmental Assessment
Tuskegee, Alabama

Dear Mr. Lewis:

We are in receipt of your letter, dated June 24, 2004, concerning the above-referenced project. The state of Alabama is not part of the Chitimacha Tribe of Louisiana's aboriginal homeland; therefore, this project will not be of interest to the Chitimacha Tribe of Louisiana.

The Chitimacha Tribe of Louisiana appreciates your compliance with federal and state law concerning Native American notification and consultation. Should you have any questions, do not hesitate to contact me at (337) 923-9923.

Sincerely,



Kimberly S. Walden,
Cultural Director

KW:JD



CADDO TRIBE OF OKLAHOMA

Cultural Preservation Department

Post Office Box 487

Binger, Oklahoma 73009

405-656-2901 405-656-2344

Fax # 405-656-2892



July 14, 2004

Mr. Mark Lewis
United States Department of Interior
National Park Service
Tuskegee Institute National Historic Site
1212 Old Montgomery Road
Tuskegee Institute, AL 36088

Re: A-3824

Dear Mr. Lewis:

Thank you for the invitation to consult on the General Management Plan for the Tuskegee Airmen National Historic Site, however, the Caddo Nation does not have any traditional homelands within the state of Alabama. The homelands of the Caddo Nation were in southeast Oklahoma, northeast Texas, northwest Louisiana, and southwest Arkansas. However, we thank you for the opportunity to consult.

Sincerely,

Robert Cast
Tribal Historic Preservation Officer
Caddo Nation of Oklahoma

RECEIVED

JUL 20 2004

Central Alabama
Parks Hdqtrs.
Tuskegee Institute, AL



Miccosukee Tribe of Indians of Florida

Business Council Members
Billy Cypress, Chairman

Jasper Nelson, Ass't. Chairman
Max Billie, Treasurer

Andrew Bert Sr., Secretary
Jerry Cypress, Lawmaker

July 26, 2004

Superintendent Mark Lewis
Tuskegee Institute National Historic Site
1212 Old Montgomery Road
Tuskegee Institute, AL 36088

Dear Superintendent Lewis:

The Miccosukee Tribe of Indians of Florida received your letter concerning the Tuskegee Airmen National Historic Site. The Tribe will provide comments on the Environmental Assessment and provide recommendations. However, the Tribal Elders have decided to limit our activities to the State of Florida. Therefore, we will defer to the wishes of the other tribes which have a more direct affiliation with the site.

Thank you for consulting with us. Please contact me at (305) 223-8380, Ext. 2244, or Mr. Fred Dayhoff at (239) 695-4360 if you require additional information.

Sincerely,

A handwritten signature in black ink that reads "Steve Terry". The signature is written in a cursive style with a long, sweeping flourish extending to the right.

Steve Terry
NAGPRA & Section 106 Representative

THPO

Catawba Indian Nation
Tribal Historic Preservation Office
P. O. Box 750
Rock Hill, South Carolina 29731
803-328-2427 Fax 803-328-5791
ccppcrafts.com

THPO # 2004-50-2

RECEIVED

AUG 20 2004

Central Alabama
Parks Hdqtrs.



13 August 2004

Attention: Mark Lewis
Tuskegee Institute National Historic Site
1212 Old Montgomery Road
Tuskegee, AL 36088

RE: THPO # 2004-50-2, **General Management Plan Project**, Tuskegee Airmen
National Historic Site, Tuskegee Alabama.

Dear Sir:

The Catawba Indian Nation THPO will defer comment on this proposed project to those federally recognized Indian Tribes whose cultural and geographic affiliation to this area are closer than our own. This site is not within the geographic area that is reviewed by the Catawba Indian Nation THPO, and we are not derived from the Creek Nation.

If you have questions please feel free to contact our office 803-328-2427, Beckee Garris, ext. 232, or Sandra Reinhardt, ext. 233.

Sincerely,

Handwritten signature of Wenonah G. Haire.

Wenonah G. Haire
Tribal Historic Preservation Officer

cc: Gilbert Blue, Chief, Catawba Indian Nation
Executive Committee, Catawba Indian Nation
John E. George, Traditional Medicine, Catawba Indian Nation



RECEIVED OCT 01 2004

September 27, 2004

S. Lorraine Norwood
Southern Research
P.O. Box 250
Ellerslie, Georgia 31807

Re: AHC 04-0495; CRA, Identification of Remains of Non-Exant Buildings, Moton Field
Historic Complex, Macon County

LEE H. WARNER
Executive Director

468 South Perry Street
Montgomery, Alabama
36130-0900

tel 334 242-3184
fax 334 240-3477

Dear Ms. Norwood :

Upon review of the cultural resource assessment conducted by Southern Research for the above referenced project, the Alabama Historical Commission has determined that we agree with the author's recommendations and we concur with the proposed project activities per the submitted design development. We look forward to reviewing future documents associated with this project.

We appreciate your commitment to helping us preserve Alabama's non-renewable resources. Should you have any questions, please contact Amanda McBride of this office and include the AHC tracking number referenced above.

Very truly yours,

Elizabeth Ann Brown
Deputy State Historic Preservation Officer

EAB/ALM/LDB/CMB/alm

Cc: The Jaeger Company
119 Washington Street
Gainesville, Georgia 30501



STATE OF ALABAMA
ALABAMA HISTORICAL COMMISSION
468 SOUTH PERRY STREET
MONTGOMERY, ALABAMA 36130-0900

FRANK W. WHITE
EXECUTIVE DIRECTOR

July 2, 2009

TEL: 334-242-3184
FAX: 334-240-3477

Amy Wirsching
NPS Southeast Regional Office
Atlanta Federal Center 1924 Building
100 Alabama Street, SW
Atlanta, Georgia 30303

Re: AHC 04-0495
EIS & GMP
Tuskegee Airmen National Historic Site
Macon County, Alabama

Dear Ms. Wirsching:

Thank you for the fine document submitted by your office. We have determined that we concur with the proposed activities associated with the preferred alternative.

We appreciate your continued efforts on this project. Should you have any questions, please contact Greg Rhinehart at (334) 230-2662. Please have the AHC tracking number referenced above available and include it with any correspondence.

Truly yours,

Elizabeth Ann Brown
Deputy State Historic Preservation Officer

EAB/AHM/CM/gcr



United States Department of the Interior

FISH AND WILDLIFE SERVICE

1208-B Main Street
Daphne, Alabama 36526

JUL 09 2009

IN REPLY REFER TO:
2009-TA-0629

Ms. Amy Wirsching, Project Manager
National Park Service
Southeast Regional Office
100 Alabama Street, S.W.
1924 Building
Atlanta, Georgia 30303

Dear Ms. Wirsching:

Thank you for your letter received June 12, 2009, notifying us of the public review and comment period for the Tuskegee Airmen National Historic Site's (TUAI) Draft General Management Plan/Environmental Impact Statement in Macon County, Alabama. We have reviewed your information and are providing the following comments in accordance with the Fish and Wildlife Coordination Act (48 Stat. 401, as amended; 16 U.S.C. et seq.) and the Endangered Species Act (ESA) of 1973 (87 Stat. 884, as amended; 16 U.S.C. 1531 et seq.).

Endangered Species

Our records indicate that the following listed species may occur within or near TUAI:

southern clubshell (*Pleurobema decisum*) – Endangered, critical habitat
finelined pocketbook (*Lampsilis altilis*) – Threatened, critical habitat
ovate clubshell (*Pleurobema perovatium*) – Endangered, critical habitat
red-cockaded woodpecker (*Picoides borealis*) - Endangered

Based on our records and data, TUAI is within the historic range of the red-cockaded woodpecker (USFWS 1985). However, based on a survey report by a forester provided with previous project reviews for this site, no suitable habitat occurs within the project area.

Based on our records and data, the three above-listed mussel species and designated critical habitat for these three species occur downstream of the confluence of a tributary in TUAI with Uphapee Creek (USFWS 2000).

We are concerned about potential adverse effects future activities or construction projects may have on these mussel species. Construction activities could result in downstream sedimentation and turbidity, with potential adverse effects on these listed mussels and their habitats in Uphapee Creek. Such disturbances may result in detrimental effects on other aquatic species as well.

www.fws.gov

PHONE: 251-441-5181



FAX: 251-441-6222

For an assessment of possible impacts, we request detailed plans of future projects once developed. We are enclosing recommendations below you may wish to incorporate in the plan development for protection of the listed species, and fish and wildlife resources in general. We may have additional comments and/or recommendations once we have reviewed detailed plans.

The TUAJ General Management Plan does not propose specific on-the-ground actions, therefore, no further endangered species consultation will be required for this portion of the project unless: 1) the identified action is subsequently modified in a manner that causes an effect on a listed species or on proposed or designated critical habitat; 2) new information reveals the identified action may affect Federally protected species or designated critical habitat in a manner or to an extent not previously considered; or 3) a new species is listed or a critical habitat is designated under the ESA that may be affected by the identified action.

If you have any questions or need additional information, please contact Ms. Dianne Ingram at (251) 441-5839. In correspondence, please refer to the reference number above.

Sincerely,



William J. Pearson

Field Supervisor

Alabama Ecological Services Field Office

Enclosure

Reference:

USFWS. 1985. Recovery plan for the red-cockaded woodpecker. U.S. Department of the Interior, Fish and Wildlife Service, Atlanta, Georgia. 88 pages.

USFWS. 2000. Mobile River Basin Aquatic Ecosystem Recovery Plan. Atlanta, GA. 128 pp.

Recommended Best Management Practices for Future Activities:

We recommend incorporating the following measures into the project design to protect water quality:

- Implement best management practices (BMPs) to minimize erosion and prevent sedimentation of drainages in the project area, both during and after installation of new water system improvements.
- Develop an erosion control plan tailored to the site. All erosion and sediment controls should be inspected routinely, especially during and immediately following significant rain events, to ensure no impacts to nearby surface waters and aquatic habitat. Immediate corrective action should be taken if erosion or sedimentation is observed.
- Where the mains will parallel drainages, maintain a naturally vegetated buffer (preferably 100 feet or greater) adjacent to any ditches or drainages to reduce erosion and protect water quality.
- Immediately revegetate any disturbed areas with a native species or an annual grass.
- Avoid placement of water mains in the floodplain or riparian zone to help protect water quality.
- If wetlands or tributaries must be spanned by the pipeline, attach the pipeline to existing bridges or directionally drill under these water bodies.
- To the extent feasible, complete any work that results in exposed earth during periods when significant rainfall is not predicted.
- Conduct any work that involves clearing large tracts of land in phases, where practicable, with rapid revegetation upon completion of each phase.
- Avoid any major stream alteration if at all possible. As an alternative, develop a comprehensive stormwater management plan using measures such as pervious surfacing materials, stormwater diversion, retention ponds, and revegetation with trees and natural vegetation, rather than stream alteration for flood control.
- Use integrated pest management practices for exotic plant removal to reduce or eliminate impacts to aquatic habitat.

For specific techniques, see "The Alabama Handbook for Erosion Control, Sediment Control and Stormwater Management on Construction Sites and Urban Areas" (2003), available from the Alabama Soil and Water Conservation Committee or on-line at: <http://swcc.state.al.us/>



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 4
ATLANTA FEDERAL CENTER
61 FORSYTH STREET
ATLANTA, GEORGIA 30303-8960

July 17, 2009

Mr. Steven M. Wright
Acting Chief, Planning and Compliance Division
National Park Service
Southeast Regional Office
Atlanta Federal Center
1924 Building
Alabama Street., S.W.
Atlanta, Georgia 30303

**RE: EPA Review Comments on Draft General Management Plan/ Environmental Impact Statement for Tuskegee Airmen National Historic Site
DEIS 09-26**

Dear Mr. Wright:

The U.S. Environmental Protection Agency (U.S. EPA) Region 4 reviewed the subject Draft Environmental Impact Statement (DEIS) pursuant to Section 309 of the Clean Air Act, and Section 102 (2)(C) of the National Environmental Policy Act (NEPA). The purpose of this letter is to provide you with the EPA's comments.

MANAGEMENT ZONES AND ALTERNATIVES

The DEIS assesses the potential environmental impacts of the management plan for the management and use of the Tuskegee Airman National Historic Site in Alabama. Building blocks for reaching a National Park System approved plan are management zones and alternatives. Five management zones have been identified for Tuskegee Airmen NHS, including: Historic 1945 Zone, Visitor Orientation Zone, Administration Zone, Recreation Zone, and Nature Discovery Zone. Four action alternatives and a no-action alternative are discussed in the DEIS. The alternatives which were discussed in the DEIS consist briefly of: Alternative A) the no-action alternative, Alternative B) emphasizes the natural environment by keeping Tuskegee Airmen NHS largely undeveloped and natural in character outside of the core historic area, Alternative C) aims to restore much of the park to its historic 1945 appearance, Alternative D) is the National Park Service's (NPS) and the environmentally preferred alternative which offers the most diversity of visitor interpretive programs, recreational opportunities, and preserving cultural resources and Alternative E) which offers the most recreational opportunities.

Alternative D (the Preferred Alternative) is the only alternative to contain all five of the management zones. The Preferred Alternative provides park visitors a strong “stepping back into time” experience to the war years with a focus on the flight training experience. The proposed improvements to the site would reflect the historic appearance of the site during the year 1945 and the park would provide visitor services compatible with the projected visitor load and composition. Visitation is expected to increase from the current 30,000 people per year to approximately 495,000 annual visitors within the initial five years, based on full build-out of the site, which includes the future Tuskegee Airmen National Center (TANC). Approximately 75 percent of visitors to the proposed facilities would include the future TANC in their visit.

POTENTIAL IMPACTS and DATA REQUEST

Floodplains

Maps depicting the footprint for the Preferred Alternative were overlaid on the floodplain area maps using best professional judgment to identify direct impacts to floodplains. Based on FEMA mapping, three floodplain zones are located in the Tuskegee Airmen NHS. Several activities included in the proposed action will occur or partially occur within the floodplain including vegetation clearing, rehabilitation of the historic pond and plane tie down area, and construction of a storm water detention pond. These are the historic areas of the site therefore rehabilitation must take place on site. Rehabilitating the plane tie-down area is necessary to return the landscape to the period of significance of the Tuskegee Airmen. The plane tie-down area is currently failing impervious surface and this asphalt will be replaced. Construction of a storm water pond in the floodplain would also alter the floodplain; however, it would provide water management functions consistent with the function of floodplains. The storm water detention pond would temporarily detain storm water, preventing it from flooding adjacent areas in the floodplain already prone to flooding during storm events. The vegetation removal and rehabilitation of the historic pond are necessary to rehabilitate the historic landscape. New vegetation appropriate to the historic period of significance would be planted and the area would be maintained as vegetated. No flood storage volume would be lost as a result of these projects. Alternatives to vegetation removal were not considered since the vegetation removal within the 100-year floodplain is necessary to rehabilitate the historic landscape.

EPA recommends, as is feasible, that construction impacts to floodplain areas and communities should be avoided during the new construction activities, including the clearing of the vegetation within the floodplain, the improvement of impervious surfaces at the plane tie-down area, and excavation of the historic pond. In order to minimize and mitigate the environmental impacts, an erosion and sediment control plan should be prepared and included in the final construction plans. Disturbance of vegetation should be minimized with replanting the area disturbed by construction activities with appropriate native species.

Best Management Practices (BMPs) should be required during construction to minimize impacts of pond construction and vegetation removal within the floodplain. New vegetation

appropriate to the historic period of significance should be planted and the area should be maintained as vegetated. No flood storage volume should be lost as a result of these projects.

Please clarify in the FEIS the term "...clearing of vegetation". If it includes shrubs and trees that provide habitat and stream stabilization functions, then their removal may result in disturbance and loss of integrity of the floodplain, and thus should be addressed.

Endangered Species

The unnamed tributary affected by the project drains into a segment of Uphapee Creek extending from Alabama Highway 199 upstream to confluence of Opintlocco and Chewacla Creeks, which has been proposed as Critical Habitat (68 FR 14751-14832, March 26, 2003) for the following Federally listed mussel species:

Southern clubshell (*Pleuroherna decistrm*) - Endangered
Finelined pocketbook (*Lanzpsilis ntilis*) - Threatened
Ovate clubshell (*Pleurohernpae rovattmt*) - Endangered

Based on records, the above listed mussel species still occur downstream of the confluence of the tributary with Uphapee Creek (USFWS 2004). Also, based on records, the project area is within the historic range of the red-cockaded woodpecker (USFWS 1985), however, suitable habitat for this species does not occur within the park (NPS 2004).

The EPA's recommendations for mitigating impacts on these species are as follows:

1. Avoid any major stream alteration if at all possible. As an alternative, develop a comprehensive storm water management plan using measures such as pervious surfacing materials, storm water diversion, retention ponds, and revegetation with trees and natural vegetation, rather than stream alteration for flood control.
2. If stream alteration is absolutely necessary, develop specific best management practices (BMPs) to limit downstream disturbance, particularly sedimentation and turbidity, during and after construction. BMPs should include avoidance of construction activity except during dry, low-water periods; use of a temporary coffer dam and/or siltation fences and use of hay bales. Any dredge spoil or debris should be disposed on an upland site with low erosion potential.
3. Employ techniques to reduce impacts on wildlife, including visitor education programs, restrictions on visitor activities, and park ranger patrols.
4. Implement a natural resource protection program during construction activities. Standard measures would include construction scheduling, biological monitoring, erosion and sediment control.

SUSTAINABLE (“GREEN”) INFORMATION

In the spirit of collaboration and technical assistance the EPA would like to offer some sustainable activities which could be considered in the Tuskegee Airmen NHS project.

Green Building

Green building is the practice of creating structures and using processes that are environmentally responsible and resource-efficient throughout a building's life-cycle from design to, construction, operation, maintenance, renovation and deconstruction. This practice expands and complements the classical building design concerns of economy, utility, durability, and comfort. Green building is also known as a sustainable or high performance building.

Green buildings are designed to reduce the overall impact of the built environment on human health and the natural environment by:

- Efficiently using energy, water, and other resources
- Protecting occupant health and improving employee productivity
- Reducing waste, pollution and environmental degradation

For example, green buildings may incorporate sustainable materials in their construction (e.g., reused, recycled-content, or made from renewable resources); create healthy indoor environments with minimal pollutants (e.g., reduced product emissions); and/or feature landscaping that reduces water usage (e.g., by using native plants that survive without extra watering).

Why Build Green? In the United States, buildings account for:

- 39 percent of total energy use
- 12 percent of the total water consumption
- 68 percent of total electricity consumption
- 38 percent of the carbon dioxide emissions

Potential benefits of green building can include:

Environmental benefits

- Enhance and protect biodiversity and ecosystems
- Improve air and water quality
- Reduce waste streams
- Conserve and restore natural resources

Economic benefits

- Reduce operating costs
- Create, expand, and shape markets for green product and services
- Improve occupant productivity
- Optimize life-cycle economic performance

Social benefits

- Enhance occupant comfort and health
- Heighten aesthetic qualities
- Minimize strain on local infrastructure

For more information on Green Building please visit: <http://www.epa.gov/greenbuilding/>

Green Parking

Green parking refers to several techniques that applied together reduce the contribution of parking lots to total impervious cover. From a storm water perspective, green parking techniques applied in the right combination can dramatically reduce impervious cover and, consequently, reduce the amount of storm water runoff. Green parking lot techniques include: setting maximums for the number of parking lots created; minimizing the dimensions of parking lot spaces; utilizing alternative pavers in overflow parking areas; using bioretention areas to treat storm water; encouraging shared parking; and providing economic incentives for structured parking.

Green parking lots can dramatically reduce the creation of new impervious cover. How much is reduced depends on the combination of techniques used to achieve the greenest parking lot. While the pollutant removal rates of bioretention areas have not been directly measured, their capability is considered comparable to a dry swale, which removes 91 percent of total suspended solids, 67 percent of total phosphorous, 92 percent of total nitrogen, and 80-90 percent of metals (Claytor and Schueler, 1996).

North Carolina's Fort Bragg vehicle maintenance facility parking lot is an excellent example of the benefits of rethinking parking lot design (NRDC, 1999). The redesign incorporated storm water management features, such as detention basins located within grassed islands, and an onsite drainage system that exploited existing sandy soils. The redesign reduced impervious cover by 40 percent, increased parking by 20 percent, and saved 20 percent or \$1.6 million on construction costs over the original, conventional design.

For more information on Green Parking please visit:

http://cfpub.epa.gov/npdes/stormwater/menuofbmps/index.cfm?action=factsheet_results&view=specific&bmp=89

Briefly three other sustainable activities which may applicable to the Tuskegee Airmen NHS project are as follows:

- **Green Detention Ponds**
- **Rain Barrels**
- **Rain Gardens**

Information about these three activities can be found on the web.

The scope of this proposed action appears to be within acceptable limits in order to achieve project objectives. Based on the information provided in this document, there appears to be no significant environmental impacts associated with the proposed project alternatives, and we support implementation of the Management Plan. The document received a rating of "LO," (Lack of Objections); that is, we did not identify any potential environmental impacts requiring substantive changes to the proposal. However, please provide additional information in the FEIS on any construction impacts and proposed minimization and mitigation "Best Practices".

We fully support the NPS effort to preserve this important historic site. Thank you for the opportunity to comment on this project. If we may be of further assistance, please contact me or Ken Clark of my staff at (404) 562-8282.

Sincerely,



Heinz J. Mueller, Chief
NEPA Program Office
Office of Policy and Management

Tuskegee University

Founded by Booker T. Washington



Office of the President

August 12, 2009

Ms. Amy Wirsching
Project Manager
Southeast Region
United States Department of Interior
National Park Service
Atlanta Federal Center
1924 Building
100 Alabama Street, NW
Atlanta, Georgia 30303

Dear Ms. Wirsching:

I am pleased to respond to your invitation to review and comment on the draft *General Management Plan and Environmental Impact Statement for the Tuskegee Airmen National Historic Site*. As co-sponsor with Governor Bob Riley (Alabama) of the 1997 Moton Field Special Resource Study, I am very much interested in the full implementation of all approved plans with the appropriate resource base for the Tuskegee Airmen National Historic Site. The 1997 Moton Field Special Resource Study was the basic document used in drafting the final approved legislation H.R. 3910 signed by President Clinton as Public Law 105-355. **The Tuskegee Airmen National Historic Site and the Tuskegee Institute National Historic District** are vital and imperative sites capturing extraordinary American experiences that have enriched and helped to define the character of our country at its best. Additionally, these sites join Tuskegee University as major tourist attractions and must see experiences in the Alabama River Region and southeast United States.

The document was arranged with a presentation of Alternatives (A, B, C, D and E) and a clear indication that the National Park Service is recommending Alternative D; I also centered much of my review around Alternative D, even though my staff did review all alternatives for clarity and purpose. Alternative D is Tuskegee University's preferred alternative and captures the full spirit of the original vision for a state-of-the-art, education and interpretive experience for visitors worldwide. In addition, Alternative D provides expanded opportunities for additional recreational, cultural and educational experiences that capture the greatest opportunity to use the vast natural resources to enhance the visitor experience, i.e., RV hookups, picnic and recreational areas, and hiking trails.

Ms. Amy Wirsching
August 12, 2009
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Specifically, with the completion of Phase 1 and 2 and the hope that Phase 3 will be funded and completed, these deliverables provide great momentum to begin the planning process for the next major and critical component of the development, i.e., the creation of the **Tuskegee Airmen National Center (TANC)**. The TANC is a vital component of the entire complex and is very much needed to comprehensively tell the historically correct story of the famed Tuskegee Airmen coupled with the re-introduction of Flight Training at Tuskegee University through the Charles "Chief" Alfred Anderson Department of Aviation.

As a final note, I hope great attention is given to staffing and the resource base needed to mount a sustaining and representative National Park Service offering that captures the attention of the visiting publics. A diminishing resource base will truly erode the expectations of a general public who waited with great anticipation for a state-of-the-art historical complex capturing the significant contribution of American heroes, the famed Tuskegee Airmen.

If you have any questions or need additional information, please feel free to contact me directly at 334-727-8501. You may also contact Mr. Getchel L. Caldwell II, Vice President for Advancement at 334-727-8540 or gcaldwell@tuskegee.edu. Tuskegee University remains committed in presenting the American story through those venues and parks of which we are legal and moral partners.

Sincerely,



Benjamin F. Payton
President

cc: Getchel L. Caldwell II
Vice President for Advancement