



National Park Service
U.S. Department of the Interior



Saratoga National Historical Park

Draft General Management Plan
Draft Environmental Impact Statement
2003



Saratoga National Historical Park

STILLWATER AND SARATOGA, NEW YORK

Draft General Management Plan and Draft Environmental Impact Statement

Prepared by:

Northeast Region, Boston Office
Saratoga National Historical Park
2003

"At Saratoga, the British campaign that was supposed to crush America's rebellion ended instead in a surrender that changed the history of the world."



—Richard Ketchum
Author of *Saratoga*

A MESSAGE FROM THE SUPERINTENDENT

I am pleased to announce that the draft general management plan/draft environmental impact statement for Saratoga National Historical Park is now available for your review and comment. The document describes the resource conditions and visitor experience that should exist at Saratoga National Historical Park over the long term. It presents a range of alternatives and assesses the potential environmental and socioeconomic effects of the alternatives on park resources, visitor experience, and surrounding area.

As Superintendent, I can assure you that the challenges facing park managers become more complex and varied each year. It is easy to get caught up in these pressing day-to-day issues. That is why the National Park Service seeks to have each park update its plan every 15 or 20 years. It forces us to step back and re-think fundamental questions such as the park's mission and significance, and analyze how to respond to changes facing us.

This is not to say we must discard everything that has been done or make changes for change's sake. The Park Service's core mission of preserving America's treasures should never change. The historic events that took place here will always be significant, although they may be reinterpreted over time.

The draft plan describes four management options, one of them being our preferred alternative. We hope that this plan, and especially its preferred alternative, will achieve the right balance between permanence and change, between preservation and public use.

Your involvement has been vital to this process. Since the start of planning, we have absorbed ideas and advice from many sources. A park like Saratoga has a large constituency, locally, nationally, and even internationally; and we value your input.

We invite your comments on this draft plan. The document will be available for public review for 60 days, over which time we will accept written and oral comments. Please call, send a fax, write a letter, or e-mail your thoughts and suggestions. Include your name and address. Anonymous comments will not be considered. We may make comments, including names and home addresses of respondents available for public review. If you wish to have your name and address withheld, please state so at the beginning of your comment. We will carefully review all substantive comments and incorporate them, as appropriate, in the final plan and final impact statement.

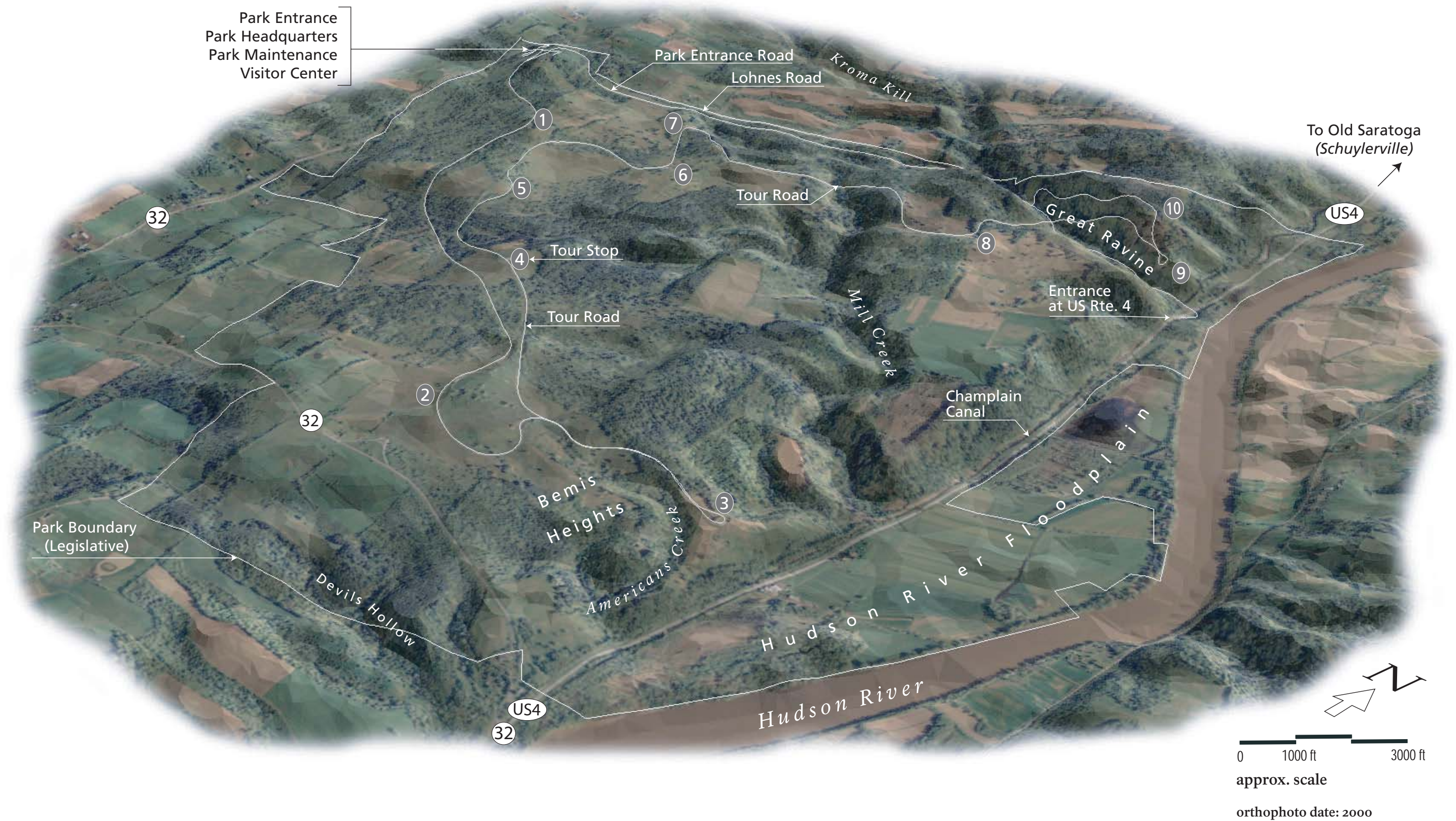
Imagine that you are visiting Saratoga National Historical Park 20 years from now, and see whether the preferred alternative or any of the others provides a blueprint to create the kind of place you would like to see and the kind of experience you would like to have. Please share your thoughts so that our management of the park will continue to be a credit to its proud history.

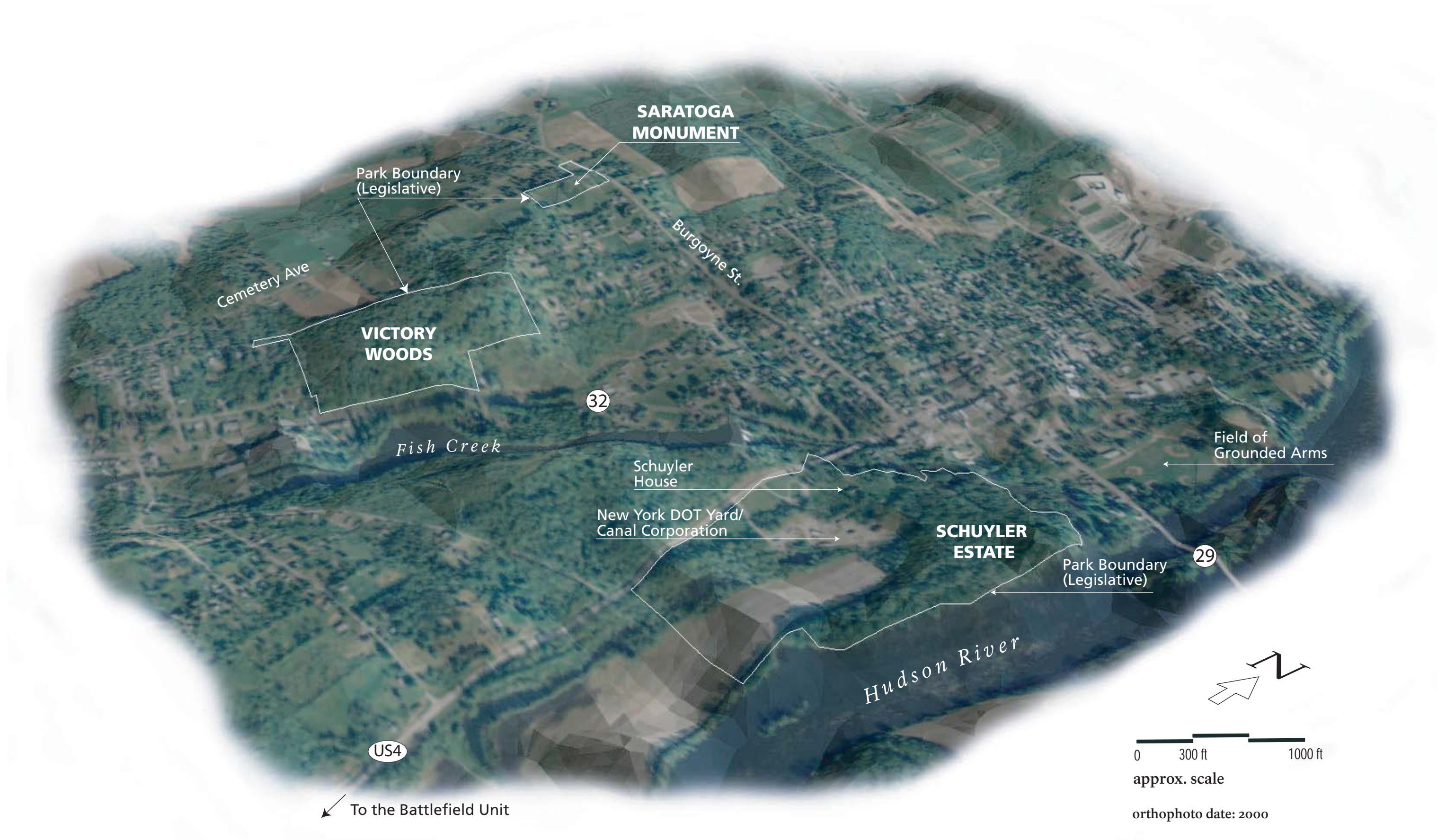
Doug Lindsay
Superintendent

Please submit comments to:
Superintendent
Saratoga National Historical Park
648 Route 32
Stillwater, NY 12170-1604

Comments may be submitted electronically to:
sara_info@nps.gov

For further information, please contact:
Phone: (518) 664-9821
Fax: (518) 664-9830





Executive Summary

Part One: Background

- Introduction 1
- Historical Overview 3
- Overview of Park Resources 19
- Purpose and Significance of Saratoga National Historical Park 30
- Goals 31
- Interpretive Themes 32
- Need for the Plan 33
- Related Plans and Programs 37

Part Two: The Alternatives and Their Common Elements

- Laws, Policies, and Mandates 43
- Objectives (or Management Prescriptions) Common to All Alternatives 48
- The Alternatives 58

Part Three: Affected Environment

- Overview 95
- Cultural Resources 95
- Natural Resources 104
- Visitor Experience 114
- Park Operations and Facilities 123
- Hazardous Materials 129
- Socioeconomic Environment 130
- Impact Topics Eliminated from Further Evaluation 133

Part Four: Environmental Consequences

- Introduction 139
- Methodology for Analyzing Impacts 140
- Impairment of Resources 141
- Impacts of Actions Common to All Alternatives 145
- Impacts of Actions Associated with Alternative A 161
- Impacts of Actions Associated with Alternative B 171
- Impacts of Actions Associated with Alternative C 184
- Impacts of Actions Associated with Alternative D 196

Part Five: Consultation and Coordination

- Summary of Planning 207
- Compliance with Federal and State Laws and Regulations 208
- List of Draft General Management Plan Recipients 211
- List of Preparers 213

Part Six: Appendices

- Appendix A: Park Legislation 217
- Appendix B: Socioeconomic Impact Analysis 222
- Appendix C: Glossary 245
- Appendix D: Research Undertaken in Support of Planning 249
- Appendix E: Visitor Experience and Resource Protection (Carrying Capacity) 250
- Appendix F: List of Classified Structures 252
- Appendix G: Selected Resources Consulted 256

List of Tables

- Table 1: Summary of Alternative A 64
- Table 2: Summary of Alternative B 68
- Table 3: Summary of Alternative C 74
- Table 4: Summary of Alternative D 80
- Table 5: Summary of Objectives, Potential Boundary Modifications, and Cost Estimates for the Alternatives 87
- Table 6: Criteria for Impact Intensities 142
- Table 7: Ranking of Resources 144
- Table 8: Summary of Impacts Common to All Alternatives 158
- Table 9: Summary of Impacts Associated with Alternative A 169
- Table 10: Summary of Impacts Associated with Alternative B 181
- Table 11: Summary of Impacts Associated with Alternative C 193
- Table 12: Summary of Impacts Associated with Alternative D 202

List of Figures

The Northern Campaign — 1777	5
First Battle of Saratoga	11
Second Battle of Saratoga	13
Burgoyne's Army Trapped in Saratoga	15
Upper Hudson River Valley	21
Park Vicinity and Associated Sites	23
Park Map	25
Management Zones	61
Battlefield Monuments and Markers	99
Sensitive Natural Resource Areas	107
Prime Agricultural Soils	109

Executive Summary

PURPOSE OF THE PLAN

The main function of a general management plan is to define clearly the park's purpose and management direction. The general management plan provides a foundation to guide and coordinate all subsequent planning and management. The general management plan takes the long view, 15–20 years into the future. The National Park Service seeks to have each park operating under approved general management plans. This ensures that park managers carry out, as effectively and efficiently as possible, the mission of the National Park Service.

MAKING DECISIONS

Three years ago, the National Park Service planning team began to gather ideas from interested citizens about how best to manage Saratoga National Historical Park. The team held public meetings and published newsletters to get the word out about the plan and to get feedback on various plan components. Based on an extensive analysis of resources and the public input received, the team shaped four management alternatives. One, Alternative D, has been selected as the Preferred Alternative. Alternative D has also been identified as the environmentally Preferred Alternative. The four alternatives, along with the foundation pieces that guided their formation, are summarized on the following pages.

THE MISSION: TO PRESERVE AND PROTECT

The foundation for the general management plan rests on the park's purpose and significance statements. These statements are based on the park's authorizing legislation and its legislative history. The purposes state why the park was established as a unit of the national park system. Park significance defines the park's place within its broader national context.

Park Purpose

Saratoga National Historical Park preserves and protects sites associated with the battles, siege, and surrender of British forces at Saratoga, which were decisive events in the winning of American independence. The park interprets these and other sites, events, and people associated with the 1777 military campaign in the Champlain-Hudson and Mohawk valleys (also known as the Burgoyne Campaign).

Park Significance

Saratoga National Historical Park:

- Honors the participants and preserves the battlegrounds where a major British military offensive in 1777 ended in a surrender that heartened the patriot cause and

brought about the international recognition and aid essential to securing our nation's freedom.

- Contains the Saratoga estate of General Philip Schuyler, an outstanding figure during the revolutionary period and commander of the northern theater of operations between June 1775 and August 1777.
- Presents a richly monumented landscape reflective of a commemorative movement, which culminated in the establishment of the national historical park in 1938.

THE IDEALS

Goals articulate the ideal conditions that we are striving to attain in perpetuity. In short, the goals assert the ideals that Saratoga National Historical Park is protected, that the park visitors are informed and satisfied, and that park managers work with others to foster stewardship.

Resource Management

- Protect, preserve, and maintain in good condition, the landscapes, buildings, structures, archeological sites, artifacts, and archives that are significant to the outcome of the 1777 battles, siege, and surrender at Saratoga.
- Protect, preserve, and maintain in good condition, the monuments and historic markers that are significant to the commemoration of the 1777 battles, siege, and surrender at Saratoga.
- Contribute to the accumulation of knowledge and understanding of cultural and natural resources related to the site's historical significance and to its ecological importance in the upper Hudson River Valley.
- Manage the park's natural resources in the context of a cultural park to foster healthy ecosystems.

Visitor Use and Interpretation

- Help the public understand and appreciate the sacred and commemorative nature of the park's landscape and the significance of the military events that took place here on the outcome of the American Revolution and the consequent impact on world political developments.
- Provide quality programs that make available to a wide range of audiences the park's stories and resources. And, foster opportunities for visitors to make emotional and intellectual connections with the meaning inherent in those stories and resources.
- Provide a variety of safe recreational experiences that take place in locations and at levels that ensure the long-term protection of the park's natural and cultural resources.

Cooperative Efforts and Partnerships

- Establish partnerships in order to develop educational programs and to foster stewardship of park resources and values both within and beyond park boundaries.

THE STORIES TO BE TOLD AT SARATOGA NATIONAL HISTORICAL PARK

The most important stories to be told at a park are also called primary interpretive themes. The themes express the key concepts that characterize the park resources and are conceptual, rather than a simple listing of important topics or a chronology of events.

Place: Grand Strategy and Victory for the New Nation

In 1777, the second year of America's War for Independence, the British sought to quell the rebellion with a single decisive military campaign. Their plan depended on using an invading army to divide the Colonies along a natural corridor of rivers and lakes stretching from Canada to New York City. The American commitment to halt this invasion at Saratoga proved critical to the future of an emerging nation.

People: At Saratoga by Choice or by Chance

Today, the winning of American independence seems to have been inevitable. But it was actually the result of many individual decisions and sacrifices made by people from all walks of life. Their determination in surmounting overwhelming odds was an early example of what is recognized now as the American spirit—the will and ability to shape a better future.

Memory: Creating a Shared American Identity

Monuments and memorials added to Saratoga's "sacred ground" represent early national efforts to honor those who died or were wounded in service to their country and the causes for which they made their sacrifices. The park and its monuments and historic markers contribute to a shared American identity and an evolving sense of patriotism.

OPTIONS FOR SARATOGA'S FUTURE

After examining public input, the park's legislation, the condition of park resources, planning issues, and extensive resource data, the planning team developed four alternatives for park management. The team realized that there were two broad areas where visions for the future of the park differed substantially: (1) visitor experience and (2) partnership opportunities. People's visions of how visitors should move through the park and how they should be presented with information varied widely. Also, people had different views regarding the appropriate level of park participation in the numerous regional initiatives that are being undertaken in the Champlain-Hudson and Mohawk valleys. The team used these two, broad "decision points" as the basis for developing alternative approaches to park management.

Alternative A: Focus on Current Management Objectives allows for incremental action toward existing objectives with minimum change to the park's current management philosophy and physical conditions. This concept would entail no significant expansion of the park's participation in regional initiatives over the current situation.

Alternative B: Focus on the Battles, Siege, and Surrender concentrates on improving visitor understanding of the events that led to the 1777 British surrender at Saratoga by providing a more complete and logical depiction of these events. It rehabilitates key landscape features to help the visitor understand conditions faced by the armed forces and how landscape conditions were used and manipulated to serve tactical needs. This concept also enables park staff to work with regional partners in developing outreach initiatives.

Alternative C: Focus on the Park as Memorial Grounds presents the park as a memorial landscape that has been commemorated in numerous ways over generations, from the erection of monuments, to the establishment of state and federal parkland, to contemporary efforts to link important sites through regional heritage initiatives. This approach preserves and enhances interpretation of key landscape features to help the visitor understand the military events of 1777 and the efforts to commemorate those events. Moreover, this alternative envisions the park as an important gateway to the regional initiatives of the Champlain-Hudson and Mohawk valleys.

Alternative D: Focus on the Burgoyne Campaign (the Preferred Alternative) builds on Alternative B and incorporates elements of Alternative C to represent what the National Park Service views as the best management direction for the park. It was developed based on public consultation and the results of the draft environmental impact statement.

As in Alternative B, this alternative focuses on improving visitor understanding of the events that led to the 1777 British surrender by providing a more complete and logical depiction of these events. This approach also includes, secondary to the strategic factors, interpretation of the efforts to commemorate the military events and opportunities to reflect on their meaning. Additionally, Alternative D enables the park to expand its partnerships with other Burgoyne Campaign-related sites and regional entities in the Champlain-Hudson and Mohawk valleys.

COMMON TO ALL

Regardless of which alternative is ultimately chosen and implemented, numerous objectives for management will be applicable to the park as a whole. For example, under all alternatives, park managers will strive to:

- **Improve the ability of park staff to maintain the Old Saratoga Unit.**
- **Install no new monuments, unless directly authorized by Congress.**

- Base decisions on the best available scientific information.
- Control the proliferation of nonhistoric nonnative species.
- Conserve the park's grasslands to support cultural landscape objectives and critical habitat.
- Restore, maintain, and enhance the quality of all surface and ground waters within the park.
- Manage visitor traffic to protect resources and tie recreational use of the park to its educational purposes to the extent possible.
- Encourage nonmotorized and alternative modes of park touring.
- Participate in regional, national, and international initiatives and cooperate with others to place the park in its broader context.
- Consider the availability of nearby services in local communities when making decisions about the providing visitor services within the park.
- Work with partners to increase understanding and protection of the region's cultural and natural resources.

POTENTIAL ENVIRONMENTAL IMPACTS

The potential impacts of the alternatives were evaluated and an analysis of impacts is included in the draft environmental impact statement. Potential impacts on cultural resources, natural resources, visitor use and experience, park operations, and the socioeconomic environment were considered in the environmental analysis. Potential cumulative and unavoidable adverse effects were also evaluated. Overall, Alternative D provided the greatest number of beneficial impacts in comparison to the other alternatives. The number of adverse impacts associated with Alternative D was comparable to the other alternatives. Most, however, were negligible or minor. Alternative D has been identified as the environmentally Preferred Alternative.

NEXT STEPS

Once we've concluded the public review period, our next steps are to refine the proposals and prepare the final plan. The final plan, which we will complete within a year, will also be available to the public.

Part One: Background



Visitors to the Saratoga battlefield are almost always impressed by the placid beauty of the woods and fields and vistas. It is difficult to imagine that these bucolic landscapes were once the scene of deadly combat, and the setting for one of the most decisive battles of world history.

INTRODUCTION

Saratoga National Historical Park is located in the scenic upper Hudson River Valley in the towns of Stillwater and Saratoga, New York. The park preserves sites associated with a significant American military victory during the Revolution. The battles of Saratoga rank among the most decisive battles in world history. Here in 1777 American forces met, defeated, and forced a major British army to surrender, an event which led France to recognize the independence of the United States and enter the war as a decisive military ally of the struggling Americans.

Under a 1926 law, New York State began to acquire battlefield lands in 1926 in preparation for the sesquicentennial of the battles. The battlefield was made part of the national park system in 1938 when Saratoga National Historical Park was authorized by the United States Congress. Since 1938, three sites have been added to the park: the General Philip Schuyler Estate in the village of Schuylerville, and the Saratoga Monument and Victory Woods in the village of Victory.

Purpose of the General Management Plan

The main function of a general management plan is to define clearly the park's purpose and management direction. The general management plan provides a foundation to guide and coordinate all subsequent planning and management. The National Park Service seeks to have all parks within the national park system operating under approved general management plans. This ensures that park managers carry out, as effectively and efficiently as possible, the mission of the National Park Service, which states:

The National Park Service preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The service cooperates with partners to extend the benefits of natural and cultural resource

conservation and outdoor recreation throughout this country and the world.

The general management plan describes the resource conditions and visitor experiences that should exist at Saratoga National Historical Park, and why they should exist. The general management plan takes the long view, 15–20 years into the future. The plan is a policy-level document that provides guidance for park managers. It is not detailed, specific, or highly technical in nature. All other plans tier off of the general management plan, which is the foundation for all subsequent planning and management decisions. It provides a consistent framework for coordinating and integrating the various types of park planning and implementation that are needed to effectively guide park management.

After the general management plan is adopted, the park's five-year strategic plan will be updated to lay out goals and management actions needed in the near term that are consistent with the general management plan. When funds become available to begin the design of facilities or to undertake other specific actions that are consistent with the general management plan, then site-specific planning, research, and technical environmental analysis will be done. The more specific undertakings will be subject to federal and state consultation requirements, and the public will be involved throughout the process.

The four basic elements required of National Park Service general management plans (by Public Law 95-625) are:

- **Measures for preservation of the area's natural and cultural resources.**
- **Types and general intensities of development associated with public enjoyment and use of the area, including general locations, timing of implementation, and costs.**
- **Identification and implementation commitments for visitor carrying capacities.**
- **Potential boundary modifications and the reasons for them.**

HISTORICAL OVERVIEW by Larry Lowenthal

The British Northern Campaign of 1777

Today's visitor to Saratoga National Historical Park sees a serene, largely rural landscape. It is difficult to imagine that these picturesque surroundings were once the scene of desperate combat, when the infant United States of America fought for survival and won a victory whose consequences were of global importance.

In 1777, the first year of America's declared independence, King George III still hoped to stifle the rebellion and return the erring Colonies to royal control. This created an opportunity for John Burgoyne, an ambitious, articulate general who had served in North America since June 1775. Back in England at the close of the 1776 campaign, Burgoyne used his personal charm to advance his position. He composed an essay on strategy entitled "Thoughts for Conducting the War from the Side of Canada." Less a plan than a series of alternatives, it garnered attention in the absence of other inspiration.

The one consistent element in "Thoughts" was that a British army would move down the traditional Champlain warpath from Canada to the Hudson. Burgoyne's skill at political maneuver was rewarded, and when he returned to Canada in May 1777 it was as commander of the invasion force. He had been elevated over a senior officer, General Sir Guy Carleton, who remained in command in Canada.

Burgoyne assembled a resplendent army at St. John, Québec, on June 13. More than 4,000 British and 3,000 German regulars formed its core, with Canadians, American Loyalists, and Indian allies bringing the total fighting force to well over 8,000. As it set off down Lake Champlain on June 30, 1777, Burgoyne's army made a magnificent, seemingly invincible, display.

The first major obstacle in Burgoyne's path was Fort Ticonderoga, captured by an audacious American force led by Ethan Allen and Benedict Arnold in 1775. A year later the Americans built up a formidable garrison at Ticonderoga and nearby Mount Independence, which deterred Carleton from attacking late in the season.

In the popular imagination, Fort Ticonderoga was the "Gibraltar of the North"—impregnable—but the nickname was valid only when it was properly garrisoned. In 1777, under Major General Arthur St. Clair, it was woefully under-strength. When Burgoyne appeared on July 2, St. Clair hoped to fight a successful delaying action. Two days later the British stunned him by hauling cannons up Mount Defiance, overlooking the American escape route. On July 5 St. Clair evacuated the fort in a hurried and humiliating night retreat. A grim portent: one day after the first anniversary of America's declaration of independence, the strong bastion of the north had been taken with embarrassing ease. When the King learned the news, he exulted, "I have beat them. I have beat all the Americans!"

Now began one of the darkest months of American history. Although American troops fought creditably at Hubbardton and Fort

Anne, Burgoyne's superior forces pushed them back relentlessly. Major General Philip Schuyler delayed the British as best he could by obstructing their path, but the value of these methods was not fully appreciated at the time. Burgoyne's progress seemed to have the ponderous inevitability of a lava flow. Deepening despair weighed on the northern states.

Delaying tactics became effective because Burgoyne was dependent on his long supply line—the reason he put so much effort into pushing a road through the wilderness. Schuyler's unobtrusive, unavoidable strategy of trading time for space began to pay off in early August. Burgoyne, having finally reached the Hudson, pounced on a report that the area around Bennington contained valuable supplies, especially horses, and organized a raid. The composition of this detachment, consisting largely of dismounted German heavy cavalry, was questionable in view of its purpose. In a stunning surprise, militiamen under Brigadier General John Stark of New Hampshire crushed the intruders on August 16 at what is called the battle of Bennington. From that day forward Burgoyne's confidence began to deflate, and as the long days of northern summer ran out, he was filled with increasing foreboding.

Although Schuyler had contributed to the outcome of Bennington, the impetuous John Stark had fought independently. Schuyler's continued retreat subjected him to mounting criticism in Congress. New Englanders, who formed a growing portion of the northern army, disliked his aristocratic Dutch ways. Behind the scenes an intense political struggle took place, and when it ended Schuyler had been replaced by an old rival, Major General Horatio Gates.

Before Schuyler departed he made another insufficiently recognized contribution to the final outcome. As part of Burgoyne's plan, a column commanded by Lieutenant Colonel Barry St. Leger was supposed to march down the Mohawk Valley and join him at Albany. In many respects this operation, though conducted as a diversion, made more sense than the main invasion, as the valley contained many Loyalists and abundant supplies.

To guard this strategic region, the Americans had rebuilt and garrisoned Fort Stanwix at the Oneida Carrying Place (present Rome, NY), beyond the limit of European settlement. Moving by way of the St. Lawrence and Lake Ontario, St. Leger appeared before Fort Stanwix in early August. When the fort refused to surrender, he began a siege. A relief expedition by Mohawk Valley militia was mauled at Oriskany on August 6, largely by Iroquois, who formed a majority of St. Leger's force.

Although the garrison stood firm at Fort Stanwix, Schuyler knew it could not hold indefinitely. In an astonishingly bold risk, he detached part of his already inadequate army to relieve the fort. Later he placed Major General Benedict Arnold in command of the relief expedition. Arnold never had to fight a battle. Instead, he gave St. Leger's Iroquois allies, who had become disillusioned with the campaign, an excuse to depart. Without them, St. Leger had to make a hasty flight back to Canada. Burgoyne was more isolated than before.

Burgoyne was under the overall command of General Sir William Howe. The two were expected to cooperate, but the government in



The Northern Campaign



Saratoga National Historical Park
United States Department of the Interior
National Park Service

Draft General Management Plan 2003

London had never established how this was to be done. Howe, apparently sure Burgoyne could manage on his own, determined to attack the American capital of Philadelphia. Unwilling to chance a march overland, he put his entire army on ships. For more than a month, from late July to late August, Howe's army was at sea, out of touch. During this pivotal month, things began to turn sour for Burgoyne. When Howe advanced on Philadelphia from the south, General Washington was inevitably drawn off to oppose him. Washington had sent important units to assist in the north; otherwise the two campaigns remained separate.

Burgoyne spent early September on the east side of the Hudson near the mouth of the Battenkill slowly accumulating supplies. By then he had absorbed the two defeats on his flanks (Bennington and Fort Stanwix) and knew that Howe could offer no immediate help. He could have turned back to Ticonderoga, but retreat was not in his character. In order to march on Albany, he had to cross the Hudson River. Once he did so, he cut his supply line and committed himself to fighting through to Albany.

When Gates took command of the northern army, he found it reduced in numbers and morale due to attrition on its long retreat. The army was camped on the north side of the Mohawk River, in poor country for withstanding an attack. He decided to shift his defensive line to the north, and on the advice of a gifted Polish engineer Colonel Thaddeus Kosciuszko, dug in at Bemis Heights, north of Stillwater. Here the hills crowded close to the Hudson, leaving Burgoyne no choice but to batter his way past Gates if he was going to capture Albany. The pieces were in place for the battles of Saratoga.

The Battles

After crossing the Hudson on September 13, Burgoyne moved his army southward in his usual methodical way. On the 19th, with the American army only about 3 miles ahead, Burgoyne faced another decision. Forcing his way past the American batteries along the river seemed a nearly hopeless proposition. His best chance lay in swinging cross-country to dislodge Gates from his fortified positions.

The upland countryside between the opposing armies was no longer wilderness, but was recently settled, with farm clearings interspersed among dense forest. Steep ravines leading down to the river created obstacles to military maneuver. In general the terrain was poorly suited to the kind of set-piece, open-field formations favored by European armies. By then Gates's army outnumbered the British, but some of his troops were militia, often unreliable in formal combat and not armed as fully or as uniformly as Burgoyne's disciplined regulars.

On September 19 Burgoyne divided his army into three columns, hoping to outflank the American defenses. Early in the afternoon Colonel Daniel Morgan's frontier riflemen, one of the units Washington had detached from his army, engaged the center column around the Freeman Farm. Fighting surged back and forth in this limited area for several hours as each side committed more troops. The Americans seemed to be getting the better of it until Burgoyne urgently ordered

some of his German troops to come to the rescue. Late in the day these units pushed back the Americans, who withdrew into their prepared positions.

Burgoyne had gained a narrow technical victory in the sense that his troops occupied the battlefield, but if anything his position was worse than before. His losses were significant and could not be replaced, while American strength was augmented by militia each day. Neither side was in condition to renew the fighting immediately after Freeman's Farm, as the battle was called. Soon Burgoyne began to dig into defensive positions—startling but revealing behavior on the part of an invincible army that was supposed to be determining the course of action.

It was clear that Burgoyne's once unlimited confidence had nearly evaporated. Trying to share responsibility (or blame), he resorted increasingly to military councils, making decisions by committee. His actions show that he recognized he could no longer break through to Albany on his own. Increasingly he pinned his diminishing hopes on the frail possibility of aid from St. Leger, who after his rout had retraced Burgoyne's path to Ticonderoga, or from Lieutenant General Sir Henry Clinton to the south.

With Howe occupied around Philadelphia, Clinton was left in charge of New York City. A competent but naturally cautious man, he tried to help Burgoyne without endangering his own position. After receiving reinforcements from Europe, Clinton sailed up the Hudson with 3,000 men on October 3. In a well-executed drive, the British captured the American forts in the Hudson Highlands, removing the major obstacle between themselves and Gates's army.

Due to uncertain communications, Burgoyne had limited knowledge of Clinton's movements. He was acutely aware that his own position was deteriorating. Having proclaimed at the start of his march that "This Army must not retreat," he was not yet ready to consider that option. In England he had been, like many of his class, an avid gambler, and he was ready to risk all on another throw of the dice. Though his senior officers talked him out of an assault with most of his army, he won their approval for what he called a "reconnaissance in force."

About 1,700 men moved out of their camp on October 7 and took up positions at Barber's Wheat Fields, another agricultural clearing, while their officers considered the next move. This force was too small to do much good, but was large enough to attract an overwhelming American response, as soon occurred. Attacked on three sides, Burgoyne's troops fought valiantly but within an hour were driven back in disorder, taking refuge in one of their prepared defenses, the Balcarres Redoubt. Brigadier General Simon Fraser, a respected officer, was mortally wounded as he tried to control this withdrawal.

The battle might have ended at this point but for one man—Benedict Arnold. Several days earlier Arnold, with his exaggerated sensitivity and distended regard for his honor, had quarreled violently with Gates. Stripped of active command by Gates, Arnold remained in camp, but when he heard the sounds of battle on October 7, could not hold back. He charged onto the field and, in violation of all military protocol,

seized command of the first troops he encountered. At their head, he completed the rout of the German elements of the “reconnaissance.” Ranging over some of the same ground as the first battle, he turned his attention to Balcarres Redoubt, but the British put up a strong defense and repulsed the American attack. Furiously, Arnold turned away and joined the assault on Breymann Redoubt, held by German troops. The defenders were swept away, but on entering the redoubt Arnold was shot in the leg and pinned beneath his horse. If he had remained uninjured, there is no telling how the battle would have continued, but with darkness coming on the day’s fighting drew to a close.

Burgoyne saw that his position was hopeless, and the mirage of Albany finally faded. That night he pulled his troops behind their strongest defenses near the Great Redoubt. On October 8, after burying General Fraser in solemn ceremony, the royal army began its grim retreat northward. A chill autumn rain turned the road muddy and made the march even more of an ordeal for the dispirited troops and camp followers. Gates, probably believing he could gain his objectives without another costly battle, did not contest the retreat.

On October 10 Burgoyne dug in on the heights north of Fish Creek in present Schuylerville and Victory. It was a relatively strong position, but more so for the British than the Germans, who were camped on lower ground and exposed to fire from both front and rear. Burgoyne has been criticized both then and later for not pressing northward when there might have been a chance to escape, but he may have clung to a wan hope that he would be rescued. Indeed, Henry Clinton sent a detachment up the Hudson, where it burned Kingston, seat of the New York State government, and proceeded even farther north. In the end this maneuver, though it terrified the residents of Albany, proved the impossibility of saving Burgoyne.

The Americans held Burgoyne’s army in what amounted to a siege, without some of the formality. Pinned behind its earthworks, the royal army lacked reliable supplies of food and water and was subjected to constant firing. Although his troops, who called him “Gentleman Johnny” because he treated them humanely by the standards of the time, remained devoted, Burgoyne finally faced the inevitable and on October 13 requested negotiations. Three days of sometimes bizarre conferences ensued, punctuated by councils between Burgoyne and his senior officers. Gates, presumably worried about British operations on the lower Hudson, granted most of the British requests, allowing the final document to be called a “convention,” rather than surrender or capitulation.

On October 17, 1777 Burgoyne’s soldiers marched out of their entrenchments and laid (or threw) down their weapons in a clearing north of Fish Creek whose popular name, the “Field of Grounded Arms,” suggests the vaguely medieval nature of the proceedings. Seldom had history witnessed such a startling turnaround in the 15 weeks since the ragged Americans had slunk out of Ticonderoga. Then, in regular columns, the defeated forces forded the creek and came to the point where Gates and his staff were waiting.

It is somewhat unusual to name a campaign after the defeated commander, but this had been John Burgoyne’s campaign from the outset.

He had conceived it, maneuvered to gain the command, made the crucial decisions along the way. Now the British general, who at the outset of his march had issued a pompous proclamation threatening “devastation, famine and every concomitant horror” to his foes, handed his sword to the plebian Gates in the ancient gesture of surrender.

The Convention called for the captured army to be returned to Europe. Since that would have freed other troops to fight in North America, the Continental Congress never carried out this provision, and the soldiers remained captive for the duration of the war. Burgoyne himself returned to England and, in addition to writing plays, occupied himself defending his conduct of the expedition. The most far-reaching consequences took place on the Continent, where the spectacle of a British army surrendering in the wilderness astonished the courts of Europe.

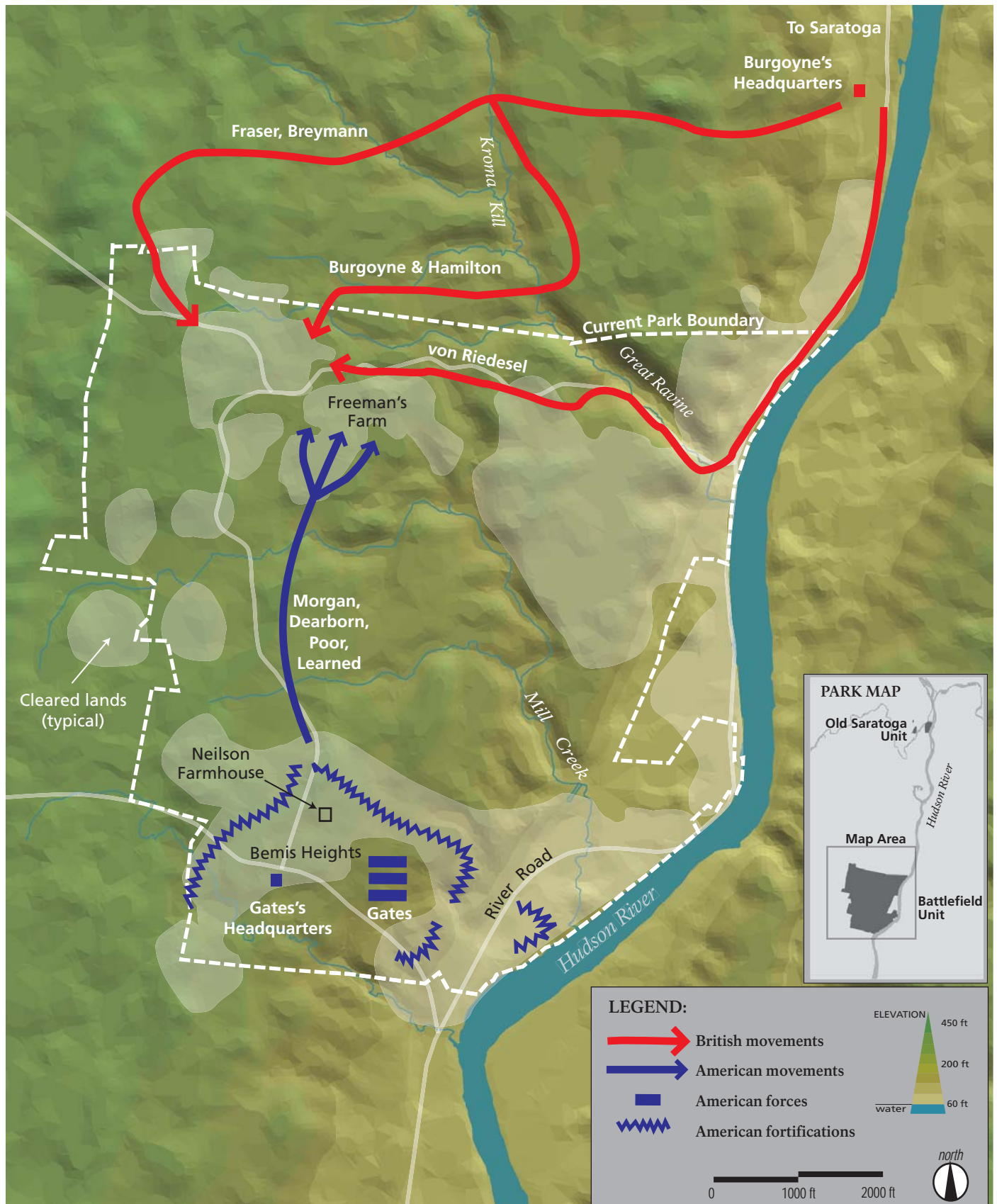
Howe had again outgeneraled Washington and entered Philadelphia between the two battles of Saratoga, but Washington’s army remained intact and went into winter quarters at Valley Forge. Howe’s apparent success was of less consequence than Washington’s spirited opposition and—of greater importance—the Burgoyne disaster, for these events convinced France to sign an alliance with the United States. This renewed the conflict between France and Britain that had been waged intermittently since 1689 and vastly widened the scope of America’s War for Independence. In subsequent years, French money, materiel, and manpower sustained the American cause on the many occasions when the United States seemed nearly exhausted. The seeds sown at Saratoga were harvested almost exactly four years later in a similar ceremony at Yorktown.

Preserving the Battlefield

Burgoyne’s surrender by no means brought a return to normal for the region through which he had marched. In later years smaller British forces came down the Champlain route, Indian raids were frequent, and only the formal declaration of peace in 1783 brought a feeling of security to American settlers. General Schuyler’s house at Saratoga, burned by Burgoyne in the closing days of the campaign, had been rebuilt with the help of soldiers soon after and, as the general intended, became the center of a growing mill and agricultural community.

By 1777, the entire area of the battlefield had been divided into family farms, commonly comprising 100–200 acres, and general farming resumed after the war. Completion of the Champlain Canal in 1823 provided links both north and south and created new opportunities, but the economy of the area remained predominantly agricultural. By 1870 approximately 90% of battlefield land had been cleared; only the ravines and other places too steep to be farmed retained anything of their original condition.

Early in the 19th century the practice arose among cultured individuals, many of them foreign, of visiting the battlefield. These people clearly regarded the site as hallowed ground, and for many the journey

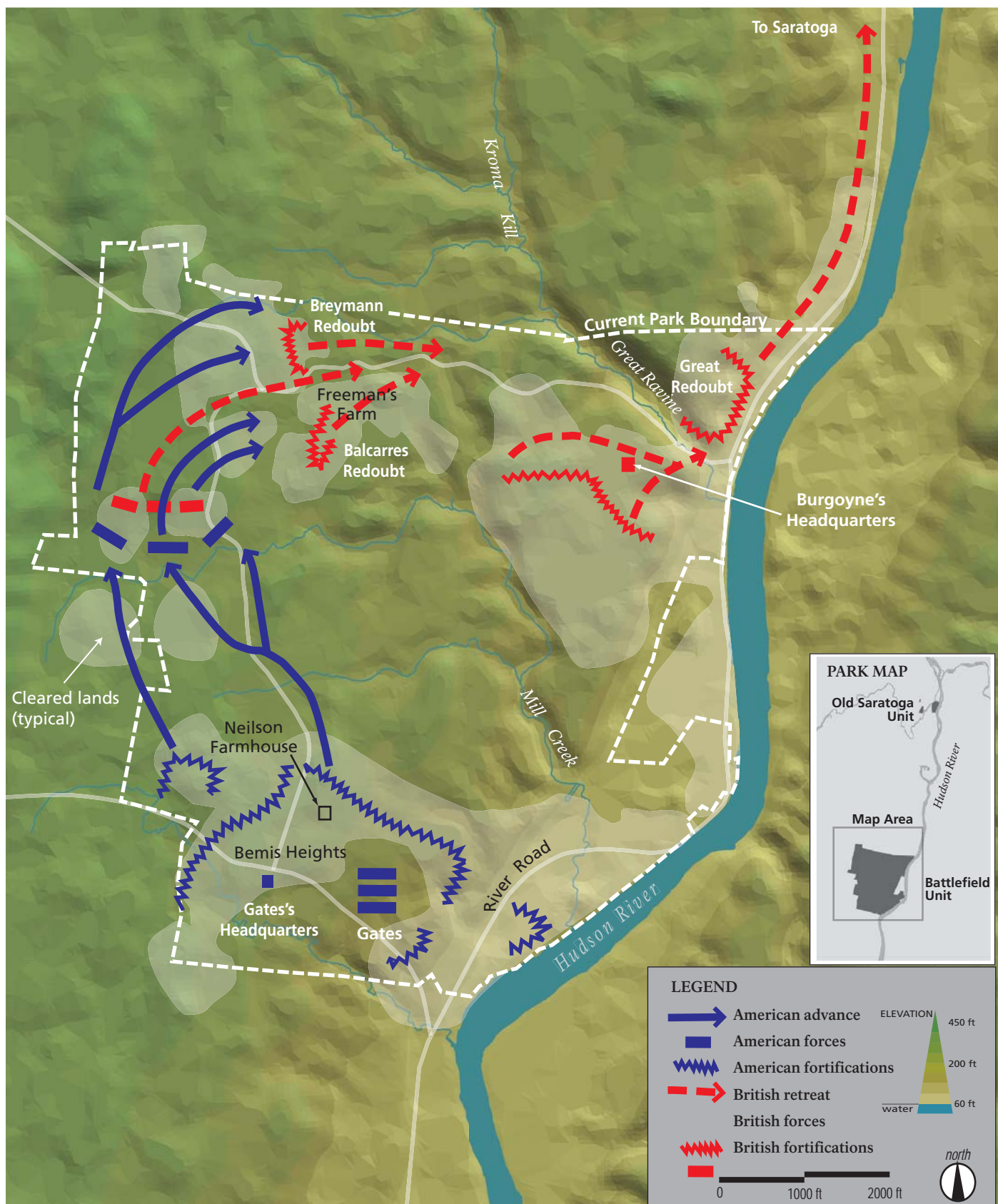


First Battle of Saratoga September 19, 1777



Saratoga National Historical Park
United States Department of the Interior
National Park Service

Draft General Management Plan 2003

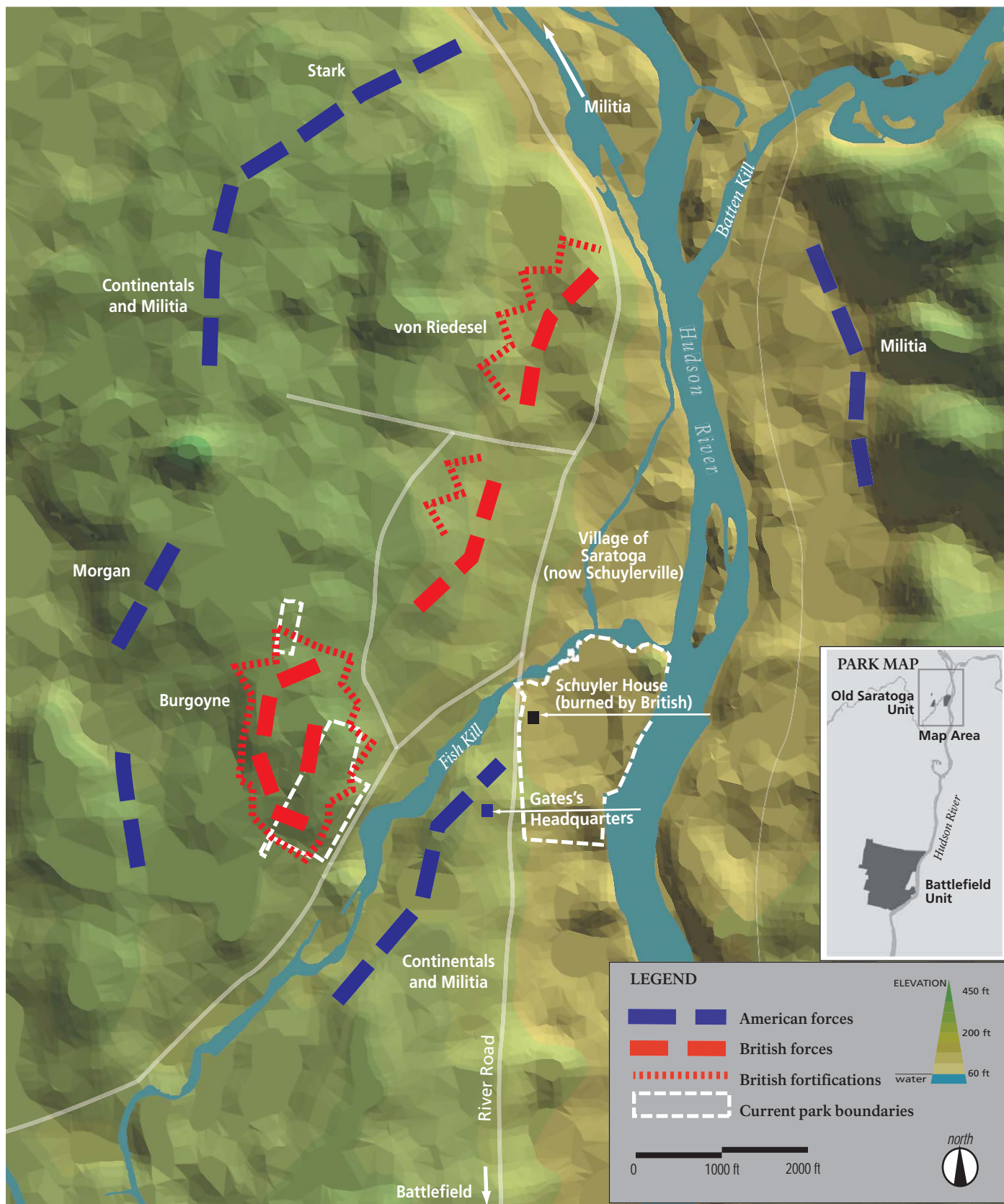


Second Battle of Saratoga October 7 and 8, 1777



Saratoga National Historical Park
United States Department of the Interior
National Park Service

Draft General Management Plan 2003



Burgoyne's Army Trapped at Saratoga October 10-17, 1777



Saratoga National Historical Park
United States Department of the Interior
National Park Service

Draft General Management Plan 2003

had aspects of a pilgrimage. They thrilled at seeing earthworks, foundations, and other evidence of the battles and lamented the agricultural practices that were steadily erasing these landmarks. Farmers routinely plowed up wartime artifacts, including human remains, but veneration for the patriot heroes did not yet extend to preserving the land on which they had struggled.

The first formal action toward recognizing the battlefield came in 1856, when a group met at the Schuyler House to discuss creating a memorial to the victory. Three years later they formed the Saratoga Monument Association, but the emphasis was still on memorialization, rather than preservation. After delays due to the Civil War and other factors, the cornerstone of the monument was laid on the 100th anniversary of the battle of Freeman's Farm in 1877. The accompanying celebration marked the true beginning of public awareness and activism toward the preservation of Saratoga battlefield, although the monument was located in Victory.

Ellen Hardin Walworth, whose sustained efforts were largely responsible for turning attention to preservation of the battlefield, made a plea in 1880 for marking the battleground with plaques or monuments. This was the first formal extension of memorial efforts to the battlefield. The placing of tablets began almost immediately and continued for many years. On Walworth's initiative, the Saratoga Chapter of the Daughters of the American Revolution (DAR) erected nine granite markers on the carriage route from Saratoga Springs to the battlefield between 1906 and 1909.

The drive to preserve battlefield land gained momentum in the 1920s, led by George O. Slingerland of Mechanicville, with editorial and financial support of *New York Times* owner Adolph Ochs. The Saratoga Battlefield Association was formed in 1923 and began to acquire key parcels. As patriotic fervor grew with the approach of the 150th anniversary of the events, a law was passed in 1926 authorizing New York State to own and preserve historic sites. During a huge celebration in October 1927 the state park was officially dedicated and placed under the administration of the Conservation Department. At this time the state owned four farms totaling 644 acres, about one-quarter of the estimated area of the historic battlefield.

During its administration the state made progress in land acquisition, development, and interpretation, setting precedents and creating infrastructure that endured into the 1960s. Under Slingerland's direction the state also erected several "replica" structures, partly to perform visitor service functions that could not otherwise be accommodated.

Slingerland continued as superintendent of the battlefield park until his death in 1932. He had intensified the interest of New York Governor Franklin D. Roosevelt in preserving the battlefield, and this interest continued after Roosevelt was elected president in 1932. Although they differed as to details, both men believed the site should be given national recognition and ownership.

During the latter part of the state management period, action was hindered by the shortage of funds due to the Great Depression and the expectation of imminent federal takeover. During this slack time the

DAR dedicated a monument to unknown soldiers in 1931, accompanied by a memorial grove of 27 trees. (The grove is no longer extant). In the 1930s the removal of farms, planting of sod, and introduction of grazing sheep created an open park-like landscape that was representative neither of battle conditions nor of the traditional agriculture that succeeded it.

Establishment of a national park to commemorate the Saratoga battles, authorized by Congress in 1938, came about largely due to the direction provided by President Franklin D. Roosevelt. The National Park Service accepted 1,430 acres from New York State, although the area remained under state administration. A Civilian Conservation Corps (CCC) camp was established at the park in 1939. Although the program by then was past its peak and was terminated in 1942 due to U.S. participation in World War II, the CCC performed the first methodical historical and archeological investigation of the battlefield.

During the 10-year period until establishment of the national park was finalized in 1948, the National Park Service engaged in planning for its eventual administration of the battlefield, while New York State continued to manage it. Almost immediately two critical issues emerged: management of vegetation and the development of tour roads. Initially, Park Service historians favored keeping the land open to provide sweeping views of the historic terrain. In any case, lack of detailed knowledge of vegetative conditions would have made accurate reforestation difficult. The National Park Service followed a cautious policy while it devoted major effort to developing an accurate historical base map.

Several locations for the new administration/museum building had been suggested. On a visit coinciding with the anniversary of the second battle in 1940, President Roosevelt chose Frasers Hill as the site of this facility, due to the expansive views it provided. This command decision by the chief executive brought an abrupt end to the debate. Selection of a site for the main visitor facility guided layout of the tour roads, although the actual course of roads and the location of the park entrance were continually being revised, even during the war years.

A study by historian Charles Snell in 1951 brought a reversal of previous policy to favor extensive reforestation in an effort to re-create the field-forest configuration at the time of the battles. Further studies have revised details of Snell's base map, but the policy established at that time has remained generally in effect, and the base map has remained a cornerstone of subsequent planning. Lack of regular maintenance, which led to unplanned reforestation during and after the war, inadvertently supported the new policy.

The 1959 general development plan finally settled on a tour road alignment. The road, finally completed in 1967, connected interpretive stops in the shortest way, without much regard to historical sequence. Earlier designs that offered alternatives to the full-length tour were dropped. In 1962 the visitor center was constructed on Frasers Hill as part of the nationwide "Mission 66" initiative to rebuild the neglected infrastructure of the national park system.

Acquisition of historically important lands continued under National Park Service administration. While the battlefield remained

paramount, National Park Service involvement expanded to embrace several related sites. The 30-acre Schuyler Estate was acquired in 1950, as authorized under 1948 legislation. Under a cooperative agreement, the Old Saratoga Historical Association provided interpretive services for the site. Most of the objects on display at the house were (and still are) owned by the Association. Looking ahead to the bicentennial, a tract in the village of Victory was acquired by donation in 1974. This land, believed to contain remains of British earthworks from the “siege” period, had apparently remained free of disturbance due to its rugged location and long-standing ownership by an adjacent factory. New York State, which had administered the Saratoga Monument, ceased operation of it after 1970 due to the state fiscal crisis. The site was deeded to the National Park Service in 1980.

The 1969 master plan, the last major park-wide planning initiative before the present, was inspired by the approaching national bicentennial, with its expected surge in popular interest and visitation. Otherwise, it largely continued on the course set by previous plans. The policy of removing features not authentic to 1777 remained in effect, though most of the commemorative monuments were retained in place. Additional research, including archeology, had refined the understanding of battlefield conditions, so that the 1969 plan seemed confident in striving for a more literal depiction. Thus the policy of trying to reestablish the 1777 landscape configuration was reinforced and has continued to guide park managers ever since.

OVERVIEW OF PARK RESOURCES

Regional Context

Saratoga National Historical Park is located in the upper Hudson River Valley in eastern New York State. The battlefield lies about 16 miles north of the junction between the Hudson and Mohawk rivers. The nearest city is Saratoga Springs, approximately 9 miles west of the park. All park sites are located in Saratoga County and extend between 26 and 33 miles from the state capital at Albany. The Vermont boundary lies only about 17 miles east of Schuylerville.

The Hudson River in the vicinity of the park forms part of a historic transportation corridor extending to the St. Lawrence Valley. Artificial waterways have improved travel through the area since 1823, but for centuries before that the corridor provided a route for trade and invasion. Saratoga became a battlefield because of its strategic location on this waterway system. Lake Champlain, the southern extremity of which, near Whitehall, is less than 35 miles from Schuylerville, forms the core of the traditional transportation route.

West of the Champlain Valley rise the Adirondack Mountains, a barrier to travel until recent times. Part of Saratoga County is situated within the 6,000,000-acre Adirondack State Park. This immense protected area features over 40 mountains above 4,000 feet and over 200 large lakes, with numerous opportunities for camping, hiking, and fishing. Saratoga County is part of the capital district of New York, a region that

is growing rapidly in population, facilitated by Interstate 87 (the Northway). Agriculture is declining as marginal lands are sold and developed for residential use and open space continues to be lost. To date, Saratoga Lake, situated between the park and I-87, has shielded the battlefield locale from the most intense development pressures. For the most part, lands in the vicinity of the park remain privately owned and of rural/agricultural character. As population increases, the protected open space provided by the battlefield may become increasingly rare and valuable. In particular, there is little protected shoreline along the Hudson River other than the park.

The park represents a rich blend of cultural and natural resources. This mosaic necessitates the integration of the preservation and maintenance of historic structures and objects, with that of natural systems, landscapes, and viewsheds. Below is an overview of the park's resources. For a more detailed description, please see the "Affected Environment" section.

Natural Resources

Topography and Soils

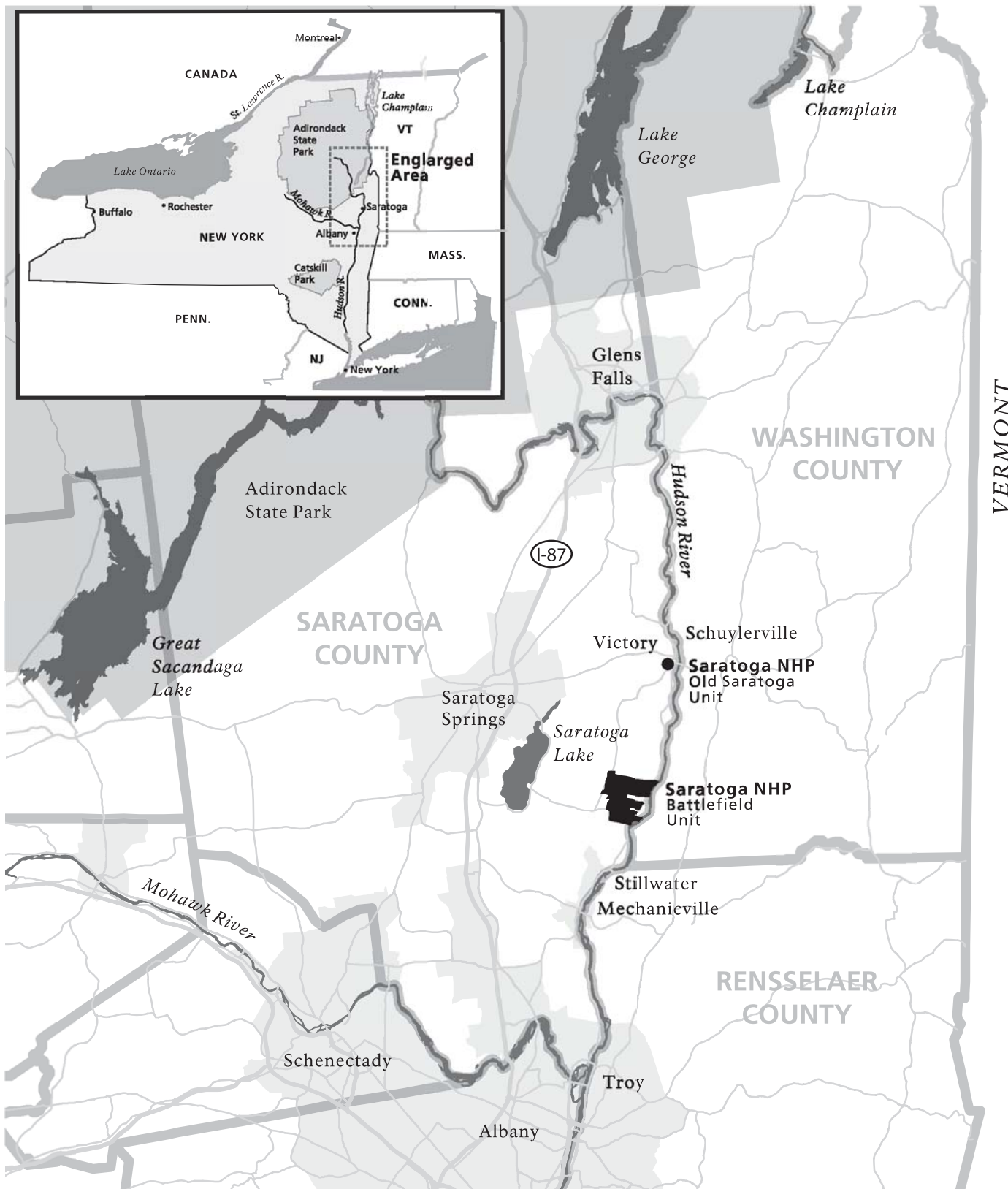
The variable landscape of gorges, bluffs, floodplain, and ridges in this portion of the upper Hudson River Valley directly influenced the battles that occurred here. As a result, topography is a major topic in park interpretation. The battlefield is a 4-square-mile sample of the typical Hudson River floodplain and bluff landscape. Its topography contributes to a diversity of landscape types, uplands (both wet and dry), floodplain, ravines, and steep slopes extending down to the floodplain.

The land along the Hudson River is rich in mineral content and contributes to the strong agricultural tradition of the region. Soils are alluvial clays and loams, which produce site-specific variations in park vegetation. This soil type is subject to slumping (which poses constraints to visitor access and facility development). Over 1,000 acres of prime agricultural soils are distributed in the low-lying areas of the park.

Water Resources

Small tributaries to the Hudson River—Kroma Kill, Mill Creek, Americans Creek, and Devils Hollow—drain the park. Two small farm ponds are extant on the battlefield. Two springs at the southern end of the battlefield are potentially historic, as they may have provided water to soldiers in the American encampment.

Wetlands amount to about 6% of the total parkland. All of these wetlands are characterized by persistent vegetation, with forested wetlands the predominant type. The remaining wetlands are marshes and wet meadows, mixed stands of forested and scrub-shrub wetlands, ponds, mixed emergent/shrub wetlands, and a small farmed wetland. The 100-year floodplain ranges from 90 to 100 vertical feet, and from 0.2 to 0.5 mile in width west of the Hudson River. Of the total parklands, 11.6% are in floodplain.



Upper Hudson River Valley

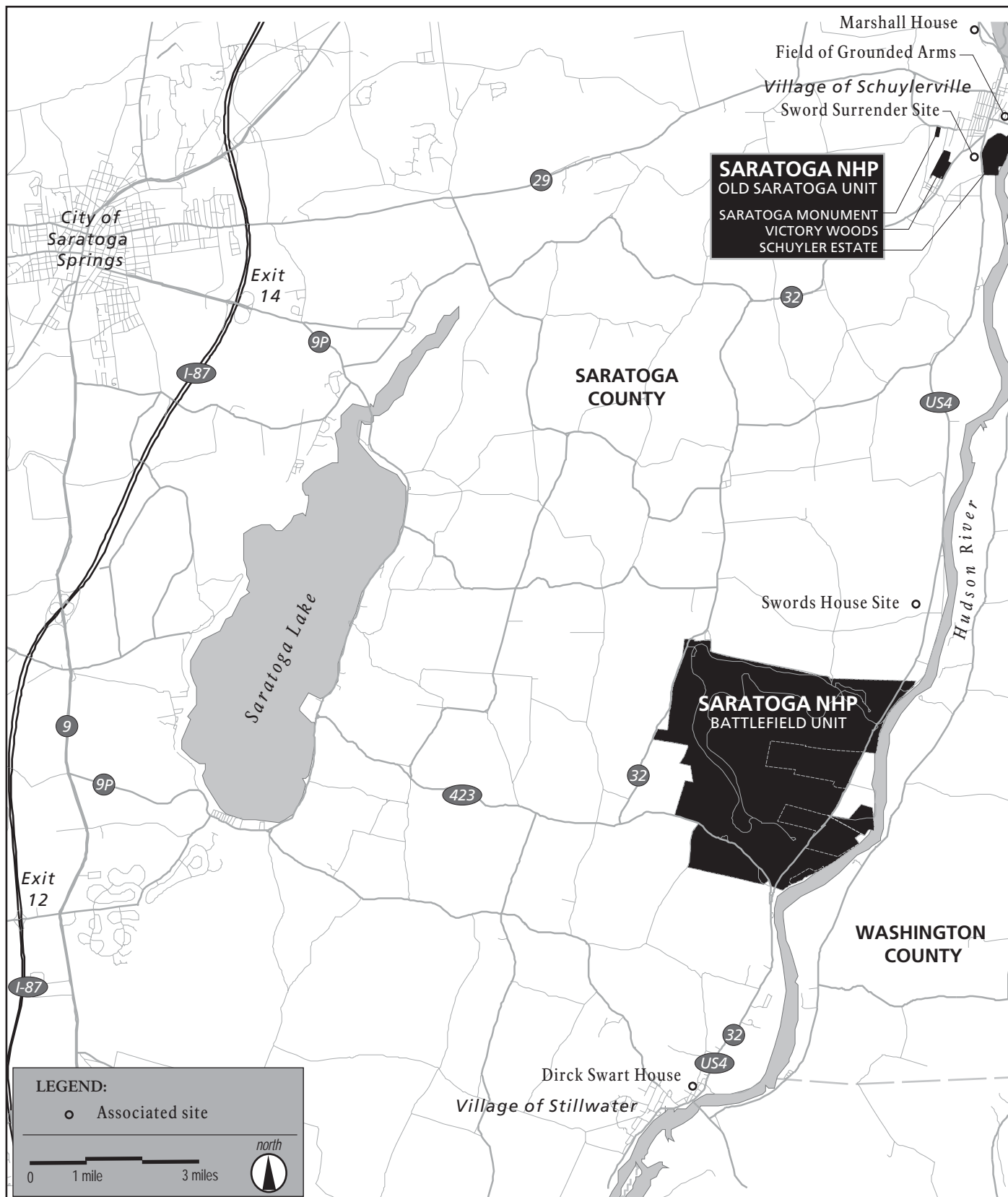
Draft GMP 2003



Saratoga National Historical Park
United States Department of the Interior
National Park Service

0 5 miles 10 miles



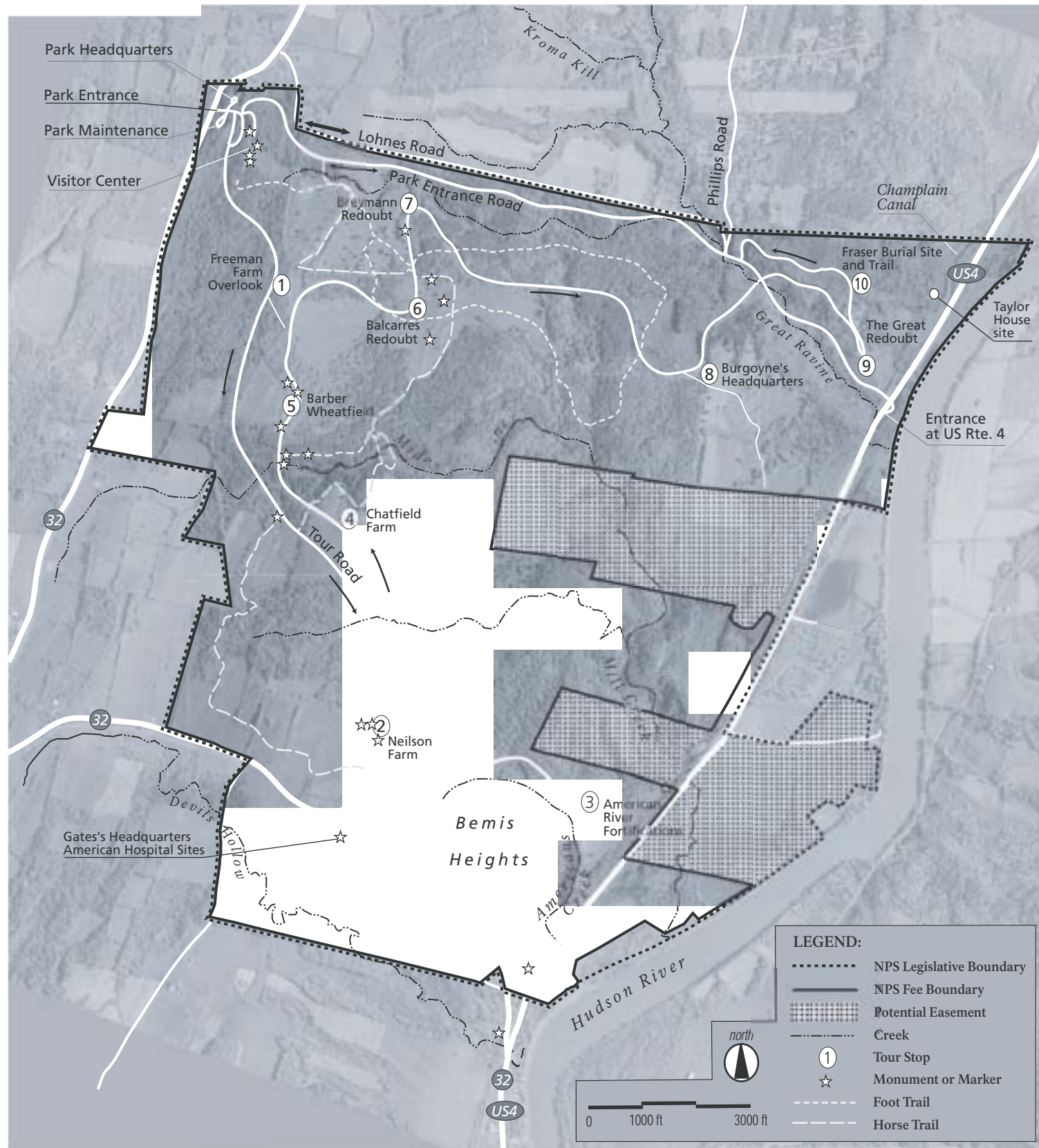


Park Vicinity and Associated Sites

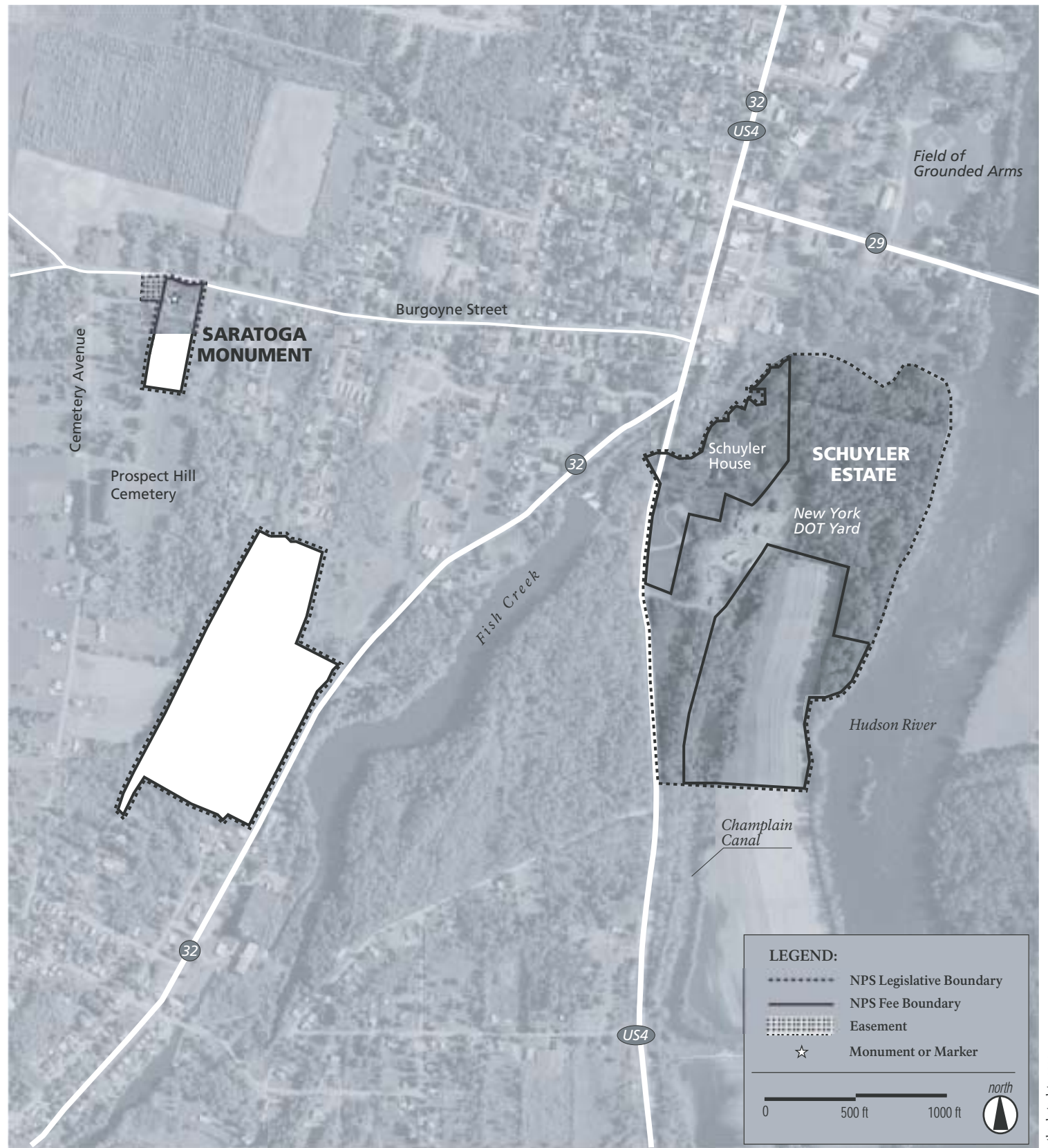


Saratoga National Historical Park
United States Department of the Interior
National Park Service

Draft General Management Plan 2003



BATTLEFIELD UNIT



OLD SARATOGA UNIT



Vegetation and Wildlife

Vegetation plays a prominent role in the interpretation of the park. The historic configuration of the fields and forests was important in the battles of 1777. The sequence of the park's land acquisition and land use history has produced a mosaic of old field, shrub land, and forest communities.

The park occurs within the transition zone between the Appalachian oak region and the hemlock–white pine–northern hardwoods region of the Eastern deciduous forest. Deciduous trees characterize most of the mature forests of the region. Hemlock (*Tsuga canadensis*) is common in the steepest ravines on the north-facing slopes, whereas a mixture of hardwood species dominate upland and south-facing slopes. Grasslands comprise just less than a third of the parkland and contain the park's largest number of species (approximately 40 species).

One hundred and eighty species of birds are listed for the park, 39 species of mammals, 16 amphibian species, 14 fish species, and 10 reptile species. Animal species are typical for the region and include the white-tailed deer, Eastern coyote, and Eastern wild turkey. A noted increase in the observations of wild turkey, Eastern coyote, and beaver may indicate growth of local populations.

Of the wildlife species known to occupy the park, 16 bird species and 4 amphibian species are state listed as being of special concern, rare, threatened, or endangered.

Cultural Resources

Historic and Designed Landscapes

The historic and designed landscapes at Saratoga National Historical Park are among the park's most vital resources. Indeed, in the relative absence of historic structures on the 2,800-acre battlefield, the landscapes assume a greater burden in conveying the story. The river, hills, ridges, streams, roads, farmsteads, and woodlots were the settings and contributing factors that helped determine the movements of the armies and the outcome of the battles. Natural and human processes have altered many of these features. For example, areas that were thickets during the battle are mature woodlands today; unused farm fields have become wooded; and the size and configuration of farm fields have changed.

The Schuyler Estate is an historic landscape that is a remnant of General Philip Schuyler's original 3,000-acre estate. The National Park Service owns 30.38 of the Schuyler Estate's legislated 62.15 acres. The Schuyler Estate includes the Schuyler House and immediate grounds. It is essentially the "house-lot" of the original Schuyler landholdings.

Victory Woods, previously known as the Garber Tract, embraces a 22-acre portion of the fortified camp occupied by the British during the final phase of the campaign. Many aspects of this landscape appear to have changed little since 1777, and it potentially contains archeological resources of value.

The landscape of the Battlefield Unit contains a number of markers and monuments that were placed during the last two decades of

the 19th century and, to a lesser extent, into the following century. Originally superimposed on a predominantly agricultural landscape, these features collectively form a commemorative layer that expands the story of the Burgoyne Campaign to include its perception by later generations of Americans. The Saratoga Monument, occupying a detached site in the Old Saratoga unit, retains some elements of a designed landscape that accompanied the original plan.

Historic Buildings and Structures

According to the park's List of Classified Structures (appendix F), the park contains 3 historic buildings, 3 landscape features, 3 site structures, and 22 historic monuments and markers, which contribute to its national significance. Structures and features include monuments and markers, stone benches, a wellhead, a hitching post, and other man-made elements. Associated with these features are historic road traces.

The Neilson House stands on what was John Neilson's farm before and after the battles of Saratoga. The house, now restored, was used by American officers for quarters in September and October 1777.

The present Schuyler House is the third to be built on the Schuyler family property in Saratoga. A two-story wood frame structure, the house sits on a 30.38-acre parcel owned by the National Park Service that was the core of a 3,000-acre tract intended to function as a largely self-contained productive unit. General Schuyler and his family lived at this estate periodically both before and after the 1777 campaign. The present house was built following the surrender, as Lieutenant General Burgoyne had the house and outbuildings burned as he retreated. A privy stands behind the house. Most of the furnishings currently in the house are on long-term loan to the National Park Service by the Old Saratoga Historical Association.

The Saratoga Monument is by far the most significant and conspicuous within the park. A 155-foot obelisk erected to memorialize the campaign that culminated in British capitulation, the monument is located on a detached 2.8-acre parcel in Victory that was chosen largely because of its commanding view. The cornerstone was laid on October 17, 1877, and the monument is a characteristic expression of late-19th-century esthetics and patriotic attitudes. The interior of the monument was closed in 1987 for safety reasons and was reopened in 2002, after rehabilitation.

An important group of monuments on the battlefield was erected during the 1880s due to the efforts of Ellen Hardin Walworth. Most of the monuments were erected under the auspices of the Saratoga Monument Association. The monuments are significant as marking the first formal expression of memorial efforts on the battlefield and the beginning of serious preservation efforts there. Much of this activity was inspired by the national centennial celebration of 1876 and represents the expansive movement known as Colonial Revival. Another group of monuments was erected during a resurgence of patriotic and commemorative fervor associated with the national sesquicentennial (1927), and the bicentennial of George Washington's birth (1932), and was facilitated and inspired in part by New York State's acquisition of the battlefield.

Another structure is the historic Champlain Canal, which was completed in 1823 and remained in service until replaced by the Barge Canal in 1918. Two discontinuous segments of the canal pass through portions of the park. The most visible canal feature is the channel (prism) itself, with the accompanying towpath. Other features associated with the canal may remain and need further investigation. While the canal does not relate to the military events of 1777, there is an indirect link through the interest of Philip Schuyler and his family in canal transportation.

Archeological Sites and Resources

Archeological resources, the physical evidence of past human activity, form an important element of the park's resource base. Attempts to locate battlefield remains with archeological methods have had mixed results. Some portions of the British and American positions and some house sites have been confirmed, while others have remained elusive. Remains that have been studied in more detail include two large battlefields, the American headquarters, British and American lines, including encampment sites, fortifications, and British redoubts. In addition, hearths and burials (but no large cemeteries) have been found.

At the Schuyler Estate, most structural remains and archeological features appear to postdate the Revolutionary War. The parcel contains a sizable American Indian site. Both the battlefield and Schuyler Estate have the potential to provide information on 19th-century domestic life, but this aspect has not been investigated specifically, as it lies outside the park mission.

Documentary sources make it appear likely that the Victory Woods tract contains archeological resources relating to the "siege period" before the British capitulation, but the area has yet to be fully investigated by professional archeologists.

Collections and Archives

Saratoga National Historical Park's collection numbers over 125,000 objects, and includes processed and unprocessed archeological, historic, archival, and natural history items. Among the most significant historical materials are nine original artillery pieces, an original surrender document, and camp furniture associated with General Burgoyne. The largest portion of the park's collections is the estimated 43,000 archeological objects excavated on parkland. Many of the metal objects are musket and cannon balls, shoe buckles, nails, parts of firearms, or tools.

The archival collection includes administrative records of National Park Service predecessors, some historical documents, archeological files, photos, and architectural drawings. It is estimated that the collection comprises 196.8 linear feet, or 314,880 items. Among the more noteworthy and discrete collections are the George O. Slingerland Papers; a major group of administrative records generated by New York State, the Civilian Conservation Corps (CCC), and the National Park Service, 1933–1969; and the George Strover Family Papers.

Associated Sites outside of the Park Boundaries

The Field of Grounded Arms, the Sword Surrender site, the Marshall House, the Swords House site, and the Dirck Swart House are all associated with the battles, siege, and surrender. None of these sites are within the park boundary or in federal ownership, and National Park Service staff does not provide any interpretation on-site. The Field of Grounded Arms is currently a local municipal park used for recreational purposes.

PURPOSE AND SIGNIFICANCE OF SARATOGA NATIONAL HISTORICAL PARK

The foundation for the general management plan rests on the park's purpose and significance. The purpose and significance statements are based on the park's authorizing legislation and its legislative history. The purpose states why the park was established as a unit of the national park system. Park significance defines the park's place within its broader national context.

Park Purpose

Saratoga National Historical Park preserves and protects sites associated with the battles, siege, and surrender of British forces at Saratoga—decisive events in the winning of American independence. The park staff interprets these and other sites, events, and people associated with the 1777 military campaign in the Champlain-Hudson and Mohawk valleys (the Burgoyne Campaign).

Park Significance

Saratoga National Historical Park:

- Honors the participants and preserves the battlegrounds where a major British military offensive in 1777 ended in a surrender that heartened the patriot cause and brought about the international recognition and aid essential to securing our nation's freedom.
- Contains the Saratoga estate of General Philip Schuyler, an outstanding figure during the revolutionary period and commander of the northern theater of operations between June 1775 and August 1777.
- Presents a richly monumented landscape reflective of a commemorative movement, which culminated in the establishment of the national historical park in 1938.

GOALS

Goals articulate the ideal conditions that park managers are striving to attain in perpetuity. In short, the goals assert the ideals that Saratoga National Historical Park is protected, that the park visitors are informed and satisfied, and that the park works with others to foster stewardship. Following are goals for Saratoga National Historical Park (not listed in priority order):

Resource Management

- Protect, preserve, and maintain in good condition, the landscapes, buildings, structures, archeological sites, artifacts, and archives that are significant to the outcome of the 1777 battles, siege, and surrender at Saratoga.
- Protect, preserve, and maintain in good condition, the monuments and historic markers that are significant to the commemoration of the 1777 battles, siege, and surrender at Saratoga.
- Contribute to the accumulation of knowledge and understanding of cultural and natural resources related to the site's historical significance and to its ecological importance in the upper Hudson River Valley.
- Manage the park's natural resources in the context of a cultural park to foster healthy ecosystems.

Visitor Use and Interpretation

- Help the public understand and appreciate the sacred and commemorative nature of the park's landscape and the significance of the military events that took place here on the outcome of the American Revolution and the consequent impact on world political developments.
- Provide quality programs that make available to a wide range of audiences the park's stories and resources. And, foster opportunities for visitors to make emotional and intellectual connections with the meaning inherent in those stories and resources.
- Provide a variety of safe recreational experiences that take place in locations and at levels that ensure the long-term protection of the park's natural and cultural resources.

Cooperative Efforts and Partnerships

- Establish partnerships in order to develop educational programs and to foster stewardship of park resources and values both within and beyond park boundaries.

INTERPRETIVE THEMES

Interpretive themes express the key concepts that characterize the park resources. The themes are conceptual, rather than a simple listing of important topics or a chronology of events.

Place: Grand Strategy and Victory for the New Nation

In 1777—the second year of America’s War for Independence—the British sought to quell the rebellion with a single decisive military campaign. Their plan depended on using an invading army to divide the Colonies along a natural corridor of rivers and lakes stretching from Canada to New York City. The American commitment to halt this invasion at Saratoga proved critical to the future of an emerging nation.

- The Americans’ determined resistance at Saratoga, coupled with British strategic blunders, resulted in a stunning defeat and surrender for a British army. This timely victory reversed American military fortunes, boosted patriot morale, and gained them international recognition and support, including vital military assistance.
- The defensive position south of Saratoga at Bemis Heights was chosen because the natural terrain there afforded the Americans tactical advantages. Their skillful use of the high ground, narrow river passageway, and wooded ravines fortified with entrenchments and batteries, forced the British army to fight on terms favorable to the Americans.
- Since pre-Colonial times, the waterways of the Hudson and Mohawk rivers and Lakes Champlain and George had been prized natural routes of communication, trade, and warfare—highly coveted by those seeking control of this vast inland area for its rich natural resources and arable land.

People: At Saratoga — by Choice or by Chance

Today, the winning of American independence seems to have been inevitable. But it was actually the result of many individual decisions and sacrifices made by people from all walks of life. Their determination in surmounting overwhelming odds was an early example of what is recognized now as the American spirit—the will and ability to shape a better future.

- Participants on both sides of the conflict—men and women, soldier and civilian, free and enslaved, and those of many nations—were motivated by hopes and aspirations including reasons of personal or monetary gain, continuance of established ways of life, desire for a better future, or belief in a moral cause.

- General Philip Schuyler, a patriot statesman and military leader, risked his life and livelihood and lost his Saratoga home for his belief in the promise of a new and independent United States of America, affording political and economic liberties for its citizens. After his death, his family continued his policies of promoting canal transportation and fostering commercial enterprise in the community that later became known as Schuylerville in his honor.

Memory: Creating a Shared American Identity

Monuments and memorials added to Saratoga’s “sacred ground” represent early national efforts to honor those who died or were wounded in service to their country and the causes for which they made their sacrifices. The park and its monuments and historic markers contribute to a shared American identity and an evolving sense of patriotism.

- The Saratoga Monument stands prominently within the British camp where the decision to surrender was made in October 1777. The site symbolizes the decisive turn in the American struggle for independence and serves as an eternal reminder of the human cost of both the American victory and the British defeat.
- A leader of the Saratoga Monument Association, Ellen Hardin Walworth’s efforts to commemorate the Saratoga battles marked the beginning of her lifelong commitment to preserving the icons of our national identity and the creation of local, state, and national organizations to achieve those goals.

NEED FOR THE PLAN

General management plans are intended to remain in effect for 15–20 years. In principle, the effective period could extend longer if few major changes occurred in the park and its surroundings. This, however, is decidedly not the case at Saratoga National Historical Park. Since the completion of the 1969 master plan, a number of significant changes in park resources, visitor use patterns, and regional initiatives have occurred. These are deep-seated changes, affecting the park at all levels, with the result that the master plan is no longer adequate to address policy and operational concerns. Consultation among the public, the planning team and park staff identified the following list of substantial planning issues, which collectively render the old master plan obsolete.

Resource Management

- Since the 1969 master plan, lands have been added to the battlefield that include important historic resources related to the Burgoyne Campaign, such as the sites of Gates’s Headquarters and the American Hospital. The general management plan must address how these lands and resources should be preserved and interpreted.
- The battlefield’s landscape management has been based on a circa-

1950 historic base map. More recent research, which incorporates new historical insights, highlights the need for additional reforestation and clearing to approximate the 1777 field-forest configuration. Approximating this configuration would make interpretation of the battles more accurate. The general management plan must examine cultural landscape issues related to returning the battlefield to the 1777 field-forest configuration and evaluate the impacts of such reforestation, for example, upon protected grassland species.

- A number of management issues have yet to be satisfactorily addressed for the Schuyler Estate including preservation treatment, interpretation, and visitor use. Research related to the historic development of the property has recently been completed. The planning team will use this information to formulate alternatives for managing the property.

- The 22-acre Victory Woods tract, donated in the 1970s, is isolated from the other segments of the park. It has never been available to visitors and no programs or interpretive services are offered there. At the outset of this planning process, the historical significance of Victory Woods was unclear and the future of the property was in question. Preliminary research conducted in support of this planning effort indicates that Victory Woods contains remnants of the final British fortified camp. The site appears to have changed little since 1777 and potentially contains archeological resources of value. The general management plan must address the treatment and use of this parcel.

- For the past 10 years, Saratoga County has been one of the fastest-growing counties in New York. The region's character is changing from agricultural (dairy farms) to suburban subdivisions for the Capital District. This suburbanization increases the ecological value of the park and its importance as protected open space. Uncontrolled development may become an issue if land-use controls in adjacent jurisdictions are not adequate to protect the environs of the park. The general management plan must examine strategies for working cooperatively with municipal and county governments and other stakeholders to protect the historic, scenic, and open-space values associated with adjacent lands.

- Two segments of the historic Champlain Canal run through the park, one on the east perimeter of the battlefield and the other through the grounds of the Schuyler Estate. Because they lie outside its primary mission, the park has not yet developed a management and interpretation plan for canal resources. However, these remains are historically significant and possess considerable interest for many visitors. The historic Champlain Canal is part of the Erie Canalway National Heritage Corridor, for which a preservation and management plan commenced in 2003. Coordination will be required with the Erie Canalway Commission and its partners in preservation,

interpretation, and resource management of the historic canal. The general management plan must address the appropriate treatment and interpretation of this resource in light of these circumstances.

- Saratoga National Historical Park has collected entry fees to the battlefield tour road, from May to October, since 1987. No fees are collected at the Schuyler Estate or the Saratoga Monument. Due to the location of the visitor center (where the fee is collected) and visitor use patterns, fee collection is inefficient. The park loses revenue annually on fee collection. The general management plan must evaluate the overall fee collection program at the park.

- Park operations space is at a premium. Major maintenance activities for the Schuyler Estate are supported by the current maintenance facility located 8 miles to the south at the Battlefield Unit. This creates inefficiencies which are compounded now that the Saratoga Monument is open to the public. The general management plan must consider ways to accommodate these operational needs.

Visitor Use and Interpretation

- Saratoga National Historical Park is composed of four non-contiguous sites. The Battlefield Unit, which many people think of as the park, is located in Stillwater. The Old Saratoga Unit, in the villages of Schuylerville and Victory, contains the Schuyler Estate, the Saratoga Monument, and Victory Woods, all of which are primary resources. When the master plan was approved in 1969, neither the Saratoga Monument nor Victory Woods were part of the park. As a result of these additions and the distance between the two units, the park does not function as a cohesive entity. The four sites have not been well integrated or linked. In addition, area signage and some popular (non-National Park Service) publications give no indication that these sites are part of the national park. The signage and publications, coupled with the very minimal park presence in Old Saratoga, cause confusion about the National Park Service role in the ownership and management of the Old Saratoga sites.

- An unplanned consequence of construction of the Northway (I-87) was a change in traffic patterns that shifted the primary gateway of the park from the Route 4 entrance to the Route 32 “rear entrance” via the park’s maintenance facilities. This entrance brings visitors past the (very visible) maintenance facility and park headquarters before arriving at the visitor parking area. As a result, the formal sense of arrival characteristic of a national park has been severely compromised. The general management plan must consider ways to restore the sense that one is entering a place significant in our nation’s history.

- Over 33% of park visitors approach Saratoga National Historical Park from the north. Highway signs, installed for the new Gerald B. H. Solomon Saratoga National Cemetery, serve both the cemetery and the national park. Although they indicate the distance to the battlefield, these signs direct park visitors traveling southbound on I-87 to the Schuyler Estate in the Old Saratoga Unit rather than to the park visitor center in the Battlefield Unit. As a result, the first park experience for many southbound visitors may be an historic house museum tour focused on General Schuyler (and even that is only open at certain times), not an overview of the park themes and general orientation. No facilities or media are available in Old Saratoga to provide a proper orientation or an overview. Thus, many southbound visitors do not understand the main purpose of the park or how best to tour the park until late in their park visit. The general management plan must consider ways to improve orientation to over one-third of park visitors.

- The battlefield tour road is the primary visitor experience, yet the current sequencing and location of interpretive stops makes understanding the relationship of events difficult. In its current configuration, visitors on the battlefield tour road cannot trace the battlefield action in any logical or chronological order. Moreover, few visual cues exist in the landscape to help visitors understand troop movements. Without supporting interpretation, such as guided tours, visitors find it difficult to “read” the landscape. The general management plan must examine ways to reduce visitor confusion and improve understanding of the park’s interpretive themes.

- The residential development occurring in Saratoga County increases demand on the park for recreational use. Many residents and neighbors wish to use the park for activities unrelated to its historical significance, such as biking, jogging, birdwatching, skiing, and snowshoeing. The general management plan must determine the extent to which recreational use can be accommodated.

Cooperative Efforts and Partnerships

- A number of nearby historic properties related to the Burgoyne Campaign remain outside the park boundary. These include the Field of Grounded Arms, the Sword Surrender site, the Marshall House, the Swords House site, and the Dirck Swart House. The general management plan needs to consider cooperative strategies for recognition and coordination of interpretation with such sites.

- Numerous federal, state, and local governmental entities and non-profits are working on heritage preservation initiatives in the Champlain-Hudson and Mohawk valleys. Many of these initiatives converge in Saratoga County, specifically in Old Saratoga, and offer opportunities for National Park Service participation. For example, local and state officials are working to develop the historic and recre-

ational potential of Schuylerville; the park is a partner in the Saratoga County Heritage Trail System, which passes through Old Saratoga; and the Lakes to Locks Passage initiative (a scenic byways program) highlights the heritage resources in Old Saratoga. Other heritage initiatives affect the park and offer important opportunities. The park is located within the Erie Canalway National Heritage Corridor and the state's Mohawk Valley Heritage Corridor, and is near and thematically related to the Hudson River Valley National Heritage Area. It is also within the study area of the Champlain Valley Heritage Corridor Project. Representatives of several of these initiatives have identified a need for a multipurpose orientation facility in Old Saratoga that provides information about the different initiatives and clarifies for the visitor the many offerings available to them. The general management plan must consider an appropriate role for the park in these regional initiatives.

RELATED PLANS AND PROGRAMS

American Battlefield Protection Program: Revolutionary War and War of 1812 Study

Congress authorized this National Park Service study because many sites of the period are at risk from rapid urban or suburban development. The goals of the study are (1) to gather current information about the significance of, current condition, and threats to the sites, and (2) to present preservation and interpretation alternatives for the sites. Through research and public comment, the National Park Service has identified 2,742 sites of battle actions and historic places associated with both wars. These sites are in 31 states and the District of Columbia, and include Saratoga National Historical Park and several nearby sites. Data gathered during field surveys will help the National Park Service evaluate the current level of preservation at these sites and make recommendations for further protection and interpretation.

American Heritage River

In 1998 the Hudson River became an American Heritage River, one of only 14 rivers nationwide to be so honored. The Hudson's unique place in American history and culture, its role in the birth of the modern environmental movement, and the marked improvements in its ecological health over recent decades all contributed to this designation. As an American Heritage River, the Hudson benefits from the services of a River Navigator, a person specially chosen to facilitate the application of existing federal programs and resources to the needs of the river.

Champlain Valley Heritage Corridor Project: Report of a Special Resource Study

In 1999, the National Park Service published a report of a Special Resource Study that evaluated the suitability and feasibility of establish-

ing a national heritage corridor in the Champlain Valley. The study found that the resources of the Champlain Valley merit designation as a national (or even international) heritage corridor. The study identified three main interpretive themes that reflect the resources of the valley: (1) Making of Nations, (2) Corridor of Commerce, and (3) Magnet for Tourism, and presented several options for the advancement of heritage preservation and interpretation in the region. Saratoga National Historical Park is located within the study area evaluated by the National Park Service team and is a primary resource related to the “Making of Nations” theme.

Erie Canalway National Heritage Corridor

In December 2000, Congress established the Erie Canalway National Heritage Corridor. The nation’s 23rd national heritage corridor encompasses 524 miles of the New York State Canal System, which includes the Erie, Cayuga and Seneca, Oswego and Champlain canals, the historic alignments of the canals, plus the cities of Albany and Buffalo. Saratoga National Historical Park is located within the boundary of the Erie Canalway and contains two segments of the Champlain Canal within the park boundary. A preservation and management plan for the Erie Canalway commenced in 2003.

Heritage New York Program

Governor Pataki recently established the Heritage New York Program with a primary purpose to organize a series of thematic heritage trails. One of these trails, the American Revolutionary War Heritage Trail, will help to preserve, protect, interpret, link, and promote significant historic sites associated with New York’s important role in the American Revolution. The Heritage New York Program will also administer \$1 million matching capital grant program to help municipalities and nonprofit organizations preserve and interpret important Revolutionary War sites.

Hudson River Valley National Heritage Area

Congress designated the Hudson River Valley National Heritage Area in 1996 to recognize the national importance of the valley’s history and resources. The cities, towns, and rural landscapes of the region display exceptional surviving physical resources spanning four centuries.

Although Saratoga National Historical Park is not within its boundary, it is thematically related to the national heritage area. The national heritage area highlights themes of settlement and migration, transportation and commerce, the fight for independence, and the esthetic value of the landscape. The heritage area is managed by the Greenway Conservancy for the Hudson River Valley and the Hudson River Valley Greenway Communities Council.

Lakes to Locks Passage (formerly the Champlain Canal and Champlain Trail Byways)

New York State's Scenic Byways Program is a 2,000-mile statewide network of scenic byways that draws upon the resources of state agencies, the Federal Highway Administration, as well as the private sector. The State Byway Program has been in existence since 1992. Saratoga National Historical Park is located on the Lakes to Locks Passage, formerly known as the Champlain Canal Byway corridor that runs along NYS Route 4 from Whitehall to Waterford.

In May 2000, Corridor Management Plans for the Champlain Canal Byway and the Champlain Trail Byway (NYS Routes 22 and 9 from Whitehall to Rouses Point) were completed through a strong grass-roots planning process and adopted by the New York State Scenic Byways Advisory Board. Because the Byways share many natural, historical, and cultural themes, the Byway Steering Committees merged to form one management organization for a single Byway entitled "Lakes to Locks Passage, the Great Northeast Journey."

Lighting Freedom's Flame: 225th Anniversary of the American Revolution

Beginning in 2000 and extending to 2008, the National Park Service is developing a program of educational materials and special events that celebrate the American Revolution principally at National Park Service sites, such as Saratoga National Historical Park. No permanent facilities or other programs will be developed at the park, although increases in visitation occur at special events.

Mohawk Valley Heritage Corridor

This corridor was established by the State of New York in 1994 to protect the region's natural, historic, and recreational resources and promote its economic revitalization. Saratoga is one of the counties included within the corridor. The Mohawk Valley Heritage Corridor Commission is a public benefit corporation and is part of a statewide network of heritage areas.

New York Independence Trail

The New York Independence Trail is a nonprofit organization that is funded in part by New York State. The organization provides a self-guided tour of important sites of the French & Indian and Revolutionary Wars found along the Champlain-Hudson corridor from New York City to Montreal, Canada.

New York State Canal Recreationway Plan

In 1991, the people of New York State ratified an amendment to the state's constitution allowing long-term leasing of the New York State Barge Canal System lands. In 1992, legislation known as "Thruway 2000" was enacted in New York State transferring responsibility for the New York State Canal System from the New York State Department of Transportation to the New York State Thruway Authority.

The legislation established the New York State Canal Corporation as a subsidiary of the Authority, and created the Canal Recreationway Commission, a 24-member body to advise the Authority on its canal-related activities. The legislation directed the Commission to prepare a comprehensive plan for the development of the canal system. The Canal Corporation Board adopted the plan in September 1995. The Recreationway Plan recommended pursuing national historic corridor designation for the New York State Barge Canal System (see previous discussion of the Erie Canalway National Heritage Corridor).

A \$32 million, five-year Canal Revitalization Program was developed in 1996 to serve as a realistic approach to canal system development. The overall goals of the revitalization program, which are consistent with the recommendations of the Canal Recreationway Plan, are to preserve and rehabilitate canal infrastructure so that it is safe, accessible, and available for future use; to enhance recreational opportunities for water-based and landside users; and to promote and foster economic development throughout the canal corridor.

Old Saratoga/New Schuylerville Pocket Parks Initiative

The Old Saratoga/New Schuylerville Association, an unincorporated civic group, is initiating the development of a series of pocket parks in Schuylerville and Victory. The pocket parks, in addition to visitor amenities, will contain interpretive media that highlight the surrender of the British forces in 1777, plus other points of interest from both earlier and later periods.

Special Places and Protected Land Initiative of the Land Trust of the Saratoga Region

The Land Trust of the Saratoga Region is a private, nonprofit organization committed to the protection and conservation of lands with natural, scenic, agricultural, recreational, historic, and open-space value. The land trust has identified critical areas in need of protection within Saratoga County and is working in cooperation with developers, property owners, municipalities, farmers, outdoor recreation enthusiasts, and others to "preserve and protect these areas through good planning and common sense."

Part Two: The Alternatives and Their Common Elements



The National Park Service is required by law to protect park resources for future generations.

LAWS, POLICIES, AND MANDATES

As with all units of the national park system, the management of Saratoga National Historical Park is guided by the 1916 Organic Act (which created the National Park Service); the General Authorities Act of 1970; the act of March 27, 1978, relating to the management of the national park system; and other applicable federal laws and regulations, such as the Endangered Species Act and the National Historic Preservation Act. Actions are also guided by the National Park Service Management Policies and the park's legislation (see appendix A). The applicable laws, regulations, and policies most pertinent to the planning and management of the park are described below. Saratoga National Historical Park will be managed in accordance with these laws and policies, regardless of which alternative is ultimately implemented.

Natural Resource Management Requirements

Air Quality

The Clean Air Act (42 USC 7401 et seq.) requires federal land managers to protect air quality, and National Park Service Management Policies address the need to analyze air quality during park planning. States are responsible for the attainment and maintenance of national ambient air quality standards developed by the Environmental Protection Agency. These standards have been established for several pollutants: inhalable particulate matter, sulfur dioxide, nitrogen oxides, ozone, carbon monoxide, and lead. Elevated concentration of these pollutants can have adverse impacts on park resources and visitors.

Three air quality categories are established for the national park system areas: Class I, Class II, and Class III. Saratoga National Historical Park is in a Class II area, meaning that the state may permit a moderate

amount of new air pollution as long as neither ambient air quality standards, nor the maximum allowable increases over established baseline concentrations are exceeded. Saratoga County complies with national ambient air quality standards for carbon monoxide, nitrogen oxide, particulate matter, and lead, but is in marginal non-attainment for ozone. Current laws and policies require that the air quality in the park meet national ambient air quality standards and that healthful indoor air quality at National Park Service facilities is ensured.

Water Resources, Floodplain, and Wetlands

Current laws and policies are in effect for the protection of water resources, including the Federal Water Pollution Control Act, as amended, the Clean Water Act of 1977, the Water Quality Act of 1987, Executive Order 11988: “Floodplain Management,” and Executive Order 11990: “Protection of Wetlands.” The laws and mandates require that: (1) surface water and groundwater be restored or enhanced; (2) National Park Service and National Park Service-permitted programs and facilities be maintained and operated to avoid pollution of surface water and groundwater; (3) natural floodplain values be preserved or restored; (4) the natural and beneficial values of wetlands be preserved and enhanced; and (5) long-term and short-term environmental effects associated with the occupancy and modification of floodplain be avoided.

Species of Special Concern

Current laws and policies are in effect for the protection of species of special concern, including the Endangered Species Act of 1973, as amended, and National Park Service policies on invasive species. Section 7 of the Endangered Species Act requires that when a project or proposal by a federal agency has the potential to impact a known candidate, threatened, or endangered plant or animal species, that agency must enter into formal consultation with the U.S. Fish and Wildlife Service. National Park Service management policies direct the NPS to give the same level of protection to state-listed species as is given to federally listed species. The laws and policies require that federally listed and state-listed threatened and endangered species and their habitats be sustained and that populations of native species that have been severely reduced in or extirpated from the park be restored where feasible and sustainable. Although no federally listed species are known to occupy the park, several state-listed species, largely grassland bird species, are known to occupy Saratoga National Historical Park.

Wildland Fire

Current laws and policies in effect regarding fire management require that all fires burning in natural or landscaped vegetation in parks be classified as either wildland fires or prescribed fires. All wildland fires are to be effectively managed, considering resource values to be protected and firefighter and public safety, using the full range of strategic and tactical operations as described in the park’s approved fire management plan. Prescribed fires are those fires ignited by park managers to achieve resource objectives and are to include monitoring programs to provide information on whether specified objectives are met.

Natural Lightscares or Night Sky

Natural lightscares are considered natural resources that exist in the absence of human-caused light. They vary with geographic location and season. The National Park Service management guidelines recognize that night sky and darkness are components of the overall visitor experience to a national park. Agency guidelines direct the National Park Service to cooperate with park neighbors and local government agencies to minimize the intrusion of artificial light into the night scene.

Natural Sounds

The natural ambient soundscape is the aggregate of all natural sounds that occur, together with the physical capacity for transmitting sounds. Natural sounds occur within and beyond the range of sounds that humans can perceive and can be transmitted through air, water, or solid materials. According to the 1995 and 2001 visitor studies done at the park, a considerable number of visitors expressed appreciation for the quiet and serenity that they were able to experience at the battlefield.

Mandates and policies require that the National Park Service preserve the natural ambient soundscapes, restore degraded soundscapes to the natural ambient condition wherever possible, and protect natural soundscapes from degradation due to human-caused noise. Disruptions from recreational uses are to be managed to provide a high-quality visitor experience in an effort to preserve or restore the natural quiet and natural sounds.

Cultural Resource Management Requirements

All cultural management activities are guided by DO-28, the National Park Service Cultural Resource Management Guideline.

Archeological Resources

Current laws and policies are in effect for the protection of archeological resources, including National Park Service *Management Policies*, The National Historic Preservation Act, Executive Order 11593: “Archeological Resources Protection Act,” and the *Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation*. The laws and policies require that archeological sites be identified and inventoried and their significance determined and documented. Archeological sites are to be 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 to be professionally documented and salvaged in consultation with the State Historic Preservation Officer and American Indian tribes.

Ethnographic Resources

Certain contemporary American Indian and other communities are permitted by law, regulation, or policy to pursue customary religious, subsistence, and other cultural uses of National Park Service resources with which they are traditionally associated. To the extent permitted by

law, the National Park Service will take care to protect resources in a way that will accommodate their religious value.

All agencies, including the National Park Service, are required to accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners and avoid adversely affecting the physical integrity of these sacred sites. Other federal agencies, state and local governments, potentially affected American Indian and other communities, interested groups, the State Historic Preservation Officer, and the Advisory Council on Historic Preservation are to be given opportunities to become informed about and comment on anticipated NPS actions at the earliest practicable time. All agencies are required to consult with tribal governments before taking actions that affect federally recognized tribal governments.

Historic Resources

Numerous laws and policies are in effect for the protection of historic resources, including the National Historic Preservation Act, the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation, and the Secretary of the Interior's Standards for the Treatment of Historic Properties. The laws and policies require that historic resources be inventoried and their significance and integrity evaluated under national register criteria. The qualities that contribute to the listing or eligibility for listing of historic properties on the National Register of Historic Places are to be protected in accordance with the Secretary of the Interior's Standards (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable).

Park Operations Requirements

Accessibility

Section 504 of the Rehabilitation Act of 1973 and federal guidelines published in accordance with Americans with Disabilities Act of 1990 define specific access requirements for persons with disabilities to parking facilities, pathways, and buildings. The accessibility requirements apply to government facilities (Title II) and to private entities that provide public accommodations (Title III). Accordingly, park managers are to strive to ensure that disabled persons are afforded experiences and opportunities with other visitors to the greatest extent practicable. Special, separate, or alternative facilities, programs, or services are to be provided only when existing ones cannot reasonably be made accessible.

Sustainable Design/Development

Sustainability can be described as the result achieved by managing national parks in ways that do not compromise the environment or its capacity to provide for future generations. Federal laws, executive orders, and executive memoranda, including Executive Order 13123: "Greening the Government through Efficient Energy Management," Executive Order 13101: "Greening the Government through Waste Prevention, Recycling, and Federal Acquisition," and the National Park Service Guiding Principles of Sustainable Design, require park managers to reduce impacts of federal government activities on the environment.

The National Park Service Guiding Principles of Sustainable Design direct the National Park Service management philosophy. Sustainability principles have been developed and are followed for interpretation, natural resources, cultural resources, site design, building design, energy management, water supply, waste prevention, and facility maintenance and operations. The National Park Service strives to reduce energy costs, eliminate waste, and conserve energy resources by using energy-efficient and cost-effective technology. Park managers also strive to incorporate energy efficiency into the decision-making process during the design and acquisition of buildings, facilities, and transportation systems emphasizing the use of renewable energy sources.

Rights-of-Way and Telecommunication Infrastructure

Current laws and policies are in effect in regard to telecommunication infrastructure. The Telecommunications Act of 1996 directs all federal agencies to assist in the national goal of achieving a seamless telecommunications system throughout the United States by accommodating requests by telecommunication companies for the use of property, rights-of-way, and easements to the extent allowable under each agency's mission. The National Park Service is legally obligated to permit telecommunication infrastructure in the parks if such facilities can be structured to avoid interference with park purposes.

Laws and policies also require that park resources and/or public enjoyment of the park not be denigrated by nonconforming uses. Telecommunication structures are to be permitted in the park to the extent that they do not jeopardize the park's mission and resources. No new nonconforming use or right-of-way is to be permitted through the park without specific statutory authority and approval by the director of the National Park Service or his or her representative, and such use is to be permitted only if there is no practicable alternative to such use of National Park Service lands. The management of Saratoga National Historical Park has determined that because of the historic significance of the park's resources and because of its scenic and cultural landscape values, no appropriate locations exist for telecommunication infrastructure within the park.

Socioeconomic Requirements

Environmental Justice

Executive Order 12898: "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations" requires federal agencies to consider the impact of its actions on minority and low-income populations and communities, as well as the equity of the distribution of benefits and risks of those actions.

**OBJECTIVES (OR MANAGEMENT PRESCRIPTIONS)
COMMON TO ALL ALTERNATIVES**

This section of the plan outlines objectives or “management prescriptions” in National Park Service terminology that are common to all alternatives. Park managers will strive to achieve the objectives outlined below regardless of which alternative is ultimately implemented. The common objectives highlight the resource conditions, visitor experiences, and cooperative efforts that are most vital to the planning and management of Saratoga National Historical Park. The objectives are of equal importance; they are not presented in priority order.

Resource Management

Ability of park staff to maintain the Old Saratoga Unit is improved.

Park managers strive to conduct a program of preventive and rehabilitative maintenance and preservation to safeguard the physical integrity of park resources and to provide a safe and sanitary environment for park visitors and employees. This effort at Saratoga National Historical Park is complicated by the lack of available nearby facilities to maintain the Old Saratoga Unit.

Major maintenance activities for the Schuyler Estate are supported by the current maintenance facility located 8 miles to the south at the Battlefield Unit. Staff shuttle materials and equipment back and forth between the Old Saratoga and Battlefield units, as needed. This creates inefficiencies in terms of fuel consumption, wear on vehicles, and time spent traveling instead of conducting maintenance activities. Such inefficiencies are compounded now that the Saratoga Monument is open to the public and will be further exacerbated when Victory Woods is open to the public (as described in the alternatives) and therefore require more intensive maintenance efforts.

To help achieve the objective outlined above, park managers will develop a new satellite maintenance facility at an appropriate location in Old Saratoga. The current maintenance facility and park support structures located at the Battlefield Unit will be retained and upgraded as necessary.

Additional lands may be required to develop the facility. Site selection criteria include: sufficient space to accommodate an approximately 2,200-square-foot structure, employee parking area, service maintenance yard, and on-site fuel depot; vehicular access to meet all highway requirements; access to sewer, water, electric, telephone, cable, and fiberoptic utilities as required; ability to screen the facility from neighbors; and minimal impact on contributing cultural resources and critical habitat.

No new monuments or markers are installed, unless directly authorized by Congress.

The National Park Service discourages the installation of new monuments on parklands, because they are considered to be intrusions that diminish the integrity of historic landscapes. The National Park Service

applies this policy to every historic commemorative area it manages. At Saratoga National Historical Park, park managers will encourage individuals and groups wishing to commemorate the military events at Saratoga to find other means and mechanisms to do so, rather than to install new monuments or historic markers.

Additionally, under all alternatives, park managers will upgrade maintenance activities to ensure the preservation of the monuments and historic markers throughout the park.

Resource management decisions are based on full consideration of the best available natural and cultural resource information, and are made by professional staff supplied with requisite technical support.

The National Park Service uses its procedures and policies to try to make the best resource decisions possible within its budgetary constraints. The tools it uses to do this are professional assessments, research, inventories, monitoring, planning, and environmental compliance. These requirements often add to the costs and the time needed to implement actions, which can frustrate those unaccustomed to the research and planning required by the National Park Service. Nonetheless, time, effort, and funding must be expended to make informed decisions based on solid information that balance cultural and natural resource management goals. For example, all alternatives propose varying levels of landscape rehabilitation efforts. Prior to implementing any landscape rehabilitation proposal, a multidisciplinary cultural landscape treatment plan must be undertaken that involves, but is not limited to, the following specialties: interpretation, forest ecology, wildlife biology, and archeology, in addition to cultural landscape. Plus, park management will need to undertake additional archeological research to identify significant sites, and studies to protect archeological resources.

To help achieve the objective outlined above, park professionals would undertake the following:

- Prepare natural and cultural resource management plans, as needed, including the multidisciplinary cultural landscape treatment plan discussed above.
- Undertake biological/natural science research, as needed.
- Complete ongoing archeological inventories, the Archeological Research Plan, and undertake archeological research to support interpretation and resource protection.
- Complete a historic resource study, plus other historical studies for specific park cultural resources, as needed.
- Update the national register nomination for the park to include all applicable resources.
- Prepare implementation and design plans, as needed.
- Update a Scope of Collections Statement.
- Update and maintain all museum records per recommendations of the Collections Management Plan Update of 2000.
- Undertake experimental forestry programs to determine effective reforestation methods in support of cultural landscape objectives.
- Implement a long-term inventory and monitoring program for cultural and natural resources that sets criteria for levels of acceptable change and monitors resource conditions to determine if these levels have been met or exceeded.

Examples of resources that may be monitored include:

- *The composition of woodland, shrub layers, and soils to help determine why forest regeneration has slowed in certain areas of the park.*
- *Groundwater and surface water quality, as outlined in the park's Water Resources Management Plan.*
- *Soil erosion to detect rates of acceleration.*
- *Air quality, to identify pollution sources and enable managers to take measures in collaboration with other regional and national authorities.*
- *Known sites containing hazardous materials as required by law and regulation.*
- *Effects of prescribed fire management program on cultural and natural resources.*
- *Known archeological sites to determine if resource damage or degradation is occurring.*
- *Environmental conditions, such as relative humidity fluctuations, in historic structures.*
- *Resource and social conditions defined as indicators for carrying capacity standards.*

The proliferation of nonhistoric nonnative invasive plant species is controlled and the growth of native plant species is encouraged in locations that are appropriate and practicable.

Many species of invasive exotic plants have become established at the park and threaten native species. Given time, these aggressive exotic plants can greatly expand their populations, alter forest and wildlife habitats, and change scenery by smothering and displacing native species. These effects, which clearly are already occurring in some areas of the park, will worsen substantially if left untreated.

Of the vascular flora of Saratoga National Historical Park, 24% of the species are not native to the United States. Due to the exotic plant species dominance in historic fields, the condition of the native natural resource does not meet acceptable conditions set forth by National Park Service policy regarding exotics. Research on the cultural landscape will help determine which exotic species have meaning to the historic landscape. Those that do not will be controlled and/or eliminated.

To help achieve the objective outlined above, park managers would undertake the following:

- **Complete an inventory and assessment of plants and animals in the park and regularly monitor the distribution and condition (e.g., health, disease) of selected species that are (a) indicators of ecosystem condition and diversity, (b) rare or protected species, (c) invasive exotics, (d) native species capable of creating resource problems (e.g., habitat decline due to overpopulation).**
- **Support research that informs native species management.**
- **Take mitigating measures to restore native species and their habitats where warranted.**
- **Control or eliminate exotic (nonhistoric) plants where there is a reasonable expectation of success and sustainability.**
- **Continue to employ "natural" management tools, such as prescribed fire and agricultural leasing.**
- **Develop and implement an Integrated Pest Management Plan.**

- **Implement the cooperative natural resource management strategies described under the Cooperative Efforts and Partnerships objective.**

Natural resource management actions conserve and enhance the park's grassland habitat to support cultural landscape objectives and opportunistically support critical habitat.

Grasslands comprise nearly one-third of Saratoga National Historical Park. The largest area of grassland, roughly 100 acres, is located in the southern portion of the park.

Grasslands (which are actually dominated by herbaceous forbs) are recognized as an important ecosystem worldwide. Although they occur naturally in the Northeast, the majority of grasslands in the region were created for agriculture.

Agricultural grasslands are in decline. Total cropland in the Northeast has been declining since the 1930s, returning once-open lands to woodland. The continuing expansion of rural communities is also converting significant amounts of agricultural land to housing and commercial developments. This is the case in the Hudson River Valley, which was ranked as the 10th most threatened agricultural region in the United States by the American Farmland Trust.

Even where agriculture is still viable, modern practices are becoming increasingly incompatible with nesting success of grassland birds. During the past 20 years, use of row-cropping and reduced field edges, herbicides and pesticides, widespread plowing-under of crop residues in the fall, and abandonment of marginal fields to forest have increased. In Saratoga County, the acreage in agriculture is presently holding steady at approximately 50,000 acres per year. The number of farms, however, has decreased. Operations in the county are becoming consolidated into fewer, larger operations. Dairy remains the dominant agricultural enterprise in the county with the majority of the acreage committed to agriculture supporting dairy operations. Local farmers have in large part made the conversion from baled hay to "haylage," which is much more intensively managed, with four cuttings per year. A New York study found hay-cropping caused the loss of 94% of bobolink nests, while in undisturbed fields 80% of bobolink nestlings survived.

As a result of these changes, grassland bird populations are suffering the most precipitous population declines of any habitat-specific group in the eastern United States. Studies have documented decreases as great as 90% for such species as upland sandpiper, grasshopper sparrow, and Eastern meadowlark (all known to occur in the park). All told, there are nationally 28 native bird species, which live predominantly in grasslands. Breeding Bird Survey (BBS) data from 1966 through 1993 indicate that almost 70% of the 28 grassland bird species adequately surveyed by the BBS have negative population trends. Twelve of the 28 species surveyed are documented as occurring in the park, and 10 of the 12 (83%) are in decline. Furthermore, New York is the only state in the seven-state Northeast region to maintain populations of Henslow's sparrows. These populations are small and isolated and occur mainly in the Finger Lakes, eastern New York (including the park), and the St. Lawrence Plains.

Large tracts of land set aside for other purposes, but still compatible with the needs of grassland birds may be the last refuge for these highly vulnerable species. Large tracts, especially under single ownership—such as the grassland in the southern portion of the park—offer the best opportunity to provide suitable habitat for entire grassland bird communities.

To help achieve the objective outlined above, park professionals would undertake the following:

- Ensure consistency with cultural landscape objectives.
- Aim conservation efforts at larger grasslands (those 100 acres or more in size).
- Monitor grasslands.
- Avoid fragmenting of and minimize disturbance to grasslands, especially during nesting season. Sources of fragmentation include roads, buildings, groves of trees, and row crops.
- Limit mowing during April–August, the breeding season for most grassland birds.
- Use an annual rotational mowing system in which some sections are left unmowed each year.
- Establish native warm-season grasses as the dominant cover type.
- Maintain native warm-season grasses through prescribed burning and other methods. Conduct prescribed burns on a rotational basis in which 20–30% of the total grassland is burned during a single year.
- If roads and trails are planned through a grassland area, locate them as much as possible near the edge.
- Control invasive, nonhistoric nonnative plant species whenever possible.
- Native species should be favored in any restoration effort.
- Permit agricultural uses where appropriate; seek to make agricultural uses compatible with grassland habitat conservation and cultural landscape objectives.

Natural resource management actions restore, maintain, and enhance the quality of all surface and ground waters within the park in consultation with other agencies.

Water is a significant resource at Saratoga National Historical Park, which supports natural systems and provides for park and visitor use. Small, direct tributaries leading to the Hudson River—Kroma Kill, Mill Creek, Americans Creek, and Devils Hollow—drain the battlefield. The battlefield also includes two small farm ponds and two springs. It is possible that the springs provided fresh water to soldiers in the American encampment. An aquifer recharge area exists in sand deposits in the battlefield. A total of 49 wetlands, representing about 6% of the total park area, have been inventoried on the park, and the Hudson River floodplain exists on the park's lower elevations. The National Park Service seeks to perpetuate surface and ground waters as integral ecosystem components by carefully managing the consumptive use of water and striving to maintain the quality and health of aquatic ecosystems.

While it appears that good water quality exists within the streams flowing through the park, non-point source pollutants associated with increasing residential and urban sources could impact water quality. These sources include potential contamination from subdivision/com-

mercial development, runoff associated with agriculture and developed areas, septic system leachate, winter use of salt on area roads, and lawn and garden chemicals.

Both the battlefield and the Schuyler Estate border on the Hudson River. Although the Hudson River has benefited from decades of cleanup efforts, it still bears a legacy of past pollution, most notably contamination by polychlorinated biphenyls (PCBs). (PCBs are a group over 200 oily compounds that are excellent electrical insulators and, beginning in the 1930s, they were the industry standard for use in transformers and capacitors. However, PCBs are extremely resistant to degradation and easily accumulate in animal tissue. Their toxicity poses a threat to ecosystem health, including human health. The federal government banned the use of PCBs in 1976.) The U.S. Environmental Protection Agency has listed 200 miles of the Hudson as a federal Superfund site, which includes the portions of the river that border the park.

To help achieve the objective outlined above, park managers would undertake the following:

- Resume long-term water resources monitoring program.
- Provide adequate sewage treatment and disposal for all public use and administrative facilities.
- Manage human activities to control erosion into surface waters.
- Manage the use of toxic substances, such as pesticides, petroleum products, and heavy metals, to minimize the risk of water contamination.
- Monitor and, where consistent with park management goals, mitigate pollution and pollution impacts.
- Avoid the occupancy and modification of floodplain and wetlands whenever possible.
- Implement the cooperative natural resource management strategies described under the Cooperative Efforts and Partnerships objective.
- Apply best management practices to all pollution-generating activities and facilities in the park, such as National Park Service maintenance and storage facilities and parking areas.

Visitor Use and Interpretation

Public activities are systematically evaluated for appropriateness before they are permitted. Visitor traffic (including pedestrian, bicycle, and horse traffic) is managed to protect critical park resources and visitor experiences. And, recreational use of the park is tied to its educational purposes to the greatest extent possible.

Visitors and local residents like to use the park for many different types of events and recreational activities. These uses, for example bird-watching, photography, hiking, or cross-country skiing, are compatible with resource protection and do not require extensive commitments of staff time or funding. Park managers cannot anticipate what type of recreational uses will be in vogue in the future.

Certain types of traffic have the potential to cause resource damage in the park. For example, soil erosion has occurred along the equestrian trail and sections of the Wilkinson Trail. Heavy foot traffic can cause soil compaction in areas surrounding monuments and historic markers.

To help achieve the objective outlined above, park managers will apply established criteria against which to evaluate any proposed new recreational activity and facility to determine if they are appropriate to the park's mission and do not harm park resources. Events and activities will be permitted if they: do not degrade resources; provide educational opportunities; offer a high degree of visitor safety; have low potential for visitor use conflicts; and do not require excessive diversion of park's personnel and funding resources. Paths and trails should provide educational opportunities or access to historic sites that reflect the park's purpose and significance. No new trails or similar facilities will be developed, unless impacts can be avoided or mitigated satisfactorily and there are sufficient resources in place to ensure their upkeep. Existing trails will be similarly evaluated. Also, no new paths, trails, or similar types of facilities intended exclusively for recreation or personal exercise will be developed.

Nonmotorized and alternative modes of park touring are encouraged.

Over 150,000 visitors travel to Saratoga National Historical Park on an annual basis. According to the 2001 visitor survey, 95.9% arrive by private auto and 67.3% tour the park by private auto.

Since the 1920s, the National Park Service has developed transportation systems in the national parks primarily for the private auto. This was the case at Saratoga National Historical Park. Its auto tour road was built in the 1960s. The distinct character of the tour road plays a fundamental role in setting an essential unhurried pace for the visitor. It is a classic example of a landscape architect-designed road in the tradition of Frederick Law Olmsted, with a curvilinear path that conceals and reveals views along the route.

In some parks, traffic congestion has begun to threaten the very resources parks were created to protect. Although this is currently not the case at Saratoga National Historical Park, within the life of this plan (15–20 years) it is possible that traffic congestion could increase sufficiently to cause traffic delays, noise, and air pollution that could detract from the visitor's experience and overall resource protection. Widening the tour road would not solve the problem; that would only provide a larger conduit for more automobiles. Nonmotorized modes of transit, however, would reduce problems related to traffic congestion and offer the visitor an opportunity to engage in healthy activities and come into closer contact with the park's landscape, monuments, and other resources. Visitor transit systems also reduce problems related to traffic congestion and offer opportunities for additional interpretive services.

To help achieve the objective outlined above, park managers will encourage alternative modes of transit such as bicycling on the tour road and hiking on the park's trails. At the outset of the visitor experience, park staff will disseminate information regarding alternate ways to tour the park. Park managers will ensure that the tour road and park's trails are well maintained, that adequate signage is provided, and that comfort stations, drinking water, and resting places with bike racks are available to visitors. Park managers will ensure that the tour road and trails are

managed to avoid user conflict and resource degradation.

Park managers will support the development of the Champlain Canal towpath trail, per the New York State Canal Recreationway Plan (which is inclusive of the Eastern Gateway Canal Corridor Plan) and cooperate with the Erie Canalway National Heritage Corridor on trail planning and management. The towpath trail would provide a nonmotorized link between the park's Battlefield and Old Saratoga Units. Two discontinuous segments of the Champlain Canal run through the park: one through the Battlefield Unit (roughly paralleling Route 4) and one through the Schuyler Estate. The National Park Service owns the northern and southern portions of the segment of the canal that runs through the battlefield. Park managers would seek to acquire the central portion of this segment, which is within the park's legislative boundary. The park will also seek to acquire from the State of New York, the segment of the canal bed that runs through the Schuyler Estate, which is also within the park's legislative boundary. Once these properties are acquired, park managers will develop a towpath trail on key segments of the canal that run through the park. Park managers will coordinate specifics of trail planning and design with the Erie Canalway National Heritage Corridor. Park managers will also support development of the towpath trail on the sections of the canal that lie outside of the legislative park's boundary.

Should the number of visitors arriving to the park via alternative transport (such as by boat, bike, or bus) support it, park managers will explore the feasibility of introducing a visitor transit system to shuttle visitors without cars among the park sites and to points of waterborne access, such as Lock 5 in Schuylerville. Park managers will also explore the feasibility of providing improved bus access throughout the park. Also, should conditions warrant, park managers will consider introducing a alternative-fueled park-wide visitor transit system that enhances the visitor experience while protecting park resources.

Cooperative Efforts and Partnerships

Saratoga National Historical Park participates in regional, national, and international initiatives and cooperates with other partners to place the park in its broader historic context.

The British surrender at Saratoga was the culmination of a four-month campaign that extended the length of the Champlain corridor from Canada to the Hudson. Numerous historic sites along this corridor, such as Fort Ticonderoga, Mount Independence, and Hubbardton battlefield, figure prominently into the broader story of the Burgoyne Campaign and were significant to its outcome. Familiarity with the other thematically related sites along the corridor and within the vicinity of the park would enable visitors to gain a deeper understanding of the events at Saratoga.

To help achieve the objective outlined above, park managers would undertake the following:

- Continue to work with the area's tourism bureaus and chambers of commerce, organizations such as the Lake Champlain Basin Program, the Lakes to Locks

Passage, the Champlain Valley Heritage Network, the Old Saratoga/New Schuylerville Association, and other agencies and local societies to develop ways to link, physically and interpretively, thematically related sites.

Critical visitor services within the park should be appropriate and necessary and consider the availability of nearby services in local communities.

Saratoga National Historical Park's only concession, Eastern National, operates the museum shop within the visitor center. During the life of this plan, park managers may wish to pursue other commercial operations, such as bicycle rentals, or food and beverage vending machines. If private businesses or others cannot provide such services, park managers will provide products or services to visitors through the use of concessions. Concessions will need to meet National Park Service policy requirements or provide for alternative management needs. Park managers will monitor and improve concessions to ensure that high-quality services are provided to the public.

Park managers and partners work together to increase understanding of the region's natural resources, and to identify, minimize, and mitigate activities that generate negative impacts—such as air and water pollution, lighting that would diminish the quality of the night sky, excessive noise, and visual intrusions within key park views—that detract from the values of the park.

The lands of Saratoga National Historical Park function as a biological reservoir. The parklands provide value to the broader ecosystem through natural processes such as nutrient cycling, provision of pollinators for the reproduction of plant species, provision of habitat for resident species, and as a migration corridor and stop-over point for migratory populations. As urbanization and development advance in the upper Hudson River Valley, the protected lands of Saratoga National Historical Park play an increasingly important role in providing these “services” for the regional ecosystem.

The park's setting, scenic views, air and water quality, and the condition of its soil, for example, are affected by activities that are conducted outside of the park boundaries and outside of the park's control. The rural, agricultural setting of the park is an important part of the park's appeal to visitors and to the quality of their experience. Although the surrounding area has clearly changed since 1777, the generally rural, undeveloped landscape presents a historically compatible setting for the park. Intensive development situated along the entrance corridors to the park could have an adverse affect on visitors' approach to the park and to their experience of the park. Other aspects potentially associated with intensive development, such as excessive noise or intense night lighting, could also have a deleterious effect on visitor experience of the park and on park resources. The views from the park's key interpretive locations are also important components of the visitor's experience. Portions of the park's setting are visible from multiple vantage points within the park. For example, the ridgeline in Easton, New York, is within an important park viewshed. It can be seen from numerous points within the park. In addition, the view west across Route 4 from the Schuyler Estate serves

an important function by providing a compatible setting for the estate.

To help achieve the objective outlined above, park managers would undertake the following:

- Collaborate with federal, state, regional and local agencies, nonprofit organizations, interested private landowners, and other partners to share resource information and to coordinate monitoring efforts that evaluate impacts that detract from park values.
- Collaborate with federal, state, regional, and local agencies, nonprofit organizations, interested private landowners, and other partners to mitigate impacts to park resources.
- Participate in regional air pollution control plans and regulations and review of permit applications for major new air pollution sources.
- Work with local communities and other agencies to encourage the protection of natural soundscape and the night sky.
- Assign staff to work with a wide variety of government agencies, interested landowners, homeowners' associations, and nonprofit organizations to address adjacent land use issues.
- Cooperate with local organizations, maintain relationships with local governments, and participate in regional and local planning activities.
- Work cooperatively with government officials and other stakeholders to promote preservation and sensitive development in areas where insensitive development would detract from the park's historic setting and important views.
- Support the work of local land conservancies, open-space programs, and efforts to protect agricultural lands and park viewsheds.

THE ALTERNATIVES

This section of the document outlines four alternatives for managing Saratoga National Historical Park. Each alternative presented fulfills the site's purpose as outlined in its enabling legislation, each provides for resource preservation and visitor use, yet each offers a different framework to guide the management approach.

The National Environmental Policy Act (NEPA) of 1970 requires that alternative management schemes be developed in a draft general management plan to set forth a reasonable range of ideas for managing the park. All alternatives, though diverse, should be feasible. If park management is leaning toward one of the alternatives, regulations require that the draft plan identify the Preferred Alternative for the benefit of the public. Regulations also require that there be a no-action alternative presented, meaning a direction that would retain the existing status, with no major change in park management philosophy. In this draft plan, Alternative A: Focus on Current Management Objectives serves as the no-action alternative required by NEPA. Although Alternative A serves as the no-action alternative, its objectives (or management prescriptions) include many improvements in continuation of existing policies, but no new major changes in management direction or philosophy.

As mentioned in the "Purpose of the General Management Plan" section early in the document, the alternatives described are general in nature, not detailed, specific, or highly technical. When funds become available to construct facilities, to undertake landscape rehabilitation, or to implement other specific actions that are consistent with the general management plan (once it is adopted), then site-specific research, planning, design, compliance, and technical environmental analysis will be done. For example, the cultural landscape actions outlined below would be implemented based on recommendations of a long-range interpretive plan, a cultural landscape treatment plan, archeological research, and site-specific design. The specific undertakings will also be subject to federal and state consultation and compliance requirements.

The planning team developed the following alternatives in response to public input, the park's legislation, the conditions of park resources, the park purpose and significance, the park's goals, and the planning issues. After examining this information, the team determined that there were two main subject areas where visions for the future of the park differed substantially: (1) visitor experience and (2) partnership opportunities. Public participants' visions of how visitors should move through the park and how they should be presented with information varied widely. Also, people had different views regarding the appropriate level of park participation in the numerous regional initiatives that are being undertaken in the Champlain-Hudson and Mohawk valleys. The planning team used these two broad "decision points" as the basis for developing alternative approaches to park management.

This section presents the alternatives in several ways. First, the concept or vision for each alternative is described in a general summary. Following the summary, each alternative is described in greater detail in

a table. The table presents objectives and potential resulting actions for each alternative. The table also indicates which objectives and potential actions apply to the management zones that have been defined for the park (see below). At the end of this section, a summary table presents the objectives for all alternatives, as well as a summary of potential boundary modifications, and a summary of cost estimates to help the reader compare the alternatives with one another. The potential impacts associated with the actions described in this section are considered in the “Environmental Consequences of the Alternatives” section. As mentioned above, any actions described in this document would be subject to additional research, planning, consultation, and compliance.

Management Zoning

National Park Service policies guiding park planning require the identification of management zones for identifying which management approaches apply to particular areas of the park. As the following map indicates, the planning team identified two management zones for Saratoga National Historical Park: the Historic Zone and the Park Support Zone with a Commemorative Landscape Overlay.

The park is largely composed of the Historic Zone, which has been subdivided into three subzones: the Main Battle Action and Encampment Subzone, the Supporting Battle Action Subzone, and the Schuyler Estate Subzone. The Historic Zone’s Main Battle Action and Encampment Subzone embraces areas that are associated with the major battle actions of September 19 and October 7–8, 1777 and the encampment areas occupied during September–October 1777. The Historic Zone’s Supporting Battle Action Subzone contains areas the armed forces would have traversed to access encampment or battle areas, and places where minor military actions would have taken place. The Historic Zone’s Schuyler Estate Subzone contains resources significant to the interpretation of the Schuyler family in Old Saratoga. The Commemorative Landscape Overlay contains resources significant to the commemoration of the Burgoyne Campaign, specifically the 20-plus monuments and historic markers that are located throughout the park. The Park Support Zone includes areas that are used or could be used to provide visitor service and park support facilities.

The configuration of the management zones remains constant for all alternatives, because it is based on the resources the zones embrace. The configuration of the zones may need to be adjusted if new information becomes available that changes our current understanding of the events of 1777.

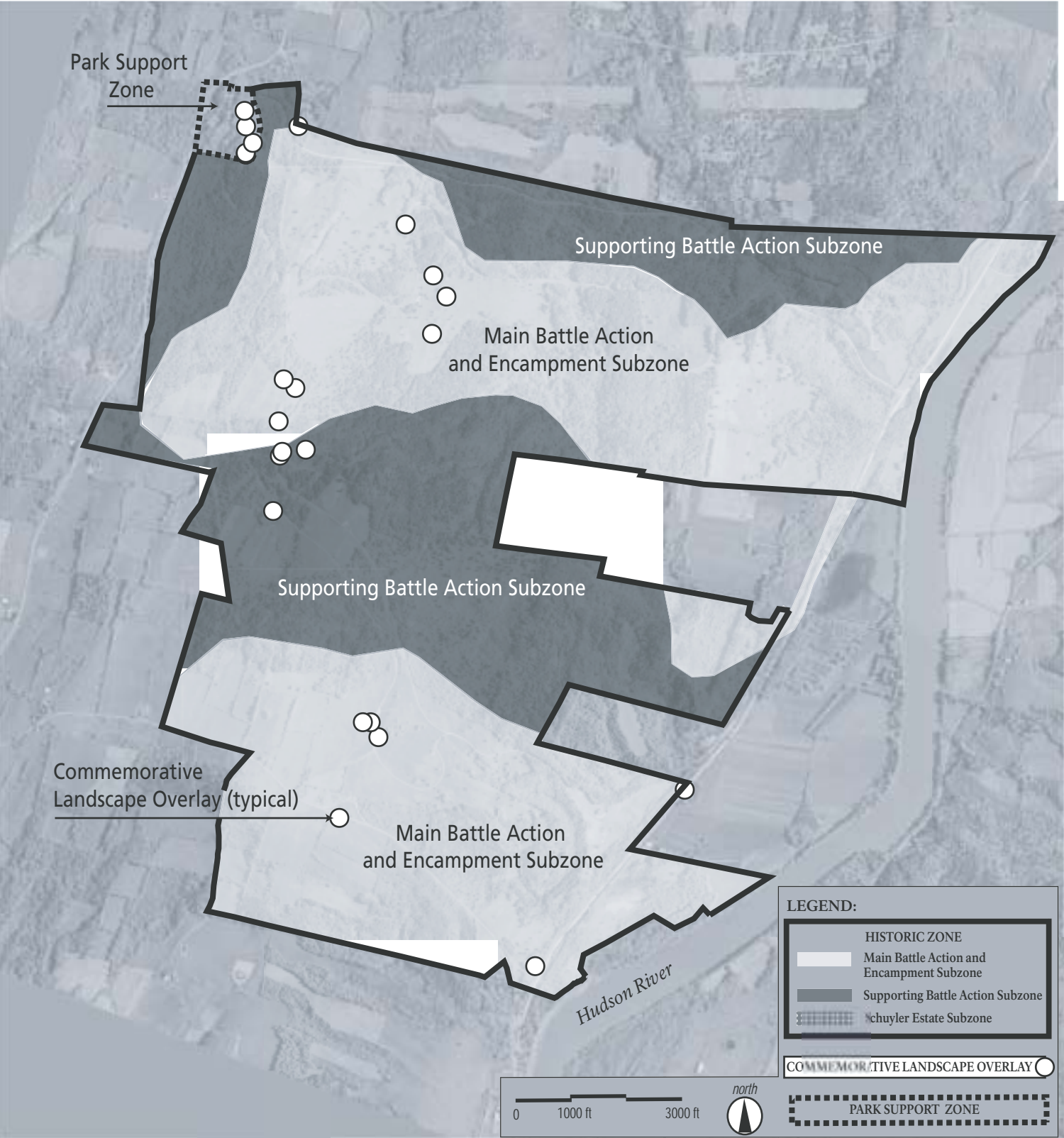
Certain commonalities for resource management and visitor experience are associated with the zones across all alternatives. While the differences in management approaches applied to the zones are outlined in the following sections describing the alternatives, the commonalities are summarized below.

Regardless of alternative, management actions associated with the Main Battle Action and Encampment Subzone, the Schuyler Estate Subzone, and the Commemorative Overlay would focus on resource pro-

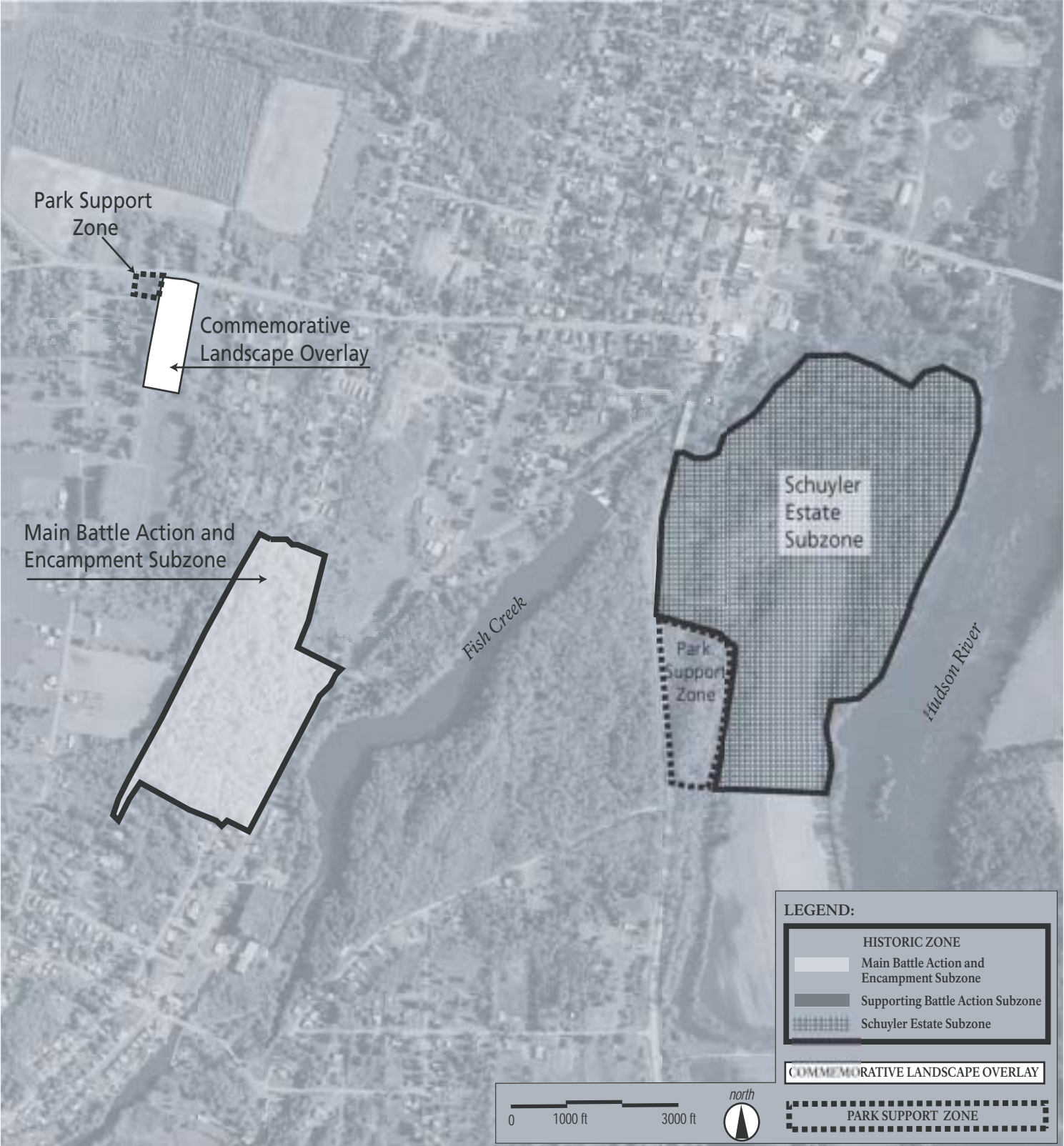
tection, and visitor education, understanding, and appreciation. In these areas, visitors would learn about the resources through waysides and other interpretive media, self-guided tours, ranger-led tours, living history programs, and other educational programs and activities. Visitors to these areas would likely experience a moderate visitor density, with frequent encounters with other visitors, especially at tour road stops, the Schuyler House, the Saratoga Monument, and other sites where interpretive media are displayed. In all alternatives, visitors to these areas would have close contact with historic structures and landscapes with opportunities to learn about history. Also in these areas, archeological resources would be managed for protection, interpretation, and education. Development in these areas would be allowed, but would be limited to the minimum necessary to provide fundamental visitor services, such as the tour road, unpaved trails, wayside exhibits, and limited parking. Such visitor service infrastructure would be sited to protect resources and enhance visitor experiences.

Regardless of alternative, management actions associated with the Supporting Battle Action Subzone would focus on resource protection. In this subzone, visitors would encounter less interpretive media and fewer educational programs and activities than in other areas of the park. Here, visitors would likely experience a lower visitor density, with fewer encounters with other visitors than in other areas of the park. Archeological resources in this subzone would be managed mainly for protection. Development in this subzone would be limited to the absolute minimum necessary to provide fundamental visitor services, generally for visitor access, such as the tour road and unpaved trails. Visitor infrastructure would be sited to protect resources and enhance visitor experiences. The setting in this subzone would be predominantly open space with natural processes left to advance largely unimpaired.

Regardless of alternative, management actions associated with the Park Support Zone would focus on providing visitor services and park support, monitoring associated facilities, and maintaining facilities in good condition. In this zone, visitors would encounter interpretive media in a built environment and have access to a variety and range of visitor services, amenities, and conveniences intended to provide a safe and enriching experience. In this zone, visitors would likely experience a high visitor density, with frequent encounters with other visitors. The setting would be predominantly developed, with a high degree of impact on natural resources. Development in this zone would be allowed and would include visitor facilities, roads, parking, and other transit support facilities, picnic areas, paved trails and walkways, and maintenance, administrative, and other park support facilities. As with the other zones, visitor service and park support facilities in this zone would be sited to protect resources and enhance visitor experiences.




BATTLEFIELD UNIT



OLD SARATOGA UNIT

Management Zones

 Saratoga National Historical Park
United States Department of the Interior
National Park Service

Management Zones

Draft General Management Plan 2003

Alternative A: Focus on Current Management Objectives

This approach represents a continuation of current management practices. It allows for incremental action toward existing goals with minimal change to the park's current management philosophy and physical conditions. This concept would entail no significant expansion of the park's participation in regional initiatives over what is described in the "Objectives Common to All Alternatives" section.

Under this alternative, park managers would continue to place interpretive emphasis on the logistics and military tactics of the battles of Saratoga. In key areas, park managers would continue their current policy of modifying the pattern of open land and woodlands to suggest the conditions at the time of the second battle in 1777. This would improve, to some degree, the ability of visitors to read the landscape and understand the battles.

The driving tour of the Battlefield Unit would continue to be the primary visitor experience. Alternate tour routes of varying lengths, however, would be developed to allow visitors an opportunity to tour the Battlefield Unit in smaller increments without having to commit to a full 9-mile journey. Park managers would upgrade interpretive media and reestablish key views at tour road stops to help the visitor better understand the battle action.

The three sites of the Old Saratoga Unit—the Schuyler Estate, the Saratoga Monument, and Victory Woods—would be preserved, open to the public, and interpreted. Interpretation of the Schuyler Estate would place greater emphasis on General Philip Schuyler's military role in the Continental Army. The house and grounds would remain open to the public on a seasonal basis. Park managers would open the Saratoga Monument to the public on a seasonal basis, and would develop a self-guided interpretive trail through Victory Woods.

Park managers would seek to strengthen existing partnerships. Park staff would participate in regional initiatives with limited additional staff and funding.

Table 1: Summary of Alternative A

ALTERNATIVE A: CONCEPT	
Allows for limited incremental actions toward existing objectives.	
Improves park operations and visitor experience with minimum change in direction.	
Allows for no significant expansion of park participation in regional initiatives.	
ALTERNATIVE A: RESOURCE MANAGEMENT	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: MAIN BATTLE ACTION AND ENCAMPMENT SUBZONE	
The field-forest configuration at select locations is evocative of condition of October 1777, except where such treatment would interfere with interpretive views.	*Reestablish at key locations, field and woodland present in October 1777.
	*Thin certain woodlands to suggest their character in October 1777.
	Ensure consistency with grassland habitat objectives outlined in the "Objectives Common to All Alternatives" section.
Views important to interpretation of the battles are reestablished.	*Maintain the current interpretive view from the visitor center to the Breymann and Balcarres redoubts.
	*Reestablish the interpretive view from Stop 1 to the Freeman Farm.
	*Reestablish the historic view from Stop 3 looking southeast over the Hudson River.
	*Reestablish the historic views from Bemis Heights.
The character-defining landscape features of Victory Woods are identified and preserved.	Conduct cultural and natural resource inventories, and archeological surveys.
HISTORIC ZONE: SUPPORTING BATTLE ACTION SUBZONE	
Natural and cultural resources are monitored and managed in compliance with National Park Service management policies.	See Resource Management section of "Objectives Common to All Alternatives."
HISTORIC ZONE: SCHUYLER ESTATE SUBZONE	
The Schuyler Estate is preserved.	Preserve house, privy, and wellhouse.
	Acquire all properties within legislated Schuyler Estate boundary.
	Where practicable, mitigate hazardous materials in dump sites and floodplain within the Schuyler Estate.
	*Reestablish views to the Hudson River and Fish Creek.
COMMEMORATIVE LANDSCAPE OVERLAY	
Monuments and historic markers and their settings are monitored to assess and ensure good condition.	Monitor and maintain monuments and historic markers.
	Retain present setting associated with monuments and historic markers.

* Detailed implementation plans required

ALTERNATIVE A: RESOURCE MANAGEMENT	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
PARK SUPPORT ZONE	
Visitor service and park support facilities are maintained in good condition.	Monitor and maintain visitor service and support facilities.

ALTERNATIVE A: VISITOR USE AND EXPERIENCE	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: MAIN BATTLE ACTION AND ENCAMPMENT SUBZONE	
Interpretation emphasizes the battles. Interpretation of the battles relies on visitor contact with the landscape, in addition to media.	*Upgrade interpretive media at tour road stops to help visitors better understand the logistics and chronology of the battles.
	*Enhance access to Gates's Headquarters–American Hospital area via small parking areas off Route 32.
	*Enhance pedestrian access to Bemis Heights via small parking area off Route 32.
	*Develop interpretive trail through Victory Woods.
	*Upgrade the self-guided auto audiotape tour.
	*Enhance access to the Taylor House site and the Hudson River. Improve tour road terminus. A minor boundary adjustment would be required to accomplish these actions.
	*Develop alternate tour options of varying lengths using existing road alignments.
	*Improve special event parking at select tour road stops.
HISTORIC ZONE: SUPPORTING BATTLE ACTION SUBZONE	
Interpretation is minimal.	Limit interpretive media and facilities, generally, to those needed to support interpretation of Main Battle Action and Encampment Subzone, or those needed to support natural resource programs.
HISTORIC ZONE: SCHUYLER ESTATE SUBZONE	
Interpretation focuses on General Schuyler's military role.	Bring Schuyler House rooms in line with current scholarship on the appearance of late 18 th -century rooms, based on updated research to increase accuracy.
	Enhance interpretation of General Schuyler's military role in the Continental Army.
COMMEMORATIVE LANDSCAPE OVERLAY	
Interpretation of monuments and historic markers remains as at present.	Develop limited, if any, interpretive media and facilities in these areas.
PARK SUPPORT ZONE	
Orientation to the entire park is provided at Battlefield Unit.	*Improve the interpretive media and exhibits in the existing visitor center.

* Detailed implementation plans required

ALTERNATIVE A: VISITOR USE AND EXPERIENCE	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
PARK SUPPORT ZONE	
The park's entry and exit are safe and are appropriate for a national park.	*Upgrade signage at existing entry, screen park headquarters structures and maintenance building, improve traffic flow and increase capacity of parking lot, install automated fee collection device at entry to tour road.
	Collect fees at automated fee collection device near the Route 32 entrance.
PARKWIDE	
All park sites open to the public on a seasonal basis.	Provide necessary services and operations to support seasonal public use of the battlefield, Victory Woods, Saratoga Monument, and Schuyler Estate.

ALTERNATIVE A: COOPERATIVE EFFORTS AND PARTNERSHIPS	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
PARKWIDE	
Existing partnerships achieve park objectives.	Through cooperative efforts, encourage the perpetuation of the rural landscape character of views east across the Hudson to the ridgeline and west across Route 32 to the ridgeline.
	Through cooperative efforts, ensure the long-term protection of views west across Route 4 from the Schuyler Estate. Boundary modifications may be required if cooperative efforts are insufficient.
	Expand the ways in which volunteers can assist the park in maintenance, resource management, and visitor services by providing training, support, recruitment, and other services.
	Expand the opportunities for the park's friends group to increase donations to the park.
	Continue to work with volunteers, reenactor groups, the Friends of the Saratoga Battlefield, and others to improve living history and educational programs.
	Continue to work with the Old Saratoga Historical Association to upgrade interpretation at the Schuyler Estate.

* Detailed implementation plans required

Alternative B: Focus on the Battles, Siege, and Surrender

This approach focuses on improving visitor understanding of the events that led to the 1777 British surrender in Saratoga by providing a more complete and logical depiction of these events. It rehabilitates key landscape features to help the visitor understand how landscape conditions were used and manipulated to serve tactical needs. This concept also enables park staff to work with regional partners in developing outreach initiatives.

Park managers would continue, as in Alternative A, to interpret the logistics and military tactics of the battles. Greater emphasis, however, would be placed on interpretation of the siege and the surrender. Interpretation of the military events would rely heavily on visitor contact with rehabilitated landscape features and landscape exhibits.

Under this alternative, the National Park Service would seek to suggest, to the greatest extent possible, the character of the battlefield at the time of the second battle. In key areas, park managers would suggest the pattern and general character of open land and woodlands, physically depict the locations of battle-era structures, roads, and defensive positions, and portray features characteristic of encampments. Clearly, the resulting landscape would not accurately depict the conditions present in October 1777, in part because these conditions cannot be fully known. It would, however, more easily convey to the visitor the landscape conditions that affected troop movement and influenced tactical decisions.

The driving tour would continue to be the primary visitor experience. The tour route, however, would be modified to follow a sequence that unfolds in a logical fashion, and that follows the progression of the battles, siege, and surrender. Accordingly, after orientation at the existing visitor center, the visitor tour would start in Bemis Heights and end in Old Saratoga.

Park managers would provide general orientation to the Old Saratoga Unit in a new facility developed at an appropriate location in Old Saratoga. The Old Saratoga Unit would be open to the public on a seasonal basis. At the Schuyler Estate, the house would be preserved and a combination of historic furnishings and other interpretive media installed to best portray General Philip Schuyler's military, civic, and entrepreneurial roles. Key features of the grounds would be rehabilitated to portray the working landscape of his tenure. Key landscape features of Victory Woods would be identified, rehabilitated, and interpreted to portray the siege of Burgoyne's troops. The Saratoga Monument would be preserved and interpreted to commemorate the campaign.

Under this alternative, park managers would seek to enhance existing partnerships with other Revolutionary War sites associated with the Burgoyne Campaign in the Champlain-Hudson and Mohawk valleys.

Table 2: Summary of Alternative B

ALTERNATIVE B: CONCEPT	
Focuses on improving visitor understanding of the Saratoga battles, siege, and surrender by providing a more complete and logical depiction of these events.	
Rehabilitates key battlefield features to help visitors understand the landscape conditions faced by the armed forces.	
Enables park to enhance partnerships with other Burgoyne Campaign-related sites in the Champlain-Hudson and Mohawk valleys.	
ALTERNATIVE B: RESOURCE MANAGEMENT	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: MAIN BATTLE ACTION AND ENCAMPMENT SUBZONE	
Landscape character at select interpretive locations is evocative of landscape conditions of October 1777.	*Reestablish at key locations, field and woodland present in October 1777.
	*Thin certain woodlands to suggest their character in October 1777.
	Ensure consistency with grassland habitat objectives outlined in the "Objectives Common to All Alternatives" section.
	*Locate and rehabilitate historic road traces associated with the battle period.
Views important to interpretation of the battles, but not in conflict with the 1777 field-forest configuration, are reestablished.	Undertake extensive archeological research program and mitigation measures necessary to support potential actions outlined in this and the "Visitor Use and Experience" section.
	*Reestablish the historic sight lines between the Breymann and Balcarres redoubts.
	*Reestablish the historic view from Stop 3 looking southeast over the Hudson River.
The character-defining landscape features of Victory Woods are identified and rehabilitated.	*Reestablish the historic views from Bemis Heights.
	Conduct cultural and natural resource inventories, and archeological surveys.
	Identify locations of key landscape features significant to siege.
HISTORIC ZONE: SUPPORTING BATTLE ACTION SUBZONE	
Natural and cultural resources are monitored and managed in compliance with National Park Service management policies.	See Resource Management section of "Objectives Common to All Alternatives."
HISTORIC ZONE: SCHUYLER ESTATE SUBZONE	
The Schuyler Estate is rehabilitated to reflect its use by General Philip Schuyler.	Preserve house, privy, and wellhouse.
	Acquire all properties within legislated Schuyler Estate boundary.
	Where practicable, mitigate hazardous materials in dump sites and floodplain within the Schuyler Estate.
	Remove modern National Park Service residence and shed.
	Conduct archeological research to support actions outlined in this and "Visitor Use and Experience" section.
	*Reestablish views to the Hudson River and Fish Creek.
	Identify locations of battle-era landscape features.
COMMEMORATIVE LANDSCAPE OVERLAY	
Monuments and historic markers and their settings are monitored to assess and ensure good condition.	Monitor and maintain monuments and historic markers.
	Retain present setting associated with monuments and historic markers.

* Detailed implementation plans required

ALTERNATIVE B: RESOURCE MANAGEMENT	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
PARK SUPPORT ZONE	
Visitor service and park support facilities are maintained in good condition	Monitor and maintain visitor service and park support facilities.

ALTERNATIVE B: VISITOR USE AND EXPERIENCE	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: MAIN BATTLE ACTION AND ENCAMPMENT SUBZONE	
Interpretation emphasizes the battles, siege, and surrender. Interpretation of the military events relies heavily on visitor contact with rehabilitated landscape features and landscape exhibits.	*Modify tour road to follow progression of battle action, and resequence interpretive stops to begin near Bemis Heights and follow the progression of battle action. Upgrade interpretive media at tour road stops.
	*For interpretive purposes, at select locations, exhibit such representative features typical of military activity as slash, tree stumps, log piles, fire pits, trenches, bake ovens, hastily constructed earthworks, abattis, and fields "cleared for fire."
	*Indicate at select interpretive locations, the original divisions of the Saratoga Patent.
	*Indicate defensive positions at select interpretive locations.
	*Indicate the locations of British earthworks, roads, and other key landscape features significant to the siege at Victory Woods.
	*Indicate locations of the Neilson farm buildings, the Taylor House, the Bemis Tavern, Gates's Headquarters, the American Hospital, and other battle-era structures.
	*Enhance visual access to Gates's Headquarters–American Hospital area from the tour road.
	*Extend tour road to provide vehicular access to Bemis Heights.
	*Develop interpretive trail through Victory Woods.
	*Upgrade the self-guided auto audiotape tour.
HISTORIC ZONE: SUPPORTING BATTLE ACTION SUBZONE	*Enhance access to the Taylor House site and the Hudson River. Improve tour road terminus. A minor boundary adjustment would be required to accomplish these actions.
	*Improve special-event parking at select tour road stops.
HISTORIC ZONE: SCHUYLER ESTATE SUBZONE	
Interpretation is minimal.	Limit interpretive media and facilities, generally, to those needed to support interpretation of Main Battle Action and Encampment Subzone, or those needed to support natural resource programs.
Interpretation focuses on General Schuyler's civic, military, and entrepreneurial roles.	*Install combination of historic furnishings and other interpretive media in Schuyler House that best describes Schuyler's civic, military, and entrepreneurial roles.
	*Indicate locations of battle-era landscape features.

ALTERNATIVE B: VISITOR USE AND EXPERIENCE	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
COMMEMORATIVE LANDSCAPE OVERLAY	
Interpretation of monuments and historic markers remains as at present.	Develop limited, if any, interpretive media and facilities in these areas.
PARK SUPPORT ZONE	
Orientation to the entire park is provided at the Battlefield Unit.	*Improve the interpretive media and exhibits in the visitor center.
Old Saratoga Unit orientation is provided in Old Saratoga.	*Develop a new orientation facility at an appropriate location in Old Saratoga that focuses exclusively on the Old Saratoga Unit. (The parklands of the Old Saratoga Unit might well be an appropriate location for this facility. Subsequent planning will evaluate and select an appropriate site for this facility. A boundary modification might be required.)
	*Develop interpretive media in new facility to provide Old Saratoga Unit orientation.
The park's entry and exit are safe and are appropriate for a national park.	*Develop new entry road off of Route 32, retain current entry road as service and maintenance entry, improve traffic flow and capacity of parking lot, upgrade signage, and screen the headquarters buildings. Develop fee collection and ranger stations. A park boundary adjustment would be required to complete this action.
	Collect fees at the fee collection station near the Route 32 entrance and at the Old Saratoga visitor orientation facility.
PARKWIDE	
All park sites are open to the public on a seasonal basis.	Provide necessary services and operations to support seasonal public use of the battlefield, Victory Woods, Saratoga Monument, and Schuyler Estate.
All park sites are linked interpretively and physically with one another and with thematically related sites outside the park boundary.	*Develop pedestrian, bicycle, and auto routes to link the Old Saratoga Unit sites with one another and with the thematically related sites outside the boundary. Create links with Battlefield Unit. Coordinate with the existing Schuylerville walking tour route. Work with partners to develop media to interpret all sites on the new routes.
	Offer self-guided and ranger-led interpretation of the Old Saratoga Unit sites.

ALTERNATIVE B: COOPERATIVE EFFORTS AND PARTNERSHIPS	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
PARKWIDE	
Partnerships are enhanced to place park in its broader historic context.	Develop and implement joint educational programs, outreach initiatives, and special events with regional partners.
	Work with property owners to develop interpretive media to address thematically related sites outside of the park boundary.
	Through cooperative efforts, encourage the perpetuation of the rural landscape character of views east across the Hudson to the ridgeline and west across Route 32 to the ridgeline.
	Through cooperative efforts, ensure the long-term protection of views west across Route 4 from the Schuyler Estate. Boundary modifications may be required if cooperative efforts are insufficient.
	Expand the ways in which volunteers can assist the park in maintenance, resource management, and visitor services by providing training, support, recruitment, and other services.
	Expand the opportunities for the park's friends group to increase donations to the park.
	Continue to work with volunteers, reenactor groups, the Friends of the Saratoga Battlefield, and others to improve living history and educational programs.
	Continue to work with the Old Saratoga Historical Association to upgrade interpretation at the Schuyler Estate.

* Detailed implementation plans required

Alternative C: Focus on the Park as Memorial Grounds

This approach presents the park as a memorial landscape that has been commemorated in numerous ways over generations, from the erection of monuments, to the establishment of state and federal parkland, to contemporary efforts to link important sites through regional heritage initiatives. This approach preserves and enhances interpretation of key landscape features to help visitors understand the military events of 1777 and the efforts to commemorate those events. Moreover, this alternative envisions the park as an important gateway to the regional initiatives of the Champlain-Hudson and Mohawk valleys.

This alternative expands the park's interpretive focus to embrace, in addition to the battles, siege, and surrender of 1777, the efforts of successive generations to memorialize resources of that period. Additional emphasis would be placed on the changing meaning and evaluation of the Revolutionary period by later generations. Interpretation of the military events of 1777 would rely more on interpretive methods, such as exhibits, landscape models, films, and other media in visitor facilities and less on direct contact with the landscape.

Unlike Alternatives A and B, the desired visitor experience would begin in Old Saratoga and end in Stillwater. The National Park Service would explore the feasibility of joining state, local, and other partners in establishing a new visitor facility at an appropriate location in or near Old Saratoga. In cooperation with regional partners, the National Park Service would place the military events of 1777 in the wider context of the Revolutionary War actions in the Champlain-Hudson and Mohawk corridors.

Park managers would open the Old Saratoga Unit to the public on a seasonal basis. The Saratoga Monument would be open to the public and interpreted to portray the commemorative movement, of which it is a premier example. Its landscape would more closely resemble its appearance circa 1920. Pathways, plantings, and other landscape features extant for the first 40 years after the monument was completed would be reestablished. The landscape features of Victory Woods would be preserved largely as they appear today. A self-guided trail, however, would be developed through Victory Woods to interpret the siege of Burgoyne's troops. The Schuyler Estate would be rehabilitated to reflect its use by the Schuyler family. A combination of historic furnishings and other interpretive media would be installed in the house that best portrays the story of the Schuyler family in Old Saratoga. On the grounds, the locations of such important landscape features as the earlier houses, the historic Champlain Canal, gardens, and outbuildings would be identified and marked. This would help visitors understand the family's use of the site from 1720, when the first Schuyler House was built, to 1837, the year the Schuyler family sold the property.

Under this alternative, the National Park Service would present the battlefield landscape largely as it appears today, except key vistas important to the interpretation of the military events of 1777 would be reestablished. The driving tour would continue to be the primary visitor experience, although other modes of transit would be encouraged. For

example, bicycles may be available to visitors at the park, and the park's trail system would be extended to facilitate nonmotorized access to interpretation.

Stops along the tour route would not necessarily be based on the chronology of battle events. Rather than focus on military tactics, the battlefield experience would be more contemplative in nature. The stops would offer reflective messages that are evocative of battle experiences from such varying perspectives as women who were camp followers, children of nearby farmers who found themselves caught in revolutionary struggles, and the Native Americans who participated in the battles. The monuments and historic markers in the park would receive greater emphasis in interpretation.

This alternative would rely heavily upon successful partnerships, especially with those involved in regional initiatives. In partnership with regional organizations, park managers would seek to inform the visitor of the Revolutionary War events in the Champlain-Hudson and Mohawk valleys.

Table 3: Summary of Alternative C

ALTERNATIVE C: CONCEPT	
Presents the park as a memorial landscape that has been commemorated in numerous ways over generations.	
Preserves and enhances interpretation of key landscape features to help visitors understand the continuum of use of the site.	
Envisions the park as an important gateway to the regional initiatives of the Champlain-Hudson and Mohawk valleys.	
ALTERNATIVE C: RESOURCE MANAGEMENT	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: MAIN BATTLE ACTION AND ENCAMPMENT SUBZONE	
Present field-forest configuration is maintained, except where such treatment would interfere with key views.	Maintain present field-forest configuration.
	Ensure consistency with grassland habitat objectives outlined in the “Objectives Common to All Alternatives” section.
Views important to interpretation of the battles are reestablished.	*Reestablish the sweeping view from the visitor center to the Breymann and Balcarres redoubts as depicted in the park’s 1941 General Development Plan.
	*Reestablish the interpretive view from Stop 1 to the Freeman Farm.
	*Reestablish the historic view from Stop 3 looking southeast over the Hudson River.
	*Reestablish the historic views from Bemis Heights.
The character-defining landscape features of Victory Woods are identified and preserved.	Conduct cultural and natural resource inventories, and archeological surveys.
HISTORIC ZONE: SUPPORTING BATTLE ACTION SUBZONE	
Natural and cultural resources are monitored and managed in compliance with National Park Service management policies.	See Resource Management section of “Objectives Common to All Alternatives.”
HISTORIC ZONE: SCHUYLER ESTATE SUBZONE	
The Schuyler Estate is rehabilitated to reflect its use by the Schuyler family.	Preserve house, privy, and wellhouse.
	Acquire all properties within legislated Schuyler Estate boundary.
	Where practicable, mitigate hazardous materials in dump sites and floodplain within the Schuyler Estate.
	Remove modern National Park Service residence and shed.
	Conduct archeological research to support actions outlined in this and “Visitor Use and Experience” section.
	*Reestablish views to the Hudson River and Fish Creek.
	Identify locations of battle-era landscape features such as such as earlier houses, quarters of the enslaved, other outbuildings, gardens, and the canal, that reflect the use of the site from 1720 (when the first Schuyler House was built) to 1837 (the year the Schuyler family sold the property).
COMMEMORATIVE LANDSCAPE OVERLAY	
Monuments and historic markers and their settings are monitored to assess and ensure good condition.	Monitor and maintain monuments and historic markers.

* Detailed implementation plans required

ALTERNATIVE C: RESOURCE MANAGEMENT	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
COMMEMORATIVE LANDSCAPE OVERLAY	
The Saratoga Monument grounds are rehabilitated to reflect the original formal design.	Ensure that the treatment of the monument and its grounds respects the historic design relationship with the Prospect Hill Cemetery.
	*Reestablish select pathways, plantings, and other landscape features that were extant for the first forty years after the monument was completed.
PARK SUPPORT ZONE	
Visitor service and park support facilities are maintained in good condition	Monitor and maintain visitor service and park support facilities.

ALTERNATIVE C: VISITOR USE AND EXPERIENCE	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: MAIN BATTLE ACTION AND ENCAMPMENT SUBZONE	
Interpretation emphasizes both military events and the efforts to commemorate those events (see Commemorative Landscape Overlay). Interpretation of military events relies more on media than on direct contact with the landscape.	*Enhance visual access to Gates's Headquarters–American Hospital area from the tour road.
	*Enhance pedestrian access to Bemis Heights from the tour road and via small parking area off Route 32.
	*Develop interpretive trail through Victory Woods.
	*Upgrade the self-guided auto audiotape tour.
	*Enhance access to the Taylor House site and the Hudson River. Improve tour road terminus. A minor boundary adjustment would be required to accomplish these actions.
	*Develop alternate tour options of varying lengths using existing road alignments.
	*Improve special-event parking at select tour road stops.
HISTORIC ZONE: SUPPORTING BATTLE ACTION SUBZONE	
Interpretation is minimal.	Limit interpretive media and facilities, generally, to those needed to support interpretation of Main Battle Action and Encampment Subzone and Commemorative Landscape Overlay, or those needed to support natural resource programs.
HISTORIC ZONE: SCHUYLER ESTATE SUBZONE	
Interpretation focuses on General Schuyler's civic, military, and entrepreneurial roles, and on the Schuyler family in Old Saratoga.	*Install combination of historic furnishings and other interpretive media in Schuyler House and that best describes the story of the Schuyler family in Old Saratoga.
	*Indicate locations of landscape features, such as earlier houses, quarters of the enslaved, other outbuildings, gardens, and the canal, that reflect the use of the site from 1720 (when the first Schuyler House was built) to 1837 (the year the Schuyler family sold the property).

* Detailed implementation plans required

ALTERNATIVE C: VISITOR USE AND EXPERIENCE	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
COMMEMORATIVE LANDSCAPE OVERLAY	
Interpretation emphasizes both military events and the efforts to commemorate those events (also see Historic Zone: Main Battle Action and Encampment Subzone).	* Develop new interpretive media to address commemorative aspects of park.
PARK SUPPORT ZONE	
Orientation to the entire park is provided at the Old Saratoga Unit.	*Develop, at an appropriate location in Old Saratoga, a new visitor facility (approx. 10,000 square feet) jointly with regional partners. (The parklands of the Old Saratoga Unit might well be an appropriate location for this facility. Subsequent planning will evaluate and select an appropriate site for this facility. A boundary modification might be required.)
	*Develop new interpretive media and exhibits at new visitor facility to address all park themes and to serve as the “gateway” to regional initiatives.
	*Redesign existing visitor center to serve specifically as a battlefield orientation center. Develop new interpretive exhibits that focus on the military action.
The park’s entry and exit are safe and are appropriate for a national park.	*Develop new entry associated with new regional visitor facility in Old Saratoga.
	Collect fees at the battlefield orientation center and at the Old Saratoga visitor facility.
PARKWIDE	
All park sites are open to the public on a seasonal basis.	Provide necessary services and operations to support seasonal public use of the battlefield, Victory Woods, Saratoga Monument, and Schuyler Estate.
	Offer self-guided and ranger-led interpretation of the Old Saratoga Unit sites.
All park sites are linked interpretively and physically with one another and with thematically related sites outside the park boundary.	*Develop pedestrian, bicycle, and auto routes to link the Old Saratoga Unit sites with one another and with the thematically related sites outside the boundary. Create links with Battlefield Unit. Coordinate with the existing Schuylerville walking tour route. Work with partners to develop media to interpret all sites on the new routes.
	Work with partners to connect Victory Woods and the Saratoga Monument with a trail through Prospect Hill Cemetery.
	Work with partners to connect Victory Woods and the Schuyler Estate with a trail along Fish Creek.
Nonmotorized park touring is encouraged to a greater degree than specified in “Common to All Alternatives” section.	*Expand the park trail system; develop new trail to Bemis Heights from tour road and Route 32, and new loop connecting the park with the Saratoga National Cemetery.
	Make bicycles available to visitors via concession or other mechanism.
	Enhance links with Lock 5 and other established marinas and dock areas.

* Detailed implementation plans required

ALTERNATIVE C: VISITOR USE AND EXPERIENCE

OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
PARKWIDE	
	*Provide water access for pleasure craft at appropriate locations within the park.
	Support partners' efforts to develop water-based thematically related interpretive tours.

ALTERNATIVE C: COOPERATIVE EFFORTS AND PARTNERSHIPS

OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
PARKWIDE	
Partnerships are enhanced to place park in its broader historic context and to serve as a gateway to regional initiatives.	Develop and operate Old Saratoga facility jointly with regional partners.
	Develop and implement joint educational programs, outreach initiatives, and special events with regional partners.
	Work with property owners to develop interpretive media to address thematically related sites outside of the park boundary.
	Work with volunteer groups to expand and extend their services to the park by providing training, support, recruitment, and other services.
	Through cooperative efforts, encourage the perpetuation of the rural landscape character of views east across the Hudson to the ridgeline and west across Route 32 to the ridgeline.
	Through cooperative efforts, ensure the long-term protection of views west across Route 4 from the Schuyler Estate. Boundary modifications may be required if cooperative efforts are insufficient.
	Expand the ways in which volunteers can assist the park in maintenance, resource management, and visitor services.
	Expand the opportunities for the park's friends group to increase donations to the park.
	Continue to work with volunteers, reenactor groups, the Friends of the Saratoga Battlefield, and others to improve living history and educational programs.
	Continue to work with the Old Saratoga Historical Association to upgrade interpretation at the Schuyler Estate.

* Detailed implementation plans required

Alternative D: Focus on the Burgoyne Campaign (the Preferred Alternative)

This approach builds on Alternative B and incorporates elements of Alternative C to represent what the National Park Service views as the best management direction for the park. It was developed based on public consultation and the results of the draft environmental impact statement.

As in Alternative B, this alternative focuses on improving the visitor understanding of the events that led to the 1777 British surrender by providing a more complete and logical depiction of these events. This approach also includes—secondary to the strategic factors—interpretation of the efforts to commemorate the military events at Saratoga and opportunities to reflect on their meaning. Additionally, Alternative D enables park staff to expand its partnerships with other Burgoyne Campaign-related sites and regional entities in the Champlain-Hudson and Mohawk valleys.

Under this approach, park managers would interpret the logistics and tactics of the battles, siege, and surrender within the broader context of the Burgoyne Campaign. Interpretation of the military events would rely heavily on visitor contact with rehabilitated landscape features and landscape exhibits. As in Alternative B, the National Park Service would seek to suggest, to the greatest extent possible, the character of the battlefield at the time of the second battle. In key areas, park managers would suggest the pattern and general character of open land and woodlands, physically depict the locations of battle-era structures, roads, and defensive positions, and portray features characteristic of encampments.

For a comprehensive understanding of the military events at Saratoga, visitors would follow a tour sequence that unfolds in a logical fashion, and that follows the progression of the battles, siege, and surrender from Bemis Heights to Old Saratoga. Secondary to the tour sequences focused on the military events, the park experience would also offer opportunities for quiet contemplation and reflection. Reflective messages that are evocative of battle experiences from varying perspectives would be found at certain stops along the tour road or along the park's trails.

Although the driving tour would continue to be the primary visitor experience, other modes of park transit would be encouraged. Bicycles, for example, could be available to visitors at convenient locations within the park. Park managers would extend the park's trail system to facilitate nonmotorized access to interpretation. For example, the towpath trail along the Champlain Canal could be developed along with a new Bemis Heights trail, or a new loop connecting the park with the Saratoga National Cemetery. In addition, park managers would explore the feasibility of offering special interpretive tours using specifically designed alternative-fueled vehicles that could transport a group of visitors for a ranger-led tour from Bemis Heights to Old Saratoga. Such vehicles could be designed to transport bicycles.

Unlike the other alternatives, Alternative D would provide primary park-wide visitor orientation at both the Battlefield Unit and the Old Saratoga Unit. This would enable visitors to receive an overview and orientation to the park at the outset of their visit, regardless of which park unit is their first point of arrival.

Visitor orientation and interpretation at the Battlefield Unit would be provided in the existing visitor center. The Route 32 entrance would be improved to provide a more appropriate entry to the battlefield and the visitor center.

Visitor orientation at the Old Saratoga Unit would be provided in a new orientation facility developed at an appropriate location in Old Saratoga. The Old Saratoga facility would be modest in scale, and include classroom and public assembly space. Moreover, it would include a showcase gallery highlighting other sites of importance throughout the region. The regional showcase gallery, plus other components of the facility would be available year round, but would be formally staffed for visitor services seasonally. The facility would be sited and designed to allow for expansion as new opportunities and regional partnerships evolve. Additional lands may be required to support development of this facility.

Park managers would open the Old Saratoga Unit to the public on a seasonal basis. Pedestrian, bicycle, and auto routes would link the Old Saratoga Unit sites and include the thematically related sites outside of the park boundary. The Saratoga Monument—linked with Victory Woods via the Prospect Hill Cemetery—would be open to the public and interpreted to portray the commemoration of the surrender. Its landscape would more closely resemble its original formal design. Key landscape features of Victory Woods would be identified, rehabilitated, and interpreted to portray the siege of Burgoyne's troops. The Schuyler Estate would be rehabilitated to reflect its use by the Schuyler family. A combination of historic furnishings and other interpretive media would be installed in the house that best portrays the story of the Schuyler family in Old Saratoga. On the grounds, the locations of such important landscape features as the earlier houses, the historic Champlain Canal, gardens, and outbuildings would be identified and marked. This would help visitors understand the family's use of the site from 1720, when the first Schuyler House was built, to 1837, the year the Schuyler family sold the property.

Under this alternative, park managers would seek to expand partnerships to place the park in its broader historic context and to strengthen the park's role in the regional initiatives of the Champlain-Hudson and Mohawk valleys.

Table 4: Summary of Alternative D

ALTERNATIVE D: CONCEPT	
Incorporates elements of Alternatives B and C to represent what NPS views as the best management direction for the park. The alternative was developed using results of the draft environmental impact statement, consultation with the public, and input from the park staff.	
Rehabilitates key landscape features to help visitors understand the conditions faced by the armed forces. This approach also addresses—secondary to strategic factors—the commemorative aspects of the park.	
Enables the park to strengthen its role in the regional initiatives of the Champlain-Hudson and Mohawk valleys.	
ALTERNATIVE D: RESOURCE MANAGEMENT	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: MAIN BATTLE ACTION AND ENCAMPMENT SEQUENCE	
Landscape character at select locations is evocative of landscape conditions of October 1777.	*Reestablish at key locations, field and woodland to suggest conditions in October 1777.
	*Thin certain woodlands to suggest their character in October 1777.
	Ensure consistency with grassland habitat objectives outlined in the “Objectives Common to All Alternatives” section.
	*Locate and rehabilitate historic road traces associated with the battle period.
	Undertake extensive archeological research program and mitigation measures necessary to support potential actions outlined in this and the “Visitor Use and Experience” section.
Views important to the interpretation of the battles are reestablished.	*Reestablish the view from the visitor center to the Breymann and Balcarres redoubts as depicted in the park's 1941 General Development Plan.
	*Reestablish the historic sight lines between the Breymann and Balcarres redoubts.
	*Reestablish interpretive and historic views critical to the military use of Victory Woods.
	*Reestablish the historic view from Stop 3 looking southeast over the Hudson River.
	*Reestablish the historic views from Bemis Heights.
The character-defining landscape features of Victory Woods are identified and rehabilitated.	Conduct cultural and natural resource inventories, and archeological surveys.
	Identify the locations of British earthworks, roads, and other key landscape features significant to the siege at Victory Woods.
HISTORIC ZONE: SUPPORTING BATTLE ACTION SUBZONE	
Natural and cultural resources are monitored and managed in compliance with National Park Service management policies.	See Resource Management section of “Objectives Common to All Alternatives.”
HISTORIC ZONE: SCHUYLER ESTATE SUBZONE	
The Schuyler Estate is rehabilitated to reflect its use by the Schuyler family.	Preserve house, privy, and wellhouse.
	Acquire all properties within legislated Schuyler Estate boundary.
	Where practicable, mitigate hazardous materials in dump sites and floodplain within the Schuyler Estate.
	Remove modern National Park Service residence and shed.

* Detailed implementation plans required

ALTERNATIVE D: RESOURCE MANAGEMENT	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: SCHUYLER ESTATE SUBZONE	
	Conduct archeological research to support actions outlined in this and “Visitor Use and Experience” section
	*Reestablish views to the Hudson River and Fish Creek.
	Identify locations of landscape features, such as earlier houses, quarters of the enslaved, other outbuildings, gardens, and the canal, that reflect the use of the site from 1720 (when the first Schuyler House was built) to 1837 (the year the Schuyler family sold the property).
COMMEMORATIVE LANDSCAPE OVERLAY	
Monuments and historic markers and their settings are monitored to assess and ensure good condition.	Monitor and maintain monuments and historic markers.
The Saratoga Monument grounds are rehabilitated to reflect the original formal design.	Ensure that the treatment of the monument and its grounds respects the historic design relationship with the Prospect Hill Cemetery.
	*Reestablish select pathways, plantings, and other landscape features that were extant for the first forty years after the monument was completed.
PARK SUPPORT ZONE	
Visitor service and park support facilities are maintained in good condition	Monitor and maintain visitor service and park support facilities.

ALTERNATIVE D: VISITOR USE AND EXPERIENCE	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: MAIN BATTLE ACTION AND ENCAMPMENT SUBZONE	
Interpretation emphasizes the Burgoyne Campaign within the broader context of the Revolutionary War with a secondary emphasis on commemorative aspects of the park (see Commemorative Overlay). Interpretation of the military events relies on visitor contact with rehabilitated landscape features and landscape exhibits, in addition to media.	*Resequence interpretive stops to better follow the progression of battle action, and upgrade interpretive media at the tour road stops.
	*For interpretive purposes, at select locations, exhibit such representative features typical of military activity as slash, tree stumps, log piles, fire pits, trenches, bake ovens, hastily constructed earthworks, abattis, and fields “cleared for fire.”
	*Indicate at select interpretive locations, the original divisions of the Saratoga Patent.
	*Indicate defensive positions at select interpretive locations.
	*Indicate the locations of British earthworks, roads, and other key landscape features significant to the siege at Victory Woods.
	*Indicate locations of the Neilson farm buildings, the Taylor House, the Bemis Tavern, Gates’s Headquarters, the American Hospital, and other battle-era structures.
	*Enhance visual access to Gates’s Headquarters–American Hospital area from the tour road.
	*Enhance pedestrian access to Bemis Heights from the tour road and via small parking area off Route 32.
	*Develop interpretive trail through Victory Woods.

* Detailed implementation plans required

ALTERNATIVE D: VISITOR USE AND EXPERIENCE	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
HISTORIC ZONE: MAIN BATTLE ACTION AND ENCAMPMENT SUBZONE	
	*Upgrade the self-guided auto audiotape tour.
	*Enhance access to the Taylor House site and the Hudson River. Improve road terminus. A minor boundary adjustment would be required to accomplish these actions.
	*Develop alternate tour options of varying lengths using existing road alignments.
	*Improve special event parking at select tour road stops.
HISTORIC ZONE: SUPPORTING BATTLE ACTION SUBZONE	
Interpretation is minimal.	Limit interpretive media and facilities, generally, to those needed to support interpretation of Main Battle Action and Encampment Subzone and Commemorative Landscape Overlay, or those needed to support natural resource programs.
HISTORIC ZONE: SCHUYLER ESTATE SUBZONE	
Interpretation focuses on General Schuyler's civic, military and entrepreneurial roles, and on the Schuyler family in Old Saratoga.	*Install combination of historic furnishings and other interpretive media in Schuyler House that best describes the story of the Schuyler family in Old Saratoga.
	*Indicate locations of landscape features, such as earlier houses, quarters of the enslaved, other outbuildings, gardens, and the canal, that reflect the use of the site from 1720 (when the first Schuyler House was built) to 1837 (the year the Schuyler family sold the property).
COMMEMORATIVE LANDSCAPE OVERLAY	
Interpretation addresses commemorative aspects of the park.	*Develop new interpretive media to address commemorative aspects of park.
PARK SUPPORT ZONE	
Orientation to the entire park is provided at the outset of the visitor experience regardless of which unit is the first point of entry: Old Saratoga or Battlefield.	*Improve the interpretive media and exhibits in the battlefield visitor center.
	*Develop, at an appropriate location in Old Saratoga, a new facility (5,000 square foot range) that includes exhibits highlighting other sites in the region. (The parklands of the Old Saratoga Unit might well be an appropriate location for this facility. Subsequent planning will evaluate and select an appropriate site for this facility. A boundary modification might be required.)
	*Develop interpretive media for new facility to provide park-wide orientation and orientation to regional initiatives.
The park's entry and exit are safe and are appropriate for a national park.	*Develop new entry associated with new facility in Old Saratoga.
	*Develop new entry road off of Route 32, retain current entry road as service and maintenance entry, improve traffic flow and capacity of parking lot, upgrade signage, and screen the headquarters buildings. Develop fee collection-ranger station. A park boundary adjustment would be required to complete this action.
	Collect fees at the fee collection-ranger station near the Route 32 entrance and at the Old Saratoga facility.

* Detailed implementation plans required

ALTERNATIVE D: VISITOR USE AND EXPERIENCE	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
PARKWIDE	
All park sites open to the public on a seasonal basis.	Provide necessary services and operations to support seasonal public use of the battlefield, Victory Woods, Saratoga Monument, and Schuyler Estate.
	Offer self-guided and ranger-led interpretation of the Old Saratoga Unit sites.
All park sites are linked interpretively and physically with one another and with thematically related sites outside the park boundary.	*Develop pedestrian, bicycle, and auto routes to link the Old Saratoga Unit sites with one another and with the thematically related sites outside the boundary. Create links with Battlefield Unit. Coordinate with the existing Schuylerville walking tour route. Work with partners to develop media to interpret all sites on the new routes.
	Work with partners to connect Victory Woods and the Saratoga Monument with a trail through Prospect Hill Cemetery.
	Work with partners to connect Victory Woods and the Schuyler Estate with a trail along Fish Creek.
Nonmotorized park touring is encouraged to a greater degree than specified in “Common to All Alternatives” section.	*Expand the park trail system; develop new trail to Bemis Heights from tour road and Route 32, and new loop connecting the park with the Saratoga National Cemetery.
	Make bicycles available to visitors via concession or other mechanism.
	Enhance links with Lock 5 and other established marinas and dock areas.
	*Provide water access for pleasure craft at appropriate locations within the park.
	Support partners’ efforts to develop water-based thematically related interpretive tours.
	Explore possibility of offering special interpretive tours using specifically designed alternative-fueled vehicles.
ALTERNATIVE D: COOPERATIVE EFFORTS AND PARTNERSHIPS	
OBJECTIVE	POTENTIAL ACTIONS THAT MAY RESULT FROM OBJECTIVE
PARKWIDE	
Partnerships are enhanced to place park in its broader historic context and to strengthen the park’s role in regional initiatives.	Develop and operate Old Saratoga facility jointly with regional partners.
	Develop and implement joint educational programs, outreach initiatives, and special events with regional partners.
	Work with property owners to develop interpretive media to address thematically related sites outside of the park boundary.
	Through cooperative efforts, encourage the perpetuation of the rural landscape character of views east to the ridgeline across the Hudson and west to the ridgeline across Route 32.
	Expand the ways in which volunteers can assist the park in maintenance, resource management, and visitor services by providing training, support, recruitment, and other services.
	Expand the opportunities for the park’s friends group to increase donations to the park.
	Continue to work with volunteers, reenactor groups, the Friends of the Saratoga Battlefield, and others to improve living history and educational programs.
	Continue to work with the Old Saratoga Historical Association to upgrade interpretation at the Schuyler Estate.
	Through cooperative efforts, ensure the long-term protection of views west across Route 4 from the Schuyler Estate. Boundary modifications may be required, if cooperative efforts are insufficient.

* Detailed implementation plans required

Proposals Considered but Rejected

Expanding Park Boundaries to Include Associated Sites

The planning team considered a proposal to expand the park boundaries to embrace the Marshall House, the Field of Grounded Arms, the Sword Surrender Site, the Swords House site, and the Dirck Swart House site. The boundary expansion would have allowed the National Park Service to spend federal funds on physical improvements to these properties and would have afforded these properties an increased level of protection and interpretation. The planning team eliminated this proposal from further consideration because an evaluation of the properties indicated that none of the properties possess the level of integrity the National Park Service requires for inclusion within the park system.

Developing New Visitor Center in the Southern Portion of the Park

The planning team considered a proposal to develop a new visitor center near the old Route 32 roadbed by the southern park boundary. The new visitor center would have allowed visitors to begin their park experience closer to Bemis Heights and Gates's Headquarters, and to follow the progression of military events in a logical fashion from south to north. Implementation of this proposal would have required the park to either remove the existing visitor center or maintain and operate two major facilities on the battlefield: the existing visitor center and the new visitor center. The planning team eliminated this proposal from further consideration because it felt that removing the existing visitor center could not be justified. The location for the existing visitor center was chosen by President Franklin D. Roosevelt, and as such, possesses importance in its own right. Conversely, the planning team felt that retaining the existing visitor center and thereby operating two visitor facilities on the battlefield could not be justified, either, given the greater need for visitor facilities in Old Saratoga.

Restoring the Schuyler House to Its 1777 Appearance

The planning team considered a proposal in Alternative B to restore the Schuyler House to its 1777 appearance. The restoration would have enabled visitors to see what the Schuyler House would have looked like closer to the time of the surrender, when it was occupied by General Philip Schuyler. Presently the house more closely resembles its appearance after Schuyler made significant alterations to the structure in preparation for its occupancy by his son, John Bradstreet Schuyler. The planning team eliminated this proposal from further consideration because the restoration, although technically feasible, would have been extremely costly and destructive to historic fabric without providing significantly greater interpretive opportunities.

Using the Schuyler House as a Visitor Contact Station

The planning team considered a proposal in Alternative B to adaptively reuse the Schuyler House for a contemporary visitor contact station. The adaptive reuse would have enabled the National Park Service to develop a visitor contact station without having to build a new building or

substantially alter an existing structure. The planning team eliminated this proposal from further consideration because the adaptive reuse of the structure for a visitor contact station would have diminished the National Park Service's ability to interpret the structure and its association with General Philip Schuyler. Additionally, such a use could have placed the historic fabric under additional stress.

Developing an Alternative Based on Recreational Use of the Park

At the outset of the planning process, the planning team considered developing an alternative that would have been based on fuller exploitation of the recreational potential of the park. This alternative would have focused on the enhancement and expansion of the park's recreational facilities. The planning team eliminated this concept from further consideration because it would not have supported the basic purpose of the park, which is to preserve, protect, and interpret the sites associated with the 1777 battles, siege, and surrender of the British forces at Saratoga.

Table 5: Summary of Alternatives

	Alternative A: Focus on Current Management Objectives	Alternative B: Focus on the Battles, Siege, and Surrender	Alternative C: Focus on Park as Memorial Grounds	Alternative D: Focus on the Burgoyne Campaign (the Preferred Alternative)
Concept	Allows for limited incremental actions toward existing objectives.	Focuses on improving visitor understanding of the Saratoga battles, siege, and surrender by providing a more complete and logical depiction of these events.	Presents the park as a memorial landscape that has been commemorated in numerous ways over generations.	Incorporates elements of Alternatives B and C to represent what NPS views as the best management direction for the park. The alternative was developed using results of the draft EIS, consultation with the public, and input from park staff.
	Improves park operations and visitor experience with minimum change in direction.	Rehabilitates key battlefield features to help visitors understand the landscape conditions faced by the armed forces.	Preserves and enhances interpretation of key landscape features to help visitors understand the continuum of use of the site.	Rehabilitates key landscape features to help visitors understand the conditions faced by the armed forces. This approach also addresses—secondary to strategic factors—the commemorative aspects of the park.
	Allows for no significant expansion of park participation in regional initiatives.	Enables the park to enhance partnerships with other Burgoyne Campaign–related sites in the Champlain-Hudson and Mohawk valleys.	Envisions the park as an important gateway to the regional initiatives of the Champlain-Hudson and Mohawk valleys.	Enables the park to strengthen its role in the regional initiatives of the Champlain-Hudson and Mohawk valleys.
Objectives for Resource Management				
Historic Zone: <i>Main Battle Action and Encampment Subzone</i>	The field-forest configuration at select locations is evocative of condition of October 1777, except where such treatment would interfere with interpretive views.	Landscape character at select interpretive locations is evocative of landscape conditions of October 1777.	Present field-forest configuration is maintained, except where such treatment would interfere with key views.	Landscape character at select interpretive locations is evocative of landscape conditions of October 1777.
	Views important to interpretation of the battles are reestablished.	Views important to interpretation of the battles, but not in conflict with the 1777 field-forest configuration, are reestablished.	Views important to the interpretation of the battles are reestablished.	Views important to the interpretation of the battles are reestablished.
	The character-defining landscape features of Victory Woods are identified and preserved.	The character-defining landscape features of Victory Woods are identified and rehabilitated.	The character-defining landscape features of Victory Woods are identified and preserved.	The character-defining landscape features of Victory Woods are identified and rehabilitated.
Historic Zone: <i>Supporting Battle Action Subzone</i>	Natural and cultural resources are monitored and managed in compliance with National Park Service management policies.			
Historic Zone: <i>Schuyler Estate Subzone</i>	The Schuyler Estate is preserved.	The Schuyler Estate is rehabilitated to reflect its use by General Philip Schuyler.	The Schuyler Estate is rehabilitated to reflect its use by the Schuyler family.	
Commemorative Landscape Overlay	Monuments and historic markers and their surrounding cultural landscapes are monitored to assess and ensure good condition.			
	The Saratoga Monument and its grounds are preserved.		The Saratoga Monument grounds are rehabilitated to reflect the original formal design.	
Park Support Zone	Visitor service and park support facilities are maintained in good condition.			

	Alternative A: Focus on Current Management Objectives	Alternative B: Focus on the Battles, Siege, and Surrender	Alternative C: Focus on Park as Memorial Grounds	Alternative D: Focus on the Burgoyne Campaign (the Preferred Alternative)
Historic Zone: <i>Main Battle Action and Encampment Subzone</i>	Interpretation emphasizes the battles. Interpretation of the battles relies on visitor contact with the landscape in addition to media.	Interpretation emphasizes the battles, siege, and surrender. Interpretation of the military events relies heavily on visitor contact with rehabilitated landscape features and landscape exhibits.	Interpretation emphasizes both military events and the efforts to commemorate those events (see Commemorative Landscape Overlay). Interpretation of military events relies more on media than on direct contact with the landscape.	Interpretation emphasizes the Burgoyne Campaign within the broader context of the Revolutionary War with a secondary emphasis on commemorative aspects of the park (see Commemorative Landscape Overlay). Interpretation of military events relies on visitor contact with rehabilitated landscape features and landscape exhibits in addition to media.
Historic Zone: <i>Supporting Battle Action Subzone</i>	Interpretation within this subzone is minimal; generally is in support of interpretation of resources in other park areas or in support of interpretation of natural resources.			
Historic Zone: <i>Schuyler Estate Subzone</i>	Interpretation focuses on General Schuyler’s military role.	Interpretation focuses on General Schuyler’s civic, military, and entrepreneurial roles.		Interpretation focuses of General Schuyler’s civic, military, and entrepreneurial roles, and on the Schuyler family in Old Saratoga.
Commemorative Landscape Overlay	Interpretation of monuments and historic markers remains as at present.		Interpretation emphasizes both military events and the efforts to commemorate those events (also see Historic Zone: Main Battle Action and Encampment Subzone)	Interpretation addresses commemorative aspects of the park (also see Historic Zone: Main Battle Action Encampment Subzone)
Park Support Zone	Orientation to the entire park is provided at the Battlefield Unit.		Orientation to the entire park is provided at the Old Saratoga Unit.	Orientation to the entire park is provided at the outset of the visitor experience regardless of which unit is the first point of entry: Old Saratoga or Battlefield.
Parkwide	All park sites are open to the public on a seasonal basis.			
		All park sites are linked interpretively and physically with one another and with thematically related sites outside the park boundary.		
			Nonmotorized park touring is encouraged to a greater degree than specified in “Common to All Alternatives” section.	
Objectives for Cooperative Efforts and Partnerships				
Parkwide	Existing partnerships achieve park objectives.	Partnerships are enhanced to place in its broader historic context.	Partnerships are expanded to place park in its broader historic context and to serve as a gateway to regional initiatives.	Partnerships are expanded to place park in its broader historic context and to strengthen the park’s role in regional initiatives.
Summary of Potential Boundary Modifications				
	If cooperative efforts are insufficient, a boundary modification may be required to ensure the long-term protection of views west across Route 4 from the Schuyler Estate.			
	Park managers would work to acquire, from willing sellers only, all scenic easements on non-federal properties within the park’s legislative boundary.			
	A minor boundary modification would be required to enhance access to the Taylor House site and the Hudson River.			
		Subsequent planning will determine if a boundary modification is required to support the Old Saratoga facility.		
		A minor boundary modification would be required to improve the Route 32 entry.		A minor boundary modification would be required to improve the Route 32 entry.

	Alternative A: Focus on Current Management Objectives	Alternative B: Focus on the Battles, Siege, and Surrender	Alternative C: Focus on Park as Memorial Grounds	Alternative D: Focus on the Burgoyne Campaign (the Preferred Alternative)
Range of Annual Costs Over FY03 Operations Costs (\$1,690,000)	<div>\$270,000–\$330,000</div> <div>This range is based on an addition of 7.5 personnel and the assumption that the total payroll would continue to be about 85% of the annual budget.</div>	<div>\$810,000–\$990,000</div> <div>This range is based on an addition of 18.5 personnel and the assumption that the total payroll would continue to be about 85% of the annual budget.</div>	<div>\$990,000–\$1,210,000</div> <div>This range is based on an addition of 21.75 personnel and the assumption that the total payroll would continue to be about 85% of the annual budget.</div> <div>Due to the joint operation of the Old Saratoga facility, partnership support may offset operations costs.</div>	<div>\$810,000–\$990,000</div> <div>This range is based on an addition of 18.5 personnel and the assumption that the total payroll would continue to be about 85% of the annual budget.</div> <div>Due to the joint operation of the Old Saratoga facility, partnership support may offset operations costs.</div>
Range of Initial One-Time Costs (Includes construction, exhibits, research, and planning)	<div>\$5,310,000–\$6,490,00</div>	<div>\$7,920,000–\$9,680,000</div> <div>(\$2,610,000–\$3,190,000 over Alternative A, the no-action alternative)</div>	<div>\$11,070,000–\$13,530,000</div> <div>(\$5,760,000–\$7,040,000 over Alternative A, the no-action alternative)</div>	<div>\$8,730,000–\$10,670,000</div> <div>(\$3,420,000–\$4,180,000 over Alternative A, the no-action alternative)</div>
Total Life-Cycle Costs over the Life of the Plan (Includes total maintenance, operations, personnel, and capital costs over 20 years)	<div>\$8,820,000–\$10,780,000</div>	<div>\$17,550,000–\$21,450,000</div> <div>(\$8,730,000–\$10,670,000 over Alternative A, the no-action alternative)</div>	<div>\$22,770,000–\$27,830,000</div> <div>(\$13,950,000–\$17,050,000 over Alternative A, the no-action alternative)</div>	<div>\$18,540,000–\$22,660,000</div> <div>(\$9,720,000–\$11,880,000 over Alternative A, the No-Action Alternative)</div>

A note about funding: The National Park Service develops five-year deferred maintenance and capital improvement plans. These plans are developed by a systematic process of evaluating proposals from the field to determine which projects are of greatest need in priority order focusing on critical health and safety issues and critical resource protection requirements. Actions that add specific projects to the five-year plans inevitably result in other projects being displaced when budgets are limited.

Capital development, maintenance, and staffing proposals in this plan will need to be evaluated in light of competing priorities for this unit and other units of the national park system. Because emphasis in the budget process is currently being placed on addressing needs to maintain existing infrastructure, funding for new development is not likely within the next five years. However, the potential for implementing development and operational proposals in this plan may be improved if funding is available from partnerships that do not rely on the National Park Service’s budget.

Part Three: Affected Environment



The cultural landscapes at Saratoga National Historical Park are among the park's most vital resources.

OVERVIEW

This section describes conditions in the park and its environs as a basis for comparison of the environmental effects that would result from the implementation of the alternatives presented in this draft plan.

This section is organized by selected cultural and natural resource topic areas or “impact topics.” The resource topics were selected for inclusion in this section because they could be affected by the proposals outlined in the alternatives. The planning team selected the impact topics based on legislative requirements, resource information, planning issues, and concerns expressed by the public and other agencies during the scoping phase of the planning process.

The potential effects of the alternatives on these impact topics are described in the “Environmental Consequences” section. The impact topics that were eliminated from further consideration and the justification for their elimination are described at the end of this section.

CULTURAL RESOURCES

As an historic area of the national park system, Saratoga National Historical Park was administratively added to the National Register of Historic Places in 1966, with the passage of the National Historic Preservation Act.

Historic and Designed Landscapes

The historic and designed landscapes at Saratoga National Historical Park are among the park's most vital resources. These landscapes, when combined with the historic structures, archeological

resources, and museum objects and archives of the park, are essential in relating the history of the Burgoyne Campaign. Indeed, in the relative absence of historic structures on the battlefield, the landscapes assume a greater burden in conveying this story.

The river, hills, ridges, streams, roads, fence lines, farmsteads, and woodlots were the settings and contributing factors that helped determine the movements of the armies, tactics, and the outcome of the battles. Natural and human processes have altered many of these features. For example, areas that were thickets during the battle are mature woodlands today; unused farm fields have become wooded over the years; and the size and configuration of farm fields have changed. Current management practices seek to create the approximate configuration of woods and fields that existed just prior to the second battle in 1777. It would be impossible to re-create the precise historic composition and appearance of the woods and fields, so this degree of accuracy is not sought.

The historic landscape known as the Schuyler Estate encompasses 30.38 acres of General Philip Schuyler's original 3,000-acre estate in Schuylerville (formerly Old Saratoga).

Victory Woods embraces a portion of the fortified camp occupied by the British during the final phase of the campaign. Many aspects of this landscape appear to have changed little since 1777, and it contains potentially valuable archeological resources.

The Saratoga Monument is by far the most grandiose and ambitious of the commemorative efforts. It retains elements of a designed landscape that accompanied the original plan.

The landscape of the battlefield contains a number of markers and monuments that were placed during the last two decades of the 19th century and, to a lesser extent, into the following century. Originally superimposed on a predominantly agricultural landscape, these features collectively form a commemorative layer that expands the story of the Burgoyne Campaign to include its perception by later generations of Americans.

Historic Buildings and Structures

The park contains 31 individual structures and features, which contribute to its national significance. Structures include monuments and markers, stone benches, a wellhead and other man-made elements. The markers and monuments often indicate defensive positions on the battlefield, which at one time would have been structures such as trenches or redoubts. In some cases, archeological evidence of these structures remains.

The park contains traces of historic roads that once connected farms and towns, some of which were created by battle participants. The present battlefield tour road follows historic road traces in some places.

The Neilson House stands on what was John Neilson's farm before and after the battles of Saratoga. Neilson joined the American troops opposing Burgoyne's advance. The house, now restored, was used by American staff officers for quarters in September 1777. Associated barns and outbuildings that were part of the farm no longer remain on the site.

The present Schuyler House is the third to be built on what was the Schuyler family property. Lieutenant General Schuyler and his family lived at this estate periodically both before and after the 1777 campaign. The present house was built following the surrender, as General Burgoyne had the house and outbuildings burned as he retreated. The National Park Service has restored both the house exterior and interior. The completed exterior appearance reflects a circa-1804 period (the year Schuyler died). Interior restoration work seeks to reflect conditions circa-1777–87 (the General turned the house over to his son in 1787). Most of the furnishings currently in the house are on long-term loan to the National Park Service by the Old Saratoga Historical Association.

The house, a two-story wood frame structure built on a stone foundation, sits on a 30.38-acre parcel that was once the core of a 3,000-acre tract that was intended to function as a largely self-contained productive unit. In addition to outbuildings such as barns and mills, it would have included a formal garden, vegetable garden, and carriage drive. The park staff maintains most of the property as lawn. A small kitchen herb garden is located near the house and a privy stands behind it.

Another structure is the Champlain Canal, which was completed in 1823, repeatedly improved, and remained in service until replaced by the Barge Canal in 1918. As mentioned earlier in the “Objectives Common to All Alternatives” section, two discontinuous segments of the canal pass through the portions of the park. One segment runs through the battlefield, roughly paralleling Route 4. The National Park Service acquired the northern and southern portions of this segment from Saratoga County in the 1980s. The central portion of this segment is owned partly by Saratoga County and partly by a private landowner. The second segment of the canal runs through the Schuyler Estate and is under State of New York ownership. The most visible canal feature is the channel (prism) itself, with the accompanying towpath. Other features formerly associated with the canal may remain and need further investigation. While the canal does not relate to the military events of 1777, there is an indirect link through the interest of Philip Schuyler and his family in canal transportation. General Philip Schuyler is considered to be the “father” of the historic Champlain Canal, because of his tireless efforts to advance its construction. Also, one of the rationales for the development of the Erie and its lateral canals was the ongoing need to protect the United States and provide prompt American response to any British threats from Canada, even after the War of 1812.

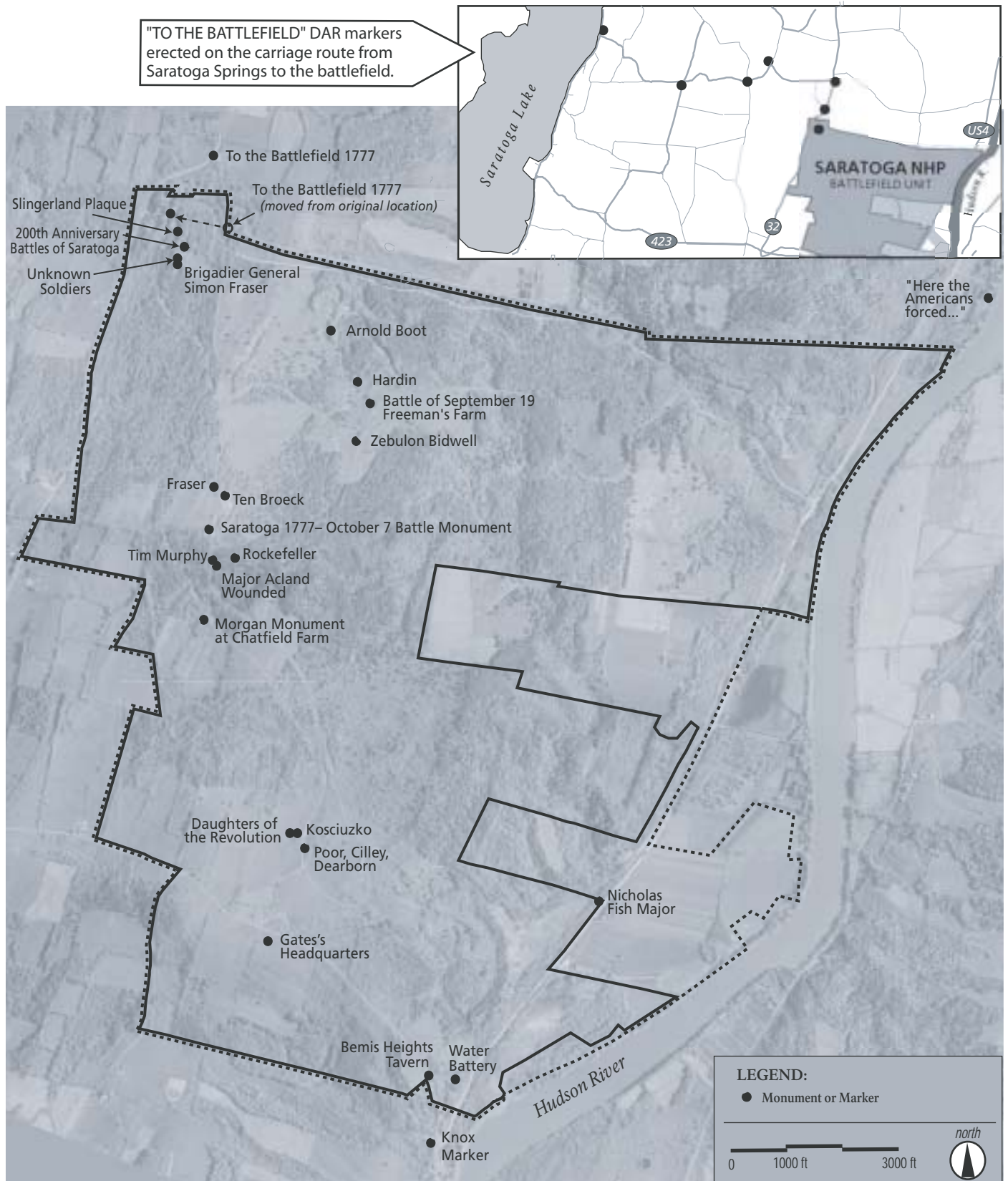
Monuments

The Saratoga Monument is by far the most significant and prominent monument within the park. A 155-foot obelisk erected to memorialize the campaign that culminated in the British capitulation, the monument is categorically different from the numerous others in the park. It is located on a detached 2.8-acre parcel in Victory that was chosen largely because of its commanding view. Another consideration that influenced those who selected the site is that it stands on historic ground, being located within the fortified camp Burgoyne occupied during the

final days of the campaign. The cornerstone was laid on October 17, 1877, and the monument is a characteristic expression of late-19th-century esthetics and patriotic attitudes. Nevertheless, it was not completed until 1895 and was not dedicated until 1912. Various changes have been made on the grounds of the monument since its completion. The interior of the monument was closed in 1987 for safety reasons and reopened in 2002 after its rehabilitation was completed.

An important group of 13 monuments in and around the battlefield were erected during the 1880s due, foremost, to the efforts of Ellen Hardin Walworth. Most of these monuments were erected under the auspices of the Saratoga Monument Association. These structures are significant as marking the first formal expression of memorial efforts on the battlefield and the beginning of serious preservation efforts there. Much of this activity was inspired by the national centennial celebration of 1876 and represents the expansive movement known as Colonial Revival. The Monument Association lacked a formal fundraising procedure, so that Mrs. Walworth resorted to the expedient of having each of these monuments underwritten by a prominent individual.

- The Gates's Headquarters Monument was erected in 1880 and is a four-sided granite obelisk 5 feet 6 inches tall. The monument is located on the south side of Routes 32 and 423 south of the Neilson House.
- The Bemis Tavern Monument was erected in 1881 and is a four-sided granite obelisk 3 feet 3 inches tall. The monument is located on the west side of Route 4 at the southernmost boundary of the park.
- The Freeman Farm Monument was erected in 1884 and is a four-sided granite obelisk 4 feet 6 inches tall. It is located north of the hiking trail loop around Stop 6 on the tour road.
- The 2^d Battle of Saratoga Monument was erected in 1884 and is a four-sided granite obelisk 5 feet 2 inches tall. It is located along the tour road just south of Stop 5.
- The Fraser Monument, honoring British General Simon Fraser, was erected in 1884. It is a four-sided granite slab 3 feet 6 inches tall and is located west of the Ten Broeck Monument at tour road Stop 5.
- The Fort Neilson Monument was set in 1886 and is a four-sided granite obelisk 5 feet tall. It was originally located north of the Neilson House at tour road Stop 2 and is at present in storage.
- The Arnold Monument was erected in 1887 and is a four-sided marble slab 3 feet 8 inches high. The front includes a raised relief carving of a boot and cannon, representing the severe wound Benedict Arnold received in the storming of Breymann Redoubt. In 1975, the National Park Service moved the monument from the crest of the hill at the Breymann Redoubt to its present location along a paved pathway at tour road Stop 7.
- The Water Battery Monument was erected in 1888 and is a four-sided granite obelisk 6 feet 1 inch tall. The monument is located on the west side of Route 4, south of the small creek below tour road Stop 3.
- The Great Ravine Monument, erected in 1888, is a four-sided granite obelisk 6 feet 8 inches tall. It is located along the tour road between Stops 4 and 5.
- The Morgan Monument, honoring Colonel Daniel Morgan, was erected in 1888 and is a square granite obelisk 5 feet 8 inches high. It is located along the tour road approximately halfway between Stops 1 and 2.
- The Hardin Monument was erected in 1888 and is a four-sided granite obelisk 5 feet 8 inches tall. It is located northeast of tour road Stop 6.



Battlefield Monuments and Markers



Saratoga National Historical Park
United States Department of the Interior
National Park Service

Draft General Management Plan 2003

Two of the 13 were erected on lands that are outside the National Park Service–owned properties:

- A monument to the final point of retreat of the British forces is located on River Road, close to Ensign Lane.
- A monument to Nicholas Fish and Advanced Entrenchments is located on Route 4 north of the present-day sod farm.

Three other monuments, though installed later, appear to share similar origins and show a family resemblance to the earlier grouping:

- The Murphy Monument, honoring sharpshooter Timothy Murphy, who allegedly killed General Fraser, was erected in 1913, with a second plaque in 1976, and is a four-sided granite slab 7 feet 5 inches tall. The monument was placed at its original location (Stop 2) by the Ancient Order of Hibernians of Saratoga County. The National Park Service later moved it to its current location along the tour road between Stops 4 and 5.
- The Ten Broeck Monument, honoring the commander of Albany County militia Colonel Abraham Ten Broeck, was erected in 1917 and is a four-sided granite slab 5 feet 4 inches tall. It is located at the north end of the parking lot at tour road Stop 5.
- The Bidwell Monument was erected in 1924 and is a four-sided stone slab 5 feet 7 inches tall. The monument was placed by the Bidwell Family Association and is located near the hiking trail loop around Stop 6 on the tour road.

Following Walworth's initiative, the Saratoga Chapter of the Daughters of the American Revolution (DAR) erected nine granite markers on the carriage route from Saratoga Springs to the battlefield between 1906 and 1909. Although thematically related to the park, most of these markers are located on lands outside of the park boundaries (two are located within the park).

Another group of monuments were erected during a resurgence of patriotic and commemorative fervor associated with the national sesquicentennial (1927) and the bicentennial of George Washington's birth (1932) and were facilitated and inspired in part by the acquisition of the battlefield by New York State. Although somewhat related in their origins, these structures have no stylistic resemblance.

- The New Hampshire Men Monument recognizes New Hampshire soldiers who participated in the Burgoyne Campaign and honors their most prominent officers. It was erected in 1927 and is a large granite boulder 4 feet 8 inches tall. The monument was placed by the State of New Hampshire. It is located south of the Neilson House at tour road Stop 2.
- The Daughters of the American Revolution Monument was erected in 1931. An octagonal-shaped granite obelisk 17 feet high, it is the largest and most conspicuous monument on the battlefield. The monument was placed by the Daughters of the American Revolution of New York State and formerly included a memorial grove of 27 trees. It is located along the tour road opposite the Neilson House at Stop 2.
- A monument placed at the foot of the George Washington Elm was erected near the Daughters of the American Revolution Monument in 1938. It was a bronze marker set on a granite stone that lists the names of 27 generals, including Benedict Arnold. The bronze marker is housed in the park's collections storage facility, and the granite stone is buried on the battlefield.

- The Rockefeller Monument was erected in 1932 and is a four-sided carved granite boulder 4 feet 4 inches tall. The monument was placed by the Rockefeller Association, Incorporated. It is located between Stops 4 and 5 of the tour road east of the Murphy Monument on the hiking trail alongside the Middle Ravine.
- The Kosciuszko Monument pays tribute to Thaddeus Kosciuszko, the Polish engineer who laid out the American defensive works, and was erected by his compatriots. It was set in 1936 and is a four-sided granite stone, 8 feet 3 inches high. In 1976 the National Park Service moved the monument from the crest of the hill south of the Neilson House to the present location along the tour road at the Neilson House parking lot at Stop 2.

Several other monuments were erected after the establishment of the national historical park in 1938:

- The Slingerland Tablet, in memory of George O. Slingerland, was placed by local Rotary clubs in 1938. It is a bronze plaque 30 x 20 inches set into the stone wall off the parking lot at the entrance to the visitor center.
- The Sons of the American Revolution monument was erected in 1977 and is a four-sided granite slab 3 feet tall. It was placed by the Admiral George Browne Chapter, Empire State Society, Sons of the American Revolution. The monument is located alongside the east walk at the visitor center.
- The Fraser Memorial, set in 1987, is a granite boulder 17 inches tall. The monument was placed by Fraser descendants. It is located on the green on the south side of the visitor center.
- The Unknown Soldiers Monument was set in a small granite stone half a foot tall. The monument was placed by the National Park Service. It is located on the green on the south side of the visitor center.

Archeological Sites and Resources

Archeological resources, the physical evidence of past human activity, form an important element of the park's resource base. Archeological investigation began early in the history of the park and continued in several distinct episodes, culminating in the late 1980s. These projects have emphasized locating features relating to the 1777 campaign to inform the park interpretive program, or to ensure that construction did not threaten archeological resources. Potential resources include remains of fortifications, encampments, battlefields, burials, command centers, and field hospitals. Frequently these studies have sought to confirm the reliability of contemporary maps, and in general the most valuable archeological work has resulted from close coordination of archeological and historical research.

An Archaeological Overview and Assessment of the Saratoga National Historical Park, completed in 2000, summarizes and evaluates archeological work that has been conducted at the park since its establishment. This report shows that attempts to locate battlefield remains with archeological methods have had mixed results. Some portions of the British and American positions and some house sites have been confirmed, while others have remained elusive. Since these features were clearly depicted in contemporary maps and descriptions and remained visible for years afterward, the presumption is that they were obliterated by later farming and possibly by interpretive development and "restoration" during the Slingerland period. Remains that have been minimally

confirmed or have been studied in more detail include two large battlefields; the American headquarters; British and American lines, including encampment sites; fortifications; and British redoubts. In addition, hearths and burials (but no large cemeteries) have been found.

Archeology at the Schuyler Estate has similarly focused on finding outbuildings or former extensions of the main house, and in particular attempting to establish whether the present house is built on the foundations of its predecessor. Most structural remains and archeological features appear to postdate the Revolution. Although archeological remains of outbuildings associated with the 18th-century Schuyler Estate may lie within the National Park Service boundary, they are probably greatly disturbed.

The Schuyler Estate contains a sizable American Indian site. A few American Indian artifacts have been found incidentally during projects on the battlefield. These do not seem to reflect significant sites, although the objective of investigation has not been to locate such sites. Similarly, both the battlefield and the Schuyler Estate have the potential to provide information on 19th-century domestic life, but this aspect has not been investigated specifically, as it lies outside the park mission.

Documentary sources make it appear likely that the Victory Woods tract contains archeological resources relating to the “siege period” before the British capitulation, but the area has not yet been systematically surveyed by archeologists.

Collections and Archives

Saratoga National Historical Park’s collection numbers over 125,000 objects, and includes processed and unprocessed archeological, historic, archival, and natural history items. It represents a valuable resource for interpretation, exhibition, reference, and research. The first collections acquired by the park largely consisted of historical materials that had been collected and used for interpretation by the New York State Conservation Department. The state’s collections were turned over to the National Park Service in 1942. Through this accession and some 200 later transactions, the park’s collections now include an estimated 1,700 historical objects. Among the most significant are nine original artillery pieces, an original surrender document, and camp furniture associated with General Burgoyne.

The largest portion of the park’s collections is the estimated 43,000 archeological objects excavated on parklands. The bulk of these objects date from excavations conducted from 1985 to 1988 at the headquarters of General Gates, the camp of the British 21st Regiment, the John Taylor House site, and the Schuyler Estate. Smaller portions date from test excavations done in the 1940s through 1960s and from excavations from 1972 to 1975 under contract with the State University of New York at Albany. Many of the metal objects are musket and cannon balls, ceramics, shoe buckles, parts of firearms, or tools. There is also a substantial group of vessels uncovered from the Schuyler Estate. Other items include coins, pipes, and vessel glass. Architectural items from various sites throughout the park are also included in the collection.

The park houses a considerable archival collection, diverse as to type, source, and content. The collection includes administrative records of the National Park Service and its predecessors, some historical documents, archeological files, photos, and architectural drawings. It is estimated that the collection comprises 196.8 linear feet, or 314,880 items, based on the standard National Park Service factor of 1,600 items per linear foot of archival material.

Several of the more noteworthy and discrete collections have been cataloged in recent years. These include the George O. Slingerland Papers, covering the years 1895–1932; a major group of administrative records generated by New York State, the Civilian Conservation Corps, and the National Park Service, 1933–1969; and the George Strover Family Papers, 1821–1938. (The Strover/Lowber family owned the Schuyler House from 1839 to 1948.)

NATURAL RESOURCES

Soils

Overview

The land along the Hudson River is rich in mineral content and contributes to the strong agricultural tradition of the region. Soils are alluvial (meaning, deposited by moving water) clays and loams, which produce site-specific variations in park vegetation. This soil type is subject to land slumping as documented by case incident reports and resource management memoranda of 1987, 1989, and 1990. Small landslides (up to ¼ acre) have taken place in steep water drainages throughout the park. Clayey soils retain large amounts of water in the spring and occasionally shift 5–10 feet down the hillsides. Such slides are considered a threat to park infrastructure and possibly to cultural resources.

Over the years, industrial uses of lands along the Hudson River have resulted in the discharge of PCBs into the river. Natural flooding has deposited PCB-contaminated river sediments onto the Hudson River floodplain soils within the park. These PCB-contaminated floodplain soils may be impairing natural resources within the park, are impacting management of the park, and will increase the cost and complexity of park development in PCB-contaminated areas.

The hills rising from the river flats are clay topped with sands of various types. Most of the sandy areas near the Hudson River are underlain with clay, and deep drainage is poor. Sands with enough binder to be useful as molding sand have been removed over the years, leaving piles and ridges of sand mixed with some humus and surface debris. Generally, at a distance of 2,000 to 2,400 feet west of the escarpment above the floodplain, the sandy character of the soil changes to clayey loam, with the higher ridges composed of gravel and outcroppings of shale bedrock and occasional boulders.

Prime and Unique Farmland

According to the Natural Resource Conservation Service, the park contains 1,051 acres of prime agricultural soils, which represents 31.2% of the total parklands. These soils are found throughout the park in the lower elevations. Many of these soils contain elevated levels of PCBs.

Topography

The variable landscape of gorges, bluffs, floodplain, and ridges in this portion of the Hudson River Valley directly influenced the battles that occurred here. As a result, topography is a major topic in park interpretation. The regional topography follows the typical southwest–northeast orientation of glacially carved valleys and ridges throughout the northeastern United States. The main topographic feature is the Hudson River.

The battlefield is a 4-square-mile sample of the typical Hudson River floodplain and bluff landscape. The western part of the battlefield consists of low elongated hills oriented southwest–northeast, which alternate with broad, flat-bottomed valleys. To the east, there are two large terraces cut in an east–west direction by deep ravines formed by Mill Creek, Kroma Kill, and their tributaries.

The battlefield's topography contributes to a diversity of uplands (both wet and dry), floodplain, ravines, and steep slopes extending down to the floodplain. The floodplain varies in width from 0.2 to 0.5 mile and in elevation from 75 to 105 feet. From here the land rises at a significant slope to a series of glacial ridges running parallel to the river. These ridges have been breached in several places where drainage occurs, such as Kroma Kill, Mill Creek, Devils Hollow, and Americans Creek. Frasers Hill, the site of the current visitor center, is the highest point at the battlefield at 412 feet.

The highest elevation in Victory (325 feet) was chosen as the site of the Saratoga Monument. Victory Woods lies along a sloping southeastern exposure of a glacial ridge and ranges from 298 feet to 198 feet at the park boundary; thereafter the slope descends to Fish Creek. The majority of the Schuyler Estate is within the floodplain of the Hudson River, and does not exhibit much change in elevation, varying from 99 to 143 feet.

Vegetation

Overview

Saratoga National Historical Park's database lists 797 species that have been documented for the park. This list includes species and common names but contains no additional resident status, distribution, or abundance information. About one-quarter of the park's plant species are nonnative. The park herbarium contains more than 635 specimens.

The park lies within the transition zone between the Appalachian oak region and the hemlock–white pine–Northern hardwoods region of the Eastern deciduous forest. The sequence of the park

land acquisition and the management of historic field-forest configuration have produced a mosaic of old field, shrubland, and forest communities. The vegetation of Saratoga National Historical Park can be classified into three general plant communities: forests, grasslands in various stages of succession, and landscaped grounds and service areas.

Forests

Forests comprise 68% of the park, dominated by Eastern white pine (*Pinus strobus*), red maple (*Acer rubrum*), and Northern red oak (*Quercus borealis*), with other deciduous trees such as black cherry (*Prunus serotina*), white ash (*Fraxinus americana*), and black oak (*Quercus nigra*). Canadian hemlock (*Tsuga canadensis*) and American beech (*Fagus granifolia*) are often the dominant trees in deep, moist ravines. Small pockets of white ash are mixed with red maple in floodplain forests, and small pockets of red oak (*Quercus rubra*) are present around the developed area of the visitor center and maintenance facilities. Willow (*Salix*) and aspen (*Populus*) are the principal species on the floodplain bordering the Hudson River. Most of the tree species present during the time of the battle are still common at the park, although the elm is in decline and no mature chestnuts remain (chestnut saplings still exist).

Grasslands

Grasslands comprise 27% of parkland. They are dominated by grasses and forbs and contain the largest number of species in the park (approximately 40 species). The large number of species in abandoned fields is a result of a number of factors, including past land use, farming, mowing, burning, time of last disturbance, soil association, and moisture. Grasslands are currently managed through prescribed fire or mowing, at a rate of about 124 acres per year, with the exception of most of the acreage under agricultural lease. Maintained areas are predominantly steep slopes and more level terrain that are burned on a rotating basis every two years. Mowing occurs only periodically to prepare fields for prescribed fire.

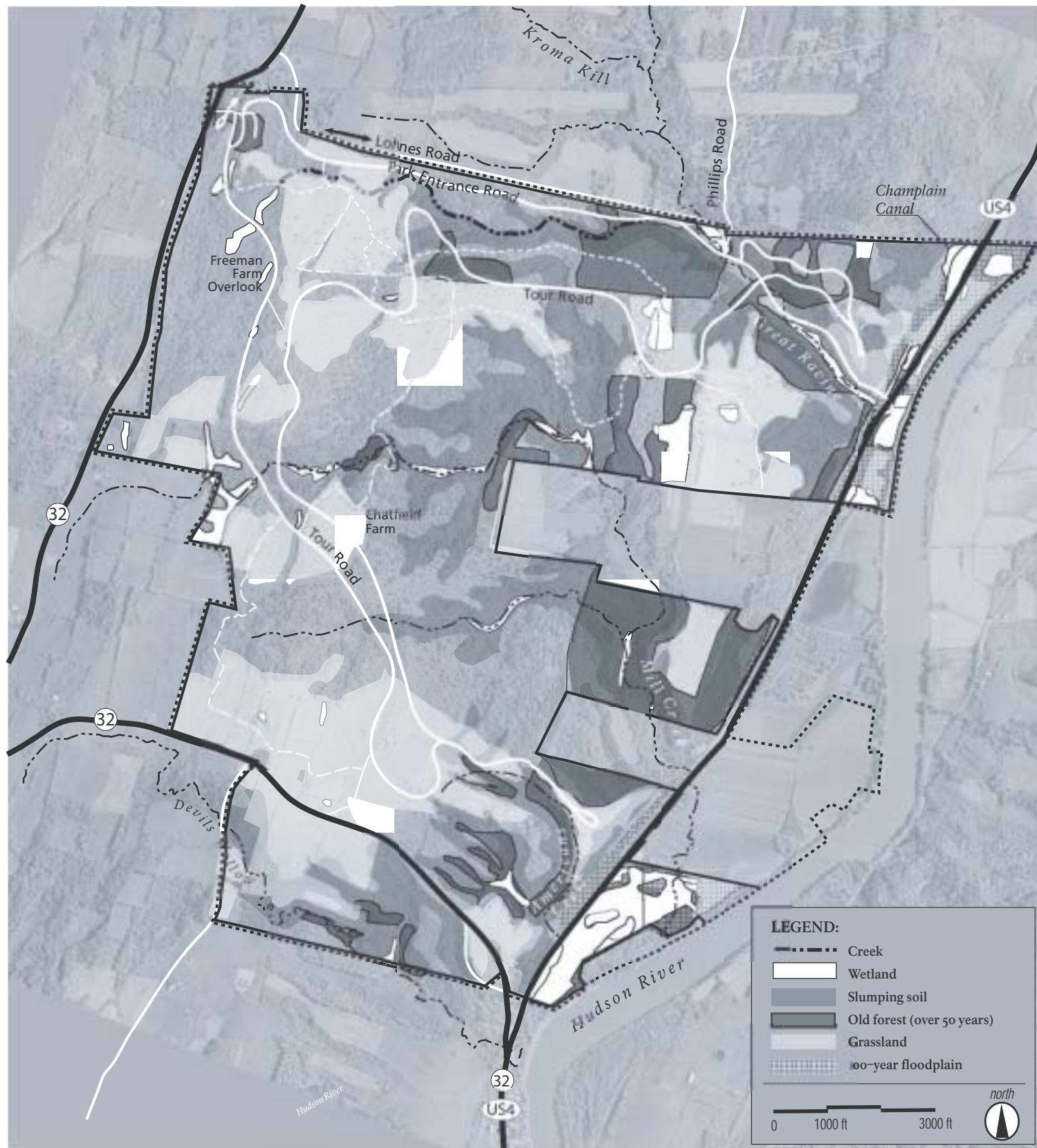
Transitional shrublands are dominated by gray dogwood (*Cornus racemosa*). High shrub density in some areas appears to be associated with browsing of white-tailed deer of trees, saplings, and seedlings.

Landscaped Grounds

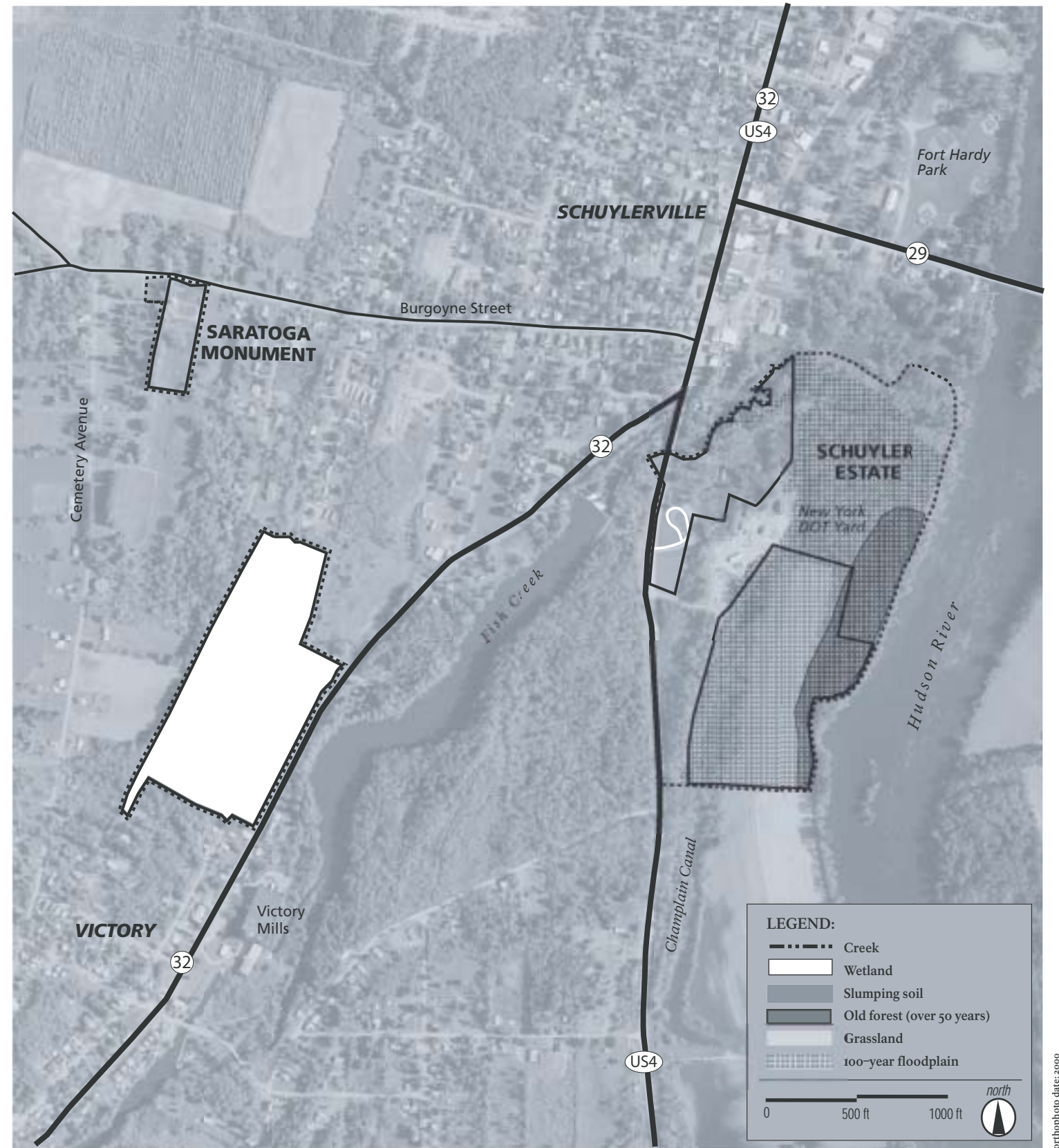
Mowed portions of the park, including roadside rights-of-way, memorial areas, and the lawns at the visitor center, Schuyler Estate, and Saratoga Monument, comprise about 5% of the park. Lawns and rights-of-way are usually mowed at one-week intervals during the growing season. Mowing favors annual and perennial grasses and low-growing forbs.

Nonnative, Invasive Species

Of the current vascular flora of Saratoga National Historical Park, 24% are not native to the United States. These include Japanese honeysuckle (*Lonicera tatarica*) and European buckthorn (*Rhamnus cathartica*).



BATTLEFIELD UNIT



OLD SARATOGA UNIT

Sensitive Natural Resource Areas



Saratoga National Historical Park
United States Department of the Interior
National Park Service

Sensitive Natural Resource Areas

Draft General Management Plan 2003



Prime Agricultural Soils



Saratoga National Historical Park
United States Department of the Interior
National Park Service

Draft General Management Plan 2003

The park's fields exhibit the highest species richness, including many nonnative species, most notoriously the spotted knapweed (*Centaurea species*) and purple loosestrife (*Lythrum salicaria*). Due to the exotic plant species dominance in historic fields, the condition of the native natural resource does not meet acceptable conditions set forth by National Park Service policy regarding exotics.

The landscaped grounds at the visitor center comprise the smallest portion of the park, but the highest percentage of nonnative species.

Threatened and Endangered Species

The park staff have located and identified 56 New York State-listed rare plants, including groundcedar (*Lycopodium complanatum*), beaked agrimony (*Agrimonia rostellata*), and blue-eyed grass (*Sisyrinchium mucronatum*). A study conducted in 1996 by Howard noted the presence of Davis's sedge (*Carex davisii*) and redroot flatsedge (*Cyperus erythrorhizos*), both classified as "critically imperiled in New York State because of extreme rarity or extremely vulnerable to extirpation from New York State due to biological factors." Also cited was Bush's sedge (*Carex bushii*), "sufficiently uncommon that its condition should be monitored by botanists and others."

Floral Diseases

Both chestnut blight and Dutch elm disease have contributed to a noticeable decline in these species. Beech scale fungus has been documented in the park.

Wildlife

Overview

The park's wildlife database consists of 350 species. There are 180 species of birds listed for the park based on the Breeding Bird Census (1988). There are 39 species of mammals, 16 amphibian species, and 10 reptile species.

Animal species are typical for the region and include the white-tailed deer (*Odocoileus virginianus*), Eastern coyote (*Canis latrans*), and Eastern wild turkey (*Meleagris gallopavo*). A noted increase in the observations of wild turkey, Eastern coyote, and beaver (*Castor canadensis*) may indicate local populations are growing.

Hunting and trapping are not permitted in the park. Due to the surrounding habitat similarities there is seasonal migration and dispersal of wildlife (especially deer) into and out of the park. This relates to the occasional encroachment by hunters illegally shooting deer.

An inventory of fish species was undertaken at the park in the fall of 2000. The findings were based on both site sampling and literature review. According to the inventory, the park contains 14 fish species, including alewives (*Alosa pseudoharengus*), banded killfish (*Fundulus diaphanus*), and brown trout (*Salmo trutta*) identified through literature review and brassy minnow (*Hybognathus hankinsoni*), brown bullhead (*Ameiurus nebulosus*), and central mudminnow (*Umbra limi*) identified through site sampling.

Studies have documented elevated levels of PCBs in a number of animal species in and around the park. The Hudson River Natural Resource Trustees are conducting research on where and how the PCBs enter the food chain, and impacts that PCBs have on different taxa.

Threatened and Endangered Species

Of the wildlife species known to occupy the park, 16 bird species are listed by New York State as being of special concern, rare, threatened, or endangered. Rare species include Henslow's sparrow (*Ammodramus henslowii*), upland sandpiper (*Bartramia longicauda*), short-eared owl (*Asio flammeus*), and the Northern harrier (*Circus cyaneus*). Results from a 2001 reptile and amphibian survey confirmed that wetlands at Victory Woods and the Schuyler Estate are breeding grounds for the Jefferson salamander (*Ambystoma jeffersonianum*), a New York State-listed species.

Faunal Disease

Lyme disease is present in Saratoga County, and the presence of the deer tick that carries Lyme disease has been documented within the park. Other wildlife-related diseases such as raccoon nematode, rabies, and canine distemper have been isolated in some larger mammals. West Nile virus has been confirmed in Saratoga County as well as surrounding counties.

PCBs have been documented in a number of park animal species at levels that may be impairing animal health.

Water Resources

Surface Water

Small tributaries to the Hudson River—Kroma Kill, Mill Creek, Americans Creek, and Devils Hollow—drain the battlefield. Two small farm ponds are extant on the battlefield. Neither pond is readily accessible to the public. Two springs at the southern end of the battlefield are potentially historic, as they may have provided water to soldiers in the American encampment. Portions of the Old Champlain Canal retain water at both the battlefield and the within the Schuyler Estate legislated boundary. In addition, a small pond exists at Victory Woods.

Other than the Hudson River, no fluvial system within or adjacent to Saratoga National Historical Park is or has ever been monitored for discharge on a consistent basis. However, it is known that stream flow typically increases from October to December, as temperatures decrease, rainfall increases, and the growing season ends. Stream flows for January and February, when temperatures decline and much of the precipitation falls as snow, are typically lower. Stream flow peaks in March and April during spring snowmelt. The park conducted a water-quality monitoring program in the late 1980s. At that time, the quality of tributary waters was generally good.

Over the past 30 years, numerous studies have documented elevated levels of PCBs in the Hudson River. As a result, a 200-mile section of the river (including the section adjacent to the park) was designated a Superfund Site in 1983 by the U.S. Environmental Protection Agency.

Groundwater

Water occurs in bedrock in openings along faults, joints, and bedding and cleavage planes. Although openings appear to be relatively numerous in outcrops, most are too small to transmit water readily.

The surficial sand deposit appears to be the only aquifer in the park. Water occurs in this deposit under water-table conditions. The sole source of recharge to the aquifer is precipitation.

Wetlands and Floodplain

A total of 49 wetlands, comprising 175.9 acres, have been inventoried on the park. This amounts to about 6% of parkland. Classifying by ecological systems, all of these wetlands are palustrine (swampy), being dominated by persistent vegetation (trees, shrubs, and persistent emergents). Forested wetlands are the predominant type, representing 68% of the park's wetlands. Palustrine emergent wetlands (marshes and wet meadows), mixed stands of forested and scrub-shrub wetlands, ponds, mixed emergent/ shrub wetlands, and a farmed wetland comprise the remaining 32%.

Classifying by hydrogeomorphic properties, about 79% of the park's wetland acreage is lotic wetlands, occurring along rivers and streams. Under natural conditions, these types of wetlands are likely to be significant for temporary storage of floodwaters and are important for reducing the risk of flood damage downstream. Many of them have been diked, thereby restricting flood storage to water that enters through existing culverts during high flows in the Hudson River. Terrene wetlands are either headwater or isolated wetlands surrounded by upland. About 12 acres are headwater wetlands serving as sources of various streams and are therefore important for stream flow maintenance and for maintaining fish habitat downstream. Isolated wetland accounted for 26 acres (15%) of the park's wetland acreage. Some of these may be connected to other wetlands through seasonal overflows and intermittently flowing drainageways in late winter and early spring. Some isolated wetlands possess vernal pools that are essential breeding ground for certain amphibians like salamanders (including the New York State-listed Jefferson salamander), wood frogs, and spring peepers.

- **Battlefield:** Most of the park's wetlands are located throughout the battlefield, along streams and in isolated depressions.
- **Schuyler Estate:** A portion of the property is scrub-shrub and forested wetland associated with the Champlain Canal.
- **Victory Woods:** A small isolated wetland depression located in the northwestern corner of the site could harbor rare flora and fauna.
- **Saratoga Monument:** No wetlands exist at this site.

The 100-year floodplain ranges from 90 to 100 vertical feet, and from 0.2 to 0.5 miles in width west of the Hudson River. Of the total parklands, 11.6% are in floodplain. Victory Woods and the Saratoga Monument are not within the 100-year floodplain.

Numerous studies conducted over the past 30 years have documented elevated levels of PCBs in the Hudson River. Natural flooding has deposited PCB contaminated sediments from the river onto the floodplain.

VISITOR EXPERIENCE

Visitors to Saratoga National Historical Park find opportunities for commemoration, contemplation, and appreciation for individual sacrifices that collectively determined the future of a young nation. In contrast with conditions of almost 225 years ago when two armies met and clashed at this site, the park today is a place of scenic beauty and natural sounds. This rural setting with glaciated ridges, open meadows, and conifer/hardwood forests offers opportunities for visitors to bike and walk, and watch wildlife.

Visitor Use Patterns

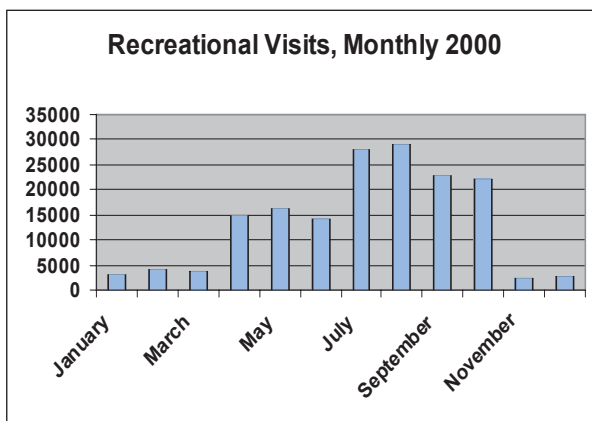
Saratoga National Historical Park attracts national and international visitors as well as local and regional audiences. Use occurs year-round, with the majority of visitors arriving in the summer and “shoulder” seasons (May/June, and September/October). In the year 2000 recreational visits to the park reached 163,914.

Park visitors arrive with a range of expectations and different levels of interest in the park’s resources and programs. A variety of interpretive media and personal services are available on the battlefield and at associated sites in Victory and Schuylerville for visitors wanting to learn of the significance and meaning of the 1777 battles. These often first-time visitors have options of driving the battlefield tour road, stopping at the park visitor center, touring the Schuyler Estate, viewing the Saratoga Monument, and attending regularly scheduled interpretive tours and programs.

Other people are more familiar with Saratoga’s historical events. Park neighbors and local and regional residents tend to be repeat visitors, sometimes accompanying out-of-town relatives and friends. More often, they tend to take advantage of the park’s recreational opportunities. They utilize the park’s hiking and horse trails, bicycle along the tour road, and attend special programs and reenactments.

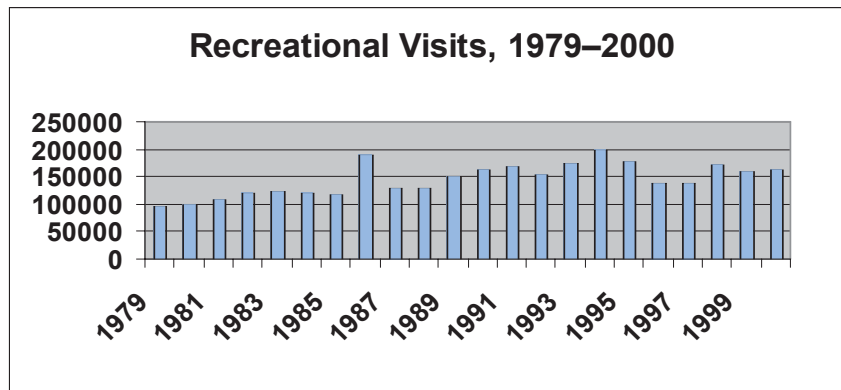
Current Visitation

In line with national trends, visitation to this national park unit



Source: National Park Service Public Use Statistics Office
(Recreational visits include actual counts of visitors to the Schuyler Estate and Saratoga Monument, hikers, winter users [cross-country, snowshoe], horseback riders, and people arriving at the visitor center when the tour road is closed each year from November through March.)

is increasing. In the year 2000 total visitation reached 163,914, an increase of 67% over 21 years from 97,241 in 1979.



Source: National Park Service Public Use Statistics Office (Visitation statistics for the years 1990 to 1992 represent a change in counting methods.)

Prearival

People who want to plan their park visit, or who want to know about nearby visitor services and attractions have several resources readily available. A variety of national and regional travel publications offer basic information (operating hours, principal attractions, and activities) about the park. The Saratoga County Chamber of Commerce and Saratoga Springs Downtown Business Association provide free guides for businesses, shopping, lodging, and dining.

On the Internet the park's web site can be accessed directly or through the National Park Service ParkNet. The web site address is www.nps.gov/sara. The web site provides a park map, a schedule of interpretive programs and activities, and interpretive text regarding the park's significant resources and historic events. Visitors can find basic visitor services information (operating hours, travel directions, nearby attractions, etc.), and can link to the Saratoga County Chamber of Commerce (www.saratoga.org) and to local weather on The Weather Channel (www.weather.com). In addition to the National Park Service's website, a number of other sites offer information and photographs of the park; these sites can be found easily through a search engine.

Battlefield Unit

Visitor Center

The visitor center is the first stop for many visitors to the park—especially for first-time visitors. Park entrance fees are paid here. Orientation and information about programs and activities (publications,

maps), an introduction to the park's interpretive messages (audio tapes, exhibits, audiovisual programs, ranger-led programs), a sales area (park theme-related materials), and opportunities to meet and talk with park staff are all provided in this facility. Public restrooms and administrative offices and storage spaces are also located in this building. The visitor center is open daily (9:00 am to 5:00 pm) except on Thanksgiving, Christmas, and New Year's Day. The structure was built in 1962 during the National Park Service Mission 66 construction program. Located on Frasers Hill, the highest point in the battlefield, the visitor center affords a sweeping view of portions of the battlefield.

Park staff provide orientation and information services at the information desk. A variety of publications, maps, and exhibits help to answer questions of logistics, topography, and interpretive activities, as well as provide factual information about the battles of Saratoga. Publications include the "Official Map and Guide" brochure (produced by the National Park Service Harpers Ferry Center) containing self-guided tour road information, and park-developed handouts (program schedules, site bulletins, trail guides, etc.). Safety messages are provided in the park brochure, as well as in other publications and on bulletin boards. A rack displays a number of free brochures with information on nearby food services, shopping, lodging, camping, visitor attractions, and recreational opportunities.

The majority of interpretive media in the visitor center was developed in 1976 for the American Bicentennial. Exhibits feature artifacts, text, dioramas, an interactive computer, graphic and other illustrations highlighting the battles and their significance. Five pieces of artillery—four original cannon and one howitzer surrendered by the defeated British army—are displayed and are the most striking objects in the museum. Other artifacts include military equipment, weapons, agricultural implements, and domestic items. However, many of these artifacts are not associated with the Saratoga battles, and are not identified or their functions explained. Errors exist in interpretive text. Several artifacts, including an original cannon, are displayed in a "pit" area that does not meet accessibility standards. Funding has been secured to improve exhibits and address accessibility issues. In addition, most interpretive media are not programmatically accessible to the visually and hearing impaired.

Currently, a 20-minute film, *Checkmate on the Hudson*, serves as the primary visual introduction to the park's significant events. Shown in the park's 50-seat theater, the film dates to the mid-1970s and is woefully inadequate in providing an overview of park themes and resources.

In addition to staffing the information desk, park interpreters provide short, informal orientation talks in the visitor center lobby upon request or whenever opportunities arise. The staff also conduct "roving" interpretation in the lobby and exhibit area to interact one-on-one with visitors.

The park's cooperating association, Eastern National, manages a sales area in the visitor center lobby. Educational and souvenir items related to the park's resources and themes are offered for sale, including books, maps, posters, slides, VHS videotapes, and CD-ROMs. A variety

of items developed for children are available, including books, games, and toys.

During the summer season an average of 200 visitors per day arrive at the visitor center. On holidays such as July 4th and Columbus Day, this number rises to an average of 1,000 visitors per day. The visitor center is considered by park staff to be undersized and outmoded. Space is insufficient for large group interpretive programs or to accommodate visitors during inclement weather.

Tour Road

The primary visitor activity at the park is driving the battlefield tour road, which is open from early April to mid-November, weather dependent. The road begins at the visitor center parking lot and is single lane, low speed, and one-way. It is a 9½-mile self-guided loop with 10 stops highlighting specific battle-related events and sites. All of the stops are paved and are wheelchair accessible (except for the trail at Stop 10). Visitors use both audiocassette tapes (available for rent or purchase in the visitor center) and the park brochure (distributed free of charge) as guides for this driving experience.

Orientation to and explanation of the sequence of battlefield events occurs at each stop on the tour road. Wayside exhibits serve as the primary interpretive media at each stop. Several of the wayside exhibits contain push-button audio programs. The current wayside exhibits were developed in 1976 for the American Bicentennial; many are outdated, have broken audio units, have faded or missing illustrations, or do not provide quality interpretive messages.

Depending on location, visitors can walk to or see various structures and monuments (markers or tablets) recognizing people and events associated with the two Saratoga battles in September and October 1777. Thirty reproduction cannon and carriages are on display at appropriate stops. The 21 different monuments placed on the battlefield over the years illustrate and represent past commemorative activities.

The landscape is primarily rural in nature. Visitors are viewing an approximation of the 1777 field-forest configuration with painted fence posts depicting built defenses at the time of the second battle.

Tour Stops

Stop 1 – The first stop on the tour road is identified and interpreted to visitors as an overlook for the Freeman Farm, reputedly the scene of “major fighting” on September 19, 1777. However, the site identification is misleading, as is text in existing media (park brochure and wayside exhibit). Visitors are actually viewing the Marshall Farm fields (formerly called the “Coulter Farm”), the site of secondary action during both Saratoga battles; trees obscure views of the Freeman Farm fields.

Stop 2 – The Neilson Farm on Bemis Heights contains the only remaining structure dating to the time of the battles, a house used by American officers as quarters. American fortifications, marked by painted fence posts, extend in both directions from the farm. The house has been restored, is on its approximate original location, is furnished with reproduction items and antiques to the time period, and is open for limited visitation during the summer months. Visitors are able to look inside the house when park staff are present.

Park staff provide third-person costumed interpretation programs and conduct living history craft demonstrations and activities. The farm hosts annual large-scale living history encampments representing American troops.

The Daughters of the American Revolution Monument, the Colonel Thaddeus Kosciuszko Monument, and the Men of New Hampshire Monument are located here. The sites of General Gates's Headquarters and the American field hospital are approximately ¼ mile to the south, but are not accessible or interpreted to visitors.

Stop 3 – The American River Fortifications illustrate the American position and strategy against General John Burgoyne. This stop is crucial for visitor understanding of how and why General Horatio Gates and Colonel Kosciuszko chose this site to stop Burgoyne's advance down the Hudson River. Wayside exhibits explain the American artillery positions and entrenchments on Bemis Heights. Painted posts outline the length of the entrenchments. Reproduction cannon and carriages are displayed.

Stop 4 – The Chatfield Farm is currently interpreted (in wayside exhibits) as the site of skirmishing, or "exchanged musket shots" between the two battles. However, recent historical research and archeological findings have proven that the farm identification and location, and interpretation of events occurring here, are inaccurate. The Jesse (not Asa) Chatfield Farm was to the west of the present stop location. A staging area for the hiking trail/historic road trace system is at this stop.

Stop 5 – In a wheatfield on the Barber Farm, American troops intercepted a British advance on October 7, 1777. British General Simon Fraser was mortally wounded during this action. The site is interpreted through a series of wayside exhibits. The Fraser and Ten Broeck monuments are located at this stop.

Stop 6 – At the Balcarres Redoubt (Freeman Farm) painted posts outline the British log-and-earthen work, originally 500 yards long and 12 to 14 feet high in some places. Living history groups occasionally conduct encampments at this site. The Hardin, Bidwell, and Freeman monuments are located at this stop.

Stop 7 – At the Breymann Redoubt visitors can see the "Boot Monument" to Major General Benedict Arnold, where he suffered a leg wound during the battle on October 7, 1777. The site of the Canadian Cabins is within view from this area.

Stop 8 – Visitors walk on a short path to the site of General Burgoyne's Headquarters between the two battles.

Stop 9 – The Great Redoubt was part of a system of British fortifications built to protect the army's hospital, artillery, and other support infrastructure to the north. Visitors have open scenic views of the Hudson River from this stop.

Stop 10 – At the Fraser Burial Site visitors can walk a 1-mile loop trail to pass the traditionally recognized gravesite of British General Simon Fraser. The trail continues past the sites of the British hospital, artillery park, baggage area, and Taylor House (where it is traditionally believed Fraser died), each marked with a wayside exhibit. Along this trail visitors can see portions of the Champlain Canal. Accessibility is a concern due to the trail's elevation changes.

In addition to historical inaccuracies in interpretive text regarding battle-field sites and events, the current sequencing and location of stops along the battlefield tour road makes visitor understanding of the sequence of events difficult. Following its current configuration, visitors cannot drive the tour road and trace the

battlefield action in any logical or chronological order. Visitors are presented with details of pre-battle activities, first battle, between-battle events, second battle, and post-battle activities based on tour stop locations, as opposed to the actual unfolding of events.

As previously described, painted fence posts have been placed at several stops to delineate the length of British and American fortification lines. Visitors are not offered any explanation of these posts or what they represent. Despite these markings it is difficult to visualize or understand the extent, size, and scale of the original offensive and defensive positions.

Trails and Historic Roads

The park contains an extensive trail system and traces of historic roads (approximately 12 miles), managed for different visitor uses. Depending on the season, trails (and the tour road) are used by hikers, joggers, birders, and by cross-country skiers and snowshoe users. There is a separate 2-mile trail for equestrians.

The highest amount of use occurs on the Wilkinson National Recreation Trail (established in 1986 as part of the National Trails System), developed and maintained in partnership with the Boy Scouts of America. The Wilkinson Trail is 4.2 miles in length, and follows historic road traces used by the British army in 1777. A self-guiding brochure features 14 stops with site information. Boy Scout members have the opportunity to walk the trail, complete a questionnaire, and earn medals or patches.

In recent years there has been an increased demand for recreational open space in Saratoga County. Many local and regional residents use the park for recreational activities unrelated to its history. Park trails and road traces are increasingly being used in the off-hours.

Personal Services

In addition to staffing the information desk and providing informal orientation talks in the visitor center lobby, park interpreters develop and present a variety of tours and programs. Volunteers and park partners also work with the staff to present programs highlighting 18th-century civilian and military life.

Living History Encampments

The number and variety of these events vary from year to year depending on scheduling and availability of participants. The encampments are held to demonstrate 18th-century military camp life, tactics, and weapon firing. The general public is invited to stroll through the encampments and meet with participants who offer one-on-one discussions and impromptu interpretive talks. All of these events are presented in accordance with National Park Service guidelines.

During the anniversary encampments, held over a weekend each September, the American troops camp at the Neilson Farm while Crown troops (British, Loyalist, German) camp at Balcarres Redoubt.

Firing demonstrations are held on occasion at various locales on the battlefield, including the Barber Wheatfield. Park interpreters are on-site and offer explanations of these activities for visitors.

Education Programs

The majority of the park's education programming is guided by curriculum requirements, and therefore directed toward area fourth grade students focusing on American history. A program entitled "Soldier Life" is presented both on and off-site. This program is hands-on, with reproduction items and musket demonstrations. School groups come to the park through a reservation system, and the park staff offers the program for one or two school groups each day.

Other school groups (grades other than fourth) arriving at the park have a largely self-directed experience. They are greeted and provided a short interpretive program. These groups usually watch the orientation film, drive the tour road, and have lunch on the battlefield. Some groups tour and attend programs at the Schuyler Estate. In 1999 over 3,600 schoolchildren participated in the park's education programs, which have been developed to meet New York State education standards and are curriculum-based.

Special Programs

Park staff, volunteers, and park partners coordinate and support a variety of special programs and activities each year both in and outside the park. The range includes celebrations of winter activities (Frost Faire), July 4th activities, and several local observances, including 18th Century Day at the Schuyler Estate, the Candlelight Tour at the Schuyler House, and Stillwater Heritage Day. Park staff members offer programs about American history at the visitor center during Tuesdays in August (when the Saratoga Race Course is closed).

Other special programs involve National Park Service observances such as March for Parks and Founders Day. The park's visitor protection staff offers programs on search and rescue, drug and resource awareness, career awareness, Archeological Resource Protection Programs, and wildland fire programs.

Depending on availability each summer season, volunteers lead nature hikes in the park and historical music performers present 18th-century vocal and instrumental performances. On summer weekends volunteers and park staff lead walking and caravan tours, or "History Hikes," to various sites on the battlefield. The park's resource management staff provides a range of cultural and natural history programs both on and off site, including deer and fire management, fire activities, archeology, and various natural history topics.

The park staff offers a Junior Ranger program for children visiting the park outside of school groups.

Old Saratoga Unit

Saratoga Monument

The Saratoga Monument was closed to visitor use in 1987 due to deterioration and unsafe conditions. Rehabilitation was completed in 2002, with temporary wayside exhibits, and limited parking being developed for the site.

Victory Woods

The Victory Woods site is not open for visitation; no services have been developed or are available.

General Philip Schuyler Estate

Park staff and volunteers, often wearing period clothing, offer free guided tours of the Schuyler House (limited to 10–12 people) every half-hour, Wednesday through Sunday, from mid-June through Labor Day. A garden is planted and maintained on the estate grounds, and periodic living history encampments occur during the summer season.

The house is closed to visitation the rest of the year. An exception is a candlelight tour, hosted by the Old Saratoga Historical Association over a weekend each October.

Interpreters at the house are challenged with issues of time period (the house was built after Schuyler's significant military contributions), cohesive historical appearance (house interior and exterior, furnishings), accessibility, and ease of use. The second floor is open for tours but is not wheelchair accessible; photographs of second-floor rooms are available for viewing. Large groups cannot be accommodated or have to be split into smaller groups for back-to-back tours due to carrying capacity and safety concerns. The National Park Service does not encourage local school groups to visit the Schuyler Estate due to the logistical complications of handling large groups. There is no place for visitor contact prior to arrival at the house's front door, and there is no shelter for visitors during inclement weather or while waiting for a tour. Due to staffing limitations there is often little or no opportunity for visitors to have personal interaction with interpreters for orientation or for in-depth information. The staff does keep a small supply of park brochures and various publications on-site to answer visitor questions.

Recreational Uses

Many visitors value Saratoga National Historical Park for its outdoor recreation opportunities. With the continuing trend throughout the upper Hudson River valley of agricultural lands being converted to residential developments, there is an increasing demand placed on large protected open spaces in the region for public access to recreation. The battlefield is one of a few large, protected open spaces in the region, and as a result a significant portion of its visitors come for recreation. Similar parks in the region that offer day-use recreation include Saratoga Spa State Park in Saratoga Springs and Moreau State Park near Glens Falls.

Many visitors are attracted to the abundance of wildlife, including white-tailed deer, wild turkey, and 180 species of birds. The National Audubon Society of New York State has designated Saratoga National Historical Park as one of its Important Bird Areas because of its important grassland breeding areas. The park is also designated a Watchable Wildlife Area through the federal Watchable Wildlife program.

Permitted Uses

Park management makes decisions regarding use of the park for recreation based on potential conflict with the park's primary mission of preserving the battlefield and commemorating the battles of Saratoga. As a result, the park permits passive and low-impact day-use activities. Hiking and walking, jogging, cycling, snowshoeing, and cross-country skiing are all accepted activities when they are not in conflict with the park's primary mission. Organized picnicking is limited to designated areas at the battlefield. Horseback riding is restricted to certain areas at the battlefield.

Prohibited Uses

Per order of the Code of Federal Regulations the park does not allow off-road mountain biking, in-line skating and similar sports using wheeled devices, and metal-detecting because of potential adverse impacts to resources, visitor safety, and visitor experience.

Special Uses

The park grants permission for organized recreational activities on a case-by-case basis. Often the park will co-sponsor these events with local towns or organizations.

PARK OPERATIONS AND FACILITIES

Access

Vehicular Access

Visitors to Saratoga National Historical Park arrive primarily by automobile. A number of charter buses also bring visitors who are exploring other culturally linked sites in the region. There is no scheduled air, rail, or bus service to the park. Albany International Airport provides commercial air service to the region. Regional bus service offered by Greyhound links Saratoga Springs with the Albany transportation hub. Saratoga Springs has one Amtrak train per day in each direction.

Most first-time visitors arrive at the battlefield and spend less than one hour in the visitor center. Then nearly 67% of visitors tour the park by automobile via the tour road. Repeat visitors generally proceed directly to their area of interest. Recreational visitors park in the visitor center parking lot and walk or bike into the park via the tour road or established trail system.

The roads that serve Saratoga National Historical Park generally do not carry a large volume of traffic. Within the park, traffic is sometimes congested on popular summer days. The roads serving the park include the following:

Interstate 87 Northway – This limited-access expressway runs from Albany north through Saratoga Springs, approximately 12 miles west of the park. It is the major interstate in the area, and the principal means of access by visitors from outside the region. Northbound, visitors are directed from exit 12 through signage to the battlefield via five rural roads: NY 67, US 9, NY 9P, NY 423, NY 32. The visitor arrives at the northwest corner of the battlefield, and a short entrance road leads past park maintenance facilities and staff headquarters to the visitor center. Southbound, visitors are directed from exit 14 to NY 29 into Schuylerville and onto US 4 south.

US Route 4 – Many local visitors access the park through US 4, which runs north-south along the western floodplain of the Hudson River, connecting the battlefield with the Old Saratoga sites in Schuylerville and Victory to the north. US 4 joins Route 32 near the southeastern corner of the park. The park's entrance road leaves US 4 at the north end of the park. The entrance road is also used by local residents to access Phillips and Lohnes Roads, and is used by some to access Saratoga National Cemetery.

Phillips Road – The original design for the park had visitors exiting the battlefield tour road via Phillips Road to the north (which would have avoided the current steep grade and hairpin turn to US 4). The Saratoga National Cemetery is located to the north of the park, and Phillips Road is seen as the logical connector between it and Saratoga National Historical Park.

Route 29 – This road connects Saratoga Springs with Schuylerville. From I-87 southbound visitors to the park are directed onto Route 29 eastbound, and eventually to US 4 southbound.

Water Access

The Hudson River is used for limited recreational boating and commerce. There is currently no designated water access to any park sites from the Hudson River.

Circulation

Battlefield Unit

Arrival – Park signage directs visitors traveling north on I-87 to the visitor center via NY 32. This is the main gateway to the park. Because the main entry road passes park headquarters and maintenance facilities with minimal screening, the sense of formal arrival and historical context are weak. Browsing by deer has diminished the vegetative screening that was planted to shield the park support facilities from view. The resulting entry gateway resembles a “service-area” entrance. A significant percentage of visitors (42%) still use the original park entrance road from US 4, which leads directly to the visitor center.

During snowfall, a portion of the tour road from the gate at the visitor center to the park’s well at Stop 8 is plowed. Also, a short stretch of road from the south gate to the Neilson House (Stop 2) is plowed, to provide emergency access to the structure. The remaining tour road is not plowed, allowing opportunities for cross-country skiing and snowshoeing.

Tour Stops–

- 1 – 11 parking spaces (2 handicap), with one wayside.**
- 2 – 15 parking spaces (2 handicap), with a bus pull-off.**
- 3 – 24 parking spaces (2 handicap), with a pull-off for 3 buses and a short paved walkway to the bluff area.**
- 4 – 6 parking spaces (1 handicap), with a walkway that leads to a trail that connects with Stop 6.**
- 5 – 10 parking spaces (2 handicap), with a short walkway and trail across the “wheatfield.”**
- 6 – 22 parking spaces (2 handicap), with access to numerous trails.**
- 7 – 10 parking spaces (2 handicap), with restrooms and a paved walkway to the Boot Monument.**
- 8 – 11 parking spaces (2 handicap), with a walkway to a wayside.**
- 9 – 23 parking spaces (2 handicap), with a walkway to the bluff.**
- 10 – 10 parking spaces (2 handicap), with a trail to the bluff and the canal.**

Lohnes Road – The northern boundary of the battlefield runs along the centerline of Lohnes Road. Private residences are situated along the north side of the road. Local commuters use this road as a shortcut between US Route 4 and NY Route 32. Drivers traveling at excessive speed on Lohnes Road are a consistent concern for the park.

Park Entrance Road – Access to the park from US Route 4 is gained via the park entrance road. From US 4 the park entrance road runs northwest approximately 4,000 feet to the visitor center. The lengthy drive from the Route 4 entrance to the visitor center (0.8 mile) can cause visitors to be uncertain if they are on the correct road. Another problem for the park is drivers traveling at excessive speed on

the park entrance road. Access to the park entrance road from the park tour road is gained through a dangerous combination of a steep incline and a hairpin turn. Wildlife watching, bicycling, and hikers combine to create safety concerns on this roadway.

Parking – Staff parking is provided in lots that serve their respective buildings. Visitors may park at the visitor center parking lot, which can accommodate 30 cars and 4 buses. Overflow parking is available for up to 100 cars. Overflow parking is needed about 10 times a year for planned events or when large snowfall attracts outdoor enthusiasts.

Wheelchair Access – There are three public structures at the battlefield open to the public. The visitor center has recently been made wheelchair accessible. The Neilson House at Stop 2 is not wheelchair accessible. All designated parking lots have an appropriate proportion of parking space reserved for disabled users. Many tour stops include wheelchair-accessible paths from the parking lot to monuments or waysides. The restrooms at Stop 7 and in the visitor center are wheelchair accessible.

Walking Trails – The battlefield contains a network of easy to moderate walking trails. The 4.2-mile Wilkinson National Recreation Trail begins at the visitor center and crosses the tour road in several places. The trail features 14 interpretive stops. Many short trails connect tour stops or access monuments or waysides. The trail network is popular for visitors seeking exercise and viewing wildlife.

Horse Trail – One horse trail has been blazed through the park to accommodate equestrian visitors. A small lot along NY 32 is located near the trailhead. The park performs routine maintenance on the equestrian trail, as needed. Currently there is no accepted design standard for the trail. Many areas along the trail are inundated with mud, and soil erosion occurs on several sections.

Old Saratoga Unit

The Old Saratoga Unit lacks a statement of arrival where visitors can gain information and orientation. The sites here essentially appear as three separate units. The sites are connected through a network of public roadways, but no comprehensive signage directs visitors.

Located on US 4, the Schuyler Estate features a parking lot for 15 cars and 1 bus. Fields and grassy areas are used for overflow about three times a year. There is no other accommodation for large events. A non-accessible walkway leads from the parking lot to the Schuyler Estate. A village trail leads from downtown Schuylerville along the Champlain Canal towpath linking Champlain Canal Lock 10 to the north with park property. The property is not wheelchair accessible.

The Saratoga Monument is served by a gravel parking lot for 10 cars. The area does not meet universal accessibility requirements. Construction is presently underway which will allow for handicapped parking and wheelchair access to the ground floor of the monument.

Victory Woods has no facilities for visitors. A street lined with row housing once associated with the mills along the Fish Creek terminates at the site. An undeveloped, unmarked trail network leads through the site. No signage has been placed at the site.

Future Development Activity Affecting Park Access and Circulation

Stillwater Park

The Town of Stillwater is developing an 18-acre riverfront park on the Hudson River, adjacent to the battlefield. The park is in support of the proposal, as the waterfront location will enable much-needed public access to the Hudson River and also provide amenities not provided at Saratoga National Historical Park. The proposed park is also expected to link to Saratoga National Historical Park's existing hiking trails and the developing bike routes up and down the west side of the Hudson.

Saratoga County Heritage Trail System

This system forms a network of town and municipal trails, bike paths, and greenways, which connect other statewide and regional trail systems. Park-associated trails links include New York State Bike Route 9 and the New York State Millennium Trail System.

Champlain Canal Towpath

The vision of this plan is to adapt the original Champlain Canal towpath to use as a continuous linear recreation trail from Waterford to Schuylerville and beyond.

New York State Canal Corporation

This organization is promoting the use of the Hudson River for recreational boating and is exploring the possibility of building a dock along the Hudson River near the battlefield and providing trail access to Stop 10 of the battlefield.

Agricultural Activities

Agricultural activities within the park are a continuation of an historical use and allow the park to maintain an appropriate cultural landscape. These activities currently include the leasing of 149 acres of land: 122 acres for hay, 12 acres of corn, and 15 acres of pasture, which includes both cattle and horse grazing.

Agricultural leasing allows the park to maintain land at reduced cost to the government. The program also permits the presence of row crops and farm animals, maintaining an agricultural scene for visitors that the National Park Service would otherwise not be able to achieve.

Park Support Facilities

Offices for park operations are located in buildings in the northwest corner of the battlefield, near the visitor center. The interpretive staff is housed in the non-public portion of the visitor center. The main-

tenance offices are located in the main maintenance building west of the visitor center, near the Route 32 park entrance. Two park residences built near the maintenance building in the 1960s have been converted to offices for the protection staff, the natural resource staff, and the administrative staff. A third building of similar design and size was built in 1999 next to the converted residences and is used for museum storage.

The maintenance facility is a cluster of buildings and sheds that provide space for vehicle garages, maintenance shops, equipment storage, offices, and salt and sand storage. A small storage shed on the grounds of the Schuyler Estate is used for maintenance and grounds keeping. The park maintains and operates its own potable water system on the battlefield and uses municipal water for the Old Saratoga Unit.

Fee Collection

Saratoga National Historical Park has collected entry fees to the battlefield tour road since 1987. Fees are collected at Saratoga National Historical Park between May 1 and October 31 each year. Throughout the year, Saratoga National Historical Park also sells National Park, Golden Age, and Golden Access passes.

The current fee for private vehicle is \$5 per carload. Hikers, bicyclists, motorcyclists, and horseback riders pay \$3 per adult. These passes are valid for the day of the purchase and the following six days. An annual "Park Specific Pass" is available for \$10. This pass provides free entry into the battlefield and is valid for one year from the date of purchase. Commercial tour buses pay a fee based upon the vehicle capacity. Educational groups, organized youth groups, and similar institutions are exempt from entry fees. No fees are collected at the Schuyler Estate or the Saratoga Monument.

Fees are collected at the visitor center. The collection of fees operates on the honor system; that is, visitors need to inform the ranger on duty at the information desk that they plan to use the tour road and wish to pay their fee before returning to their cars in the parking lot. Road audits conducted randomly during the visitor season reveal that many visitors are not paying the fees prior to using the tour road.

In 1998 entry fees collected totaled \$24,074 and in 1999 entry fees collected totaled \$22,130. The entry fees were waived for the years 2000 and 2001 due to construction work on the tour road. Fee collection costs the park \$30,400 per year in staff salary and supplies. Therefore, the park loses about \$7,000 per year on fee collection.

Staffing

A staff of 20 permanent and term employees, and 6 seasonal workers hired for the visitor season operate the park. The park includes administrative, maintenance, protection, visitor services, and resource management divisions.

Volunteers

A very active volunteer program averages over 15,000 hours of labor from some 300–350 volunteers. Services provided include living history interpretation, guided walks and tours, greeting of visitors, clerical help, trails upkeep, maintenance and special event assistance, biological inventory, and monitoring. The park also has special partnering arrangements with local colleges for interns, with Amtrak to provide on-board volunteer interpretive guides, and with the Boy Scouts of America for their requirements in community and technical project work.

Principal Partners

The park benefits from the support activities of a “friends” group. The Friends of Saratoga Battlefield, a nonprofit, assists the park with fund raising and supplemental interpretive programming including educational activities. The Old Saratoga Historical Association has provided support to the park’s programming at the Old Saratoga Unit and has provided, through a long-term loan agreement, the major part of the collection of furnishings at the Schuyler House. The Stillwater Historical Society provides similar program support for activities involving the Battlefield Unit in Stillwater.

Resource Management

The facilities operation maintains 4 historic structures, 21 monuments and historic markers, 7 support structures, 1 staff housing unit, 14.5 miles of road, 3 bridges, 12 miles of trails, 2 water supply systems, and 12 parking areas. Primary routine maintenance functions include: preventive maintenance on utility systems (for example, heating/ventilation/air-conditioning, potable water, septic, communications, electrical) equipment and automotive care, mowing and managing vegetation, janitorial services, and the cleaning of historic structures. Facility management is responsible for the development and execution of rehabilitation projects, and develops proposals for cyclic maintenance and infrastructure improvements at the park. The facility manager also provides technical input for the park’s development program and long-range planning.

A natural resources staff conducts and manages a variety of programs. The staff manages the integrated pest management program, maintains the geographic information system platform, conducts inventory and monitoring functions, coordinates research efforts, manages the agricultural leasing program, supports the prescribed fire program, conducts and coordinates environmental compliance activities, answers visitor inquiries, and conducts interpretive programs.

A component of the park’s resource management program is the fire management program. Prescribed fire (those fires ignited by managers to achieve resource objectives) is used to maintain the 350 acres of fields. The park staff develops and maintains fire prescriptions.

Park managers limit the use of prescribed fire within the floodplain due to concerns about PCB contamination. Park management may reevaluate this policy, as more information on the effects of fire on PCBs in soils becomes available.

Protection

Law enforcement park rangers conduct patrol activities on over 2,800 acres comprised of the Battlefield Unit, the Schuyler Estate, and the Saratoga Monument. Rangers have jurisdiction on the tour road and entrance road, sections of US Route 4, sections of US Route 32, and Lohnes Road. Patrol activities encompass motor vehicle operations, radar, protection of natural resources, protection of archeological resources, and visitor safety. The New York State Police provide dispatch services. The park currently employs two commissioned rangers.

The park is currently pursuing New York State peace officer status, which is necessary for cooperative agreements with local agencies. Rangers monitor intrusion and fire alarm systems and respond to all alarms.

In addition to law enforcement, the purview of the protection services staff includes: wildland and prescribed fire management, safety, search and rescue, emergency medical services, handling of hazardous materials, key security, alarm system, visitor statistics, and radio/communications.

HAZARDOUS MATERIALS

Dump Sites

The park contains two dump sites, the Price Farm dump and the Schuylerville refuse dump. The Price Farm dump is located in the southern portion of the park, south of Route 32 on a cut bank of the north fork of Devils Hollow. Most of the refuse is located on the stream bank, but a portion is on the immediate floodplain. The pile consists of visible, miscellaneous domestic and farm wastes. All dumping at this location took place prior to National Park Service acquisition in 1986. The site has not been used for refuse disposal since federal acquisition. Concurring with investigations performed in 1998, the U.S. Environmental Protection Agency in 2000 gave the site a designation of “No Further Remedial Action Planned.” The agency did, however, recommend that the remaining waste source materials be removed and the site remedied in such a way that is consistent with the site’s use as a national park.

A 2.8-acre parcel of land near the Schuyler Estate is commonly referred to by the park as the Schuylerville dump. The property constitutes a section of the former Old Champlain Canal (discontinued in 1918) approximately 1,100 feet long by 100 feet wide and consists of the bed, banks, top, and towpath of the former canal. The property is state-owned, vacant, and consists of mixed vegetative growth, and an assortment of old and inert household garbage. A site assessment indicated the presence of two priority pollutants (arsenic and mercury). Prior to any future acquisition of this property by the National Park Service, additional studies would be needed to determine the nature and extent of these and other hazardous substances.

Hudson River Superfund Site

Over the past 30 years, numerous studies have documented elevated levels of polychlorinated biphenyls (PCBs) in the Hudson River floodplain. As a result, a 200-mile section of the river from Hudson Falls to the Battery in New York City was designated a Superfund site in 1983 by the U.S. Environmental Protection Agency. This area is recognized as one of the most highly PCB-contaminated ecosystems in North America. The U.S. Environmental Protection Agency determined that the primary contributors of PCBs to the Hudson River are two General Electric-owned capacitor manufacturing plants located at Hudson Falls and Fort Edward, New York. Saratoga National Historical Park is downstream from these plants approximately 10 river miles (Schuyler Estate) to 20 river miles (battlefield).

In 2002, the U.S. Environmental Protection Agency extended its investigation of PCBs in the Hudson River to include the Hudson River floodplain. Studies have documented elevated levels of PCBs in the flood-plain soils of Saratoga National Historical Park.

SOCIOECONOMIC ENVIRONMENT

Demographic Profile

Saratoga County is one of the fastest-growing counties in New York. In 2000, the population of Saratoga County was 200,635. This represents a 10.7% increase over the county's 1990 population of 181,276 and a 30.5% increase over the county's 1980 population of 153,759. This increase outpaces the population increases of the state as a whole, which has grown by only 5.5% in the past decade. Saratoga County's population is projected to increase to 219,097 by the year 2010.

In 2000 the town of Saratoga's population was 5,141, which represents a 1.4% increase over its 1990 population and a 11.9% increase over its 1980 population. The town's population is projected to increase to 5,753 by the year 2010, a 11.9% increase over the 2000 population. The population in the town's villages of Schuylerville and Victory remained relatively constant between 1990 and 2000, with Schuylerville's 2000 population of 1,401 representing a 1.2% increase over its 1990 population and Victory's 2000 population of 598 representing a 2.9% increase.

The town of Stillwater's population increased by 13% over the past decade. In 2000 Stillwater had a population of 8,174; in 1990 its population was 7,233. The town's population is projected to increase by 5% by the year 2010 and by 13% by the year 2030.

Development

The development trends in Saratoga County roughly reflect the population fluctuations. In 1990, Saratoga County reported a total of 817 building permits. In 1999, the county reported a total of 1,012 building permits, which represents a 23.9% increase in building. In general, between 1986 and 1997, single-family residential development pressure was exerted

in clusters along the Northway, to the west of Saratoga Springs, and to the north of Saratoga Lake. Office and industrial development pressure has also been felt along the Northway. It is anticipated that development pressure, especially single-family residential development, will continue to be exerted in Saratoga County as the population increases.

In terms of existing home sales, Saratoga County has seen a 42.4% increase from 1991 to 1999 in sales and a 14.2% increase in median price. The median price in 1991 was \$112,521 (in 1999 dollars), with 1,720 homes sold; in 1999 the median price was \$128,469, with 2,449 homes sold. These figures indicate that Saratoga County's housing market has increased in value over the past decade.

Commuter Trends

In 1990, over half of the workers in Saratoga County commuted outside of the county for work. This trend marks a change from 1960, when 62% of workers worked within the county. Today, the most commuters work in Albany County, and the vast majority (79.7%) drive to work alone. A minority of commuters (12.5%) carpool, and only a fraction (1.1%) use public transportation.

Trends in Washington County

The ridgeline across the Hudson River to Washington County can be seen from numerous vantage points within the park. Because this is such an important viewshed for the park, the demographic and development trends in Washington County are worth noting.

The population in Washington County has steadily increased between 1960 and 2000. In 2000, the population of Washington County was 61,042, which represents a 2.8% increase over the county's 1990 population and an 11.4% increase over the county's 1980 population.

Housing development in Washington County has generally outpaced the county's population fluctuations. The development of housing units has been steadily increasing on average by 17% annually since 1960. In 2000 Washington County contained 26,794 housing units, which represents a 10.6% increase over the county's housing units in March 1990 (24,216). During the 1980s, Washington County experienced nearly 20% increase in residential development over the 1970s figures.

Economy

Wholesale/retail and services are the two largest employment sectors in Saratoga County, both representing 27.7% of the total 1990 work force. Government employees make up 18.2% of the work force. Wholesale/retail, services, and government have been the three leading employment sectors in Saratoga County throughout the 1990s. In 1999 the county had an employment rate of 99.4%.

The median household income of Saratoga County is \$46,290, which is notably larger than the median for the state as a whole, \$36,369. In 2000, 7.3% of Saratoga County's people and 11% of Saratoga County's children were living below the poverty level. These figures compare favorably with the poverty levels of New York as a whole, where in 2000,

15.6% of the state's population was living below the poverty level and a substantial 24.7% of children were living below the poverty level.

The three largest employment sectors in the town of Saratoga are services (28%), manufacturing (20.1%), and retail (17.3%). Agriculture, forestry, fisheries, and mining represent only 4.9% of the town's economy.

The three largest employment sectors in the town of Stillwater are services (23.5%), retail (20.9%), and manufacturing (19.9%). Agriculture, forestry, fisheries, and mining represent only 1.7% of the town's economy.

For more information on the area economy, see appendix B: Socioeconomic Impact Analysis.

Neighboring Land Uses

The historic setting is a critical resource of the park, and the preservation of the visual landscape is a key management objective. Views of and from the park play an important role in the visitor experience. Extensive development of the lands surrounding the park could have a deleterious effect on the visitor's ability to understand the military events of 1777.

The landscape surrounding the Battlefield Unit is largely rural and agricultural in nature, which provides a compatible setting for the park. The population and development trends described above suggest this may be short-lived. Saratoga County is one of the fastest-growing counties in New York State. With the increased population, there is a corresponding increase in the number of housing units. Agriculture is declining as a significant sector of the area's economy, and marginal agricultural lands are being sold for development. Plus, the county has a relatively high median family income, with a large percentage of the workers commuting outside of the county. These factors indicate that the county is moving away from its rural character.

The three towns that border the park, Saratoga, Stillwater, and Easton, recognize the need to provide for rural/agricultural use in the land surrounding the park. Zoning ordinances are in force in Stillwater and Saratoga, but protections provided to lands that border the park are minimal. The low-density residential (LDR) zoning in the Stillwater ordinance provides for one dwelling per 2 acres, in the absence of sewer and water service. Zoning regulations in the town of Saratoga classify the land surrounding the park as rural. A special permit is required under this classification for such activities as agricultural businesses (distinct from farming), schools, recreation, sawmills, garden shops, building supply companies, restaurants, auto body shops, and mining. Historically, the demand for special permits near the park has been low. As the town grows, however, such requests may increase.

IMPACT TOPICS ELIMINATED FROM FURTHER EVALUATION

The planning team eliminated certain impact topics from further evaluation in the draft environmental impact statement. While the following topics are innately important, no actions are being proposed that could have a discernible impact on them.

Air Quality

All alternatives propose increases in the acreage of the park's grasslands to varying degrees. The park's grasslands are managed, in part, by prescribed fire. Application of prescribed fire for managing increased acreage of grasslands would result in no perceptible adverse impacts on air quality. However, localized, elevated particulate matter levels would quickly dissipate after completion of the controlled burns.

Construction would potentially result in an increase in fugitive dust from soil exposure and disturbance. However, this effect would occur only during construction and would be localized. Water and dust control agents would be applied during construction as necessary to control dust. Local automobile traffic could increase near a new facility in Alternatives C and D. However, because park managers are not expecting significant long-term increases in visitation over baseline, increases in vehicle emissions would have negligible impacts on local air quality. Proposals to monitor air quality and share air quality information with other agencies (see "Objectives Common to All Alternatives") would have a beneficial, but negligible effect on air quality. Because no perceptible long-term impacts would result from any proposed actions, and no cumulative impacts on air quality are anticipated, this impact topic was eliminated from further evaluation.

Climate Change

On a global scale, changes in climate are associated with the increase of greenhouse gases that result from the burning of fossil fuels and the removal of vast tracts of vegetation, primarily tropical rainforests. Increased use of fossil fuels within the park would occur primarily as a result of increased visitation and the associated use of fossil fuel-burning vehicles. Because park managers do not expect a significant long-term increase in visitation, the effects of additional vehicle emissions on climate change is not evaluated further. The removal of up to 370 acres of trees, the most in any alternative, would be less than 0.14% of the total forested area of Saratoga County and a tiny fraction of the forested area of New York State.

Tree removal from a large area of a landscape can alter the microclimate of an area, particularly when plants and trees are eliminated for a new land use. The alternatives discussed in this plan would leave woodland and other plant communities in large areas of the park. In addition, the landscape rehabilitation efforts would not involve the clear-cutting of vegetation; woodland areas would be selectively cut, not clear-cut.

Park managers anticipate that tree removal would cause no measurable effect on the park's microclimate or on global climate change. Therefore, this impact topic was eliminated from further evaluation.

Geology

The bedrock geology of the park is primarily composed of two distinctly different types of rock. Most of the surface is composed of a layer of unconsolidated glacial deposits ranging in thickness from a few feet on some hills to over 100 feet in parts of the lowlands adjacent to the Hudson and Mohawk rivers. The layer of unconsolidated deposits is underlain by consolidated rock (bedrock) thousands of feet thick. The generalized bedrock geology of the park is primarily composed of sedimentary rock dating from 440 to 505 million years. Ordovician-age material, such as limestones, shales, slates, and sandstones, predominates in the area. One feature at Saratoga National Historical Park unique to the area is a deeply eroded shale gorge in the southern portion of the battlefield named Devils Hollow. Depths of the gorge range from 5 to 80 feet.

No human-caused geologic disturbance has occurred in the park since the late 1930s to early 1940s when surface sand mining was active on lands within the park boundary. In 1939 a United States Army regiment conducted maneuvers and dug trenches on the battlefield.

Park managers anticipate that the level of development proposed in the alternatives would have no perceptible effects on the geology of the park. Therefore, this impact topic has been eliminated from further evaluation.

Natural Ambient Soundscapes

The alternatives outlined in this document could affect noise levels on a site-specific or local basis near the current visitor center (in Alternative A) and in Old Saratoga (in Alternatives B, C, and D). During construction of facilities or vegetation removal, for example, noise levels could be expected to increase in the site vicinity due to equipment. This increase, however, would be short term. In Alternatives B, C, and D, park development would occur primarily in an urban area where heavy machinery is commonly used; therefore it would not be a major variance from current noise levels.

Facility operation in Alternative A would not result in increase in noise over the long term. Facility operation might result in a low-level increase in noise over the long term near the new satellite maintenance building and the new visitor facilities in Alternatives B, C, and D. The primary noise source would be increased automobile traffic associated with visitors and employees, and any outdoor maintenance activities surrounding the new facility. Because the facilities would be located in Old Saratoga, a relatively urban area, their use would not represent a major variance from current noise levels.

Because any impacts on noise levels would either be short-term, or not a major variance from current noise levels, this impact topic was eliminated from further evaluation.

Natural Lightscapes

Generally, the park is closed after dark and has few night programs. Park management limits the use of night lighting to levels required to ensure safety in developed areas of the park. The alternatives presented in this document do not propose extension of the park hours into the evening, or increases in night programs. Because the alternatives would not cause a perceptible change in the natural lightscape, this issue was eliminated from further evaluation.

Sacred Sites

The Stockbridge Munsee Band of Mohican Indians has identified the lands of Saratoga National Historical Park as being within original Mohican territory. This group is considered a “traditionally associated people.” Park managers initiated the consultation process with the Stockbridge Munsee Tribal Council in February 2001. As of this date, the Tribal Council has raised no concerns or issues regarding sacred sites; therefore the planning team eliminated this impact topic from further evaluation.

Socially or Economically Disadvantaged Populations

The planning team eliminated this impact topic from further evaluation because none of the alternatives presented in this document would result in disproportionately high adverse environmental effects on minority or low-income communities. There are no air or water pollution effects that would impact human health. Economic impacts from employment, associated earning, and construction are expected to be modest, but beneficial. There would be no change in land use on the surrounding area that could affect minority or low-income communities.

Part Four: Environmental Consequences



INTRODUCTION

The draft environmental impact statement for the general management plan has been prepared to satisfy the requirements of the National Environmental Policy Act (NEPA) of 1969, as amended, which requires the evaluation of potential impacts resulting from federal actions or lands involving federal jurisdiction. It has been prepared in conjunction with the draft general management plan.

The alternatives outlined in this document establish overarching management guidelines for Saratoga National Historical Park. The general nature of the options dictates that the analysis of impacts also be general. Thus, although the National Park Service can make reasonable projections of likely impacts, these projections are based on assumptions that may not prove to be accurate in the future. As a result, the environmental impact statement (EIS) is programmatic and presents an overview of potential impacts relating to each alternative. This EIS will serve as a basis for future, more in-depth National Environmental Policy Act (NEPA) documents prepared to assess subsequent developments or management actions.

Impact topics were selected for analysis by determining which park resources or related elements would be affected by actions proposed under the four alternatives; topics were also chosen to address planning issues and concerns. Those resources and environmental concerns that would not be appreciably affected by any of the management options were eliminated from further consideration and comparative analysis and have been discussed in the previous section.

This environmental impact statement will serve as a basis for future, more in-depth environmental assessments.

METHODOLOGY FOR ANALYZING IMPACTS

The planning team based this impact analysis and conclusions largely on the review of existing research and studies, information provided by experts in the National Park Service and other agencies and organizations, and Saratoga staff professional judgment. It is important to remember that where necessary and appropriate in all the alternatives, the planning team proposes mitigating measures to minimize or avoid impacts. If the proposed mitigating measures were not applied, the potential for resource impacts and the magnitude of those impacts could increase.

Effects can be direct, indirect, or cumulative. 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 or farther away, but are still reasonably foreseeable. Cumulative effects are the impacts on the environment that result from the incremental impact 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 effects can result from individually minor, but collectively significant, actions taking place over a period of time.

Impact duration refers to how long an impact topic would last. For the purposes of this document, the planning team used the following terms to describe the duration of the impacts:

Short-term – The impact would last less than one year, normally during construction and recovery.

Long-term – The impact would last more than one year, normally from operations.

Cultural Resources

In this impact analysis, cultural resources consist of historic and designed landscapes, historic buildings and structures, monuments, archeological sites and resources, collections and archives, and associated sites outside of park boundaries. Effects on cultural resources are described in terms consistent with the regulations of the Council on Environmental Quality for implementing the National Environmental Policy Act (NEPA). The National Park Service intends to comply with requirements of NEPA and Section 106 of the National Historic Preservation Act. Council on Environmental Quality regulations require that the impacts of alternatives and their component actions be disclosed. Consistent with those regulations, the analysis of individual actions includes identification and characterization of impacts. Characterization includes a discussion of the type (beneficial or adverse), duration (short-term, long-term, or permanent), and intensity of impact. See Table 6 for the criteria that define the impact intensities for cultural resources.

Natural Resources

The impact topic of natural resources includes discussions of the effects on the integrity of natural systems and features, including soils, topography, vegetation, wildlife, threatened and endangered species, and water resources, wetlands, and floodplain. To conduct the analysis, research reports were consulted and information on known resources was compiled. Where possible, locations of sensitive resources were compared with the locations of proposed developments and modifications. The analysis is qualitative in nature. Predictions about short-term and long-term site impacts were based on previous studies and in consultation with subject-matter experts.

See Table 6 for the criteria that define the impact intensities for natural resources, including threatened and endangered species.

Visitor Experience

The discussions of the visitor experience in this document cover the effects on visitors' ability to experience the park's primary resources and their setting and to access educational and interpretive opportunities. Information gathered in a visitor use survey was used along with public input during the planning process to evaluate the potential impacts of each alternative on visitors. See Table 6 for the criteria that define the impact intensities for visitor experience.

Park Operations

The discussions of the impacts on park operations in this document focus on circulation and access, facilities, staffing and volunteers, and fee collection. See Table 6 for the criteria that define the impact intensities for park operations.

Socioeconomic Resources

The discussion of socioeconomic effects consists of the effects of each alternative on the local and regional economy. See Table 6 for the criteria that define the impact intensities for the socioeconomic resources.

IMPAIRMENT OF RESOURCES

In addition to determining the environmental consequences of the alternatives, National Park Service management policies require that potential effects be analyzed to determine whether or not proposed actions would impair the resources of the unit.

The fundamental purpose of the national park system, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve resources and values. National Park managers must always seek ways to avoid or minimize, to the greatest degree practicable, adverse impacts on the resources and

Table 6: Criteria for Impact Intensities

	Natural Resources	Threatened and Endangered Species	Cultural Resources	Visitor Experience	Park Operations	Socioeconomic Resources
Negligible	Impact localized and not detectable, or at lowest levels of detection	Change in a population or individuals of a species; consequences to population not measurable or perceptible, or other changes not measurable or perceptible	Impact barely perceptible and not measurable; confined to small areas or affecting a single contributing element of a larger national register district with low data potential	Impact barely detectable, not in primary resource areas or would occasionally affect a few visitors	Impact not detectable, no discernible effect on ability to provide services, to manage resources, or to operate the park	Impact not detectable, no discernible effect on socioeconomic environment
Minor	Impact localized and slightly detectable but would not affect overall structure of any natural community	Change in a population or individuals of a species, if measurable, would be small and localized, or other changes would be slight but detectable	Impact perceptible and measurable, but would remain localized; affecting a single contributing element of a larger national register district with low to moderate data potential, or would not affect character-defining features of a national register eligible or listed property	Impact slight but detectable, not in primary resource areas or would affect few visitors	Impact slightly detectable but would not obstruct or improve overall ability to provide services, to manage resources, or to operate the park	Impact slightly detectable but would not affect overall socioeconomic environment
Moderate	Impact clearly detectable; could affect individual species, communities, or natural processes appreciably	Change in a population or individuals of a species measurable but localized	Impact sufficient to change a character-defining feature but would not diminish resource's integrity enough to jeopardize its national register eligibility, or it generally would involve a single or small group of contributing elements with moderate to high data potential	Impact readily apparent, somewhat adverse or somewhat beneficial, in primary resource areas or would affect many visitors	Impact clearly detectable and could appreciably obstruct or improve the ability to provide services, to manage resources, and/or to operate the park	Impact clearly detectable and could have an appreciable effect on the socioeconomic environment
Major	Impact highly noticeable and would substantially influence natural resources, e.g. individuals or groups of species, communities, or natural processes	Change in a population or individuals of a species measurable and would result in permanent consequence to the population	Substantial, highly noticeable change in character-defining features would diminish resource's integrity so much that it would no longer be eligible for national register listing, or it would involve a large group of contributing elements or individually significant properties with exceptional data potential	Effect severely adverse or exceptionally beneficial, in primary resource areas, or would affect most of visitors	Impact would have a substantial, highly noticeable, potentially permanent influence on the ability to provide services, to manage resources, or to operate the park	Impact would have a substantial, highly noticeable influence on socioeconomic environment

values. However, the laws give the National Park Service the management discretion to allow impacts on the resources and values when necessary and appropriate to fulfill the purposes of a park, as long as the impact does not constitute impairment of the affected resources and values. Although Congress has given the National Park Service this management discretion, it is limited by the statutory requirement that the National Park Service must leave the resources and values unimpaired unless a particular law directly and specifically provides otherwise.

A prohibited impairment is an impact that, in the professional judgment of the responsible National Park Service manager, would harm the integrity of contributing resources and values. This would include the opportunities that otherwise would be present for the enjoyment of those resources or values. An impact on any contributing resource or value may constitute an “impairment.” An impact would be most likely to constitute an impairment if it affected a resource or value whose conservation would be (a) necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park, (b) key to the natural or cultural integrity of the park or to opportunities to enjoy it, or (c) identified as a goal in the park’s general management plan or other relevant National Park Service planning documents. Impairment might result from National Park Service activities in managing a park, visitor activities, or activities undertaken by concessionaires, contractors, and others operating in the park. A determination on impairment is made as a concluding statement for each alternative and for the actions common to all alternatives in the discussion of environmental consequences.

Contributing and Non-contributing Resources

The team reviewed and ranked park resources to identify those that are “contributing” or are (a) necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park, or (b) are key to the natural or cultural integrity of the park or to opportunities to enjoy it. Park managers must ensure that all contributing resources are protected, preserved, and not subject to impairment or loss regardless of where they fall in the resource ranking.

The first level of the ranking identifies landscape features that were important to the outcome of the Burgoyne Campaign. The planning team used the U.S. Army KOCO analysis as a framework for categorizing the Level 1 landscape features. The acronym KOCO stands for (K) key terrain, (O) observation points, (C) cover and concealment, (O) obstacles to the movement of troops, and (A) avenues to approach used to reach military targets or positions.

Table 7: Ranking of Resources

CONTRIBUTING RESOURCES	
Level 1: Resources Contributing to the Setting or Course of the Burgoyne Campaign at Saratoga	<ul style="list-style-type: none"> • Key Terrain (ridges, hills, woods) such as Bemis Heights, Victory Woods. • Obstacles (wetlands, waterways, stony fields, hillsides) such as the Great Ravine, the Middle Ravine, and Devils Hollow. • Cover and Concealment (buildings, rock outcroppings, ridges, swales, woodlands). • Observation Points (high points, vistas) such as the Hills of the Great Redoubt. • Avenues of Approach (waterbodies, roads, lanes, open fields, woodlots) such as the Hudson River alluvial flats, Fish Creek, and fields of the following farms: Chatfield, both Barber, Freeman, Neilson, Bemis, McBride, Marshall, McCarthy, both Taylor, and Woodworth. • Other 1777 structures used for support, such as the Neilson House. • Original earthworks built by battle participants. • Archeological sites related to the battle, siege, and surrender such as the sites of the battle-era structures on the Schuyler Estate, on the Chatfield, both Barber, Freeman, Taylor, and Woodworth farms, and the Canadian cabins. • Museum collections of Burgoyne Campaign-related archives and objects.
Level 2: Resources Contributing to the Commemoration of the Burgoyne Campaign at Saratoga	<ul style="list-style-type: none"> • Monuments and monument setting, fencing, markers, and tablets, and their associated circulation systems erected prior to the establishment of Saratoga National Historical Park in 1938. • Sites associated with commemorative events and gestures such as the 1927 Pageant, Franklin Delano Roosevelt's choice of Fraser's Hill as site of current visitor center. • Museum collections of commemorative and site administrative related archives and objects associated with pre-1938 commemorative activities.
Level 3: Resources Contributing to the Park's Historic Setting	<ul style="list-style-type: none"> • Views from important points, such as those east across the Hudson River to the mountain ridge in Easton, NY, and those west along the Route 32 ridge in Stillwater, NY. • Post-battle structures that are located on the foundations or near the location of a structure present in 1777, which contribute to an understanding of the spatial organization of the 1777 landscape features, such as the Schuyler House.
Resources that must be Considered by Law or Policy	<ul style="list-style-type: none"> • Wetlands and floodplain that do not fall into any of the previous categories. • Threatened and endangered species and their habitats that do not fall into any of the previous categories. • Prime or unique agricultural lands. • Important habitat values associated with the upper Hudson River Valley ecosystem. • Archeological resources, such as the Champlain Canal and prehistoric sites that do not fall into any of the previous categories and that may yield important historical information. • Natural resource values that do not fall into any of the previous categories, but must be considered by law or policy, such as air quality, natural ambient soundscapes, and natural lightscapes. • Natural, cultural, or historic resources that do not fall into any of the previous categories and that may yield important scientific information.
NON-CONTRIBUTING RESOURCES	
Facilities and infrastructure that support visitor services or park operations.	<ul style="list-style-type: none"> • Visitor center and associated facilities. • Interpretive media such as wayside exhibits. • Park support structures such as staff office buildings, curatorial storage building, maintenance buildings and administrative quarters. • Park infrastructure such as water, sewer, and electric systems, and the composting toilet. • Park circulation system such as the tour road, bridge, entrance road, and trails provided for educational purposes.
Resources unrelated to the purpose or operation of the park.	<ul style="list-style-type: none"> • Modern structures are not representative of conditions present during the Burgoyne Campaign such as modern houses and dairy barns. • Trails or other facilities provided exclusively for exercise or recreation, but not for educational purposes related to the park's mission, such as the equestrian trail. • Archeological sites that do not fall into any of the previous categories, such as sites relating to modern farms.

IMPACTS OF ACTIONS COMMON TO ALL ALTERNATIVES

Cultural Resources

Historic and Designed Landscapes

All alternatives include proposals to improve the termination of the tour road near its intersection with Route 4 and to improve access to the Taylor House site, the Champlain Canal, and the Hudson River. Utilizing existing road alignments to the greatest extent possible, minimizing grade changes, and conducting prior study would minimize impacts to the cultural landscape resulting from these actions. With mitigating measures taken, these actions could have an adverse, long-term, minor impact on the cultural landscape.

All alternatives include a proposal to modify the tour road to create smaller alternative tour loops. The plan specifies that alterations would be limited to the existing tour road and service roads and, therefore, would not result in further impacts to the cultural landscape. With mitigating measures taken, this action could have an adverse, long-term, but negligible impact on the cultural landscape.

All alternatives propose providing special event parking (via stabilized turf areas) at Stops 2, 5, and 8. Utilizing existing road alignments, minimizing grade changes, and conducting prior study would minimize impacts to the cultural landscape resulting from these actions. With mitigating measures taken, this action could have an adverse, long-term, but minor impact on the cultural landscape. When the parking lots are in use and vehicles are visible in the landscape, this action could have an adverse, short-term, moderate impact on the cultural landscape.

Visitors and the local community like to use the park for many different types of recreational activities. Some of these require monitoring and maintenance from park staff; others constitute inappropriate use of park resources. Ensuring that the recreational activities that take place in the park are appropriate to park purposes, do not harm resources, and do not conflict with the park's primary mission is a park goal. Under all alternatives, recreational activities would be systematically evaluated for appropriateness before they are permitted. Park managers would prohibit uses that damage park resources and do not contribute to understanding park values and resources, and would revise the Superintendent's Compendium as needed. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on the park's cultural landscape.

Under all alternatives, park managers would permit recreational activities where they would have little or no impact on significant cultural landscapes or conflict with other visitor experiences. Park managers would establish carrying capacities for overused sites and provide physical controls on visitor use and access to ensure visitor safety and resource protection while accommodating high-density use. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on the park's cultural landscape.

Under all alternatives, park managers would manage pedestrian, horse, and bicycle traffic to prevent resource damage and/or loss. In

some cases the elimination of non-historic trails might be necessary to restore the historic scene and historic trails or roadbeds reestablished to provide public access. To minimize adverse resource impacts, park managers might require: the use of paved avenues for bicyclists; the use of paving materials that are visually consistent with the landscape but suitable to withstand the expected traffic; limited use of some sites seasonally or while repairs are completed to prevent erosion and other problems. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on the park's cultural landscape.

Under all alternatives, the National Park Service would acquire all the properties within the legislated boundaries of the Schuyler Estate. This proposal would enable the relocation of the New York State Department of Transportation maintenance yard, which would reduce modern visual and aural intrusion into the historic scene, and enable field research to be conducted within that area. With mitigating measures taken, this action could have a beneficial, long-term, major impact on the Schuyler Estate cultural landscape.

Under all alternatives, the National Park Service would remove the modern National Park Service residence and shed. This proposal would reduce modern visual intrusion into the historic scene. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on the Schuyler Estate cultural landscape.

Historic Buildings and Structures

The location and increased use of the improved Champlain Canal towpath trail and the removal of the staff housing and shed located on the Schuyler Estate could have an adverse effect on resource protection of the Schuyler Estate (e.g., vandalism, theft). Additional security measures may be necessary, including increased electronic monitoring and increased resource protection staff activity to address this possibility. With mitigating measures taken, these actions could have an adverse, long-term, but negligible impact on the historic structures.

The expansion of the volunteer program would, at a minimum, enhance resource protection for historic buildings and structures by providing more monitoring during the regular visitor day. This action could have a beneficial, long-term, minor impact.

Under all alternatives, the National Park Service would develop portions of the Champlain Canal towpath trail and support development of the towpath trail outside of the park boundary. Development of the towpath may lead to new discoveries of canal-related structures, and would necessitate an increased level of maintenance of the canal prism, but increased visitor exposure and understanding could increase visitor support for the resource. With mitigating measures taken, this action could have a beneficial, long-term, major impact on the Champlain Canal.

The portions of the Old Champlain Canal within the park's legislative boundary are largely located within the Hudson River floodplain. A 200-mile section of the river from Hudson Falls to the Battery in New York City was designated a Superfund site in 1983 by the U.S. Environmental Protection Agency, due to PCB contamination. If it is

determined that PCB contamination is present within the floodplain, then, under current federal regulations, the park could have difficulty acquiring non-federal lands. If it is determined that PCB contamination within the floodplain could have an adverse effect on human health, then park managers would not develop the towpath trail, nor support tow-path trail development by others outside of the park boundary until such adverse conditions could be eliminated or substantially mitigated. Such a situation would represent a substantial loss to the park in terms of potential discoveries relating to the Old Champlain Canal.

Monuments

Upgrading maintenance activities to ensure the preservation of the park's monuments would enhance protection of these resources. In addition, expanded security and monitoring activity—particularly during non-visitor hours—would be required to protect the monuments from threats such as vandalism. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact.

Archeological Sites and Resources

Conducting archeological surveys at Victory Woods is essential for understanding and evaluating the resources and would provide the basis for protecting them. The surveys would provide park managers with much better information with which to manage the archeological resources. Although such a study might increase the danger of illegal collecting of artifacts ("pothunting"), individuals who are inclined to participate in this activity presumably are already aware of the location of potential resources. With mitigating measures taken, this action could have a beneficial, long-term, major impact on the archeological resources at Victory Woods.

The establishment of an interpretive trail through Victory Woods could be accomplished without a direct impact on archeological resources; however, calling attention to these resources could increase the danger of pothunting. Conversely, the increased and unpredictable public presence that would presumably be attracted by such a trail could deter illicit activities, and increased public understanding of these resources could result in increased public support for their protection. With mitigating measures taken, this action could have an adverse, long-term, but negligible impact on the archeological resources at Victory Woods.

All alternatives call for improved access to a number of areas within the park including the Taylor House site, the Champlain Canal, Victory Woods, and the sites of Gates's Headquarters and the American Hospital. This action could make archeological resources in each of these areas more vulnerable to vandalism and theft. Conversely, the increased and unpredictable public presence that would presumably be attracted by such access could deter illicit activities, and increased public understanding of these resources could result in increased public support for their protection. With mitigating measures taken, these actions could have an adverse, long-term, but negligible impact on the park's archeological resources.

Collections and Archives

Provision of adequate numbers of personnel would provide better monitoring and care of cultural resources. In particular, it might reduce the backlog in cataloging and applying necessary preservation treatment to the collections and archives. This action could have a beneficial, long-term, moderate impact on the park's collections and archives.

An expanded volunteer program might free up professional staff and enable the professional staff to carry out backlogged duties such as cataloging and applying necessary preservation treatment to the collections and archives. This action could have a beneficial, long-term, minor impact on the collections and archives.

Associated Sites outside of Park Boundaries

Under all alternatives, park managers would work with property owners of thematically related sites outside of park boundaries, such as the Field of Grounded Arms, to develop interpretive media to address the sites. This action would increase public awareness and understanding of the sites and therefore may increase public support of their preservation. This action could have a beneficial, long-term, minor impact on the associated sites outside of park boundaries.

Natural Resources

Soils

Managing visitor traffic to minimize resource impact and evaluating public activities for appropriateness relative to park mission and resource protection would reduce the potential for soil disturbance associated with erosion and compaction. This action could have a beneficial, long-term, moderate impact on park soils.

Under all alternatives, park managers would develop a satellite maintenance facility at an appropriate location in Old Saratoga, modify the tour road to develop alternative tour routes, provide special-event parking via stabilized turf at Stops 2, 5, and 8, improve termination of the tour road, improve access to the Taylor House site, the Champlain Canal, and the Hudson River, and improve access to the Gates's Headquarters and American Hospital sites and Bemis Heights. Construction activities associated with these actions may disturb soils in the short term. Sites with soil disturbance would undergo accelerated erosion at least temporarily, until drainage structures were fully operational and vegetation had recovered. Construction activity would be restricted to the minimum area required for building. Topsoil would be retained *in situ* and replaced where possible to conserve available organic matter. With mitigating measures taken, these actions could have an adverse, short-term, minor impact on park soils.

The construction activities associated with action common to all alternatives could affect prime agricultural soils. As site-specific proposals are developed, potential impacts on prime agricultural soils would be evaluated as part of the environmental assessment process.

Many park maintenance activities and development plans would result in disturbance of floodplain soils. Because these soils may be contaminated with PCBs, the park may be required to treat some of these soils as hazardous waste. This would significantly increase the cost and complexity of these operations. Soils contaminated with high levels of PCBs are disposed of in registered hazardous waste repositories. Because any excavated PCB-contaminated soils would be isolated from the surrounding environment, environmental impacts would be minor, and impacts to park operations could range from minor to major, depending upon the amount of soil to be processed and the concentration of PCBs in the soils.

Topography

Under all alternatives, park managers would develop a satellite maintenance facility at an appropriate location in Old Saratoga, modify the tour road to develop alternative tour routes, provide special-event parking via stabilized turf at Stops 2, 5, and 8, improve termination of the tour road, improve access to the Taylor House site, the Champlain Canal, and the Hudson River, and improve access to the Gates's Headquarters and American Hospital sites and Bemis Heights. These construction activities would have an impact on topography. Best practices, such as using existing alignments and minimizing grading changes, would mitigate these impacts. With mitigating measures taken, these actions could have an adverse, long-term, minor impact on the park topography.

Vegetation

Increased inventorying and monitoring could indirectly benefit the park's plant communities. These actions could have a beneficial, long-term, moderate impact on the park's vegetation.

Control of nonnative invasive plant species could improve the diversity and abundance of native species and create a greater potential for sustaining the park's natural ecosystem. These actions could have a beneficial, long-term, major impact on the park's vegetation.

Under all alternatives, park managers would develop a satellite maintenance facility at an appropriate location in Old Saratoga, modify the tour road to develop alternative tour routes, provide special-event parking via stabilized turf at Stops 2, 5, and 8, improve termination of the tour road, improve access to the Taylor House site, the Champlain Canal, and the Hudson River, and improve access to the Gates's Headquarters and American Hospital sites and Bemis Heights. Termination of the tour road will require disturbance of mature woodland. With mitigating measures taken, these actions could have an adverse, long-term, minor effect on the park's vegetation.

Wildlife

Increased inventory and monitoring could indirectly benefit the park's wildlife. These actions could have a beneficial, long-term, moderate impact on the park's wildlife.

Conserving and enhancing the park's grassland habitat would benefit the park's grassland species. These actions could have a beneficial,

long-term, moderate impact on the park's (and region's) grassland species.

Under all alternatives, park managers would develop a satellite maintenance facility at an appropriate location in Old Saratoga, modify the tour road to develop alternative tour routes, provide special-event parking via stabilized turf at Stops 2, 5, and 8, improve termination of the tour road, improve access to the Taylor House site, the Champlain Canal, and the Hudson River, and improve access to the Gates's Headquarters and American Hospital sites and Bemis Heights. With mitigating measures taken, these activities could have an adverse, long-term, but negligible effect on the park's wildlife.

Threatened and Endangered Species

The National Park Service would initiate a monitoring program and would manage its habitats to maintain population levels of the state-listed species of special concern. This might include enhancing critical habitat elements or other activities in known habitat areas, limiting development or landscape rehabilitation efforts, or other measures to ensure the continuation of these populations within the park. These actions could have a beneficial, long-term, moderate impact.

Under all alternatives, park managers would develop a satellite maintenance facility at an appropriate location in Old Saratoga, modify the tour road to develop alternative tour routes, provide special-event parking via stabilized turf at Stops 2, 5, and 8, improve termination of the tour road, improve access to the Taylor House site, the Champlain Canal, and the Hudson River, and improve access to the Gates's Headquarters and American Hospital sites and Bemis Heights. Potential impacts on threatened and endangered species would be evaluated as part of the environmental assessment process as site-specific proposals are developed.

Water Resources, Wetlands, and Floodplain

Restoration, maintenance, and enhancement of the quality of the park's surface and ground waters would benefit the park's water resources and those downstream. These actions could have a beneficial, long-term, moderate impact on the park's water resources.

Development of the Champlain Canal towpath trail and development of trail links to the Hudson River would involve traversing the Hudson River floodplain. Again, through the use of best management practices, siltation can be contained to minimize impacts on water resources. With mitigating measures taken, this action could have an adverse, short-term, but negligible impact on water resources, wetlands, and floodplain.

Because soils along the canal and within the floodplain may be contaminated with PCBs, the park may be required to treat some of these materials as hazardous waste. This would significantly increase the cost and complexity of trail development in these areas. Construction could result in small releases of PCBs into water or the floodplain. Best management practices used during trail construction should effectively limit all releases of PCB contaminated soil. Excavated soils contaminated with high levels of PCBs would be disposed of in registered hazardous waste

repositories. Because excavated PCB contaminated soils would be isolated from the surrounding environment in a disposal facility, environmental impacts to the floodplain from soil disposal would be negligible.

Visitor Use and Experience

Educational and Interpretive Opportunities

Over 62% of all park visitors take the 9-mile tour road at the Battlefield Unit. Roughly half of those visitors stop at Stop 1 (51.8%), Stop 2 (51.7%), and Stop 3 (49%). Visitation to Stops 4 through 10, however, drops off considerably, with only 28.3% of tour road visitors stopping at Stop 10. This indicates that few visitors actually visit all tour road stops. Under all alternatives, park managers would develop alternate tour options of varying lengths using existing road alignments that would enable visitors to select a tour loop commensurate with their interests and time constraints. (Of course, visitors could still complete the entire tour road circuit, should they so desire.) The alternate loops would provide the visitor with the opportunity to tailor their visit to the Battlefield Unit and learn more about a specific segment of the story, rather than quickly drive the entire route and learn little about the entire story. The role of the visitor center in providing the “big picture” or overview is increasingly important with this proposal. With mitigating measures taken, such as providing a strong overview of the battlefield action in the visitor center, this action could have a beneficial, long-term, moderate impact on visitor educational opportunities.

Under all alternatives park managers would improve access to the Taylor House site, the Hudson River, and the Champlain Canal; the Gates’s Headquarters and American Hospital sites and Bemis Heights; and Victory Woods. As a result, visitors would have the opportunity to see and learn about the importance of these sites. In addition, links with the Hudson River would enhance water access to the park. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on the visitor experience.

Trail links to the Hudson River would be located within the Hudson River floodplain. If it is determined that PCB contamination within the floodplain could have an adverse effect on human health, then the park would not develop trail links to the Hudson River until such adverse conditions could be eliminated or substantially mitigated. Such a situation would represent a substantial loss to the park in terms of visitor education regarding the importance of the Hudson River to battles of Saratoga and in terms of supporting water access for visitors.

Under all alternatives, park managers would improve the termination of the tour road near its intersection with Route 4. This would improve the safety of motorists, pedestrians, and bicyclists using that section of the tour road by decreasing the severity of its grade. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on the visitor experience and on visitor safety.

Under all alternatives, park managers would develop portions of the Champlain Canal towpath trail that run through the park, and would support development of portions of the towpath trail outside of park’s

boundary per the Eastern Gateway Canal Corridor proposal. As a result, visitors would have the opportunity to see and learn about the importance of the Champlain Canal relative to the economic development of the region. With mitigating measures taken, this action could have a beneficial, long-term, major impact on visitor educational opportunities.

If it is determined that PCB contamination is present within the floodplain, then, under current federal regulations, park managers could have difficulty acquiring non-federal lands. If it is determined that PCB contamination within the floodplain could have an adverse effect on human health, then park managers would not develop the towpath trail nor support towpath trail development outside of the park boundary until such adverse conditions could be eliminated or substantially mitigated. Such a situation would represent a substantial loss to the park in terms of visitor education regarding the importance of the Old Champlain Canal to the economic development of the region.

Under all alternatives, park managers would share findings of monitoring and research with the public, as appropriate. This would offer an educational benefit to the public as well as a public-relations benefit to the park. Through this proposed park action, the visiting public would be provided with the information that the National Park Service is using to support its management decisions. By sharing these insights, the National Park Service hopes to build support for its management decisions and better public stewardship of its resources. These actions could have an indirect beneficial, long-term, major impact.

Under all alternatives, park managers would, to the greatest extent possible, tie recreational trails and pathways to educational opportunities that fit the park's mission and purpose. For example, park managers would not provide jogging trails with exercise stations, but might provide trails with interpretive exhibits. Recreational activities would not be permitted where the activity compromises the commemorative or educational objectives of specific sites. This objective (or management prescription) would provide for visitor access to interpretive and historic sites while limiting intrusive recreational activity and resource impacts. With mitigating measures taken, these actions could have a beneficial, long-term, minor impact on educational opportunities.

Park Operations

Circulation and Access

Under all alternatives, park managers would develop alternative tour road options of varying lengths. This would have a considerable impact on visitor circulation. Many visitors might opt to take the opportunity for an abbreviated experience and would no longer travel the entire length of the tour road. The alternative tour road options could also make the tour road better used by visitors who would like to tour the park on foot or by bicycle but find the complete 9-mile experience prohibitive. Having alternate tour options would alter overall park circulation patterns and offer new opportunities for touring the battle road that go beyond the use of private vehicles.

With mitigating measures taken, this action would have a beneficial, long-term, major impact on circulation and access.

Under all alternatives, additional pedestrian and vehicular access would be made available to a number of park areas that are currently poorly accessible to visitors. Where possible, universal access will be created. With mitigating measures taken, these actions could have a beneficial, long-term, minor impact on park operations.

Under all alternatives, creating special-event parking by stabilizing turf at Stops 2, 5, and 8 will enable the park to more effectively manage reenactments and other special programs. With mitigating measures taken, this action could have a beneficial, long-term, minor impact on park operations.

Under all alternatives, park managers will monitor the frequency of animal-vehicle collisions. Should the number of collisions increase to an unacceptable level, park managers will undertake actions, such as decreasing the speed limit on the tour road, to mitigate the number of collisions and increase visitor safety. This action could have a beneficial, long-term, minor impact on visitor safety.

The interpretive trail through Victory Woods could be part of a comprehensive walking trail that links all of the Old Saratoga Unit sites including the Schuyler Estate. This offers visitors an alternative to driving at the Old Saratoga Unit. Some of the area encompasses steep grades (albeit paved) that some visitors may find challenging. Limited parking would be available at the Old Saratoga Unit sites to facilitate universal access. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on park circulation.

Development of the Champlain Canal towpath trail within the park would substantially expand pedestrian access to portions of the park that are currently inaccessible. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on park circulation. As mentioned previously, PCB contamination of the floodplain could preclude development of the trail, thereby representing a substantial loss to the park in terms of improved pedestrian circulation.

Under all alternatives, development and maintenance of trails and roads in the floodplain have the potential to disturb and move PCB-contaminated soils that may need to be treated as hazardous waste. This could result in increased project complexity, cost, and environmental impact. In some cases, PCB-contaminated soils in a project area could cause park management to abandon some or all of a project until the PCB contamination could be eliminated or substantially mitigated. Such a situation could represent a substantial loss to the park in terms of visitor access to this resource.

Facilities

Under all alternatives, park managers would develop alternate tour road options of varying lengths using existing road alignments. This proposed action would result in a very minimal net increase of road surface and shoulder area for the park to maintain during the visitor season. With mitigating measures taken, this action could have an adverse, long-term, but negligible impact on park operations.

Under all alternatives, park managers would develop a new satellite maintenance facility for the Old Saratoga Unit. The satellite facility would reduce some of the storage and space burdens faced by the current maintenance facility located at the Battlefield Unit. The equipment that is used primarily for Old Saratoga can be stored and maintained at the satellite facility. The proposed facility could allow staff to operate more effectively in that it would eliminate the need to travel and carry equipment to and from the current maintenance building located at the Battlefield Unit. As an additional facility, it would present additional maintenance and utility needs. With mitigating measures taken, these actions would have a beneficial, long-term, major impact on park operations.

Under all alternatives, park managers would improve visitor access to a number of sites including Gates's Headquarters–American Hospital area, Bemis Heights, and the Taylor House site Champlain Canal area within the Battlefield Unit, and Victory Woods in the Old Saratoga Unit. Improved access to these sites would require additional infrastructure development, which must be maintained by the park. These actions would have an adverse, long-term, but minor impact on park operations.

Some of the improvements outlined above may involve the Hudson River floodplain. Because soils along the canal and within the floodplain may be contaminated with PCBs, the park may be required to treat some of these materials as hazardous waste. This would significantly increase the cost and complexity of trail development in these areas. Construction could result in small releases of PCBs into water or the floodplain. Best management practices used during trail construction should effectively limit all releases of PCB-contaminated soil. Excavated soils contaminated with high levels of PCBs would be disposed of in registered hazardous waste repositories. Because excavated PCB-contaminated soils would be isolated from the surrounding environment in a disposal facility, environmental impacts to the floodplain from soil disposal would be negligible. Impacts to park operations could range from minor to major depending on the amount of soil to be processed and the concentration of PCBs in the soils.

Staffing and Volunteers

Under all alternatives the park would improve visitor access to a number of sites including the Gates's Headquarters–American Hospital area, Bemis Heights, and the Taylor House–Champlain Canal area within the Battlefield Unit, and Victory Woods in the Old Saratoga Unit. Making these areas easily accessible to the public will require additional vigilance on the part of park visitor services and law enforcement staff. Additional staff may be required in the areas of visitor services, and resource protection and management. With mitigating measures taken, these actions would have an adverse, long-term, but minor impact on park operations.

Under all alternatives, the park would continue to work with volunteers, reenactor groups, the Friends of the Saratoga Battlefield, and others to improve public access, living history, and interpretive and edu-

cational programs. Maintaining partnerships and an effective network of volunteers is currently a collateral duty for a number of park staff. Adding a volunteer coordinator or events coordinator may alleviate the current burden on park staff. With mitigating measures taken, such as adding a volunteer coordinator, these actions would have a beneficial, long-term, minor impact on park operations.

Under all alternatives, the park would share findings of monitoring and research with the public, as appropriate. Staff time would be required to develop public reports and press releases or to make formal presentations to local groups and other interested parties. With mitigating measures taken, such as adding staff in key park divisions, these actions would have a beneficial, long-term, minor impact on park operations.

Socioeconomic Environment

Neighboring Land Uses

Park staff working collaboratively with other agencies, sharing information with key stakeholders, and participating in land use decision-making will help promote sensitive development in areas where protection is critical to park values. These actions would have a beneficial, long-term, minor impact on neighboring land uses.

For impacts on the local and regional economy, see appendix B.

Cumulative Impacts

Over the centuries, agricultural uses of lands that are now within and surrounding the park, including the Hudson River floodplain, have reduced the numbers of some native plants and animals and led to the alteration and erosion of soils. Because of agricultural use over the years, some wildlife species have been displaced, and habitat has been lost. Other wildlife species, such as grassland species, have benefited from these alterations. These effects will persist, as parkland and lands surrounding the park continue to be used for agricultural purposes, although the largest cumulative effect will come from development and boundary encroachment.

Over the years, industrial uses of lands along the Hudson River have caused the discharge of PCBs into the river and increased levels of pollutants in the water, soils, and floodplain. Although these effects will most likely be minimized to some degree as pollution abatement efforts advance, they will not significantly diminish within the life of this document.

Over the years, soils containing high concentrations of PCBs will be disturbed or excavated during park activities. This could cause the park to be considered a “generator” of hazardous waste under current laws and regulations (CERCLA). Because of the limited volume of materials that could be generated by planned park activities, the treatment and storage of these wastes will have a negligible to minor impact on the environment.

Over the years, the development of lands surrounding the park for residential or other uses has increased runoff and soil compaction,

and altered soil regimes and vegetation, as well as caused the loss of plants in some areas. Development outside the park has fragmented wildlife habitat and interrupted wildlife habits and movement. Resident wildlife has been displaced. Animal-vehicle collisions have increased due to increased vehicular traffic associated with development. These effects will persist as lands surrounding the park continue to be developed for residential and other purposes. The work of land conservation organizations, including the Land Trust of the Saratoga Region which works to protect areas in critical need, will help, to a limited extent, to diminish the adverse effects associated with the advance of residential development.

Overall, the past, present, and future actions described above, in conjunction with the actions common to all alternatives, would result in long-term negative impacts on natural resources, including soils, vegetation, wildlife, and floodplain. The overwhelming majority of these impacts are the result of past actions, including agriculture, industry, and development of lands surrounding the park. The actions common to all alternatives would contribute an extremely small increment to the overall cumulative impact.

Numerous cultural heritage studies and initiatives are underway in the Saratoga area. Such initiatives include: the National Park Service's Revolutionary War & War of 1812 Study, the Champlain Valley Heritage Corridor Study, the Erie Canalway National Heritage Corridor, the Heritage New York Program, the Hudson River Valley National Heritage Area, the Lakes to Locks Passage, the Mohawk Valley Heritage Area, the New York Independence Trail, the New York State Canal Recreationway Plan, and the Old Saratoga/New Schuylerville Pocket Parks Initiative. Other county and local initiatives are also underway. The collective actions of these initiatives will have a long-term, beneficial impact on interpretation and understanding of the Burgoyne Campaign and other Revolutionary War events in the Champlain-Hudson and Mohawk valleys, and on the interpretation and understanding of the influence of the Champlain Canal in the region.

Overall, the actions associated with the cultural heritage initiatives described above, in conjunction with the actions common to all alternatives, would result in long-term benefits to cultural resources. The actions common to all alternatives would contribute in a minor way to the overall cumulative impact.

Unavoidable Adverse Effects

Wildlife habitat would continue to be interrupted, and wildlife habits and movement would be altered by the presence of residential and park-related development, employees, visitors, and altered land uses. Continuing visitor activities would reduce the long-term productivity of the environment. Noise, vehicle exhaust, artificial lighting, and human activities associated with ongoing visitor and administrative use of the park would prevent some wildlife populations from reaching their full potential in size and population density. Long-term, adverse impacts on wildlife associated with the general presence and operation of the park

would continue; however, impacts associated with the proposed actions common to all alternatives would be negligible.

Non-impairment of Resources

Under actions common to all alternatives, the park's resources or values would not be impaired because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation or proclamation of Saratoga National Historical Park, (2) key to the natural or cultural integrity of the park or to opportunities for visitor enjoyment, or (3) identified as a goal in the park's general management plan or other relevant National Park Service planning documents.

Table 8: Summary of Impacts Associated with All Alternatives

Actions	Long-term Impacts=X				Short -term Impacts=(x)			
	Beneficial				Adverse			
ACTIONS COMMON TO ALL ALTERNATIVES								
CULTURAL RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
HISTORIC AND DESIGNED LANDSCAPES								
• Improve tour road terminus & access to historic sites						X		
• Modify tour road to develop alternate tours of varying lengths					X			
• Provide special event parking at Stops 2, 5, and 8 (Adverse minor long -term impacts associated with infrastructure, adverse moderate short -term impacts associated with use.)						X	(x)	
• Evaluate recreational uses for appropriateness; prohibit those determined to be inappropriate			X					
• Permit recreational activities where they have little or no impact on cultural landscape			X					
• Manage visitor traffic to prevent resource damage			X					
• Acquire all properties within legislated Schuyler Estate boundary				X				
• Remove modern NPS residence and shed			X					
HISTORIC BUILDINGS AND STRUCTURES								
• Diminish security presence at Schuyler Estate by removing staff housing					X			
• Expand volunteer program		X						
• Develop Champlain Canal towpath trail				X				
MONUMENTS								
• Upgrade maintenance activities			X					
ARCHEOLOGICAL SITES AND RESOURCES								
• Conduct archeology survey at Victory Woods				X				
• Establish trail through Victory Woods					X			
• Improved access to key historic sites					X			
COLLECTIONS AND ARCHIVES								
• Hire adequate number of personnel			X					
• Expand volunteer program		X						
ASSOCIATED SITES OUTSIDE BOUNDARIES								
• Work with owners to develop interpretive media		X						
NATURAL RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
SOILS								
• Manage visitor traffic; evaluate public activities			X					
• Construction activities associated with actions common to all alternatives						(x)		
TOPOGRAPHY								
• Construction activities associated with actions common to all alternatives						X		
VEGETATION								
• Increase inventory and monitoring			X					
• Control non -native plant species				X				
• Construction activities associated with actions common to all alternatives						X		

WILDLIFE								
• Increase inventory and monitoring			X					
• Conserve, enhance grassland habitat			X					
• Construction activities associated with actions common to all alternatives					X			
THREATENED AND ENDANGERED SPECIES								
• Initiate monitoring program			X					
WATER RESOURCES								
• Restore, maintain, enhance water quality			X					
• Construction activities associated with actions common to all alternatives					(x)			
VISITOR USE AND EXPERIENCE	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
EDUCATION/INTERPRETIVE OPPORTUNITIES								
• Develop alternate tour options of varying lengths			X					
• Develop Champlain Canal towpath trail				X				
• Improve access to key historic sites				X				
• Improve tour road terminus			X					
• Share findings of inventory/monitoring, research				X				
• Tie recreational trails and pathways to educational opportunities		X						
PARK OPERATIONS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
CIRCULATION AND ACCESS								
• Develop alternate tours of varying lengths				X				
• Improve access to historic sites		X						
• Create special event parking at Stops 2, 5, and 8.		X						
• Monitor animal -vehicle collisions on tour road		X						
• Develop trail through Victory Woods				X				
• Develop Champlain Canal towpath trail			X					
FACILITIES								
• Develop alternate tours of varying lengths					X			
• Develop satellite maintenance facility				X				
• Improve access to key historic sites						X		
STAFFING AND VOLUNTEERS								
• Improve access to key historic sites						X		
• Expand volunteer program		X						
• Share findings of monitoring and research with public		X						
SOCIOECONOMIC ENVIRONMENT	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
NEIGHBORING LAND USES								
• Collaborate with partners		X						
CUMULATIVE IMPACTS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
• Additive factor of actions common to all alternatives on native plants and animals					X			
• Additive factor of actions common to all alternatives on the region -wide interpretation of the Burgoyne Campaign		X						
UNAVOIDABLE ADVERSE EFFECTS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
• Impact on natural resources of general presence and operation of the park					X			

	Beneficial				Adverse			
TOTALS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
	0	11LT	15LT	10LT	8LT 1ST	6LT 1ST	1ST	0
NON-IMPAIRMENT OF RESOURCES								
Actions common to all alternatives would not impair contributing resources, as there would be no long-term, adverse, major impacts on these resources								0

IMPACTS OF ACTIONS ASSOCIATED WITH ALTERNATIVE A

Cultural Resources

Historic and Designed Landscapes

Under all alternatives park managers modify the field-forest configuration to varying degrees. Under Alternative A, this would involve removal, thinning, and addition of woodlands to approximate more closely the conditions of October 1777. This action would present a more accurate depiction of battlefield conditions. To ensure that the landscape treatment adequately protects cultural and natural resource values, a multidisciplinary cultural landscape treatment plan must be completed. The landscape treatment plan should address the following factors including but not limited to historic integrity, priorities for interpretation, archeology and natural resource values including floodplain, wetlands, grasslands habitat, threatened and endangered species, and soils. With mitigating measures taken, this action could have a beneficial, long-term, major impact on the cultural landscape.

Reestablishing key views to the Hudson River and Fish Creek at the Schuyler Estate would offer a somewhat more realistic presentation of the cultural landscape of the Schuyler Estate. With mitigating measures taken, this action could have a beneficial, long-term, minor impact on the cultural landscape of the Schuyler Estate.

Historic Buildings and Structures

No potential impacts on historic buildings and structures have been identified for Alternative A.

Archeological Sites and Resources

Removal of forest cover (to be conducted gradually, on areas to be returned to grassland) could result in more intense erosion and frost action, which could disturb archeological resources. This action, conversely, could prevent damage to archeological resources caused by blowdown. In addition, reforestation could introduce damage from tree root action. Clearly, prior study would be needed to determine best practices to mitigate adverse resource effects. With mitigating measures taken, including efforts to minimize ground disturbance, modifying the field-forest configuration could have a long-term (both beneficial and adverse) moderate effect on archeological resources.

Collections and Archives

Updating research to increase accuracy of the Schuyler House furnishings and bringing the rooms in line with current scholarship on the appearance of late 18th century rooms might require relocation of certain museum objects within the Schuyler House. Any museum objects removed from the Schuyler House would need to be relocated to appropriate spaces suitable for display and/or safe storage. With mitigating measures taken, these actions could have a beneficial, long-term, minor effect on the collection.

Natural Resources

Under Alternative A, after completing additional site-specific planning and study, park managers would modify the park's field-forest configuration to (a) reestablish key vistas important to interpretation and (b) suggest conditions in October 1777 in key locations within the Main Battle Action and Encampment Subzone (except where this treatment would conflict with the reestablishment of vistas important to interpretation). Although the actual acreage to be converted from forest to field or from field to forest (and thinned woodland) cannot be determined until additional work is complete, the planning team made general acreage estimates for the purposes of conducting the environmental impact assessment, based on current information. For Alternative A, the planning team estimated that up to approximately 370 acres could be gradually converted from woodland to grassland, up to approximately 250 acres could be gradually converted from grassland to woodland (or thinned woodland), and up to approximately 180 acres of woodland could be gradually thinned to accomplish the landscape rehabilitation objectives. These figures are referred to throughout the following section that outlines the potential impacts associated with Alternative A.

The general estimates were made assuming that landscape rehabilitation would take place within the entire Main Battle Action and Encampment Subzone. Most likely, the acreage to be converted from field to forest or (vice versa) or thinned will be substantially lower than these acreage estimates. This is because it is highly unlikely that the entire Main Battle Action and Encampment Subzone will undergo landscape rehabilitation treatment. In reality, areas that contain sensitive natural resources or areas that would not be seen by visitors within the Main Battle Action and Encampment Subzone would be excluded from landscape rehabilitation efforts. The determination of which areas will be subject to or excluded from landscape rehabilitation efforts, as mentioned above, requires additional research, site-specific information, and planning.

Soils

The gradual conversion of up to approximately 370 acres of woodland to grassland would create the potential for soil erosion on a temporary basis. However, planting or leaving buffers of low vegetation at streamside and on slopes would minimize this impact. With mitigating measures taken, these actions could have an adverse, short-term, but minor effect on the park's soils.

Under Alternative A, park managers would develop a self-guided trail through Victory Woods. Construction activities associated with these actions may disturb soils in the short term. Sites with soil disturbance would undergo accelerated erosion at least temporarily, until drainage structures were fully operational and vegetation had recovered. Construction activity would be restricted to the minimum area required for building, and would be limited, to the greatest extent possible, to previously disturbed areas. Topsoil would be retained *in situ* and replaced where possible to conserve available organic matter. With miti-

gating measures taken, these actions could have an adverse, short-term, but negligible effect on the park's soils.

Topography

Converting woodland to grassland would create the potential for changes to topography. Because the areas of woodlands to be removed can be reached from roadways (thereby eliminating the need to create new roads), changes to topography would be minimal. Best practices would be used to reduce the potential for changes to topography even further. With mitigating measures taken, these actions could have an adverse, long-term, but minor effect on the park's topography.

Developing a self-guided trail through Victory Woods would have an impact on topography. Best practices, such as using historic alignments, restricting development to previously disturbed areas, and minimizing grading changes would mitigate these impacts. With mitigating measures taken, these actions could have an adverse, long-term, negligible effect on the park's topography.

Vegetation

The park's overall field-forest composition would change by converting up to 370 acres of woodland to grassland, converting up to 250 acres of grassland to woodland (or thinned woodland), and thinning up to 180 acres of forest. Areas of critical habitat, such as the park's remaining older-growth woodland and wetlands, would not be included in the areas considered for clearing. Browsing by herbivores could impede landscape rehabilitation; therefore a landscape treatment plan should include a strategy for preventing or mitigating the effects of browsing. Preliminary investigations indicate that forest regeneration at Saratoga may not be occurring at expected rates. The reasons for the extremely slow (or potentially nonexistent) rates of forest succession are not entirely known. To accomplish the landscape rehabilitation objectives associated with this alternative, inventorying, monitoring, and research would be required. In addition, intense management efforts would be required to mitigate invasion of nonnative species that clearing of woodlands would generate. With mitigating measures taken, this overall addition of up to approximately 120 acres of grassland would have a beneficial, long-term, but negligible impact on the overall health of the park's vegetation and a beneficial, long-term, moderate impact on the park's grassland communities.

The overall conversion of up to approximately 120 acres of woodland to grassland would remove less than 0.046% of the total forested area of Saratoga County (approximately 260,000 acres), and a tiny fraction of the forested area of New York State. With mitigating measures taken, this overall reduction of up to approximately 120 acres of woodland would have an adverse, long-term, but negligible impact on the woodlands of Saratoga County and New York State.

Wildlife

The conversion of woodlands to grassland associated with landscape rehabilitation and vista clearing would have a beneficial, long-

term, moderate impact on species that rely on grasslands and an adverse, long-term, moderate impact on species that rely on woodlands. However, potential negative impact would be limited by leaving mature trees and protecting nest sites. The overall increase of up to approximately 120 acres of grassland would have a beneficial, long-term, but negligible influence on species composition and abundance. The resulting field-forest configuration could increase edge habitat and therefore have a beneficial, long-term, minor effect on woodland edge species, including deer and some species of birds.

Threatened and Endangered Species

The overall addition of approximately up to 120 acres of grassland would have a beneficial, long-term, minor impact on the 10 rare, threatened, and endangered grassland species that are native to the Northeast, and would have an adverse, long-term, minor impact on the threatened, endangered, and rare woodland species.

Water Resources, Wetlands, and Floodplain

The conversion of woodland to grassland and the development proposed in Alternative A could cause temporary increases of siltation. The construction activities could cause ground seepage of oil and grease leaking from heavy equipment. Through the use of best management practices, siltation and leaks can be contained to minimize impacts on water resources. With mitigating measures taken, these actions could have an adverse, short-term, but negligible impact on water resources, wetlands, and floodplain.

Visitor Use and Experience

Orientation

The majority of the visitors to the Battlefield Unit (57%) use the Route 32 entrance. Under this alternative, the existing Route 32 entrance would be minimally upgraded by improving traffic flow and the capacity of the existing parking lot, upgrading signage, and screening the maintenance and headquarters buildings. These proposed improvements to the Route 32 entrance could enhance visitors' sense of arrival to a limited degree, and the improved signage should somewhat facilitate visitor wayfinding. With mitigating measures taken, these actions could have a beneficial, long-term, minor impact on the visitors, arrival experience.

Nearly 79% of all visitors stop at the park's visitor center at some point during their visit. Under this alternative, interpretive media at the existing visitor center would be upgraded. Improving the quality and expanding the thematic scope of orientation at the visitor center should enhance visitor understanding of the significance of the park resources and the events commemorated here. However, inadequate space for exhibits and media would continue to constrain the park's ability to fully orient the visitor to the Burgoyne Campaign and its commemoration. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on visitor orientation.

As proposed under Alternative A, the field-forest configuration

would be modified to represent conditions at the time of the second battle, and key historic and interpretive views would be cleared. As a result, visitors to the visitor center would have the opportunity to view a more accurate depiction of the battlefield landscape from Frasers Hill, and some views across the landscape may also be enhanced. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on visitor orientation.

About 33% of visitors approach the park from the north and are directed via highway signs (installed for the Saratoga National Cemetery) to the Old Saratoga Unit prior to receiving orientation and an overview of the park themes. Under this alternative, visitors arriving to the park from the north would continue to receive extremely limited orientation to the park's themes until well into their sojourn at the park. Continuing the status quo could have an adverse, long-term, moderate impact on visitor orientation and understanding.

Educational and Interpretive Opportunities

As proposed under Alternative A, the field-forest configuration would be modified to be evocative of conditions at the time of the second battle, and key historic and interpretive views would be cleared. Through personal interpretation and other interpretive media that capitalize on a more accurate depiction of the landscape, visitors would have an improved opportunity to learn about the events of the battles. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on visitor educational opportunities.

Reestablishing views to Breymann and Balcarres redoubts and at Stops 1 and 3, in combination with complementary interpretive media at the visitor center and on the tour road, could greatly enhance the visitor's overall understanding of "Why here?" and the significance of the topography to the battles of Saratoga. These improvements could augment personal interpretation services. Reestablishing key views to the Hudson River and Fish Creek at the Schuyler Estate would help visitors understand the relationship of this site to the waterways and why the site was chosen as the core of the Schuyler Estate. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on visitor understanding.

This alternative calls for furnished exhibits that would be representative of a typical 18th-century upper-class home, but would not specifically relate to the Schuyler family. The objects used to furnish the house would not necessarily have any relationship to the Schuyler family, making it difficult to use the furnishings to interpret their tenure in the house. Instead, through personal interpretation, visitors would have the opportunity to understand Schuyler and his military contributions during the Revolutionary War. The park would continue ranger-led tours of the Schuyler Estate on a seasonal basis and would place interpretive emphasis on General Schuyler's military roles. Because there are few exhibits and the story of Schuyler must be related exclusively through personal interpretation, this would be considered the most labor-intensive approach to interpreting Schuyler's story in the house, yet the narrowest in scope in terms of content. With mitigating

measures taken, this action could have a beneficial, long-term, negligible impact on visitor educational opportunities.

Alternative A calls for a number of improvements to interpretive media at the visitor center and along the tour road as well as clearing important views to the battlefield landscape throughout the Battlefield Unit. Improving the quality and expanding the thematic scope of interpretive media at the visitor center as well as along the tour road should enhance visitor understanding of the purpose and significance of the park and the events commemorated here. These improvements would augment personal interpretation services. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on visitor educational opportunities.

Under this alternative the park would offer self-guided interpretation on the grounds of the Saratoga Monument. The addition of interpretive media would enable visitors to learn about the relevance of this monument to the military events at Saratoga, as well as to understand the commemorative movement in the context of U.S. history (although to a limited extent). When open to the public, visitors who wish to climb to the top of the monument could enjoy a panoramic view of the surrounding countryside. With mitigating measures taken, these actions could have a beneficial, long-term, minor impact on visitor educational opportunities.

Visitation

Alternative A calls for a number of improvements to interpretive media at the visitor center and along the tour road as well as clearing important views to the battlefield landscape throughout the Battlefield Unit. This alternative also calls for new furnished exhibits that would be representative of a typical 18th-century upper-class home, but would not specifically relate to the Schuyler family. In all of these cases, a “grand reopening” after revamping exhibits and other interpretive media could temporarily increase visitation to the featured location, but would not have a significant effect on overall, long-term visitation to the park. With mitigating measures taken, these actions could have a beneficial, short-term, negligible impact on park visitation figures.

Park Operations

Circulation and Access

The restoration of views from the visitor center and key stops on the tour road would enhance visual access to the landscape and may allow those visitors with time, transportation, or mobility issues to have an enhanced scenic and interpretive experience within a limited venue. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on the visitor’s visual access.

On busy visitor days and for special events, traffic backing up at the automated fee collection gate could become an issue. With mitigating measures taken, this action could have a adverse, long-term, but negligible impact on circulation and access.

Under Alternative A, a series of modest improvements to the

Route 32 entrance would be undertaken including improved traffic flow and expanded parking lot capacity, upgraded signage, and screening for the maintenance and headquarters buildings. All of these actions would, to a limited degree, improve visitor circulation and access and enhance the sense of entry at the park. With mitigating measures taken, these actions could have a beneficial, long-term, minor impact on circulation and access.

Facilities

Under this alternative, the park would offer self-guided interpretation on the grounds of the Saratoga Monument, and Victory Woods would be open to the public on a seasonal basis. These actions would require new maintenance regimes to accommodate increased public use at the monument and at Victory Woods. With mitigating measures taken, these actions could have an adverse, long-term, but minor impact on park operations.

As proposed under this alternative, the addition of an automated fee collection gate at the entrance to the tour road would present additional maintenance and utility needs. With mitigating measures taken, this action could have an adverse, long-term, but negligible impact on park operations.

No additional meeting or classroom space is proposed under this alternative. The park would continue to rely on others to provide these facilities (e.g., Saratoga Springs Public Library, local school system, etc.). Continuing the status quo could have an adverse, long-term, moderate impact on park operations.

Staffing and Volunteers

Alternative A calls for a number of improvements to interpretive media at the visitor center and along the tour road as well as clearing important views to the battlefield landscape throughout the Battlefield Unit. Improving and expanding exhibits and other interpretive media could enhance the staff's ability to provide visitor services and may minimize the need for personal services. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on park staff and volunteers.

Fee Collection

A new automated fee collection gate would be installed near the main park entrance to capture any vehicular traffic entering the park. This practice differs from current fee collection, which takes place in the visitor center and is an optional stop for those seeking to use the tour road. Many visitors are simply bypassing the visitor center and getting directly onto the tour road. As a result, the park is losing potential revenues. This action should enhance the park's ability to increase the number of visitors who pay the fee and should allow the park to increase its revenues. In addition, the automated gate would save on labor costs. With mitigating measures taken, this action could have a beneficial, long-term, minor impact on park operations.

Socioeconomic Environment

See appendix B for socioeconomic impact analysis.

Non-impairment of Resources

Under Alternative A, the park's resources or values would not be impaired because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation or proclamation of Saratoga National Historical Park, (2) key to the natural or cultural integrity of the park or to opportunities for visitor enjoyment, or (3) identified as a goal in the park's *General Management Plan* or other relevant National Park Service planning documents.

Table 9: Summary of Impacts Associated with Alternative A

Actions	Long-term Impacts=X Beneficial				Short -term Impacts=(x) Adverse			
	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
ALTERNATIVE A								
CULTURAL RESOURCES								
HISTORIC AND DESIGNED LANDSCAPES								
• Modify field -forest configuration				X				
• Reestablish select views		X						
ARCHEOLOGICAL SITES AND RESOURCES								
• Modify field -forest configuration			X				X	
COLLECTIONS AND ARCHIVES								
• Update research and bring furnishings in line with current scholarship at Schuyler House		X						
NATURAL RESOURCES								
SOILS								
• Modify field -forest configuration, restore key vistas						(x)		
• Construction activities associated with Alternative A					(x)			
TOPOGRAPHY								
• Modify field -forest configuration						X		
• Construction activities associated with Alternative A					X			
VEGETATION								
• Modify field -forest configuration (impact on overall health of vegetation)	X							
• Modify field -forest configuration (impact on park's grassland communities)			X					
• Modify field -forest configuration (impact on County and State forests)					X			
WILDLIFE								
• Modify field -forest configuration			X					
• On grassland species								
• On woodland species							X	
• Species composition and abundance	X							
• On woodland edge species		X						
THREATENED AND ENDANGERED SPECIES								
• Modify field -forest configuration								
• On declining grassland species		X						
• On T&E woodland species						X		
WATER RESOURCES								
• Modify field -forest configuration					(x)			
VISITOR USE AND EXPERIENCE								
ORIENTATION								
• Improve Route 32 entrance		X						
• Upgrade media at visitor center			X					
• Modify field -forest configuration			X					
• Continue to provide orientation only at the Battlefield Unit, not at the Old Saratoga Unit (status quo)							X	
EDUCATION/INTERPRETIVE OPPORTUNITIES								
• Modify field -forest configuration			X					
• Reestablish key views			X				X	
• Update research and bring rooms in line with current scholarship at Schuyler House	X							
• Improve media at visitor center			X					

Actions	Long-term Impacts=X				Short -term Impacts=(x)			
	Beneficial				Adverse			
<ul style="list-style-type: none"> Offer self-guided interpretation of Saratoga Monument 		X						
VISITATION								
<ul style="list-style-type: none"> Improve media at visitor center and along tour road 	(x)							
PARK OPERATIONS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
CIRCULATION AND ACCESS								
<ul style="list-style-type: none"> Reestablish key views (effect on visual access) 			X					
<ul style="list-style-type: none"> Install automated fee collection gate 					X			
<ul style="list-style-type: none"> Improve Route 32 entrance (to a limited degree) 		X						
FACILITIES								
<ul style="list-style-type: none"> Offer self-guided interpretation of Saratoga Monument and Victory Woods 						X		
<ul style="list-style-type: none"> Install visitor contact station 					X			
<ul style="list-style-type: none"> Continue to rely on others to provide meeting and conference room space 							X	
STAFFING AND VOLUNTEERS								
<ul style="list-style-type: none"> Maintain existing park support facilities for administrative use 							X	
<ul style="list-style-type: none"> Improve and expand exhibits 			X					
FEE COLLECTION								
<ul style="list-style-type: none"> Collect fees at automated fee collection gate 		X						
SOCIOECONOMIC ENVIRONMENT	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
LOCAL AND REGIONAL ECONOMY								
<ul style="list-style-type: none"> See appendix B 	X							
	Beneficial				Adverse			
TOTALS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
	4LT 1ST	8LT	10LT	1LT	4LT 2ST	3LT 1ST	6LT	0
NON-IMPAIRMENT OF RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
Actions associated with Alternative A would not impair contributing resources, as there would be no long -term, adverse, major impacts on these resources.								0

IMPACTS OF ACTIONS ASSOCIATED WITH ALTERNATIVE B

Cultural Resources

Historic and Designed Landscapes

Modify the field-forest configuration: the impacts are the same as in Alternative A.

Under Alternative B, park managers would locate and rehabilitate historic road traces, patent lines, and other landscape features on the battlefield and at Victory Woods. With mitigating measures taken, this action could have a beneficial, long-term, major impact on the cultural landscape.

Physically depicting battle-era landscape features on Schuyler Estate and reestablishing views to the Hudson River and Fish Creek would present a more accurate depiction of conditions during the Schuylers' occupancy than at present. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on the cultural landscape of the Schuyler Estate.

Historic Buildings and Structures

Modifying the exhibits in the Schuyler House could result in a short-term increase in visitation to that structure. If the level of visitation increases, more control over visitor access would be needed. This could be addressed by increasing the number of ranger-led tours. With mitigating measures taken, this action could have an adverse, short-term, but negligible impact on the historic structure.

Archeological Sites and Resources

Removal of forest cover (on areas to be returned to grassland) could result in more intense erosion and frost action: the impacts are the same as in Alternative A.

Under Alternative B, some of the proposed landscape tableaux (or outdoor exhibits) would highlight the location and building footprints of particular structures that were standing during the battle period. This would result in the delineation of archeological sites and could expose archeological resources to pothunting and other threats to the resource. Any outdoor exhibits should limit ground disturbance in order to protect archeological resources. With mitigating measures taken, this action could have an adverse, long-term, but negligible impact on archeological resources.

Collections and Archives

Installing a combination of historic furnishings and other interpretive media in the Schuyler House might require relocation of certain museum objects within the Schuyler House: the impacts are the same as in Alternative A.

Associated Sites outside Park Boundaries

Linking thematically related sites and structures outside the park boundary and those within the park could give greater recognition

to the outlying sites. A more cohesive approach could contribute to protecting the sites outside park boundaries. With mitigating measures taken, this action could have a beneficial, long-term, minor impact on these resources.

Natural Resources

Soils

Modify the field-forest configuration: the impacts are the same as in Alternative A.

Under Alternative B, park managers would relocate the Route 32 entry road, redesign the visitor amenities at the Schuyler Estate, modify the tour road to follow the progression of the battle action, develop a new visitor orientation center in Old Saratoga, and develop a self-guided trail through Victory Woods. Construction activities associated with these actions may disturb soils in the short term. Sites with soil disturbance would undergo accelerated erosion at least temporarily, until drainage structures were fully operational and vegetation had recovered. Construction activity would be restricted to the minimum area required for building, and to the greatest extent possible, to previously disturbed areas. Topsoil would be retained *in situ* and replaced where possible to conserve available organic matter. With mitigating measures taken, this action could have an adverse, short-term, but negligible impact on the park's soils.

Topography

Modify the field-forest configuration: the impacts are the same as in Alternative A.

Relocating the Route 32 entry road, redesigning the visitor amenities at the Schuyler Estate, modifying the tour road to follow the progression of the battle action, developing a new visitor orientation center in Old Saratoga, and developing a self-guided trail through Victory Woods would have an impact on topography. Best practices, such as using historic alignments, restricting development to previously disturbed areas, and minimizing grading changes would mitigate these impacts. With mitigating measures taken, these actions could have an adverse, long-term, but negligible impact on the park's topography.

Vegetation

Modify the field-forest configuration (impact on overall health of vegetation): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact park's grassland communities): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on the woodlands of Saratoga County and New York State): the impacts are the same as in Alternative A.

Wildlife

Modify the field-forest configuration (impact on grassland species): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on woodland species): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on species composition and abundance): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on woodland edge species): the impacts are the same as in Alternative A.

Threatened and Endangered Species

Modify the field-forest configuration (impact on declining grassland species): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on threatened and endangered woodland species): the impacts are the same as in Alternative A.

Water Resources, Wetlands and Floodplain

Modify the field-forest configuration and implement development proposals in Alternative B: impacts are the same as in Alternative A.

Visitor Use and Experience

Orientation

The majority of visitors to the Battlefield Unit (57%) use the Route 32 entrance. Under Alternative B, a series of improvements to the Route 32 entrance would be undertaken including relocation of the park entry road, improved traffic flow and expanded parking lot capacity, upgraded signage, and screening of the park headquarters buildings. These improvements could enhance visitors' sense of arrival and wayfinding. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on the visitor's arrival experience.

Alternative B would emphasize a direct relationship between the visitor and the landscape in crafting the visitor's interpretive experience. Therefore, park managers would pursue a more accurate depiction of the landscape. Alternative B includes a number of landscape treatment proposals that address this relationship.

Under this alternative the historic landscape would be rehabilitated to suggest the field-forest configuration that would have existed at the time of the second battle of Saratoga. As a result, visitors would have the opportunity to view this more accurate depiction of the battlefield landscape.

The view from Stop 3 would be reestablished. Visitors to Stop 3 would have the opportunity to experience this more accurate depiction of the view across the Hudson for orientation purposes—this high ground on the Hudson is an important factor in understanding “Why here.” As an added bonus, visitors would enjoy an enhanced view across this dramatic landscape. (This view would be cleared only if mitigating measures can be taken to protect a heron rookery and nearby forested wetlands.)

A series of landscape vignettes characteristic of battle landscape conditions, landscape elements evocative of preexisting structures, and enhanced historic road traces would be introduced. These would all contribute to the visitor's enhanced understanding and appreciation of

Saratoga as a significant battlefield rather than as a scenic landscape.

Once accuracy is verified by archeological work, the locations of the British earthworks, structures, and other key landscape features that were significant to the siege throughout the Old Saratoga Unit would be defined on the ground. The introduction of these elements would contribute to the visitor's enhanced understanding and appreciation of events associated with the Old Saratoga Unit and their relationship to the battlefield in Stillwater. Also in association with Old Saratoga sites, restoring key views that were critical to the military use of the site would reinforce the concept of "Why here" as well as other strategic values of the landscape for the visiting public.

Taken together, the sum of these landscape treatment proposals would result in a markedly enhanced visitor orientation experience and would vastly improve visitor understanding and appreciation of the site as a strategic Revolutionary War battlefield. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on visitor orientation and understanding.

Nearly 79% of all visitors stop at the park's visitor center at some point during their visit. In order to improve the visitor center's interpretive media and exhibits to address all park themes, considerably more attention must be paid to the Burgoyne Campaign, the people and personalities associated with the battles, as well as the notion of commemoration. In integrating these additional topics into the exhibits and programming, visitors will have the opportunity to better understand the overall historic and contemporary contexts of the park. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on visitor orientation.

About 33% of visitors approach the park from the north and are directed to visit the Old Saratoga Unit prior to receiving orientation and an overview of park themes. Under this alternative, the park would develop an orientation facility to provide information to park visitors about the sites and stories associated with the Old Saratoga Unit of the park. Visitors would learn about the programs and facilities that are available for their use in Old Saratoga and would expand upon a modest, existing facility currently operated by the village of Schuylerville. This represents an enhancement of existing conditions for visitors to the Old Saratoga Unit. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on visitor orientation.

Through expanding the park's roster of partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys, visitors to the region would have expanded opportunities to understand the connections among sites and to better appreciate the concepts and strategies associated with the Burgoyne Campaign. This action could have a beneficial, long-term, moderate impact on visitor orientation.

Educational and Interpretive Opportunities

Alternative B would emphasize a direct relationship between the visitor and the landscape in crafting the visitor's interpretive experience. Therefore, park managers would pursue a more accurate depiction of the landscape. Alternative B includes a number of landscape treatment pro-

posals that address this relationship. In support of this, interpretive programming and media would emphasize helping the visitor to understand the influence of the landscape and terrain through direct contact with the historic landscape. Through landscape treatments and complementary interpretive media, the visitor would have an enhanced opportunity to understand the strategic value of the landscape and how it influenced events and outcomes associated with the battles. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on visitor educational opportunities.

Under this alternative, the park would install interpretive displays in the Schuyler House. The displays would be based on extant Schuyler documents and comparative inventories. Through viewing the historic components of the displays and participating in interpretive programming at the house, visitors would have the opportunity learn about the life and times of General Schuyler. The house would be more relevant to the specific habits and preferences of the General and his immediate family than under Alternative A. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on visitor educational opportunities.

Also under this alternative, interpretive and educational programs about General Schuyler would emphasize the multidimensional roles that he assumed both nationally and regionally, including his military, civic, and entrepreneurial roles. This would enable park visitors to know and understand Schuyler as a prominent and influential man of his times rather than just an important military figure, and would allow visitors to better understand his significance in the development of the Hudson River Valley region. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on visitor educational opportunities.

The Schuyler Estate landscape would be modified to physically depict locations of battle-era outbuildings, gardens, and other landscape features and to reestablish views to the Hudson River and Fish Creek. This landscape treatment could enhance the visitor's understanding of the nature and character of a rural, working estate and the social stature of the Schuyler family, and provide an improved context for interpreting the Schuyler House. Although the current Schuyler House is not precisely a battle-era building (the original house was burned by the British; the current one was reconstructed shortly after Burgoyne's surrender), park managers could minimize visitor confusion about which house was extant during the battles through media and interpretation. With mitigating measures taken, this action could have a long-term, beneficial, major impact on visitor understanding of the Schuyler Estate.

Expanding the thematic scope of the visitor center exhibits and programs offers the visitor a rich range of educational and interpretive opportunities and a better understanding of the multidimensional character of the park as a historical place and as a commemorative site. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on visitor educational opportunities.

Under Alternative B interpretive stops along tour road would be resequenced to begin near Bemis Heights and then follow the chronology

of the battles. Associated interpretive media would be updated accordingly. The resequencing of the interpretive stops along the tour road, along with updated and improved interpretive media, should improve the visitor's understanding of the course of events as they unfolded in September and October 1777. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on visitor educational opportunities.

Nearly 52% of all park visitors who use the tour road stop at Stop 1. This alternative proposes that the tour route begin at Stop 2 closer to Bemis Heights, eliminating Stop 1 from the tour road. This could represent a lost opportunity in terms of visitor orientation and interpretation. Stop 1 offers a panoramic view of the landscape (albeit not Freeman Farm, as the wayside states) that could be used to interpret the context for the battles—the broad patterns of human habitation and use. This would be particularly true if the scheme for landscape tableaux allowed for the introduction of dramatic elements such as “ghost” structures and other strong vertical elements. Eliminating Stop 1 could have an adverse, long-term, moderate impact on visitor educational opportunities.

Under Alternative B, the park would increase the number of ranger-led tours of the Battlefield Unit and the Old Saratoga Unit and upgrade the self-guided auto tour for the battlefield. Increased ranger-led tours of the Battlefield Unit could offer enhanced educational and interpretive opportunities by tailoring tours to group skill level or interest and would also allow for more detailed exchanges of information between interpretive staff and visitors. In addition, offering interpretive media such as audiotapes narrating the auto tour route could also offer an expanded volume of information to visitors. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on visitor educational opportunities.

Under Alternative B, the park would develop a new visitor orientation facility at an appropriate location in Old Saratoga that provides orientation to the Old Saratoga Unit. While the facility's primary use would be orientation, it could also be used to support educational and interpretive media and programming that expand upon park themes particularly associated with the Old Saratoga Unit. This represents a significant improvement over existing conditions under which exhibit and program space are both very limited if not nonexistent. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on visitor educational opportunities.

Expanding the park's roster of partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys would enhance educational and interpretive opportunities by offering the visitor a greater opportunity to grasp the stories of the Burgoyne Campaign in depth and to better understand the significance of the battles of Saratoga within their larger geographic and historical context. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on visitor educational opportunities.

Visitation

Alternative B would emphasize a direct relationship between the visitor and the landscape in crafting the visitor's interpretive experience, and would require a more accurate depiction of the landscape. Alternative B includes a number of landscape treatment proposals that address this relationship including the introduction of landscape vignettes evocative of 18th-century battlefield conditions, restoration of key historic views, and definition of the former footprints of buildings, earthworks, and other preexisting man-made structures. The introduction of these new landscape elements should encourage visitors to spend more time exploring the areas where such features are located. A similar approach is proposed for the Schuyler Estate. Therefore, we could expect visitors to linger for longer periods of time at affected tour stops and trailheads as well as at the Schuyler Estate. Depending upon programming and interpretive media, this development could increase the length of time and the way in which visitors choose to experience the park. Initially, when these interpretive changes are made and unveiled to the visiting public, the park could experience a short-term moderate increase in overall visitation, which would level off. Over the long term, making the battlefield landscape as well as the Old Saratoga sites more accessible and readable to the average visitor could affect visitation, particularly return visitors. With mitigating measures taken, these actions could have a beneficial, long-term, but minor impact on overall park visitation.

Reopening the Schuyler Estate with a new interpretive treatment could draw increased visitation over the short term. With mitigating measures taken, this action could have a beneficial, short-term, but negligible impact on overall park visitation.

Expanding the thematic scope of exhibits and programming at the visitor center could tap a wider and more diverse audience and lead to a higher incidence of repeat visitation—particularly if the exhibits and programs change periodically. With mitigating measures taken, these actions could have a beneficial, long-term, minor impact on overall park visitation.

The proposed expansion of the roster of park partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys could affect visitation. Through exposure to Saratoga National Historical Park at other sites, visitors may be persuaded to include the park on their itinerary. Depending upon the extent to which these connections are made and their efficacy, this action could have a beneficial, long-term, minor impact on overall park visitation.

Park Operations

Circulation and Access

The introduction of new landscape elements at a number of locations throughout the park (e.g., battlefield, Victory Woods, Schuyler Estate) and exhibits at facilities (visitor center, Old Saratoga orientation facility) should encourage visitors to spend more time exploring the

areas in which they encounter these elements. Visitors may linger for longer periods of time at affected tour stops and trailheads. This could decrease the rate of vehicle turnover in tour stop parking lots and reduce the overall availability of parking spaces, particularly at popular tour stops during the peak visitor season and during special events. This impact could be mitigated by encouraging visitors to use alternative forms of transportation (e.g., bicycle or foot). With mitigating measures taken, these actions could have an adverse, long-term, but negligible impact on circulation and access.

The development of a National Park Service orientation facility at Old Saratoga could increase vehicular traffic in some areas of the village, particularly on peak visitor days and during special events. The orientation center, in combination with other National Park Service and municipal parking lots as well as on-street parking within the village, should be able to accommodate increased demand for parking. If the visitor facility is centrally located and supports easy pedestrian access to National Park Service sites, there could be a considerable increase in foot traffic through the affected area during the peak visitor season. The new orientation facility would be developed to ensure universal accessibility and could contain exhibits that mitigate universal access concerns at other Old Saratoga sites (e.g., Schuyler Estate, Victory Woods, top of the Saratoga Monument). With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on circulation and access.

The creation of an interpretive trail through Victory Woods would expand pedestrian access to Old Saratoga sites and could be part of a comprehensive walking trail that links all the Old Saratoga sites including the Schuyler Estate. This would offer visitors an alternative to driving some of, if not the entire Old Saratoga Unit. Some of the area encompasses steep grades (albeit paved) that some visitors may find challenging. Limited parking would be available at all Old Saratoga sites to facilitate universal access. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on circulation and access.

All of the proposed actions associated with improving the existing Route 32 entrance are likely to improve visitor circulation and access, enhance the sense of entry at the park, and provide additional information to drivers to avoid confusion and enhance safety. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on circulation and access.

The introduction of signage guiding pedestrian and vehicular traffic to the various Old Saratoga sites would enhance circulation and access for the public by suggesting a possible itinerary and making sites easier to find regardless of the mode of transportation. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on circulation and access.

Facilities

The development of an Old Saratoga orientation facility would result in an addition to the inventory of park facilities. The facility would have requirements for maintenance, utilities, and security. With mitigating measures taken, this action could have an adverse, long-term, but negligible impact on park operations.

Staffing and Volunteers

Development of new outdoor exhibits, combined with other improvements to interpretive media, could reduce the need for labor-intensive, personal interpretive services. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on park operations.

Under this alternative, the park would expand its roster of partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys. A considerable effort on the part of park staff may be required to make this a successful collaboration. The Superintendent's office and the visitor services staff are the most likely to be affected. Additional staff may be needed to make this a viable action. With mitigating measures taken, this action could have an adverse, long-term, minor impact on park operations.

Fee Collection

Under this alternative, the park staff would collect the park entry fee at a new visitor contact station near the entry to the tour road (at the Route 32 Battlefield Unit entrance) and at the Old Saratoga Unit visitor orientation facility. This practice differs from current fee collection, which takes place in the visitor center and is an optional stop for those seeking to use the tour road. Many visitors are simply bypassing the visitor center and getting directly onto the tour road. As a result, the park is losing potential revenues. This action should enhance the park's ability to increase the number of visitors who pay the fee and increase its revenues by capturing visitors near the entrance to the tour road and at the Old Saratoga Unit. With mitigating measures taken, this action could have a beneficial, long-term, minor impact on park operations.

Socioeconomic Environment

See appendix B for socioeconomic impact analysis.

Cumulative Impacts

Numerous cultural heritage studies and initiatives are underway in the Saratoga area. Such initiatives include: the National Park Service's Revolutionary War & War of 1812 Study, the Champlain Valley Heritage Corridor Study, the Erie Canalway National Heritage Corridor, the Heritage New York Program, the Hudson River Valley National Heritage Area, the Lakes to Locks Passage, the Mohawk Valley Heritage Area, the

New York Independence Trail, the New York State Canal Recreationway Plan, and the Old Saratoga/New Schuylerville Pocket Parks Initiative. Other county and local initiatives are also underway. Expanding the park's roster of partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys will help solidify the linkages among these sites. The actions associated with Alternative B could contribute in a minor way to the overall cumulative impact.

Non-impairment of Resources

Under Alternative B, the park's resources or values would not be impaired because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation or proclamation of Saratoga National Historical Park, (2) key to the natural or cultural integrity of the park or to opportunities for visitor enjoyment, or (3) identified as a goal in the park's general management plan or other relevant National Park Service planning documents.

Table 10: Summary of Impacts Associated with Alternative B

Actions	Long-term Impacts=X				Short-term Impacts=(x)			
	Beneficial				Adverse			
ALTERNATIVE B								
CULTURAL RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
HISTORIC AND DESIGNED LANDSCAPES								
• Modify field-forest configuration				X				
• Locate, rehabilitate, and/or physically depict key landscape features on battlefield and Victory Woods				X				
• Locate and physically depict key landscape features at Schuyler Estate, and reestablish views to the waterways			X					
HISTORIC BUILDINGS AND STRUCTURES								
• Modify exhibits in Schuyler House (could result in short-term increase in visitation)					(x)			
ARCHEOLOGICAL SITES AND RESOURCES								
• Modify field-forest configuration			X				X	
• Install landscape tableaux					X			
COLLECTIONS AND ARCHIVES								
• Install combination of interpretive media in the Schuyler House		X						
ASSOCIATED SITES OUTSIDE BOUNDARY								
• Link thematically related sites		X						
NATURAL RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
SOILS								
• Modify field-forest configuration, restore key vistas						(x)		
• Construction activities associated with Alternative B					(x)			
TOPOGRAPHY								
• Modify field-forest configuration, restore key vistas						X		
• Construction activities associated with Alternative B					X			
VEGETATION								
• Modify field-forest configuration (impact on overall health of vegetation)	X							
• Modify field-forest configuration (impact on park's grassland communities)			X					
• Modify field-forest configuration (impact on woodlands of Saratoga County and NYS)					X			
WILDLIFE								
• Modify field-forest configuration								
• On grassland species			X					
• On woodland species							X	
• Species composition and abundance	X							
• On woodland edge species		X						
THREATENED AND ENDANGERED SPECIES								
• Modify field-forest configuration								
• On declining grassland species		X						
• On T&E woodland species						X		
WATER RESOURCES								
• Modify field-forest configuration					(x)			
• Construction activities associated with Alternative B					(x)			

Actions	Long-term Impacts=X				Short -term Impacts=(x)			
	Beneficial				Adverse			
ALTERNATIVE B								
VISITOR USE AND EXPERIENCE	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
ORIENTATION								
• Improve Route 32 entrance				X				
• Pursue more accurate depiction of battle - era landscape				X				
• Increase emphasis on Burgoyne Campaign				X				
• Provide visitor orientation at the Old Saratoga Unit			X					
• Expand the park's roster of partners to include other Revolutionary War sites in the Champlain -Hudson and Mohawk valleys			X					
EDUCATION/INTERPRETIVE OPPORTUNITIES								
• Pursue more accurate depiction of battle - era landscape				X				
• Install combination of interpretive media in Schuyler House			X					
• Emphasize Schuyler's military, civic, and entrepreneurial roles			X					
• Physically depict locations of battle -era structures on the Schuyler Estate and reestablish views to the waterways				X				
• Expand thematic scope of visitor center				X				
• Re-sequence interpretive stops along tour road				X				
• Eliminate Stop 1							X	
• Increase number of ranger -led tours of the Battlefield and Old Saratoga units				X				
• Develop new visitor orientation facility in Old Saratoga			X					
• Expand the park's roster of partners to include other Revolutionary War sites in the Champlain -Hudson and Mohawk valleys			X					
VISITATION								
• Pursue more accurate depiction on battle-era landscape		X						
• Re-open Schuyler Estate with refurbished rooms	(x)							
• Expand visitor center exhibits and programming		X						
• Expand the park's roster of partners to include other Revolutionary War sites in the Champlain -Hudson and Mohawk valleys		X						
PARK OPERATIONS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
CIRCULATION AND ACCESS								
• Pursue more accurate depiction of battle - era landscape; upgrade exhibits and facilities					X			
• Develop orientation center at Old Saratoga Unit			X					
• Improve pedestrian access to Old Saratoga sites			X					
• Improve Route 32 entrance				X				
• Introduce directional signage to Old Saratoga sites			X					

Actions	Long-term Impacts=X				Short -term Impacts=(x)			
	Beneficial				Adverse			
ALTERNATIVE B								
FACILITIES								
• Add visitor orientation facility to the inventory of park facilities					X			
STAFFING AND VOLUNTEERS								
• Improve and expand exhibits				X				
• Expand the park’s roster of partners to include other Revolutionary War sites in the Champlain -Hudson and Mohawk valleys						X		
FEE COLLECTION								
• Collect fees at two locations		X						
SOCIOECONOMIC ENVIRONMENT	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
LOCAL AND REGIONAL ECONOMY								
• See appendix B		X						
CUMULATIVE IMPACTS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
• Expand the park’s roster of partners to include other Revolutionary War sites in the Champlain -Hudson and Mohawk valleys		X						
TOTALS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
	2LT	10LT	13LT	12LT	5LT	3LT	3LT	0
	1ST				4ST	1ST		
NON-IMPAIRMENT OF RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
Actions associated with Alternative B would not impair contributing resources, as there would be no long -term, adverse, major impacts on these resources.								0

IMPACTS OF ACTIONS ASSOCIATED WITH ALTERNATIVE C

Cultural Resources

Historic and Designed Landscapes

Unlike the other alternatives, in Alternative C the park's landscape would appear largely as it does today, with the exception of reestablished vistas that are important to interpretation. To ensure that the vista clearing adequately protects cultural and natural resource values, a multidisciplinary cultural landscape treatment plan must be completed. The landscape treatment plan should address the following factors including but not limited to historic integrity, priorities for interpretation, and natural resource values including floodplain, wetlands, grasslands habitat, threatened and endangered species, and soils. Although representative of a 50-year effort, the current field-forest configuration does not fully represent conditions at the time of the battles. It has no intrinsic value, except insofar as it presents to the visitor a beautiful pastoral landscape, and improves upon earlier and less accurate configurations. Since the landscape will not remain static, attempts to maintain the current situation will entail expending effort to perpetuate a highly attractive, but inaccurate scene. With mitigating measures taken, the vista-clearing action would have a long-term, minor impact on the cultural landscape. Due to the completion of the cultural landscape treatment plan, this impact is considered to be minimally beneficial.

Physically depicting landscape features on Schuyler Estate and reestablishing select views to the waterways would present a more accurate depiction of the continuum of use of the site during the Schuyler family occupancy. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on the cultural landscape.

Rehabilitating the Saratoga Monument landscape to reflect its original design would present a more accurate depiction of the intended esthetic and setting for the monument. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on the cultural landscape.

Historic Buildings and Structures

Modifying the exhibits in the Schuyler House could result in a short-term increase in visitation to that structure: the impacts are the same as in Alternative B.

Monuments

Under Alternative C, park managers would increase public information and access to park monuments. Additional resource protection activity may be required to ensure that monuments remain free from vandalism and other forms of misuse. Conversely, increased public understanding of the monuments may increase public support for their preservation. With mitigating measures taken, this action could have a beneficial, long-term, minor impact on the monuments.

Archeological Sites and Resources

Removal of forest cover to reestablish key vistas could result in more intense erosion and frost action, which could disturb archeological resources. Conversely, removal of trees could prevent damage to archeological resources caused by blowdowns. In any event, prior study would seek to minimize adverse resource effects. With mitigating measures taken, this action could have a long-term, both adverse and beneficial, but negligible impact on the park's archeological resources.

Collections and Archives

Installing a combination of historic furnishings and other interpretive media in the Schuyler House might require relocation of certain museum objects: the impacts are the same as in Alternative A.

Associated Sites outside of Park Boundaries

Linking thematically related sites and structures outside the park boundary: the impacts are the same as in Alternative B.

Natural Resources

Under Alternative C, after completing additional site-specific planning and study, park managers would reestablish vistas important to interpretation. Although the actual acreage to be cleared (or thinned) cannot be determined until additional work is complete, the planning team made general acreage estimates for the purposes of conducting the environmental impact assessment, based on current information. For Alternative C, the planning team estimated that up to approximately 100 acres could be cleared to reestablish the vistas. This figure is referred to throughout the following section that outlines the potential impacts associated with Alternative C.

Soils

Removal of up to 100 acres of woodlands to reestablish views would create a minimal potential for soil erosion. However, planting or leaving buffers of low vegetation at streamside would mitigate this impact. With mitigating measures taken, this action could have an adverse, short-term, but negligible impact on the park's soils.

Under Alternative C, park managers would reestablish pathways, plantings, and other landscape features on the Saratoga Monument grounds that were extant for the first 40 years after the monument was completed, develop a new regional visitor facility in Old Saratoga, enhance access to key historic resources, and expand the park's trail system. Care would be taken in selecting trail alignments to mitigate soil erosion and compaction. Construction activities associated with these actions may disturb soils in the short term. Sites with soil disturbance would undergo accelerated erosion at least temporarily, until drainage structures were fully operational and vegetation had recovered. Construction activity would be restricted to the minimum area required for building, and to the greatest extent possible, to previously disturbed areas. Topsoil would be retained *in situ* and replaced where possible to

conserve available organic matter. With mitigating measures taken, these actions could have an adverse, short-term, but negligible impact on the park's soils.

Topography

Removal of up to 100 acres of woodlands to reestablish views would have little impact on topography. Best practices would be used to reduce the potential for changes to topography even further. With mitigating measures taken, this action could have an adverse, long-term, but negligible impact on the park's topography.

The expansion of the park's trail system, landscape rehabilitation of the Saratoga Monument grounds, developing a new regional visitor facility in Old Saratoga, and improving access to key historic resources would have an impact on topography. Best practices, such as using historic alignments, restricting development to previously disturbed areas, and minimizing grading changes would mitigate these impacts. With mitigating measures taken, these actions could have an adverse, long-term, but negligible impact on the park's topography.

Vegetation

In reestablishing key views, the park's overall field-forest composition, 100 acres of woodland would be converted, changing to grassland. Areas of critical habitat, such as the park's remaining older-growth woodland, would not be included in the areas considered for clearing. This addition of up to 100 acres of grassland would have beneficial, long-term, but negligible impact on the overall health of the park's vegetation and a beneficial, long-term, minor impact on the park's grassland communities.

The removal of up to 100 acres of trees would be less than 0.038% of the total forested area of Saratoga County (approximately 260,000 acres), and a minute fraction of the forested area of New York State. With mitigating measures taken, would have an adverse, long-term, but negligible impact on the woodlands of Saratoga County and New York State.

Wildlife

Removal of up to 100 acres of woodlands to reestablish views would have a beneficial, long-term, minor impact on species that rely on grasslands and an adverse, long-term, minor impact on species that rely on woodlands. However, potential negative impact would be limited by leaving mature trees and protecting nest sites. The overall increase of up to approximately 100 acres of grassland would have a beneficial, long-term, but negligible impact on species composition and abundance. The resulting field-forest configuration could increase edge habitat and therefore have a beneficial, long-term, minor impact on woodland edge species, including deer and some species of birds.

The expansion of the park's trail system would introduce an increased human presence into new areas of the park on a regular basis, which could disrupt current wildlife activity in those areas. Using best practices, such as monitoring wildlife in these areas and adjusting circu-

lation routes as needed, would mitigate these impacts. With mitigating measures applied, this action could have an adverse, long-term, minor impact on the park's wildlife.

Threatened and Endangered Species

Increasing the overall acreage of grasslands at the park by 100 acres could have a beneficial, long-term, minor impact on the 10 rare, threatened, and endangered grassland native to the Northeast and would have an adverse, long-term, minor impact on the rare, threatened, and endangered woodland species.

Water Resources, Wetlands and Floodplain

Removing up to 100 acres of woodland to reestablish key vistas could cause minor temporary increases of siltation. Through the use of best management practices, siltation can be contained. With mitigating measures applied, this action could have an adverse, short-term, but negligible impact on the park's water resources.

The facility development proposed in Alternative C could cause minor temporary increases of siltation. Construction activities could cause ground seepage of oil and grease leaking from heavy equipment. Through the use of best management practices, siltation and leaks can be contained. With mitigating measures applied, this action could have an adverse, short-term, but negligible impact on the park's water resources.

Expanding the park's trail system would involve traversing the Hudson River floodplain. Trail development would cause short-term impact on the floodplain from construction activities. Again, through the use of best management practices, siltation can be contained. Expanding the park's trail system would likely involve traversing wetlands. If trails could not be routed around wetlands, the segments that traverse wetlands would be limited to as short a segment as possible. Trails would be designed to cross streams at right angles and minimize the amount of wetland affected. Boardwalks would be considered if wetlands could not be avoided for a trail route. Trails in some locations might require drainage structures such as culverts or ditches. Culverts would be placed at the same elevation as the adjacent aquatic area to ensure water movement through the wetland and allow the passage of aquatic animals. With mitigating measures applied, this action could have an adverse, short-term, but negligible impact on the park's water resources.

Visitor Use and Experience

Orientation

Under this alternative, the new regional visitor facility at Old Saratoga would function as a gateway to the Champlain-Hudson and Mohawk regions as well as the park. Here, visitors would learn about the park, as well as other places in the Champlain-Hudson and Mohawk valleys that were critical to the Burgoyne Campaign and other Revolutionary War events. At this center, visitors would be oriented to the stories and resources associated with the 1777 Burgoyne Campaign, and other themes associated with these regions. With mitigating meas-

ures taken, this action could have a beneficial, long-term, major impact on visitor orientation.

The visitor would then proceed to the south and would learn more about the specifics of the battles of Saratoga at the battlefield orientation center. Exhibits in the battlefield orientation center would be updated to orient the visitor to the sequence and significance of events that unfolded during the two battles of Saratoga. Visitors would leave the orientation center with a clear understanding of how to proceed and what to watch for as they tour the Battlefield Unit. With mitigating measures taken, this action could have a beneficial, long-term, major impact on visitor orientation.

The exhibits would also provide an overview of the park's monuments and explain the commemorative actions taken to memorialize the people and events of Saratoga. With mitigation measures taken, this action could have a beneficial, long-term, major impact on visitor orientation.

As proposed under Alternative C, park managers would reestablish key historic and interpretive vistas. These views, in combination with complementary interpretive media at the battlefield orientation center, could greatly enhance the visitor's overall understanding of the "Why here " and the significance of the topography to the battles of Saratoga. With mitigating measures taken, this action could have a beneficial, long-term, major impact on visitor orientation.

Educational and Interpretive Opportunities

Under this alternative, the park would maintain the present field-forest configuration at the Battlefield Unit and would not significantly augment outdoor interpretive devices. The interpretive use of the landscape would shift from conveying battle strategies and military tactics, to portraying personal experiences of those who were involved in the battles or found themselves caught up in the struggles, and to providing opportunities for reflection and contemplation. Visitors would appreciate the battlefield as a series of experiences described in first-person narratives that evoke the feelings and observations made during the battles of Saratoga by both battle participants and local observers. They would also be presented with expanded information about the efforts of others to memorialize the events of 1777. Interpretive media along the tour road and along trails would be upgraded accordingly. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on educational opportunities.

Under this alternative, visitors will learn about the "nuts and bolts" of the battles of Saratoga at the battlefield orientation center. Here, new exhibits would enable visitors to take a more in-depth look at events of 1777 at Saratoga. This offers an enhanced opportunity for visitors to understand and appreciate the significance of park resources. With mitigating measures taken, this action could have a beneficial, long-term, major impact on educational opportunities.

The proposed new regional visitor facility at Old Saratoga would offer appropriate space for an audiovisual program, classrooms, and orientation and museum exhibit space, all of which would enhance

opportunities for educational and interpretive programming at a park facility as opposed to using off-site locations. The facility could be designed for year-round use, and its location in the village could make it ideal for off-season presentations and programs. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on educational opportunities.

Improving the quality and expanding the thematic scope of interpretive media and exhibits at the regional visitor facility should enhance visitor understanding of the significance of park resources. With mitigating measures taken, this action could have a beneficial, long-term, major impact on educational opportunities.

Under this alternative the park would introduce new and increase the number of existing ranger-led tours of Old Saratoga sites and the Battlefield Unit. The introduction or expansion of ranger-led tours park-wide could offer enhanced educational and interpretive opportunities by tailoring tours to group skill level or interest and would also allow for more detailed exchanges of information between interpretive staff and visitors. With mitigating measures taken, this action could have a beneficial, long-term, major impact on educational opportunities.

Under this alternative, interpretive and educational programs about General Schuyler would emphasize the multidimensional roles that he assumed both nationally and regionally including his military, civic and entrepreneurial roles: the impacts are the same as in Alternative B.

Interpreting the Schuyler Estate grounds to reflect its continuum of use for purposes of agriculture, industry, and transportation could shed light on the many facets of the Schuyler family and as a result could enhance educational and interpretive opportunities. Some landscape features on the property (such as the site of the original Schuyler House and the Champlain Canal bed) predate and postdate the life of General Schuyler. Though very informative, visitors could find the presentation of this continuum confusing. Accompanying explanation would be required to reduce potential visitor confusion. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on educational opportunities.

The proposed development of joint educational programming, outreach initiatives, and special events with new regional partners clearly has the potential to enhance educational and interpretive opportunities. These programs could use multiple sites and resources to offer well-developed, in-depth programs that are tailored to specialized audiences. Participation in these joint educational programs could enhance visitor understanding and appreciation of actions and experiences associated with the 1777 Burgoyne Campaign. This action could have a beneficial, long-term, major impact on educational opportunities.

Under this alternative, park managers would expand the park's trail system, including developing a new trail to Bemis Heights and a loop connecting the park with the Saratoga National Cemetery. As a result, visitors would have the opportunity to see and learn more about the park and about the cemetery while on foot. This action could have a beneficial, long-term, moderate impact on the visitor experience.

Visitation

The development of a new visitor facility at Old Saratoga that also functions as a gateway for the Champlain-Hudson and Mohawk regions could draw higher visitation than if the facility were only dedicated to the park. It is possible that the development of the new visitor facility would lead to a moderate increase in overall park visitation, but would not necessarily be as significant as visitation to the facility itself. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on park visitation.

Expanding exhibits and programming at the regional visitor facility and the battlefield orientation center would be likely to increase the amount of time and the range of hours that visitors spend at these facilities. For instance, the introduction of flexible program space would make evening lectures and other programs more feasible and could result in extending hours of operation at the facility when necessary. With the introduction of new exhibits, visitation to the park is likely to climb significantly over the short term but would taper off and plateau at a modest increase in overall park visitation over the long term. A menu of changing exhibits and programming options with good public information could boost the modest increase to a moderate increase in overall park visitation. Also, expanding the thematic scope of exhibits and programming at the visitor facilities could tap a wider and more diverse audience and lead to a higher incidence of repeat visitation—particularly if the exhibits and programs change periodically. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on overall park visitation.

Reopening the Schuyler Estate with a new interpretive treatment could draw increased visitation over the short term: the impacts are the same as Alternative B.

The proposed expansion of the roster of park partners to establish the park as a gateway to the Champlain-Hudson and Mohawk regions could affect visitation. Through exposure to Saratoga National Historical Park at other sites, visitors may be persuaded to include the park on their itinerary. Depending upon the extent to which these connections are made and their efficacy, this action could have a beneficial, long-term, moderate impact on overall park visitation.

Park Operations

Circulation and Access

The development of a National Park Service visitor facility/gateway at Old Saratoga could increase vehicular traffic in some areas of the village, particularly on peak visitor days and during special events. The visitor facility/gateway, in combination with other National Park Service and municipal parking lots as well as on-street parking within the village, should be able to accommodate increased demand for parking. If the visitor facility is centrally located and supports easy pedestrian access to National Park Service sites, there could be a considerable increase in foot traffic through the affected area during the peak visitor season. The new visitor facility/gateway would be developed to

ensure universal accessibility and could contain exhibits that mitigate universal access concerns at other Old Saratoga sites (e.g., Schuyler Estate, Victory Woods, top of the Saratoga Monument). With mitigating measures taken, this action could have a beneficial, long-term, major impact on circulation and access.

The introduction of signage guiding pedestrian and vehicular traffic to the various Old Saratoga sites: the impacts are the same as in Alternative B.

The road from the Route 4 entrance would serve as the primary visitor access to the battlefield orientation center. This route provides a more scenic, albeit much longer, approach to the visitor center than the Route 32 entrance. The Route 32 entrance would continue to be used as the service and employee entrance. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on circulation and access.

Under this alternative, park managers would expand the park's trail system, adding pedestrian access to Bemis Heights, a trail through Victory Woods, a loop connecting the park with the Saratoga National Cemetery, and links to the Hudson River, and completing sections of the Champlain Canal towpath trail. The expanded trail system would enable greater visitor access to sites that are currently inaccessible. The trail to Bemis Heights would provide visitor access to one of the park's premier historic resources that is currently inaccessible to the visitor. The towpath trail would enhance visitor access to and pedestrian circulation along this historic resource that runs across parklands. As a result, visitors would have the opportunity to see and learn about the importance of the Champlain Canal to the economic development of the region. Trail links to the Hudson River would enhance water access to the park. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on circulation and access.

Facilities

The addition of meeting, office, and emergency service spaces at the regional visitor facility should improve overall functionality of park administrative facilities and allow for more efficient communication and coordination within park divisions. The new facility would require additional maintenance and utilities. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on park operations.

The development of the regional visitor facility would result in an addition to the inventory of park facilities. The facility would have requirements for maintenance, utilities and security. This action would require that the park staff coordinate visitor services and operations from two separate locations, Stillwater and Saratoga. With mitigating measures taken, this action could have an adverse, long-term, minor impact on park operations.

Staffing and Volunteers

Development of new outdoor exhibits combined with improvements to interpretive media: the impacts are the same as in Alternative B.

Under this alternative, the park would expand its roster of partners and establish itself as a gateway to the Champlain-Hudson and Mohawk regions. A considerable effort on the part of park staff may be required to make this a successful collaboration. The Superintendent's office and the visitor services staff are the most likely to be affected. Additional staff will be needed to make this a viable action. With mitigating measures taken, this action could have an adverse, long-term, minor impact on park operations.

Fee Collection

Under this alternative, the park staff would collect the entrance fee at two locations, the battlefield orientation center and the Old Saratoga Unit regional visitor facility: the impacts are the same as in Alternative B.

Socioeconomic Environment

See appendix B for socioeconomic impact analysis.

Cumulative Impacts

Numerous cultural heritage studies and initiatives are underway in the Saratoga area. Such initiatives include: the National Park Service's Revolutionary War & War of 1812 Study, the Champlain Valley Heritage Corridor Study, the Erie Canalway National Heritage Corridor, the Heritage New York Program, the Hudson River Valley National Heritage Area, the Lakes to Locks Passage, the Mohawk Valley Heritage Area, the New York Independence Trail, the New York State Canal Recreationway Plan, and the Old Saratoga/New Schuylerville Pocket Parks Initiative. Other county and local initiatives are also underway. The actions associated with Alternative C could contribute in a moderate way to the overall cumulative impact.

Non-impairment of Resources

Under Alternative C, the park's resources or values would not be impaired because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation or proclamation of Saratoga National Historical Park, (2) key to the natural or cultural integrity of the park or to opportunities for visitor enjoyment, or (3) identified as a goal in the park's *General Management Plan* or other relevant National Park Service planning documents.

Table 11: Summary of Impacts Associated with Alternative C

Actions	Long-term Impacts=X				Short -term Impacts=(x)			
	Beneficial				Adverse			
ALTERNATIVE C								
CULTURAL RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
HISTORIC AND DESIGNED LANDSCAPES								
<ul style="list-style-type: none">Maintain current field -forest configuration, but reestablish k ey vistas		X						
<ul style="list-style-type: none">Locate and physically depict key landscape features at Schuyler Estate to reflect continuum of use			X					
<ul style="list-style-type: none">Rehabilitate Saratoga Monument grounds			X					
HISTORIC BUILDINGS AND STRUCTURES								
<ul style="list-style-type: none">Modify exhibits in Schuyler House (could result in short -term increase in visitation)					(x)			
MONUMENTS								
<ul style="list-style-type: none">Increase public access and information regarding monuments		X						
ARCHEOLOGICAL SITES AND RESOURCES								
<ul style="list-style-type: none">Remove trees (to reestablish vistas)	X				X			
COLLECTIONS AND ARCHIVES								
<ul style="list-style-type: none">Install combination of media in the Schuyler House		X						
ASSOCIATED SITES OUTSIDE BOUNDARY								
<ul style="list-style-type: none">Link thematically related sites		X						
NATURAL RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
SOILS								
<ul style="list-style-type: none">Reestablish key vistas					(x)			
<ul style="list-style-type: none">Construction activities associated with Alternative C					(x)			
TOPOGRAPHY								
<ul style="list-style-type: none">Reestablish key vistas					X			
<ul style="list-style-type: none">Construction activities associated with Alternative C					X			
VEGETATION								
<ul style="list-style-type: none">Removal of woodlands to reestabli sh key vistas (impact on overall health of vegetation)	X							
<ul style="list-style-type: none">Removal of woodlands to reestablish key vistas (impact on park's grassland communities)		X						
<ul style="list-style-type: none">Removal of woodlands to reestablish key vistas (impact on woodlands of Saratoga County and N YS)	X							
WILDLIFE								
<ul style="list-style-type: none">Removal of woodlands to reestablish key vistas		X						
<ul style="list-style-type: none">On grassland species								
<ul style="list-style-type: none">On woodland species						X		
<ul style="list-style-type: none">Species composition and abundance	X							
<ul style="list-style-type: none">On woodland edge species		X						
<ul style="list-style-type: none">Expand park's trail system						X		
THREATENED AND ENDANGERED SPECIES								
<ul style="list-style-type: none">Removal of woodlands to reestablish key vistas		X						
<ul style="list-style-type: none">On declining grassland species								
<ul style="list-style-type: none">On T&E woodland species						X		

Actions	Long-term Impacts=X				Short -term Impacts=(x)			
	Beneficial				Adverse			
ALTERNATIVE C								
WATER RESOURCES								
• Removal of woodlands to reestablish key vistas					(x)			
• Construction activities					(x)			
• Expand park's trail system					(x)			
VISITOR USE AND EXPERIENCE	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
ORIENTATION								
• Develop new regional visitor facility to function as a gateway to the Champlain - Hudson and Mohawk regions				X				
• Update exhibits in battlefield orientation center to provide information about military tactics and events				X				
• Provide overview of park's mo numents and commemorative movements				X				
• Reestablish key historic views				X				
EDUCATION/INTERPRETIVE OPPORTUNITIES								
• Shift interpretive use of battlefield from conveying military tactics to portraying personal battlefield experiences				X				
• Interpret "nuts and bolts" of battles at the battlefield orientation center				X				
• Provide space for programs and classrooms at the new regional visitor facility			X					
• Improve quality and expand thematic scope of media and exhibits throughout the park				X				
• Increase number of ranger -led tours of the Battlefield and Old Saratoga units				X				
• Portray Schuyler Family's use of estate			X					
• Physically depict locations of structures on the Schuyler Estate that reflect the continuum of uses by the Schuyler Family			X					
• Develop joint educational programming, outreach initiatives, and special events with regional partners				X				
• Expand park trail system			X					
VISITATION								
• Develop new regional visitor facility			X					
• Improve and expand exhibits and programming			X					
• Re-open Schuyler Estate with new media	(x)							
• Expand the park's roster of partners to establish park as gateway to regional initiatives			X					

Actions	Long-term Impacts=X				Short -term Impacts=(x)			
	Beneficial				Adverse			
ALTERNATIVE C								
PARK OPERATIONS								
CIRCULATION AND ACCESS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
• Develop new visitor facility / gateway at Old Saratoga				X				
• Improve directional signage and pedestrian access to Old Saratoga sites			X					
• Re-instate Route 4 entrance			X					
• Expand the park's trail system				X				
FACILITIES								
• Add meeting, office and emergency service spaces at new visitor facility				X				
• Add regional visitor facility to the inventory of park facilities						X		
STAFFING AND VOLUNTEERS								
• Develop new exhibits				X				
• Expand the park's roster of partners to establish park as gateway to Champlain - Hudson and Mohawk regions						X		
FEE COLLECTION								
• Collect fees at two locations		X						
SOCIOECONOMIC ENVIRONMENT	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
LOCAL AND REGIONAL ECONOMY								
• See appendix B			X					
CUMULATIVE IMPACTS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
• Expand the park's roster of partners to establish park as gateway to Champlain - Hudson and Mohawk regions			X					
TOTALS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
	4LT	9LT	13LT	13LT	3LT	5LT	0	0
	1ST				6ST			
NON-IMPAIRMENT OF RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
Actions associated with Alternative C would not impair contributing resources, as there would be no long -term, adverse, major impacts on these resources.								0

IMPACTS OF ACTIONS ASSOCIATED WITH ALTERNATIVE D

Cultural Resources

Historic and Designed Landscapes

Modify the field-forest configuration: the impacts are the same as in Alternative A.

Locate and rehabilitate historic road traces, patent lines, and other landscape features: the impacts are the same as in Alternative B.

Physically depict landscape features on the Schuyler Estate: the impacts are the same as in Alternative C.

Rehabilitate the Saratoga Monument landscape: the impacts are the same as in Alternative C.

Historic Buildings and Structures

Modify the exhibits in the Schuyler House: the impacts are the same as in Alternative B.

Monuments

Increase public information regarding park monuments: the impacts are the same as in Alternative C.

Archeological Sites and Resources

Modify field-forest configuration: the impacts are the same as in Alternative A.

Install landscape tableaux (outdoor exhibits): the impacts are the same as in Alternative B.

Collections and Archives

Install new interpretive media in the Schuyler House: the impacts are the same as in Alternative A.

Associated Sites outside Park Boundaries

Link thematically related sites outside the park boundary: the impacts are the same as in Alternative B.

Natural Resources

Soils

Modify field-forest configuration: the impacts are the same as in Alternative A.

Under Alternative D, park managers would relocate the Route 32 entry road, develop a small visitor contact station near the new Route 32 entrance, redesign the visitor amenities at the Schuyler Estate, develop a new visitor facility in Old Saratoga, expand the park's trail system, rehabilitate the Saratoga Monument grounds, and improve visitor access to key historic sites. Construction activities would result in short-term disturbances to soils, such as erosion and soil compaction. Sites with soil disturbance would undergo accelerated erosion at least temporarily, until drainage structures were fully operational and vegetation had

recovered. Construction activity would be restricted to the minimum area required for building, and to the greatest extent possible, to previously disturbed areas. Care would be taken in selecting trail alignments to mitigate soil erosion and compaction. Topsoil would be retained *in situ* and replaced where possible to conserve available organic matter. With mitigating measures taken, this action could have an adverse, short-term, minor impact on the park's soils.

Topography

Modify the field-forest configuration, restore key vistas: the impacts are the same as in Alternative A.

Under Alternative D, park managers would relocate the Route 32 entry road, develop a small visitor contact station near the new Route 32 entrance, redesign the visitor amenities at the Schuyler Estate, develop a new visitor facility in Old Saratoga, expand the park's trail system, rehabilitate the Saratoga Monument grounds, and improve visitor access to key historic sites. These activities would have an impact on topography. Best practices, such as using historic road and trail alignments, restricting development to previously disturbed areas, and minimizing grading changes, would mitigate these impacts. With mitigating measures taken, these actions could have an adverse, long-term, minor impact on the park's topography.

Vegetation

Modify the field-forest configuration (impact on overall health of vegetation): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact park's grassland communities): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on the woodlands of Saratoga County and New York State): the impacts are the same as in Alternative A.

Wildlife

Modify the field-forest configuration (impact on grassland species): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on woodland species): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on species composition and abundance): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on woodland edge species): the impacts are the same as in Alternative A.

Threatened and Endangered Species

Modify the field-forest configuration (impact on declining grassland species): the impacts are the same as in Alternative A.

Modify the field-forest configuration (impact on threatened and endangered woodland species): the impacts are the same as in Alternative A.

Water Resources, Wetlands, and Floodplain

Modify the field-forest configuration and implement development proposals in Alternative B: the impacts are the same as in Alternative A.

Expand the park's trail system: the impacts are the same as in Alternative C.

Visitor Use and Experience

Orientation

Improve the Route 32 entrance: the impacts are the same as in Alternative B.

A visitor contact station is proposed at the Route 32 entry under Alternative D. This station would be the first point of contact for visitors for information. The addition of the visitor contact station could enhance visitor orientation to the extent that it would augment existing signage and provide visitors with a better sense of where to go next to start their park experience. Park maps and brochures could be made available at the visitor contact station. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on visitor orientation.

Emphasize a direct relationship between the visitor and the landscape in crafting the visitor's interpretive experience: the impacts are the same as in Alternative B.

Enhance interpretation of the Burgoyne Campaign: the impacts are the same as in Alternative B.

Under this alternative, park managers would develop a visitor facility to provide information to park visitors about the overall purpose and significance of the park as well as the sites and stories associated with the Old Saratoga Unit of the park. Visitors would learn about the programs and facilities that are available for their use in Old Saratoga. The facility would also include an area that showcases related sites within the Champlain-Hudson and Mohawk valleys. This represents an enhancement of existing conditions for visitors to the Old Saratoga Unit. With mitigating measures taken, this action could have a beneficial, long-term, major impact on visitor orientation.

Expand the park's roster of partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys: the impacts are the same as in Alternative B.

Educational and Interpretive Opportunities

Emphasize a direct relationship between the visitor and the landscape in crafting the visitor's interpretive experience: the impacts are the same as in Alternative B.

Under this alternative, the interpretation of the landscape would convey purpose, progress, and outcome of the battle, while other interpretive media would be used to portray the personal experiences of those who were involved in the battles or found themselves caught up in the struggles, and to provide opportunities for reflection and contemplation. Visitors would understand the progress and significance of the

battles of Saratoga and appreciate the battlefield as a memorial. Visitors would also learn more about the efforts of others to commemorate the events of 1777. Interpretive media along the tour road and along trails would be upgraded accordingly. With mitigating measures taken, these actions could have a beneficial, long-term, major impact on educational opportunities.

Emphasize the multidimensional roles that General Schuyler assumed both nationally and regionally, including his military, civic, and entrepreneurial roles: the impacts are the same as in Alternative C.

Interpret the Schuyler Estate grounds to reflect its continuum of use: the impacts are the same as in Alternative C.

Expand the thematic scope of the visitor center exhibits and programs to increase emphasis on the Burgoyne Campaign: the impacts are the same as in Alternative B.

Resequence the interpretive stops along the tour road: the impacts are the same as in Alternative B.

Increase the number of ranger-led tours of the Battlefield Unit and the Old Saratoga Unit, and upgrade the self-guided auto tour for the battlefield: the impacts are the same as in Alternative B.

Under Alternative D, the park would develop a new facility at an appropriate location in Old Saratoga that provides basic orientation park-wide as well as information specific to the Old Saratoga Unit. Further, the facility would offer a modest display area highlighting other related sites in the Champlain-Hudson and Mohawk valleys. While the facility's primary use would be orientation, it would also be used to support educational and interpretive media and programming that expand upon park themes. In addition, fee collection would take place in this facility. This represents a significant improvement over existing conditions under which exhibit and program space are both very limited if not nonexistent. With mitigating measures taken, these actions could have a beneficial, long-term, moderate impact on visitor educational opportunities.

Develop joint educational programs, outreach activities, and special events with regional partners: the impacts are the same as in Alternative C.

Expand the park's trail system: the impacts are the same as in Alternative C.

Visitation

Develop new facility in Old Saratoga: the impacts are the same as in Alternative C.

Emphasize a direct relationship between the visitor and the landscape in crafting the visitor's interpretive experience: the impacts are the same as in Alternative B.

Reopen the Schuyler Estate with new interpretive media: the impacts are the same as in Alternative B.

Expand exhibits and programming at the Battlefield Unit and the Old Saratoga Unit: the impacts are the same as in Alternative C.

Expand the roster of park partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys: the impacts are the same as in Alternative C.

Park Operations

Circulation and Access

Pursue a more accurate depiction of battle-era landscape; upgrade exhibits and facilities: the impacts are the same as in Alternative B.

Develop a new facility at Old Saratoga: the impacts are the same as in Alternative C. Improve directional signage and pedestrian access to Old Saratoga sites: the impacts are the same as in Alternative B.

Expand the park's trail system: the impacts are the same as in Alternative C.

Improve the Route 32 entrance: the impacts are the same as in Alternative B.

On busy visitor days and for special events, traffic backing up at the visitor contact station could become an issue but could be remedied with additional staff. Visitor circulation could be enhanced because staff at the contact station would offer visitors better and more detailed information about where to go once they enter the park. With mitigating measures taken, this action could have a beneficial, long-term, moderate impact on circulation and access.

Facilities

Provide additional meeting, office, and emergency service spaces: the impacts are the same as in Alternative C.

Add Old Saratoga facilities to existing inventory: the impacts are the same as in Alternative C.

Staffing and Volunteers

Improve and expand exhibits: the impacts are the same as in Alternative B.

Expand the park's roster of partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys: the impacts are the same as in Alternative B.

Fee Collection

Collect the park entry fee at two locations: the impacts are the same as in Alternative B.

Socioeconomic Environment

See appendix B for socioeconomic impact analysis.

Cumulative Impacts

Numerous cultural heritage studies and initiatives are underway in the Saratoga area. Such initiatives include: the National Park Service's Revolutionary War & War of 1812 Study, the Champlain Valley Heritage Corridor Study, the Erie Canalway National Heritage Corridor, the Heritage New York Program, the Hudson River Valley National Heritage

Area, the Lakes to Locks Passage, the Mohawk Valley Heritage Area, the New York Independence Trail, the New York State Canal Recreationway Plan, and the Old Saratoga/New Schuylerville Pocket Parks Initiative. Other county and local initiatives are also underway. Expanding the park's roster of partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys will help solidify the linkages among these sites. The actions associated with Alternative D could contribute in a moderate way to the overall cumulative impact.

Non-impairment of Resources

Under Alternative D, the park's resources or values would not be impaired because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation or proclamation of Saratoga National Historical Park, (2) key to the natural or cultural integrity of the park or to opportunities for visitor enjoyment, or (3) identified as a goal in the park's *General Management Plan* or other relevant National Park Service planning documents.

Environmentally Preferred Alternative

The team has identified Alternative D as the Environmentally Preferred Alternative. The Environmentally Preferred Alternative is determined by applying the criteria suggested in NEPA, which is guided by the Council on Environmental Quality (CEQ). The CEQ provides direction that "[t]he environmentally preferable alternative is the alternative that will promote the national environmental policy as expressed in NEPA's Section 101 and will:

- fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
- assure for all generations safe, healthful, productive, and esthetically and culturally pleasing surroundings;
- attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences;
- preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice;
- achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities; and enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources."

After a review of potential impacts to natural and cultural resources, visitor use and experience, park operations, and the socioeconomic environment, the team concluded that Alternative D best protects contributing resources, while enhancing public access to those resources.

Table 12: Summary of Impacts Associated with Alternative D

Actions	Long-term Impacts=X Beneficial				Short-term Impacts=(x) Adverse			
	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
ALTERNATIVE D								
CULTURAL RESOURCES								
HISTORIC AND DESIGNED LANDSCAPES								
• Modify field-forest configuration				X				
• Locate, rehabilitate, and/or physically depict key landscape features on battlefield and Victory Woods				X				
• Locate and physically depict key landscape features at Schuyler Estate to reflect continuum of use			X					
• Rehabilitate Saratoga Monument grounds			X					
HISTORIC BUILDINGS AND STRUCTURES								
• Modify exhibits in Schuyler House (could result in short-term increase in visitation)					(x)			
MONUMENTS								
• Increase public access and information regarding monuments.		X						
ARCHEOLOGICAL SITES AND RESOURCES								
• Modify field-forest configuration			X				X	
• Install landscape tableaux					X			
COLLECTIONS AND ARCHIVES								
• Install combination of interpretive media in the Schuyler House		X						
ASSOCIATED SITES OUTSIDE BOUNDARY								
• Link thematically related sites		X						
NATURAL RESOURCES								
SOILS								
• Modify field-forest configuration, restore key vistas						(x)		
• Construction activities associated with Alternative D						(x)		
TOPOGRAPHY								
• Modify field-forest configuration, restore key vistas						X		
• Construction activities associated with Alternative D						X		
VEGETATION								
• Modify field-forest configuration (impact on overall health of vegetation)	X							
• Modify field-forest configuration (impact on park's grassland communities)			X					
• Modify field-forest configuration (impact on woodlands of Saratoga County and NYS)					X			
WILDLIFE								
• Modify field-forest configuration			X					
• On grassland species								
• On woodland species							X	
• Species composition and abundance	X							
• On woodland edge species		X						
• Expand park's trail system						X		
THREATENED AND ENDANGERED SPECIES								
• Modify field-forest configuration								
• On declining grassland species		X						
• On T&E woodland species						X		

Actions	Long-term Impacts=X				Short -term Impacts=(x)			
	Beneficial				Adverse			
ALTERNATIVE D								
WATER RESOURCES								
• Modify field -forest configuration					(x)			
• Construction activities associated with Alternative D					(x)			
• Expand park’s trail system					(x)			
VISITOR USE AND EXPERIENCE	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
ORIENTATION								
• Improve Route 32 entrance				X				
• Install visitor contact station at Route 32 entrance			X					
• Pursue a more accurate depiction of the battle-era landscape				X				
• Increase emphasis on Burgoyne Campaign; provide overview of park’s monuments and commemorative movement				X				
• Develop Old Saratoga visitor orientation / education / fee collection facility including gallery identifying related sites throughout Champlain -Hudson and Mohawk valleys.				X				
• Expand the park’s roster of partners t o include other Revolutionary War sites in the Champlain -Hudson and Mohawk valleys			X					
EDUCATION/INTERPRETIVE OPPORTUNITIES								
• Pursue a more accurate depiction of battle-era landscape				X				
• Expand upon interpretation of battle chronology an d tactics by portraying personal battlefield experiences.				X				
• Emphasize Schuyler’s military, civic, and entrepreneurial roles and family’s use of estate			X					
• Physically depict locations of structures on the Schuyler Estate that reflect the continuum of uses by the Schuyler Family.			X					
• Expand thematic scope of visitor center				X				
• Re-sequence interpretive stops along tour road				X				
• Increase number of ranger -led tours of the Battlefield and Old Saratoga units				X				
• Develop new vi sitor orientation center in Old Saratoga			X					
• Develop joint educational programming, outreach initiatives, and special events with regional partners				X				
• Expand park trail system			X					
VISITATION								
• Develop Old Saratoga facility			X					
• Pursue more accurate depiction of battle-era landscape		X						
• Re-open Schuyler Estate with new interpretive media.	(x)							
• Expand exhibits and programming		X						
• Expand the park’s roster of partners to include other Revolutionary War sites in the Champlain -Hudson and Mohawk valleys			X					

Actions	Long-term Impacts=X				Short-term Impacts=(x)			
	Beneficial				Adverse			
ALTERNATIVE D								
PARK OPERATIONS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
CIRCULATION AND ACCESS								
• Pursue more accurate depiction on battle-era landscape; upgrade exhibits and facilities					X			
• Develop orientation / education / fee collection facility at Old Saratoga Unit				X				
• Improve pedestrian access to Old Saratoga sites			X					
• Expand park's trail system.				X				
• Improve Route 32 entrance				X				
• Install visitor contact station			X					
FACILITIES								
• Provide meeting, office and emergency service space				X				
• Add facilities to the existing inventory						X		
STAFFING AND VOLUNTEERS								
• Improve and expand exhibits				X				
• Expand the park's roster of partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys						X		
FEE COLLECTION								
• Collect fees at two locations		X						
SOCIOECONOMIC ENVIRONMENT	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
LOCAL AND REGIONAL ECONOMY								
• See appendix C			X					
CUMULATIVE IMPACTS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
• Expand the park's roster of partners to include other Revolutionary War sites in the Champlain-Hudson and Mohawk valleys		X						
TOTALS	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
	2LT 1ST	9LT	16LT	17LT	3LT 4ST	6LT 2ST	2LT	0
NON-IMPAIRMENT OF RESOURCES	Neg.	Min.	Mod.	Maj.	Neg.	Min.	Mod.	Maj.
Actions associated with Alternative D would not impair contributing resources, as there would be no long-term, adverse, major impacts on these resources.								0

Part Five: Consultation and Coordination

SUMMARY OF PLANNING

The National Park Service takes an interdisciplinary approach to planning. Individuals skilled in the areas of cultural resource management, history, historic preservation, interpretation, collections management, landscape architecture, archeology, and natural resource management composed the planning team for Saratoga National Historical Park. The planning team also included all division chiefs at the park.

Numerous research projects were undertaken to provide the best available information with which to make decisions during planning. Subject matter experts conducted research on such topics as the park's cultural landscape, visitor use, collections, and furnishings. (appendix D lists the research projects undertaken.) The information generated from the research projects was incorporated into the planning process as it became available.

As a starting point for planning, the team reviewed the park's purpose as defined in its enabling legislation and the park's legislative history. The team then developed a significance statement that identifies the resources that make the park nationally significant. The team also developed goals that articulate the ideal conditions that the park aspires to achieve.

To acquaint the community and interested citizens with the National Park Service planning process, to solicit comments or concerns regarding the future of Saratoga, and to report on the status of planning, the planning team held two public scoping sessions in March 2000. One session was held in Stillwater, the other in Schuylerville. Both were well attended. At the sessions, the team members reviewed the purpose and significance statements and the park's goals with the meeting participants. Also in March 2000, the planning team invited some 30 scholars and resource specialists to identify the park's interpretive themes, or the most important stories to be told at Saratoga National Historical Park. The team published a follow-up newsletter in August 2000 to highlight comments received from the public and to report on the status of planning. The newsletter was distributed to about 700 people and was also made available on the park's web site.

Team members then reviewed the public comments received and identified issues that the plan should address. Describing and suggesting ways to resolve the issues became the focus of the preliminary alternatives, which were the subject of the second newsletter published in the autumn of 2001. The interpretive themes for the park—or statements that help communicate a park's meaning to visitors—were also included in the second newsletter. This newsletter was distributed to about 1,000 people and was also made available on the park's web site.

In addition to the public scoping sessions and newsletters, public input was sought at three meetings with various stakeholder groups. In July 2001, the planning team presented the preliminary alternatives to area planners, and local and county officials. In October 2001, stakeholders provided input at a meeting that focused on treatment of the Schuyler Estate. In April 2002, stakeholders provided input at a meeting that focused on the feasibility of developing a regional visitor center in

Old Saratoga. The State Historic Preservation Office was briefed on the content of the draft plan and sent an advance draft. Throughout the process, the superintendent kept local, county, and state officials informed on the progress of the plan, and has consulted with them on specific issues.

The public response expressed at the various meetings and in response to the newsletters allowed the team to refine the alternatives and develop the Preferred Alternative presented in this document.

The draft general management plan/draft environmental impact statement is available for public review for 60 days. During the review period, the team will solicit public comment and will hold public meetings that will be advertised in local media outlets. The team will carefully review all responses and incorporate substantive comments in the final general management plan/final environmental impact statement. After a 30-day no action period, a record of decision will be prepared to document the selected management option and set forth any stipulations for implementation of the general management plan, thus completing the environmental compliance requirements.

The draft and final environmental impact statements accompanying the draft and final general management plans are essentially programmatic statements, presenting an overview of potential impacts relating to each management option. More detailed plans may be developed for individual actions outlined in the options. The more detailed plans would be subject to a more detailed review of environmental impacts.

COMPLIANCE WITH FEDERAL AND STATE LAWS AND REGULATIONS

In implementing the Saratoga National Historical Park general management plan, park managers will comply with all applicable laws and executive orders, such as those outlined in the “Laws, Policies, and Mandates.” Consultation and coordination with appropriate federal and state agencies have been conducted during the preparation of this document. Regarding cultural resources, consultation with the State Historic Preservation Officer (SHPO) was initiated in January 2001. Regarding historic properties of significance to Indian tribes, consultation with the Stockbridge Munsee Band of Mohican Indians was initiated in February 2001.

Section 106 Compliance Requirements for Undertakings

Section 106 of the National Historic Preservation Act requires that federal agencies that have direct or indirect jurisdiction take into account the effect of undertaking on National Register listed or eligible properties and allow the Advisory Council on Historic Preservation (ACHP) an opportunity to comment. Toward that end, the National Park Service will work with the New York SHPO and the ACHP to meet requirements of 36 CFR 800 and the September 1995 Programmatic Agreement among the National Conference of State Historic

Preservation Officers, the ACHP, and the National Park Service. This latter agreement requires the National Park Service to work closely with the SHPO and the ACHP in planning for new and existing national park areas.

The 1995 Programmatic Agreement also provides for a number of programmatic exclusions for specific actions that are not likely to have an adverse effect on cultural resources. The actions may be implemented without further review by the New York SHPO or the ACHP provided that the National Park Service internal review finds the actions to meet certain conditions. Undertakings, as defined in 36 CFR 800, not specifically excluded in the Programmatic Agreement must be reviewed by the SHPO and the ACHP before implementation. Throughout the process there will be early consultation on all potential actions.

Prior to any ground-disturbing action by park managers, a professional archeologist would determine the need for archeological activity or testing evaluation. Any such studies would be carried out in conjunction with construction and would meet the needs of the state historic preservation office. Section 110 of the National Historic Preservation Act requires the National Park Service to identify and nominate to the National Register of Historic Places all resources under its jurisdiction that appear to be eligible. Historic areas of the national park system are automatically listed on the National Register upon their establishment by law or executive order.

The following table identifies actions contained within the general management plan alternatives that would likely require review under section 106 of the National Historic Preservation Act and under the 1995 Programmatic Agreement and the nature of the review.

Potential Actions which may Occur in One or More Alternatives	Compliance Requirements
Remove woodlands not present in October 1777	SHPO consultation on cultural landscape treatment plan
Reestablish views to enhance interpretation	SHPO consultation on cultural landscape treatment plan
Rehabilitate cultural landscape features at the Battlefield and Old Saratoga units to improve visitor understanding of landscape conditions	SHPO consultation on cultural landscape treatment plan
Extend trail system (including new routes that link Old Saratoga Unit and thematically related sites outside park boundary)	SHPO consultation
Upgrade/modify exhibits on tour road, in Schuyler House and visitor center	SHPO consultation on exhibit plan
Develop satellite maintenance facility	SHPO consultation
Improve park entrance	SHPO consultation
Develop new visitor orientation center or visitor center	SHPO consultation
Modify tour road to develop shorter routes, to follow progression of battle actions, or to improve termination at Route 4	SHPO consultation
Preserve and maintain historic structures	Review by NPS cultural resource specialists (stipulation IV.B, 10)
Improve access to key park sites	SHPO consultation
Develop pedestrian and auto routes to link Old Saratoga Unit sites	SHPO consultation on signage/exhibit plan

LIST OF DRAFT GENERAL MANAGEMENT PLAN RECIPIENTS

Adirondack North Country
 Adirondack Park Agency
 Adirondack Regional Chamber of Commerce
 Adirondack Regional Tourism Council
 Albany County Convention & Visitors Bureau
 Bateau Below
 Center for Heritage Education & Tourism
 Champlain Valley Heritage Network
 Chimney Point State Historic Site
 Crown Point State Historic Site
 Erie Canalway National Heritage Corridor
 Feeder Canal Alliance
 Fort Edward – Rogers Island Visitor Center
 Fort Stanwix National Monument
 Fort Ticonderoga
 Fort William Henry Museum
 Greenway Conservancy for the Hudson River Valley
 Heritage New York
 Hudson Crossing Bi-County Park
 Hudson River Valley Greenway Communities Council
 Independence Trail
 Lake Champlain Basin Program
 Lakes to Locks – North
 Lakes to Locks – South
 Mohawk Valley Heritage Corridor Commission
 New York State Canal Corporation
 New York State Canal Improvement Association
 New York State Office of Parks, Recreation and Historic Preservation
 New York State Department of Environmental Conservation
 New York State Military Heritage Institute
 New York State Museum
 Northern Frontier Project
 Old Saratoga Chamber of Commerce
 Old Saratoga Historical Association
 Old Saratoga/New Schuylerville Association
 Saratoga Chamber of Commerce
 Saratoga Convention and Tourism Bureau
 Saratoga County Board of Supervisors
 Saratoga County Historian
 Saratoga County Planning Office
 Saratoga National Cemetery
 Saratoga Springs Visitor Center
 Saratoga Town Historian
 Schuyler's Canal Park
 Southern Saratoga County Chamber of Commerce
 Stillwater Historical Society
 Stillwater Blockhouse

Stockbridge Munsee Tribal Council
Town of Easton
Town of Greenwich
Town of Saratoga
Town of Stillwater
Saratoga County Board of Supervisors
Saratoga Town Historian
Village of Schuylerville
Village of Stillwater
Village of Victory
Washington County Planning Office
Washington County Tourism Association
Waterford Harbor Visitor Center
Whitehall Urban Cultural

LIST OF PREPARERS

Planning Team and Resource Specialists

Saratoga National Historical Park

Doug Lindsay, Superintendent
Joe Craig, Interpretation
Joe Finan, Facility Manager
Jim Gorman, Chief Ranger
Becky Hammell, Park Curator (former)
Gina Johnson, Chief of Interpretation
Chris Martin, Natural Resource Specialist
Christine Robinson, Park Curator
Eric Schnitzer, Interpretation
Linda White, Archeological Technician

Northeast Region

Peggy Albee, Architectural Historian
Justin Berthiaume, Landscape Architect
Dan Boyd, Community Planner (former)
Richard Crisson, Historical Architect
Ellen Levin Carlson, Community Planner (Co-Team Captain)
Eliot Foulds, Historical Landscape Architect
Diane Godwin, Curator
Duncan Hay, Historian
Paul Head, Fire Management Officer
Lisa Oudemool, Historical Landscape Architect
Steven Pendery, Archeologist
Maureen Phillips, Architectural Conservator
Laurel Racine, Senior Curator
Nigel Shaw, Geographic Information System Manager
Marjorie Smith, Park Planner (Co-Team Captain)
Chris Stevens, Historical Landscape Architect
H. Brian Underwood, Research Biologist, USGS Biological Resources Division
David Uschold, Historical Landscape Architect
Lena Vassilev, Intern/Contractor
Paul Weinbaum, Program Lead, History
Janet Wise, Natural Resource Specialist (former)

Harpers Ferry Center

Sharon Brown, Interpretive Planner (former)
Tom Tankersley, Interpretive Planner

Heritage Partners, Inc.

Larry Lowenthal, Historian

Consultants

Roland Duhaime, Environmental Data Center, University of Rhode Island
The LA Group, Landscape Architecture & Engineering, P.C., and their following sub-consultants:

Cambridge Seven Associates, Inc., Architects
ConsultEcon, Inc., Economic Research and Management Consultants
Creighton Manning Engineering, LLP, Engineers, Planners, and Surveyors

Dr. Robert Manning, University of Vermont
Dr. Emily W. B. Russell, Ecologist
Dr. Larry Woolbright, Audubon International Institute

National Park Service Advisors

Marie Rust, Regional Director
Chrysandra Walter, Deputy Regional Director
Robert W. McIntosh, Associate Regional Director, Planning & Partnerships
John Maounis, Deputy Associate Regional Director, Cultural Resources
Robert Holzheimer, Program Manager, Development
Sandy Corbett, Deputy Associate Regional Director, Design, Construction & Facility Management
Larry Gall, Deputy Associate Regional Director, Planning & Partnerships
Sarah Peskin, Senior Resource Planner, Planning & Partnerships
Gay Vietzke, Management Assistant, Northeast Region

Part Six: Appendices

APPENDIX A: PARK LEGISLATION

5. Saratoga National Historical Park Project

Establishment of park authorized..... Act of June 1, 1938	Page 111
---	-------------

An Act To provide for the creation of the Saratoga National Historical Park in the State of New York and for other purposes, approved June 1, 1938 (52 Stat. 608)

<p><i>Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,</i> That when title to all the lands, structures, and other property in the area at Saratoga, New York, whereon was fought the Battle of Saratoga during the War of the Revolution, shall have been vested in the United States, such area shall be, and it is hereby, established, dedicated, and set apart as a public park for the benefit and inspiration of the people and shall be known as the Saratoga National Historical Park: <i>Provided,</i> That such area shall include that part of the Saratoga Battlefield now belonging to the State of New York and any additional lands in the immediate vicinity thereof which the Secretary of the Interior may, within six months, after the approval of this Act, designate as necessary or desirable for the purposes of this Act. (16 U.S.C. sec. 159.)</p>	<p>Saratoga National Historical Park, N.Y.</p> <p>Establishment when title to lands is vested in United States</p> <p><i>Proviso</i></p> <p>Inclusion of battlefield, etc.</p>
--	--

<p>SEC.2. That the Secretary of the Interior be, and he is hereby, authorized to accept donations of land, interests in land, buildings, structures, and other property within the boundaries of said historical park as determined and fixed hereunder and donations of funds for the purchase of maintenance thereof, the title and evidence of title to lands acquired to be satisfactory to the Secretary of the Interior: <i>Provided,</i> That he may acquire on behalf of the United States, out of any donated funds, be purchase when purchasable at prices deemed by him reasonable, otherwise by condemnation under the provisions of the Act of August 1, 1888, such tracts of land within the said, historical park as may be necessary for the completion thereof. (16 U.S.C sec. 159a.)</p>	<p>Acceptance of donations, etc.</p> <p><i>Proviso</i></p> <p>Purchase of lands fr donated funds</p> <p>25 Stat. 357. 40 U.S sec. 257.</p>
---	--

<p>SEC.3. That the administration, protection, and development of the aforesaid national historical park shall be exercised under the direction of the Secretary of the Interior by the National Park Service, subject to the provisions of the Act of August 25, 1916, entitled "An Act to establish a National Park Service, and for other purposes"; as amended. (16 U.S.C. sec. 159b.)</p>	<p>Supervision by National Park Servic</p> <p>39 Stat. 535. 16 U.S sec. 1.</p>
---	--

Table 3
Estimated 2001 Resident Market School-Age Population
Saratoga National Historical Park

<i>Albany-Schenectady-Troy MSA Counties</i>	
Albany	56,761
Montgomery	8,966
Rensselaer	30,365
Saratoga	42,134
Schenectady	27,191
Schoharie	6,362
<i>Glens Falls MSA Counties</i>	
Warren	12,794
Washington	12,686
Total Resident Market	197,259

Source: Sales and Marketing Management, *Survey of Buying Power 2001*.

There are an estimated 197,300 school-age children in the resident market area. Approximately 21 percent of this school-age population is estimated to be in Saratoga County. The Saratoga National Historical Park is within easy day-trip distance for school districts in New York's Capital Region, including larger populations in the cities of Albany, Schenectady, and Troy. School group visits can potentially spur family visits at a later date as children report their experiences to their parents.

In all, the resident market for the park is comprised of a mix of urban, suburban, and rural populations in New York's capital region and along the upper Hudson and lower Champlain valleys. The total resident population is just over one million, and this population generally lives within 50 miles of the park. Though the resident market of potential park users is not small, the regional population is not projected to grow. The resident market clearly provides a baseline of visitation to the park, though their use patterns are likely to be more for recreation (walking or biking) than for education (visiting the visitor center or sites within the park).

Tourism Infrastructure in the Saratoga Area

This section presents an assessment of tourism infrastructure and current heritage sites and attractions, in the Saratoga region. The purpose of this discussion is not to perform an inventory of specific sites, attractions and facilities, but rather

Table 2
Resident Market Population Projections
Saratoga National Historical Park

	2001 Estimate	2006 Projection	Percent Change, 2001-2006
<i>Albany-Schenectady-Troy MSA Counties</i>			
Albany	294,700	287,200	-2.5%
Montgomery	49,500	47,800	-3.4%
Rensselaer	152,400	148,600	-2.5%
Saratoga	202,100	209,700	3.8%
Schenectady	146,400	140,600	-4.0%
Schoharie	31,600	30,900	-2.2%
<i>Glens Falls MSA Counties</i>			
Warren	63,600	63,800	0.3%
Washington	61,200	60,800	-0.7%
Total Resident Market	1,001,500	989,400	-1.2%

Source: Sales and Marketing Management, *Survey of Buying Power 2001*.

Population levels throughout the resident market are generally in decline. The notable exception to this regional trend is Saratoga County, which continues to experience solid levels of growth. Saratoga County is projected to add 3.8% to its population during the period of 2001–2006, an increase of 7,600 residents. The only other county projected to grow in population is Warren County, though its rate of growth is projected to be very modest. In all, the resident market area's population is, at best, stable, and declining populations are projected for most of the counties in the region.

School groups present a potentially important segment of visitation for visitor attractions, including national historic parks. Data in Table 3 detail an estimate of school-age children (ages 5 through 18) that are in the resident market area.

Resident Market Population

The estimated 2001 resident market population is just over one million persons. **Table 1** details the breakdown of the resident market population by county.

Table 1
Saratoga National Historical Park
Estimated 2001 Resident Market Population

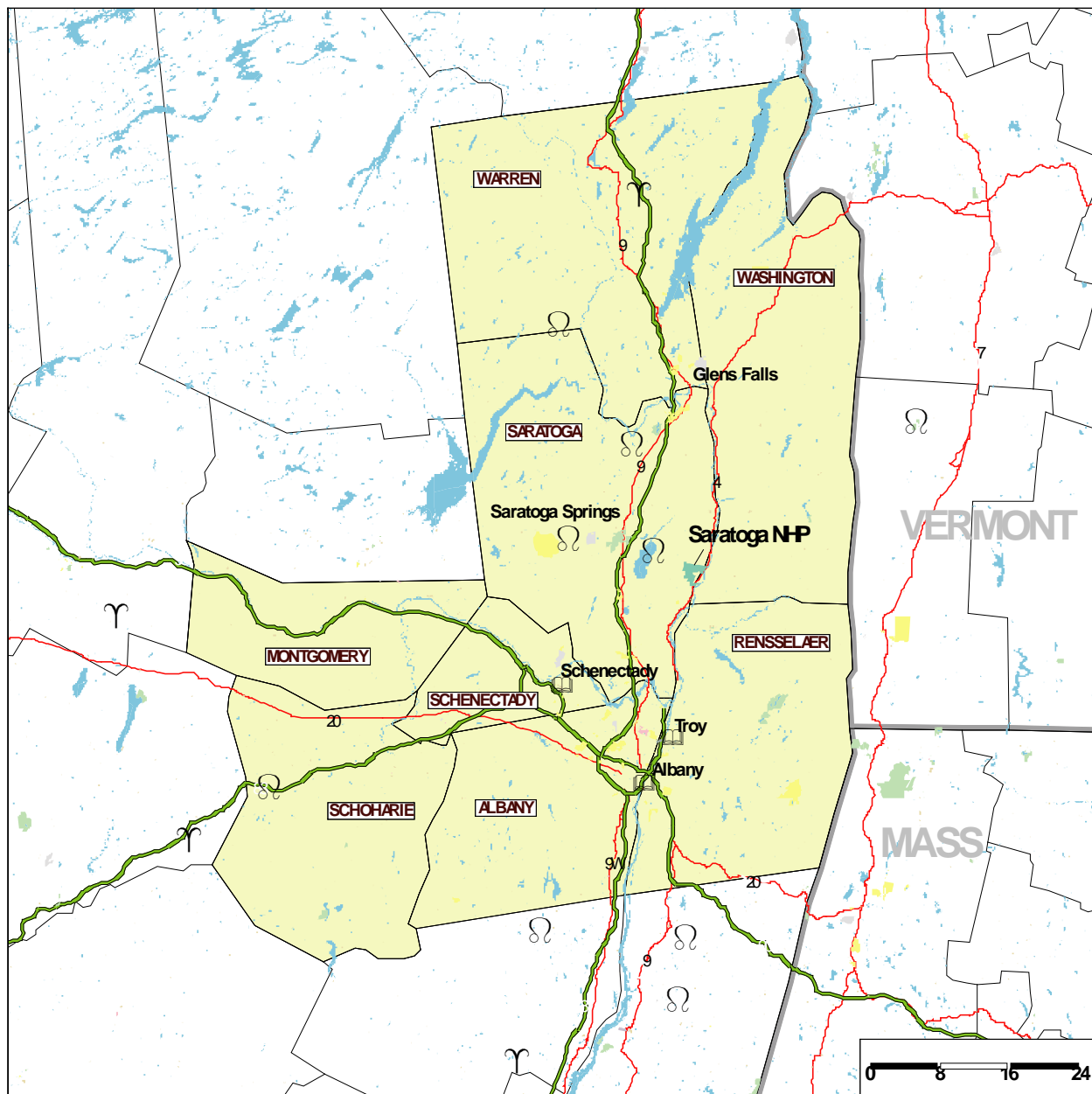
<i>Albany-Schenectady-Troy MSA Counties</i>	
Albany	294,700
Montgomery	49,500
Rensselaer	152,400
Saratoga	202,100
Schenectady	146,400
Schoharie	31,600
<i>Glens Falls MSA Counties</i>	
Warren	63,600
Washington	61,200
Total Resident Market	1,001,500

Source: Sales and Marketing Management, *Survey of Buying Power 2001*.

Saratoga County, the county in which the park is located, and Albany County account for approximately half of the resident market population. Assuming that persons living closest to the park are more likely to visit and use it for recreational purposes, residents of Saratoga, southern Washington and northern Rensselaer Counties are considered to be primary users of the park.

The population of the resident market area is projected to decline slightly by 2006. Data in **Table 2** details the projected population of the resident market area counties.

Figure 1
Saratoga National Historical Park Resident Market Area



Source: ConsultEcon, Inc.

APPENDIX B: SOCIOECONOMIC IMPACT ANALYSIS

This memorandum reviews baseline resident and tourism market characteristics for the Saratoga National Historic Park in Stillwater, New York. This baseline analysis provides input into the socioeconomic analysis for the potential development alternatives as part of the Saratoga National Historical Park general management planning support package.

Site Location

The Saratoga National Historical Park is comprised of four non-contiguous sites located in the towns of Saratoga and Stillwater, Saratoga County, New York. The Saratoga National Historical Park lies close to the confluence of three major river valleys: the Champlain Valley to the north, the Hudson Valley to the south, and the Mohawk Valley to the west. These valleys have historically been the major north–south and east–west transportation routes through New York State, and their economic and strategic significance plays a large role in the important historical events that have occurred at Saratoga and other sites throughout the region.

Resident Market Baseline Population

The resident market area for this analysis is considered to be the counties comprising the Albany-Schenectady-Troy Metropolitan Statistical Area (MSA) and the Glens Falls MSA. **Figure 1** shows the location of the park and the surrounding resident market counties.

274

NATIONAL HISTORICAL PARK

96 STAT. 2522

PUBLIC LAW 97-460—JAN. 12, 1983

SEC. 3. Section 2 of the Act approved June 22, 1948 (62 Stat. 571; 16 U.S.C. 159d), is amended to read as follows:

“SEC. 2. The Secretary of the Interior is authorized to accept all or any portion of the General Philip Schuyler Mansion property, real and personal, situated at Schuylerville, New York, comprising approximately fifty acres.”.

SEC. 4. There are hereby authorized to be appropriated after October 1, 1983, such sums as may be necessary, but not to exceed \$1,000,000 for the acquisition of lands and interests therein, to carry out the purposes of this Act.

Approved January 12, 1983.

Appropriation
authorization.
16 USC 159f
note.

LEGISLATIVE HISTORY—S. 1540:

HOUSE REPORT No. 97-926 (Comm. on Interior and Insular Affairs).

SENATE REPORT No. 97-424 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 128 (1982):

June 10, considered and passed Senate.

Oct. 1, considered and passed House, amended.

Dec. 21, Senate concurred in House amendment.

PUBLIC LAW 97-460—JAN. 12, 1983

96 STAT. 2520

interests. If, within such forty-five days, the Secretary declines to respond in writing or expresses no interest in exercising such right, the owner may proceed to transfer such interests. If the Secretary responds in writing within such forty-five days and expresses an interest and intention to exercise a right of first refusal, the Secretary shall initiate an action to exercise such right within ninety days after the date of the Secretary's response. If the Secretary fails to initiate action to exercise such right within such ninety days, the owner may proceed to otherwise transfer such interests. As used in this subsection with respect to a property owner, the term "immediate family" means the spouse, brother, sister, parent, or child of such property owner. Such term includes a person bearing such relationships through adoption and a stepchild shall be treated as a natural born child for purposes of determining such relationship.

96 STAT. 2521

"Immediate family."

(c) Subsection (b) shall not apply with respect to tract number 01-142.

(d) When an owner of property within the park desires to take an action with respect to his property, he shall request, in writing, a prompt written determination from the Secretary as to the likelihood of such action provoking a determination by the Secretary under the provisions of subsection (b)(1)(A). The Secretary is thereupon directed to promptly issue such owner a certificate of exemption from condemnation for such actions proposed by the owner which the Secretary determines to be compatible with the purposes of the park.

Certificate of exemption.

(e)(1) An owner of improved property which is used solely for noncommercial residential purposes, or for commercial agricultural purposes found to be compatible with the General Management Plan, on the date of its acquisition by the Secretary may retain, as a condition of such an acquisition, a right of use and occupancy of the property for such residential or agricultural purposes. The right retained may be for a definite term which shall not exceed twenty-five years, or in lieu thereof, for a term ending at the death of the owner. The Secretary shall pay to the owner the fair market value of the property on the date of such acquisition, less the fair market value, of the term retained by the owner.

Right of use and occupancy.

Fair market value.

(2) Except for tract number 01-142, paragraph (1) shall not apply to property which the Secretary determines to be necessary for the purposes of administration, development, access, or public use.

(f) Any owner of lands or interests therein within the park who desires to have such lands or interests acquired by the Secretary may notify the Secretary in writing of such desire. It is the intention of the Congress that, upon receipt of such notification, and on the condition that such acquisition will transpire at fair market value and in accordance with other conditions acceptable to the Secretary, the Secretary shall endeavor to acquire such lands or interest therein within six months of the date of receipt of such notice from the owner.

272

NATIONAL HISTORICAL PARK

96 STAT. 2520

PUBLIC LAW 97-460—JAN. 12, 1983

Public Law 97-460
97th Congress

An Act

Jan. 12, 1983
[S. 1540]

To revise the boundaries of the Saratoga National Historical Park in the State of New York, and for other purposes.

Saratoga
National
Historical Park,
N.Y.
Boundary
revision.
16 USC 159f.

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

SECTION 1. In order to preserve certain lands historically associated with the Battle of Saratoga and to facilitate the administration and interpretation of the Saratoga National Historical Park (hereinafter in this Act referred to as "the park"), the boundary of the park is hereby revised to include the area generally depicted on the map entitled "Saratoga National Historical Park", numbered 80,001, and dated March 23, 1979.

Land
acquisition.
16 USC 159g.

SEC. 2. (a) Except as provided in subsection (b), within the boundary of the park, the Secretary of the Interior (hereinafter in this Act referred to as the "Secretary"), is authorized to acquire lands and interests therein by donation, purchase with donated or appropriated funds, or exchange. Except for the tract identified on the aforesaid map as tract number 01-132, which was authorized to be acquired by section 115 of the Act of March 5, 1980 (94 Stat. 71) the Secretary may not acquire (except by donation) fee simple title to those lands depicted on the map as proposed for less than fee acquisition. The map shall be on file and available for public inspection in the office of the National Park Service, Department of the Interior.

16 USC 159e.

(b)(1) Appropriated funds may not be used to acquire lands or interests therein within the park without the consent of the owner except when—

(A) the Secretary determines that such owner is subjecting, or is about to subject, the property to actions which would significantly degrade its value as a component of the park; or

(B) the owner fails to comply with the provisions of paragraph (2).

The Secretary shall immediately notify the owner in writing of any determination under subparagraph (A). If the owner immediately ceases the activity subject to such notification, the Secretary shall attempt to negotiate a mutually satisfactory solution prior to exercising any authority provided by subsection (a) of this section.

Land transfer.

(2) If an owner of lands or interests therein within the park intends to transfer any such lands or interest to persons other than the owner's immediate family, the owner shall notify the Secretary in writing of such intention. Within forty-five days after receipt of such notice, the Secretary shall respond in writing as to his interest in exercising a right of first refusal to purchase fee title or lesser

NATIONAL HISTORICAL PARKS

271

12. Saratoga

PUBLIC LAW 96-199—MAR. 5, 1980

94 STAT. 67

Public Law 96-199
96th Congress

An Act

To establish the Channel Islands National Park, and for other purposes.

Mar. 5, 1980

[H.R. 3757]

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

National Parks
and Recreation
Act of 1978,
amendment.

TITLE I

* * * * *

SEC 115. (a) The Secretary of the Interior is authorized to revise the boundary of the Saratoga National Historic Park to add approximately one hundred and forty-seven acres.

94 STAT. 71
16 USC 159e.

(b) For the purposes of acquiring land and interest in land added to the unit referred to in subsection (a) there are authorized to be appropriated from the Land and Water Conservation Fund such sums as may be necessary but not to exceed \$74,000 for Saratoga National Historic Park.

Appropriation
authorization.

* * * * *

Approved March 5, 1980.

94 STAT. 77

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 96-119 (Comm. on Interior and Insular Affairs), No. 96-182, Pt. I accompanying H. R. 2975 (Comm. on Interior and Insular Affairs) and No. 96-182, Pt. II accompanying H. R. 2975 (Comm. on Merchant Marine and Fisheries).

SENATE REPORT No. 96-484 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD:

Vol. 125 (1979): May 7, considered and passed House.

Vol. 126 (1980): Feb. 18, considered and passed Senate, amended.

Feb. 20, House concurred in Senate amendments.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS:

Vol. 16, No. 10 (1980): Mar. 5, Presidential statement.

to profile selected attractions and sites to serve as indicators of visitation patterns to the region. These indicators will also help inform the impact potential of the alternatives presented as part of the feasibility analysis.

Tourism historically has been and continues to be an important component of the local economies in the Saratoga region. With continued infrastructure improvements, a larger traveling public, and the growth of the heritage tourism marketplace, tourism is likely to be a key part of the region's economic development strategy.

The Saratoga region is within easy day-trip distance from a number of major markets, including New York City, Boston, Albany, and Montreal. Access is facilitated by Interstate 87, which links New York City and Montreal, and Interstate 90, which links Boston to the main population centers of western New York. These routes carry high volumes of traffic through and to areas proximate to the Saratoga region. Additional travel modes in the region include Lake Champlain ferries, which transport passengers and vehicles between New York and Vermont. Bus tour companies are also active in the region, offering heritage and natural attraction itineraries, and Amtrak currently offers scheduled train service to Saratoga Springs.

Heritage and Cultural Attractions

The Saratoga region has a number of historic sites and attractions. These include a number of museums, historic homes, forts and battlegrounds, and a number of natural features that are of interest to visitors. Included along with attractions in the Adirondack and lower Hudson Valley regions, this region has undoubtedly one of the richest and most diverse arrays of heritage resources in the United States. The visitation levels and seasonality of selected attractions in the Saratoga region provide an indicator of existing tourism infrastructure in place in the study area.

Saratoga National Historical Park is open year-round, and visitor use patterns are highest in the summer and shoulder seasons. Usage of the park drops off significantly from November to March, and then starts to climb to its highest periods of use, during July and August. Similar to the experience of other national parks, visitation to Saratoga National Historical Park has been trending upward. In 2000, the park had 163,914 recreational visits,¹ a 3.3% increase over the previous year and a 67% increase from 1979. In the past 20 years, the largest number of recreational visits in a year was 200,210 visits, in 1994. This brief usage and visitation summary helps provide a basis for comparison with other attractions in the region, listed in **Table 4**.

The majority of the sites and attractions in the Saratoga region are open year-round, though some, like Fort Ticonderoga, are open on a seasonal basis. Farther north, most facilities tend to operate on a seasonal basis, closing down for the winter months. Among all facilities, however, visitation levels are seasonal, with higher levels of visitation during the warmer summer months. Visitation levels are highest at the New York State Museum in Albany, with approximately 650,000 visitors per year. Levels of visitation are notably smaller at other visitor attractions. For comparative purposes, there were a reported 163,914 recreational visits to the park in 2000. This makes Saratoga National Historical Park among the largest visitor attractions in terms of visitation in the Saratoga region.

to profile selected attractions and sites to serve as indicators of visitation patterns to the region. These indicators will also help inform the impact potential of the alternatives presented as part of the feasibility analysis.

Tourism historically has been and continues to be an important component of the local economies in the Saratoga region. With continued infrastructure improvements, a larger traveling public, and the growth of the heritage tourism marketplace, tourism is likely to be a key part of the region's economic development strategy.

The Saratoga region is within easy day-trip distance from a number of major markets, including New York City, Boston, Albany, and Montreal. Access is facilitated by Interstate 87, which links New York City and Montreal, and Interstate 90, which links Boston to the main population centers of western New York. These routes carry high volumes of traffic through and to areas proximate to the Saratoga region. Additional travel modes in the region include Lake Champlain ferries, which transport passengers and vehicles between New York and Vermont. Bus tour companies are also active in the region, offering heritage and natural attraction itineraries, and Amtrak currently offers scheduled train service to Saratoga Springs.

Heritage and Cultural Attractions

The Saratoga region has a number of historic sites and attractions. These include a number of museums, historic homes, forts and battlegrounds, and a number of natural features that are of interest to visitors. Included along with attractions in the Adirondack and lower Hudson Valley regions, this region has undoubtedly one of the richest and most diverse arrays of heritage resources in the United States. The visitation levels and seasonality of selected attractions in the Saratoga region provide an indicator of existing tourism infrastructure in place in the study area.

Saratoga National Historical Park is open year-round, and visitor use patterns are highest in the summer and shoulder seasons. Usage of the park drops off significantly from November to March, and then starts to climb to its highest periods of use, during July and August. Similar to the experience of other national parks, visitation to Saratoga National Historical Park has been trending upward. In 2000, the park had 163,914 recreational visits,¹ a 3.3% increase over the previous year and a 67% increase from 1979. In the past 20 years, the largest number of recreational visits in a year was 200,210 visits, in 1994. This brief usage and visitation summary helps provide a basis for comparison with other attractions in the region, listed below in Table 4.

The majority of the sites and attractions in the Saratoga region are open year-round, though some, like Fort Ticonderoga, are open on a seasonal basis. Farther north, most facilities tend to operate on a seasonal basis, closing down for the winter months. Among all facilities, however, visitation levels are seasonal, with higher levels of visitation during the warmer summer months. Visitation levels are highest at the New York State Museum in Albany, with approximately 650,000 visitors per year. Levels of visitation are notably smaller at other visitor attractions. For comparative purposes, there were a reported 163,914 recreational visits to the park in 2000. This makes Saratoga National Historical Park among the largest visitor attractions in terms of visitation in the Saratoga region.

Table 4
Characteristics of Selected Regional Attractions
Saratoga National Historical Park

Name/Location	Annual Attendance	Adult Admission Price	Comments/Description
Fort Ticonderoga, Ticonderoga, NY	106,270	\$12.00	Historic fort and museum with a collection of 18 th -century military artifacts and a newly restored garden. Open May to late October.
Fort William Henry, Lake George, NY	N/A	\$8.95	Historic fort reconstruction with costumed interpreters and military history and archaeology exhibits. Open year-round.
National Museum of Dance, Saratoga Springs	8,000 (est.)	\$4.50	Only museum in the U. S. dedicated to professional dance. Private nonprofit organization affiliated with the Saratoga Performing Arts Center.
National Bottle Museum, Ballston Spa, NY	NA	\$2.00	Museum interpreting, through video and exhibits, the story of the bottle-making industry and the glassmaking process.
Schick Art Gallery, Saratoga Springs, NY	18,000	No charge	Art gallery and museum of Skidmore College.
The Children's Museum at Saratoga, Saratoga Springs, NY	43,085	\$4.00	Children's museum with interactive exhibits for children ages 2 to 10. Has 6,000 sq. ft. of exhibit space in addition to educational facilities.
National Museum of Racing and Hall of Fame, Saratoga Springs, NY	60,000	\$7.00	Thoroughbred racing museum interpreting the history of racing through art, artifacts and special exhibits. Hall of Fame honors achievements of racing professionals.
New York State Museum, Albany	650,000	No charge donations suggested	Founded in 1836. Collection of New York State's natural and human history. More than five million specimens and artifacts. Open year-round.

Sources: AAM, *Official Museum Directory 2002* and facilities listed, unless otherwise noted.

Beyond the historic and cultural sites and attractions available to visitors to the Saratoga region, there are a number of special events and entertainment venues that draw significant levels of attendance. Most significant of these is the Saratoga Race Course in Saratoga Springs, which last year drew over one million visitors for its racing season between mid-July and Labor Day. Additionally, the Glens Falls–Lake George area has a number of commercial attractions such as water parks that draw substantial numbers of visitors over a seasonal period of operations.

Accommodations

There are abundant accommodations in the Saratoga region, ranging from budget motels to bed-and-breakfast inns, to more upscale facilities and resorts. According to the Saratoga County Chamber of Commerce, there are a total of 32 hotel and resort properties, 26 bed-and-breakfast inns, 37 motel and cottage properties, and 11 campground areas in the county. This large and diverse inventory speaks directly to the Saratoga region's reputation as a visitor destination. The presence of a number of national hotel operators in the area further suggests the region's development as a visitor destination. The prevalence of motel and cottage properties indicates that the visitor market is geared toward families and visitors with more moderate levels of income, though the inventory of properties is sufficiently broad to appeal to all income levels.

Tourism Activity Baseline

This section identifies the size and key characteristics of the available tourism markets for the Saratoga National Historical Park. As is often the case in assessing tourism markets, there is no definitive estimate of the number of tourists to the area, and the existing tourism studies of the region are a number of years old and must be viewed within their appropriate context. When reviewing the various indicators of tourism activity, care must be taken to avoid double-counting of the activities of local residents as tourist activity. Indicators of tourism activity are derived from a number of sources, and Saratoga County tourism indicators have been extrapolated from wider regional data where possible. These sources are identified throughout this section. This section also briefly examines tourism's impact in New York State as a whole, and the special significance of heritage tourism as part of the State's tourism economy.

Tourism in New York State

A report by D. K. Shifflet & Associates for Empire State Development estimated that 92.8 million person-trips² were made to New York State (less New York City) in 2000. (Given the many differences in New York City's tourism economy, an analysis of statewide tourism minus New York City offers more reliable indicators of tourism activity and characteristics in other parts of the state.) This was a 4.7% decrease in the number of person-trips to the state from 1999 when an estimated 97.4 million person-trips were made. The number of person-trips to New York State has fluctuated over the years. The number of day trips decreased by nearly 11% in 2000, while overnight trips increased by nearly 5%. Of those person-trips made in 2000, approximately 56% were day trips and approximately 44% were overnight trips. Data in Table 5 show the number of person-trips by day trips and overnight trips to New York State (less New York City) from 1996 to 2000.

Table 5
New York State (less New York City) Person-Trips
Day and Overnight Trips
1996–2000

	1996	1997	1998	1999	2000
Number of Person -Trips					
Day Trips	46,900,000	49,800,000	48,100,000	58,800,000	52,400,000
Overnight Trips	37,000,000	37,200,000	36,200,000	38,600,000	40,400,000
Total	83,900,000	87,000,000	84,300,000	97,400,000	92,800,000
Percent Change from Previous Year					
Day Trips	—	6.2%	–3.4%	22.2%	–10.9%
Overnight Trips	—	0.5%	–2.7%	6.6%	4.7%
Total	—	3.7%	–3.1%	15.5%	–4.7%
Percent of Total					
Day Trips	56%	57%	57%	60%	56%
Overnight Trips	44%	43%	43%	40%	44%
Total	100%	100%	100%	100%	100%

Source: Empire State Development, Division of Policy and Research — Seasonal Visitor Volume Estimates, D. K. Shifflet and Associates, Ltd.

Business and Leisure Travel to New York State

Business travel to New York State (less New York City) increased slightly between 1999 and 2000, from an estimated 23.1 million person-trips to an estimated 23.3 million person-trips. Overall, the number of person-trips for business to New York State (less New York City) has increased over the years. Approximately 25% of person-trips made to New York State (less New York City) in 2000 were for business.

Leisure travel to New York State (less New York City) decreased 6.7% in 2000. In 1999 over 74 million person-trips were made for leisure, compared to the 69.3 million person-trips made in 2000. Leisure person-trips still define the majority of person-trips to New York State (less New York City), with an estimated 75% of travel in 2000.

Data in **Table 6** show the number of business and leisure person-trips to New York State (less New York City) between 1996 and 2000. Although the number of person-trips decreased between 1999 and 2000, the overall trend shows a growing number of person-trips.

Table 6
New York State (less New York City) Person-Trips
Business and Leisure
1996-2000

	1996	1997	1998	1999	2000
Number of Person -Trips					
Business	20,800,000	22,700,000	20,500,000	23,100,000	23,300,000
Leisure	63,100,000	64,300,000	63,700,000	74,300,000	69,300,000
Total	83,900,000	87,000,000	84,200,000	97,400,000	92,600,000
Percent Change from Previous Year					
Business	—	9.1%	-9.7%	12.7%	0.9%
Leisure	—	1.9%	-0.9%	16.6%	-6.7%
Total	—	3.7%	-3.2%	15.7%	-4.9%
Percent of Total					
Business	25%	26%	24%	24%	25%
Leisure	75%	74%	76%	76%	75%
Total	100%	100%	100%	100%	100%

Source: Empire State Development, Division of Policy and Research — Seasonal Visitor Volume Estimates, D. K. Shifflet and Associates, Ltd.

Travel Party Characteristics

Overall, visitors to New York tended to travel by themselves or with their families. In 1999, an estimated 34 % of travelers to New York State (less New York City) traveled alone while an estimated 32 % traveled with their families. Approximately one-third of day-trip and overnight visitors were traveling with their families, and slightly more — about 35 % of overnight visitors — traveled alone. The average number of persons on a trip to New York State (less New York City) was 2.3 in 1999. Data in **Table 7** show the party size of travelers to New York State (less New York City) by person-days.³

Table 7
Travel Party Size
New York State (less New York City), 1999

Travel Party Size	Day-Trip Visitors	Overnight Visitors	Total Visitors
One Adult	29.9%	34.7%	33.7%
Couples (male/female)	23.7%	25.4%	25.0%
Two Males or Two Females	6.4%	4.1%	4.6%
Three or More Adults	7.2%	4.5%	5.1%
Families	32.8%	31.3%	31.6%
Average Travel Party Size	2.5	2.3	2.3

Source: Empire State Development, Division of Policy and Research, D. K. Shifflet and Associates, Ltd.

Length of Stay

The average length of stay for a visitor to New York State (less New York City) is 2.1 days. The majority (60 %) of visitors to New York State (less New York City) are day-trip visitors. Of the travelers who are overnight visitors, most stay between one and three nights. The average length of stay for an overnight traveler to New York State (less New York City) is 4.1 days. Data in Table 8 show the average length of stay of visitors to New York State (less New York City) in 1999.

Table 8
Length of Stay, Person-Days
New York State (less New York City), 1999

Length of Stay	Day-Trip Visitors	Overnight Visitors	Total Visitors
Day Trip	100.0%		59.8%
1–3 Nights		72.3%	29.1%
4–7 Nights		20.3%	8.1%
8+ Nights		7.4%	3.0%
Average (Days)	0.8	4.1	2.1

Source: Empire State Development, Division of Policy and Research, D. K. Shifflet and Associates, Ltd.

Income Characteristics

The average household income of travelers to New York State (less New York City) is \$57,500. Day-trip visitors to New York State (less New York City) have slightly higher household incomes than overnight visitors. More than half of all travelers to New York State have household incomes of \$50,000 and over. **Table 9** show the range of household incomes of travelers to New York State (less New York City) in 1999.

Table 9
Household Income
New York State (Less New York City), 1999

Income Category	Day-Trip Visitors	Overnight Visitors	Total Visitors
Under \$25,000	17.6%	17.0%	17.1%
\$25,000–\$49,000	29.1%	29.8%	29.7%
\$50,000–\$74,999	29.6%	26.5%	27.1%
Over \$75,000	23.6%	26.7%	26.1%
Average Household Income	\$57,400	\$56,700	\$57,500

Source: Empire State Development, Division of Policy and Research, D. K. Shifflet and Associates, Ltd.

Origin of Visitors

The top origin states of visitors to New York State are New York, Florida, and Pennsylvania. Other top origin states include New Jersey, Virginia, Massachusetts, and North Carolina. Almost half of the total visitors to New York State (less New York City) are from New York State. Data in **Table 10** show the top origin states of travelers to New York State (less New York City).

Table 10
Top Origin States
New York State (less New York City), 1999

	Day-Trip Visitors	Overnight Visitors	Total Visitors
New York	78.5%	41.3%	49.3%
Florida	2.0%	7.7%	6.5%
Pennsylvania	4.7%	6.2%	5.9%
Virginia	0.1%	4.3%	3.4%
New Jersey	4.7%	4.3%	4.3%
Massachusetts	1.1%	4.1%	3.5%
North Carolina	0.3%	4.4%	3.5%
Connecticut	1.7%	2.6%	2.4%
California	0.3%	1.8%	1.5%
Ohio	0.8%	3.6%	3.0%
Texas	0.4%	2.2%	1.8%
Maryland	0.2%	1.7%	1.4%

Source: Empire State Development, Division of Policy and Research, D. K. Shifflet and Associates, Ltd.

New York State Visitor Spending

Domestic travel expenditures grew from \$18.71 billion in 1995 to an estimated \$26.39 billion in 1999, an increase of 41%. Hotel and motel occupancy rates have increased since 1995, when an occupancy rate of 68% was reported. In 1999 a 73% occupancy rate was reported, a 7% increase over 1995 levels. These data reflect strong growth in the New York tourism economy.

Data in **Table 11** provides the average daily expenditures of leisure travelers in New York State and non-metro New York State (less New York City) in 1999. These data reflect strong travel spending patterns in New York State. This strong spending pattern is reflective of the types of visitors that New York's cultural and tourism offerings attract.

Table 11
Average Daily Expenditures of Leisure Travelers⁺
in New York State and Non-Metro New York State, 1999
(Per Person Daily)

Type of Expenditure	All Trips	New York State, Leisure			New York State less NYC, Leisure		
		Total	Overnight Trips	Day Trips	Total	Overnight Trips	Day Trips
Transportation	\$25.00	\$20.00	\$19.10	\$23.20	\$17.10	\$16.20	\$19.70
Food	\$21.10	\$19.80	\$19.10	\$22.20	\$17.70	\$16.70	\$20.90
Lodging ¹	\$17.60	\$11.40	\$14.80	\$ –	\$9.60	\$12.50	\$ –
Shopping	\$17.70	\$18.80	\$15.30	\$30.80	\$17.10	\$13.20	\$28.70
Entertainment	\$14.10	\$14.90	\$13.60	\$19.10	\$12.40	\$11.00	\$17.00
Miscellaneous	\$5.40	\$4.80	\$4.60	\$5.60	\$4.30	\$4.30	\$4.40
Total	\$100.90	\$89.70	\$ 86.50	\$ 100.90	\$78.20	\$73.90	\$90.70
Average Room Rate Paid ²	\$92.20	\$87.10	\$87.10	\$ –	\$74.30	\$74.30	\$ –

Source: New York State Seasonal Year End 1999 Domestic Travel Report (May 2000), D. K. Shifflet & Associates Ltd.
 Note: Day trips include one-way travel of 50 miles or more away from home.

Compliance with Federal and State Laws and Regulations

Historically based tourism, often called heritage tourism, is a fast-growing segment of the tourism industry in the United States. Heritage tourism spans all time periods and themes, from colonial settlement in the United States to the struggle for Civil Rights and beyond, and serves as a mechanism for preserving a shared history for present and future generations to experience. In its 1997 report, *A Profile of Travelers who Participate in Historic and Cultural Activities*, the Travel Industry Association of America (TIA) found that heritage tourism was a fast-growing and increasingly important segment of domestic tourism. Larger numbers of dual-income families and an increase in working hours have impacted vacation trends. More families are taking shorter, more frequent trips to destinations closer to home, which has brought about a surge in heritage tourism opportunities. The TIA report found that cultural and historic or “heritage” travelers spent more money (\$615 to \$425) and stayed longer at their destinations (4.7 nights to 3.3 nights) than was the average for all domestic travelers. Heritage travelers are also more likely to visit several places on their trip, participate in more activities, and stay in paid accommodations than the average domestic traveler.

It is not surprising to find that New York State, with its rich natural, cultural and industrial history, is a top visitor destination for heritage travelers. According to the New York State Office of Parks, Recreation and Historic Preservation, tourism is the State’s second largest industry, and 70 percent of all visitors to New York plan to visit an historic attraction. Recognizing the economic benefits that can be derived from historic preservation and conservation, the State of New York has continued to appropriate a greater percentage of the Statewide budget for historic preservation, conservation and environmental initiatives.

Tourism in the Saratoga Region

New York State is one of the nation's most popular tourism destinations, and although much of this travel is geared to New York City, other regions of New York, including the Hudson River Valley and Adirondack region, are also popular visitor destinations. Saratoga County lies between these two travel regions, and though it is formally considered part of New York's Capital District tourism region, it is often viewed as the gateway to the Adirondacks and Lake Champlain. The Saratoga region offers diverse visitor opportunities, from nature-based activities and attractions, to cultural and historical sites and activities as well as entertainment. Despite Saratoga's well-established tourism economy, there is very little in the way of supporting research that identifies the characteristics of visitors to the area. However, a recent visitor survey for Saratoga National Historical Park conducted in the summer of 2001 by the University of Vermont⁷ for the National Park Service provides some valuable insight into the characteristics of visitors to the park. A summary of visitor characteristics, based on this survey, is provided below.

Travel Party Composition and Characteristics

Respondents to the survey visited the park most frequently in pairs or as a family group. The mean travel party size of respondents was 3.1 persons. Over 60% of respondents stated that they were part of a family group, while 15% of respondents were alone and the same percentage visited with friends. Visitors to the park tend to be older, with 23.8% of respondents in the 41–50-year-old age bracket, and 22.8% of respondents being in the 51–60 age bracket. An additional 22.8% of respondents were 61 and older. Like the national experience of heritage travelers, respondents to the survey tended to be very well educated, with the vast majority of respondents achieving 16 or more years of schooling.

Visitor Origin

According to the survey, visitors to the Saratoga National Historical Park are principally from the local region. About 63% of respondents were from New York State. Other states of origin with the most respondents included Connecticut, Massachusetts, New Jersey, Vermont, and Pennsylvania. California and Texas were among the states outside of the region with the greatest number of respondents. There were few foreign respondents to the survey, although of these, the majority were from Canada.

Visitation Patterns

Almost 54% of survey respondents stated that they were repeat visitors to the park. About 25% of these repeat visitors stated that they had visited 10 or more times, indicating that they reside in the local area or the nearby region. About 35% of visitors stated that they had visited only once or twice before.

Trip Purpose

Close to 58% of respondents stated that the park was the primary destination of their trip. Of respondents with multiple primary destinations, about 19% of them listed Saratoga Springs as an additional primary destination. Other more common primary destinations included the Saratoga Race Course, the Saratoga National Cemetery, Lake George, or a combination of destinations.

Economic Impact of Tourism in the Saratoga Region

According to the New York State Division of Tourism, a division of Empire State Development, the Saratoga area is part of the Capital District–Saratoga tourism region of New York. Although part of the Capital District, Saratoga County is often associated with the Adirondack–Lake Champlain region of New York, as Saratoga and Warren Counties form the southern gateway into the Adirondack–Lake Champlain region. It is not uncommon that Saratoga County tourism is evaluated

within the context of the Adirondack region, as is the case in a 1997 study by D. K. Shifflet and Associates for the New York State Department of Economic Development

Tourism is a fundamental and important part of the economies of these counties. Warren and Saratoga Counties rank first and third, respectively, in overall visitor spending in the region. In 1997, the most recent year for which data are available, Warren County accounted for 35% of all visitor spending in the region, while Saratoga County accounted for just under 15% of total regional visitor spending. In all, the two counties alone accounted for nearly half of all visitor spending in the region in 1997. These figures are detailed in Table 12.

Table 12
Estimated Visitor Spending in the Adirondack Region by County in 1997
(Ranked by Total Spending)

Adirondack Region County	Total Spending	Hotel	Transpor- tation	Food/Dining	Shopping	Entertainment	Misc.
	\$306,221,715	\$65,247,000	\$33,573,400	\$81,222,247	\$61,339,718	\$43,649,266	\$21,190,084
	158,712,275	33,817,000	17,400,826	42,096,843	31,791,887	22,623,067	10,982,652
	127,943,201	27,261,000	14,027,380	33,935,654	25,628,489	18,237,200	8,853,478
	92,353,837	19,679,000	10,125,997	24,492,258	18,500,533	13,164,956	6,391,093
Warren	52,085,897	11,098,000	5,710,570	13,815,263	10,433,402	7,424,396	3,604,266
	39,423,458	8,400,000	4,322,292	10,456,678	7,896,970	5,619,474	2,728,044
	29,229,679	6,228,000	3,204,670	7,752,880	5,855,040	4,166,439	2,022,650
	28,680,566	6,111,000	3,144,467	7,607,233	5,745,046	4,088,168	1,984,652
	18,266,204	3,892,000	2,002,662	4,844,928	3,658,930	2,603,690	1,263,994
	12,333,911	2,628,000	1,352,260	3,271,446	2,470,624	1,758,093	853,488
	4,575,938	975,000	501,695	1,213,722	916,613	652,260	316,648
	2,482,739	529,000	272,201	658,522	497,321	353,893	171,802
	\$872,309,420	\$185,865,000	\$95,638,420	\$231,367,674	\$174,734,573	\$124,340,902	\$60,362,851

Source: D. K. Shifflet Associates and the New York State Department of Economic Development, 1997.

Another indicator of the size of the tourism economy in the county is dollars generated in taxable hotel sales. Data in Table 13 show taxable hotel sales in the Adirondack region for 1982 and 1997. Both Warren and Saratoga counties show substantial growth in hotel sales, though the growth in Saratoga County clearly has outpaced the rest of the region. Taxable hotel sales have increased over 550% during this period, while the average growth for the entire region was just under 200%.

Table 13
Taxable Hotel Sales in the Adirondack Region, 1982 and 1997

Adirondack Region County	1982	1997	Percent Change 1982-1997
<i>Adirondack Region</i>			
Clinton	\$ 4,877,000	\$ 7,378,000	51.3%
Essex	16,926,000	37,412,000	121.0%
Franklin	1,909,000	6,674,000	249.6%
Fulton	2,314,000	2,696,000	16.5%
Hamilton	2,546,000	3,676,000	44.4%
Herkimer	NA	7,113,000	NA
Lewis	861,000	948,000	10.1%
Oneida	NA	20,020,000	NA
Saratoga	5,056,000	33,069,000	554.1%
St. Lawrence	6,287,000	12,077,000	92.1%
Warren	27,052,000	71,770,000	165.3%
Washington	587,000	399,000	-32.0%
Totals	\$68,415,000	\$203,232,000	197.1%

Source: Franklin County Tourism.

The Saratoga County Chamber of Commerce reports that in 2001, based on room occupancy taxes collected, the economic impact of tourism was over \$64 million. The economic impact from tourism is highest in the month of August, and is estimated at \$15 million during that month alone. In all, half of the economic impact from tourism in the county, or \$32 million, occurs during the summer months of June through September.

Summary

Considering Saratoga's history as a destination for recreation and tourism, the area has a well-developed tourism infrastructure. The region is easily accessed from many major markets, including Boston, New York City, and Montreal. There are numerous accommodations properties to serve all preferences and income levels. Attendance levels and characteristics of visitation at some of the area's more popular visitor attractions suggest that the summer months into the early fall are popular times for travel in the region. Though there are a number of heritage attractions, the best-attended attractions include special events such as the Saratoga Race Course racing season. Based principally on the visitor survey conducted in 2001 of visitors to the Saratoga National Historical Park, visitors tend to be older, well educated, and travel in pairs or family groups. These visitors also tend to be from the immediate region, the majority in fact from New York. The survey data suggest that the Park is visited by a mixture of residents and nonresident visitors, and that the park has the capacity to draw repeat visitors as well as visitors who have made the park their primary trip purpose.

Based on the volume of spending in the county and the growth in taxable hotel sales, Saratoga County continues to emerge as a major visitor destination within the region. Ultimately, descriptions of visitor characteristics and estimates of visitor volume are variable, if they exist at all. Accordingly, this baseline does not attempt to quantify these data to present a profile of the typical visitor to the Saratoga area. Rather, this discussion of tourism indicators based on the overall tourism context in the region, helps to inform the assessment of the impacts of the four management alternatives for the Park.

Socioeconomic Impact Analysis Framework

This section outlines the socioeconomic impact evaluation approach for the four management alternatives for Saratoga National Historical Park. This section briefly summarizes the management alternatives for the Park, addresses the implementation and timing factors for each of the alternatives, and evaluates the potential economic impacts resulting from the implementation of each of the management alternatives.

Management Alternatives for Saratoga National Historical Park

The National Park Service has developed four management alternatives for the Saratoga National Historical Park. The process of refining the alternatives has resulted in the designation of a Preferred Alternative, Alternative D.

Alternative A continues current management practices, with a continued focus on the interpretation of the Battlefield Unit, with preservation and interpretation efforts at the Old Saratoga Unit. The park entrance on Route 32 would be improved, potentially including a new or improved entrance road, a new fee collection facility, and parking improvements.

Alternative B seeks to focus on the battles, siege, and surrender by giving the visitor a more complete picture of the events that led to the British surrender in 1777. In addition to interpretive improvements at the Battlefield Unit, this alternative locates a visitor orientation center at the Old Saratoga Unit, and pedestrian and auto linkages to the Old Saratoga sites.

Alternative C presents the park as memorial ground, with a more expansive program of preservation and interpretation. Programming is expanded to incorporate more fully the Old Saratoga Unit as an integral component of the visitor experience. A major component of this alternative plan is the potential for a new, year-round regional visitor center located in or near the Old Saratoga Unit. This regional visitor center will be developed with other regional partners and seek to interpret all park themes while serving as a gateway for other off-site regional activities. The existing visitor center will be redesigned to serve as the battlefield orientation center, with new interpretive exhibits and media.

Alternative D, the Preferred Alternative, focuses on the Burgoyne Campaign. Like Alternative B, the interpretive focus of this alternative is to improve visitor understanding of the events that led to the British surrender in 1777. Similar to Alternative C, this alternative would provide interpretation and visitor orientation at the Old Saratoga Unit in addition to the Battlefield Unit. The Old Saratoga Unit would feature a showcase gallery of historic sites throughout the wider region. This visitor orientation center would be modest in scale and available year-round, though staffed only seasonally. In addition, park staff would have opportunities to expand partnerships with sites related to the Burgoyne Campaign throughout the Champlain-Hudson and Mohawk valleys.

The framework for the evaluation of socioeconomic impacts of the management alternatives for Saratoga National Historical Park is predicated on the baseline evaluation of resident markets and tourism activity in the region and an understanding of the characteristics of the four alternatives. Although impact analyses are a function of a number of variables, this analysis focuses on the potential increases in visitor volume, trip expenditures, and length of stay. The economic impacts of each alternative are qualitatively characterized (small, moderate, and large increase), then quantified based on the available data from the baseline analysis.

Implementation Timing and Duration of Impacts for the Alternatives

Each alternative has associated costs and benefits and has consequences in terms of implementation timing and the duration of benefits. In this analysis, it is assumed that the management objectives in Alternative A will have the potential for more immediate implementation, while those in Alternative B will be implemented over a longer period of time, and those in Alternative C and D, posing the most expansive resource management objectives, will take the longest to implement. It is clear, however, that past experience indicates that the expansion or renovation of an existing structure can take as long as new construction, and the landscaping program for Alternative B will also impact the time frame for implementation. In sum, it is clear that Alternatives B, C, and D will take longer to implement than Alternative A.

The duration of benefits is posed along a similar continuum, in which the benefits in Alternative A would be viewed as having the shortest-term benefit. The benefits in Alternative C and D—given their potential for a major building program, expansion of the actively interpreted units of the park, and the associated potential investments and resource commitments by National Park Service partners in the region—could create a sustained effect on the levels of tourism in the Saratoga region.

Socioeconomic Impact Evaluation of Management Alternatives

This analysis focuses on economic impact of the management alternatives as a function of visitor volume in the region, trip expenditures, and length of stay. This analysis does not examine, however, indirect economic impacts that could potentially result, such as new employment opportunities. Table 14 presents a qualitative assessment of the impact of the four management alternatives. Qualitative impact measures are represented by the phrases “minimal”, “small”, “moderate”, and “large” as indicators of the relative impact of each alternative.

Table 14
Qualitative Assessment of Management Alternative Impacts,
Saratoga National Historical Park

Impact	Alternative A	Alternative B	Alternative C	Alternative D
Visitor Volume	Minimal increase	Small Increase	Moderate increase	Moderate increase
Trip Expenditures	Minimal increase	Small Increase	Moderate increase	Moderate increase
Length of Stay	Minimal increase	Small Increase	Moderate to Large increase	Moderate increase
Total Economic impact	Minimal increase	Small Increase	Moderate increase	Moderate increase

Source: ConsultEcon, Inc./Office of Thomas J. Martin

Alternative A recommends minimal improvements to the physical and visitor infrastructure at the Old Saratoga Unit. As a result, its overall impact is judged to be minimal, as increases in visitor volume, length of stay, expenditures, and overall impact are judged to be due more to projected increases in the resident population as well as increased levels of tourism over time, as shown earlier, than to implementation of this alternative.

Visitor Volume

The potential impact of the management alternatives on visitor volume is reflected in the potential number of visits to Saratoga National Historical Park. Alternatives B, C, and D, which more fully incorporate the Old Saratoga Unit into the park, would expect to see higher visitor utilization of this unit over time. The eventual development of a regional visitor center would have a substantially larger impact on park visits, though in this analysis visitors to the regional visitor center are not automatically considered visitors to the park itself. Both Alternative C and D posit two visitor orientation centers for Saratoga National Historic Park, which potentially will have a great impact on recreational visits to the park. Two visitor centers (including the present visitor center plus a visitor center located at the Old Saratoga Unit) will be able to attract greater numbers of pass-through visitors and visitors in non-peak visitation seasons.

The main distinction between Alternatives C and D is the nature and scale of operations of the visitor orientation centers. In Alternatives C, the proposed visitor center at the Old Saratoga Unit would be developed jointly with other regional partners who would presumably lend resources to and invest in the facility. This visitor center would be more expansive in scale than the visitor center proposed under Alternative D, with more space for interpretive activities and programming. This visitor center is also planned to be open and staffed year-round. This regional visitor center has the potential to become a stop for many visitors to the region, and its proposed location on the grounds of the Old Saratoga Unit may spur visitation to some of the National Historical Park's nearby attractions and sites.

The visitor orientation center proposed for the Old Saratoga Unit in Alternative D would also be a joint partnership among regional entities, featuring a "showcase gallery" highlighting other regional sites and attractions that tie in thematically with those of the park. Like Alternative C, it would provide primary visitor orientation for park visitors, which should help increase visitation to and length of stay at the park and the local area. Unlike Alternative C, in which primary visitor orientation is *shifted* from the Battlefield Unit to the Old Saratoga Unit, Alternative D would provide primary visitor orientation at *both* units. Though this visitor center would be able to promote visitation to other nearby attractions and sites, this smaller-scale facility may be somewhat less effective in directing visitors to destinations outside of the park, particularly in the off-peak months, when the facility would be open but not staffed.

Given existing levels of tourism in the area and the potential function and locations of these alternatives, it is estimated that the implementation of Alternative A could result in a 10% increase and Alternative B a 15% increase in visitation to Saratoga National Historical Park from current levels over the implementation time frame. Alternative C could result in an increase of an estimated 40%, and Alternative D could result in an increase of an estimated 30% from current levels over the implementation time frame. Given the tourism indicators for the region and baseline tourism levels at the park, these projected increases in visitation present realistic estimates of potential visitor volume to the park. These estimates are based on a number of factors, including the consultants' judgment and experience with other similar NPS venues, the nature of the proposed improvements to the ability to enhance the visitor experience, and the potential of each alternative program to intercept residents and visitors to the market. For instance, Alternatives C and D both plan for two visitor orientation points (not to mention increased marketing capacity), which doubles the potential of the park to intercept visitors. Broader market factors, such as the growth of heritage tourism as a fast-growing subset of the overall tourism marketplace, also impact these estimates. Additionally, two other important factors were considered in making this judgment.

Temporal aspect of visitation. Visitors to Saratoga NHP have been increasing over time. Since 1979, the park has seen recreational visits range from 97,000 (in 1979) to 200,000 (in 1994). Over this time, the average number of recreational visitors per year has been approximately 145,600, slightly lower than the 2001 count of 154,897 visitors. Overall, park visitation has been trending upward—even a baseline or no action alternative would see increases in visitation over time, if past visitation trends can be assumed as valid indicators for future visitation. Over time, then, increases of the magnitude estimated above present a fairly conservative approach to assessing impacts from visitation.

NPS visitor counting methodologies. The National Park Service currently splits visitors into two user groups: recreational visitors and non-recreational visitors. Both types of visitors are considered to be users of a park, whether their motivation is to visit for recreational or educational purposes, or they are simply passing through. No qualitative assessment of park usage, such as if they visited a visitor center, viewed a film, or took a tour, is made, although NPS does make assumptions about length of stay by user type. Under this methodology, all persons crossing into a park's boundaries are considered visitors. Applied to the alternatives for Saratoga NHP, all visitors to the visitor center (whether at the Battlefield Unit, Old Saratoga Unit, or at both, in Alternatives C and D) are counted, irrespective of whether the purpose of their visit is to spend time within the park or simply to get information about another attraction in the region. As a result, while the impacts on visitor volume resulting from the implementation of the management plan alternatives may provide more information about their ability to attract visitors, current counting methodologies offer limited information about the nature or quality of a visitor experience, or if the alternatives actually induce more visitors to spend time within park boundaries. Other studies will be necessary to measure the impact of the alternative that is implemented on visitation and the visitor experience within Park boundaries.

In summary, the above discussion presents the following conclusions. First, the estimated impact on visitor volume is based on a number of factors related to the scope and nature of the alternatives themselves and wider market factors associated with visitation levels at Saratoga NHP and at historic/heritage destinations nationwide. Second, over the time frame of plan implementation, which is a period of 10 to 20 years, the visitor volume impacts estimated for the alternatives are judged to be conservative.

Visitor Spending

Based on average trip expenditures for visitors to New York State less New York City, a baseline of \$80 was used for visitor spending. This reflects 1999 average per-person, per-day spending for both day-trip and overnight visitors to New York State, adjusted for inflation to more accurately reflect estimated 2002 spending levels. The implementation of Alternatives B, C, and D will lead to increased sales opportunities both within and outside of the park. Part of this is due to larger anticipated visitor volume at the park. Also, the more formal extension into the Old Saratoga Unit in Alternatives B and C will present spending opportunities in Saratoga and Stillwater. Additional visitor volume can help these communities to develop supportive facilities such as restaurants. In Alternative A, a slight spending increase of 5% is estimated. In Alternative B, a 10% spending increase is estimated, while in Alternative C, a 15% spending increase is estimated. This increase is largely due to the impact of the regional visitor center, which would serve as an attraction point for regional visitors and help orient new visitors to the attractions and supportive services (restaurants, hotels) that can potentially keep visitors in the local area longer. In Alternative D, the same thinking applies as in Alternative C, although the smaller scale of the visitor center and the lower level of service provision, particularly in the off-peak months, would make it slightly less effective in keeping visitors—and their dollars—in the region. A 10% spending increase is estimated in Alternative D.

The spending increases estimated above are, like the estimate of visitor volume, based on a number of factors related to the alternatives and their potential to attract and keep visitors in the local area, broader market factors, and the consultants' judgment based on the examination of this and other similar programs. These spending increase estimates are made in current dollar terms and do not account for inflation.

Average Length of Stay

Table 15 estimates the potential impacts to visitor length of stay that may result from the implementation of the management plan alternatives. Visitors to Saratoga National Historical Park are mostly from New York State and neighboring states, according to the University of Vermont survey conducted for the park, which indicates a potentially high percentage of day-trip and weekend visitors. This is reflected in the baseline average length of stay for New York State less New York City of 2.1 days. While Alternative B, with its orientation center at the Old Saratoga Unit, may provide a small impetus for some visitors to stay overnight or extend their stay in the region, it is Alternative C that could potentially have the greatest economic impact in terms of visitor length of stay. A regional visitor center will not only potentially influence visitors to stay longer in

the park, it could influence visitors to extend their stays in the region by presenting visitors with other destinations as well as supportive service opportunities, such as lodgings and restaurants. As discussed previously, the smaller scale of operation of the visitor center at the Old Saratoga Unit in Alternative D would likely be slightly less effective in motivating longer visitor stays and larger attendant spending levels outside of the park boundary, although this alternative would be more effective in keeping visitors within the park.

Table 15
Estimated Annual Economic Impact Parameters of Management Plan Alternatives

	Baseline	Alternative A	Alternative B	Alternative C	Alternative D
Visitor Volume ^{1/}	164,000	180,400	188,600	229,600	213,200
Visitor Spending ^{2/}	\$84.21	\$88.42	\$92.63	\$96.84	\$92.63
Length of Stay ^{3/}	2.1	2.1	2.3	3.1	2.6

1/ Recreational visits to Park only.

2/ Visitor spending per person per day. Based on 1999 New York (less New York City) visitor spending. Spending adjusted by an assumed 2.5% annual inflation rate to 2002 estimate.

3/ Person -days.

Source: ConsultEcon, Inc./ Office of Thomas J. Martin

It will be necessary to review the prospective programs, including facility size, function, and staffing, in order to project visitation patterns to the facilities planned for each alternative and then to estimate total economic impacts related to these visitor facilities over time. The table above, however, provides the parameters for an analysis of these potential impacts based on the characteristics of the market area, the experience of visitors to Saratoga and the National Historical Park, and the descriptions of the management plan alternatives to date.

Total Economic Impacts

Total economic impacts resulting from the implementation and operation of the program alternatives are shown in **Table 16**. The total economic impacts are a function of visitor volume, the percentage of day-trip versus overnight visitors, the average length of stay of visitors, and visitor spending. It is estimated that the potential direct economic impact of the alternatives on the region could range from \$2.0 million to \$9.4 million per year. In addition to direct impacts, there will be indirect and induced effects resulting from implementation of the alternatives. One impact will be the creation of jobs associated with the increased levels of economic activity resulting from plan implementation. In addition to on-site employment, additional off-site employment would be created in industries either directly or indirectly supporting the tourism economy. Based on Regional Input-Output Modeling System (RIMS II) multipliers from the Bureau of Economic

Analysis, Department of Commerce, the final multiplier for service industry jobs in New York State is 21.8.⁸ Given this final demand multiplier, the total employment impact on the region is between 42 and 206 jobs that can potentially be directly or indirectly attributable to increased levels of spending in the region.

Table 16
Estimated Annual Economic Impact of Management Plan Alternatives

	Baseline		Alternative A		Alternative B		Alternative C		Alternative D	
	Day Trip	Overnight	Day Trip	Overnight	Day Trip	Overnight	Day Trip	Overnight	Day Trip	Overnight
Visitor Volume (additional trips per year) ^{1/}	0		16,400		24,600		49,200		32,800	
Percent Day V. Overnight (of additional trips)	60%	40%	60%	40%	55%	45%	50%	50%	50%	50%
Average Length of Stay (days) ^{2/}	1	2.1	1	2.1	1	2.3	1	3.1	1	2.6
Visitor Spending (average per visitor per day) ^{3/}	\$70.75	\$84.21	\$74.96	\$88.42	\$79.17	\$92.63	\$83.38	\$96.84	\$79.17	\$92.63
Impact			\$737,600	\$1,218,100	\$1,071,200	\$2,368,800	\$2,051,200	\$7,385,400	\$1,298,400	\$3,949,900
Total Impact			\$1,955,700		\$3,440,000		\$9,436,600		\$5,248,300	

1/ Recreational visits to Park only.

2/ Assumes in Alternative B, C and D that functions of visitor center(s) will contribute to longer stays in the area.

3/ Visitor spending per person per day. Based on 1999 New York (less New York City) visitor spending. Spending adjusted by an assumed 2.5% annual inflation rate to 2002 estimate. Alternative A assumes a 5% increase in spending. Alternative B assumes 10% increase in spending, Alternative C assumes 15% increase in spending, and Alternative D assumes 10% increase in spending from baseline levels.

Although there are other factors not considered in this analysis that might affect the impact of any alternative, it is clear that the implementation of either Alternative C or D would have a larger impact on the region than Alternative A or B. The larger estimated visitor volume and attendant spending resulting from Alternative C, however, is estimated to present the largest economic benefit to the region.

Assuming that the improvements to Saratoga National Historical Park are permanent, the annual impact of the management alternatives will be permanent. Changes in visitation patterns to the wider region over time and other regional initiatives may affect these annual impacts. However, the implementation of the management plan alternatives will have a positive economic impact on the economy of the Saratoga region.

A Note on the NPS Money Generation Model (MGM)

The consultants are aware of and have reviewed the Money Generation Model developed by Dr. Ken Hornback of the Denver Statistical Office of the National Park Service. The MGM is a statistical model that estimates economic benefits of parks for local economies. It measures the effects of park tourism expenditures on sales and tax revenues in local areas as well as job benefits that may be directly or indirectly related to activity at a park. The model uses similar inputs to those utilized here to assess economic impact of a building program at a NPS site. The consultants have chosen not to use the MGM for this analysis. The MGM uses assumptions of spending that are not unique to the regions under evaluation. The spending assumptions are based on a national survey of spending at NPS sites nationally. In our experience, spending at parks and historic sites can vary greatly from park to park and region to region. Since we had recent spending estimates for the Saratoga region at our disposal, we have chosen to use them, as we believe they may provide a more reliable measure of economic impact. In addition, the RIMS II multipliers used to estimate total economic impact above were for the State of New York. Again, we try, whenever possible, to use data sources that are most significant to the location or region under evaluation, in order to provide a more accurate picture of potential economic impacts on that location or region.

Socioeconomic Impacts Summary

The management alternatives for Saratoga National Historical Park would, when implemented, have differing levels of impact on the visitor experience at the Saratoga National Historical Park. They would also have different economic

impacts on the park and the surrounding area, in terms of visitor volume, spending, and length of stay in the area. In general, Alternatives C and D, with potential for a major building program and resource investments, would have the greatest sustained impact on tourism to Saratoga National Historical Park and in the wider region. Increases in visitor volume, trip expenditures, and length of stay in the area would be expected to be the highest under Alternative C. This alternative, with its potential to generate regional partnerships and serve as a visitor information and orientation for the entire region, is estimated to create the largest total impact on the region.

Endnotes

¹ Recreation visits include actual counts of visitors to the Schuyler Estate, Saratoga Monument, hikers, winter users (cross-country, snowshoe), horseback riders, and people arriving at visitor center when tour road is closed each year from November to March.

² D. K. Shifflet defines a “person-trip” for which one person accounts for one trip irrespective of trip length.

³ D. K. Shifflet defines “person-days” as the length of a visitor’s stay. Thus, person-days capture the difference in travel duration between travelers. Since each person generates a different number of travel days, person-days are the most realistic assessment of the travel market.

⁴ Includes U.S. residents on trips to places in New York State that included either an overnight stay, or travel to places 50 miles or more away from home.

⁵ Includes travelers reporting no expenditures for lodging (i.e., \$0.00).

⁶ Includes travelers reporting lodging expenditures of \$1.00 or more.

⁷ University of Vermont School of Natural Resources, Recreation Management Program.

⁸ Employment multipliers measure the total change in the number of jobs that results from a \$1 million change in output within a given industry. In this case, in which the multiplier for service industry employment is 21.8, an additional \$1 million in spending will help support 21.8 jobs.

APPENDIX C: GLOSSARY

accessibility—The provision of park programs, facilities, and services in ways that include individuals with disabilities, or makes available to those individuals the same benefits available to persons without disabilities. See also, *universal design*. Accessibility also includes affordability and convenience for diverse populations.

archeological resource—Any material remains or physical evidence of past human life or activities which are of archeological interest, including the record of the effects of human activities on the environment. An archeological resource is capable of revealing scientific or humanistic information through archeological research.

archeological site—Any place where there is physical evidence of past human occupation or activity. Physical evidence may consist of artifacts, such features as agricultural terraces and hearths, structures, trash deposits, or alterations of the natural environment by human activity.

best management practices (BMPs)—Practices that apply the most current means and technologies available to not only comply with mandatory environmental regulations, but also maintain a superior level of environmental performance. See also *sustainable practices or principles*.

carrying capacity (visitor)—The type and level of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions in a park.

consultation—A discussion, conference, or forum in which advice or information is sought or given, or information or ideas are exchanged. Consultation generally takes place on an informal basis. Formal consultation is conducted for compliance with section 106 of National Historic Preservation Act, National Environmental Policy Act, and with Native Americans.

critical habitat—Specific areas within a geographical area occupied by a threatened or endangered species which contain those physical or biological features essential to the conservation of the species, and which may require special management considerations or protection; and specific areas outside the geographical area occupied by the species at the time of its listing, upon a determination by the Secretary of the Interior that such areas are essential for the conservation of the species.

cultural landscape—A geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or esthetic values. There are four non-mutually exclusive types of cultural landscapes: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

cultural resource—An aspect of a cultural system that is valued by or significantly representative of a culture, or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice. Tangible cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places, and as archeological resources, cultural landscapes, structures, museum objects, and ethnographic resources for National Park Service management purposes.

ecosystem—A system formed by the interaction of a community of organisms with their physical environment, considered as a unit.

ecosystem management—Refers to the interdependence of natural and cultural systems, integrating scientific knowledge of ecological relationships with resource stewardship practices.

enabling legislation—Laws which authorize units of the national park system.

environmental assessment (EA)—A concise public document prepared by a federal agency to satisfy the requirements of the National Environmental Policy Act of 1969, as amended. The document contains sufficient analysis to determine whether the proposed action (1) constitutes a major action significantly affecting the quality of the human environment, thereby requiring the preparation of an environmental impact statement, or (2) does not constitute such an action, resulting in a finding of no significant impact being issued by the agency.

environmental impact statement (EIS)—A detailed public statement required by the National Environmental Policy Act when an agency proposes a major action significantly affecting the quality of the human environment. The statement includes a detailed description of the proposed action and alternatives, as well as the identification and evaluation of potential impacts that would occur as a result of implementing the proposed action or alternatives.

ethnographic landscape—An area containing a variety of natural and cultural resources that traditionally associated people define as heritage resources. The area may include plant and animal communities, structures, and geographic features, each with their own special local names.

ethnographic resources—Objects and places, including sites, structures, landscapes, and natural resources, with traditional cultural meaning and value to associated peoples. Research and consultation with 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.

exotic species—Plants or animals that are not indigenous to the area in which they are now living. See *nonnative species*.

general management plan—A National Park Service term for a document that provides clearly defined direction for a park for resource preservation and visitor use over 15 to 20 years. It gives a foundation for decision-making and is developed in consultation with program managers, interested parties, and the general public. It is based on analysis of resource conditions and visitor experiences, environmental impacts, and costs of alternative courses of action.

geologic resources—Features produced from the physical history of the Earth, or processes such as exfoliation, erosion and sedimentation, glaciation, karst or shoreline processes, seismic, and volcanic activities.

goals—Goals stating the ideal conditions to be attained or maintained; expressions of desired future conditions.

impairment of resources—An impact so severe that, in the professional judgment of a responsible park manager, it would harm the integrity of park resources or values and violate the 1916 National Park Service Organic Act.

implementation plan, implementation—A plan that focuses on how to carry out an activity or project needed to achieve a long-term goal. An implementation plan may direct a specific project or an ongoing activity. Implementation is the practice of carrying out long-term goals.

infrastructure—The basic facilities, services, and installations needed for the functioning of the park, such as transportation and communications systems, water and power lines.

interpretation—As used in the National Park Service, interpretation includes publicity, explanation, information, education, philosophy, etc. Early National Park Service interpretation went by the name of education or nature study; today it includes historical and recreational resources. The term “interpretation” is still not well understood by the public.

lightscapes (natural ambient)—The state of natural resources and values as they exist in the absence of human-caused light.

management areas—The designation of geographic areas of the park depending on the resource conditions and visitor experiences desired.

management prescriptions—A planning term referring to statements about desired resource conditions and visitor experiences, along with appropriate kinds and levels of management, use, and development for each park area. See *management areas*.

mitigating measures—Modification of a proposal to lessen the intensity of its impact on a particular resource.

native species—Plants and animals that have occurred or now occur as a result of natural processes in parks.

natural resources—Collectively, physical resources, such as water, air, soils, topographic features, geologic features, and natural soundscapes; biological resources such as native plants, animals, and communities; and physical and biological processes such as weather and shoreline migration, and photosynthesis, succession, and evolution.

NEPA process—The objective analysis of a proposed action to determine the degree of its environmental impact on the natural and physical environment; alternatives and mitigation that reduce that impact; and the full and candid presentation of the analysis to, and involvement of, the interested and affected public. Required of federal agencies by the National Environmental Policy Act of 1969.

nightscape—See *lightscares*.

nonnative species—Species that occupy or could occupy parklands directly or indirectly as the result of deliberate or accidental human activities. Also called exotic species.

Organic Act (National Park Service)—The 1916 law (and subsequent amendments) that created the National Park Service and assigned it responsibility to manage the national parks.

partners—Individuals, agencies, organizations that work with the park on the park's goals.

preservation—The act or process of applying measures to sustain the existing form, integrity, and material of a historic structure, landscape, or object. Work may include preliminary measures to protect and stabilize the property, but generally focuses on the ongoing preservation, maintenance, and repair of historic materials and features rather than extensive replacement and new work. For historic structures, exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

prime and unique farmland—Soil that produces general crops such as common foods, forage, fiber, and oil seed.

rehabilitation—The act or process of making possible an efficient, compatible use for a historic structure or landscape through repair, alterations, and additions while preserving those portions or features that convey its historical, cultural, and architectural values.

restoration—The act or process of accurately depicting the form, features, and character of a historic structure, landscape, or object as it appeared at a particular period of time by means of removing features from other periods in its history and reconstructing missing features from the restoration period.

soundscape—Ambient sounds as they exist in the absence of human-caused sounds.

stabilization—An action to render an unsafe, damaged, or deteriorated property stable while retaining its present form.

stakeholder—An individual, group, or other entity that has a strong interest in decisions concerning park resources and values. Stakeholders may include, for example, recreational user groups, permittees, and concessioners. In the broadest sense, all Americans are stakeholders in the national parks.

stewardship—The cultural and natural resource protection ethic of employing the most effective concepts, techniques, equipment, and technology to prevent, avoid, or mitigate impacts that would compromise the integrity of park resources.

strategic plan—A National Park Service five-year plan, which lays out goals and management actions needed in the near term to implement the general management plan.

sustainability—A process that integrates economic, environmental, and equity (health and well-being of society) activities in decisions without compromising the ability of present and future generations to meet their needs.

sustainable design—Design that applies the principles of ecology, economics, and ethics to the business of creating necessary and appropriate places for people to visit, live, and work. Development that has been sustainably designed sits lightly upon the land, demonstrates resource efficiency, and promotes ecological restoration and integrity, thus improving the environment, the economy, and society.

sustainable practices/principles—Those choices, decisions, actions, and ethics that will best achieve ecological/ biological integrity; protect qualities and functions of air, water, soil, and other aspects of the natural environment; and preserve human cultures. Sustainable practices allow for use and enjoyment by the current generation, while ensuring that future generations will have the same opportunities.

traditional—Pertains to recognizable, but not necessarily identical, cultural patterns transmitted by a group across at least two generations. Also applies to sites, structures, objects, landscapes, and natural resources associated with those patterns. Popular synonyms include “ancestral” and “customary.”

traditionally associated peoples—May include park neighbors, traditional residents, and former residents who remain attached to a park area despite having relocated. Social or cultural entities such as tribes, communities, and kinship units are “traditionally associated” with a particular park when (1) the entity regards park resources as essential to its development and continued identity as a culturally distinct people; (2) the association has endured for at least two generations (40 years); and (3) the association began prior to establishment of the park.

universal design—The design of products and environments to be usable by all people to the greatest extent possible, without the need for adaptation or specialized design.

viewshed—The area that can be seen from a particular location, including near and distant views.

visitor—Anyone who uses a park’s interpretive, educational, or recreational services.

Visitor Experience and Resource Protection (VERP) framework—A visitor carrying capacity planning process applied to determine the desired resource and visitor experience conditions, and used as an aid to decision-making.

user fees—Charges for an activity or an opportunity provided in addition to basic free park services.

APPENDIX D: RESEARCH UNDERTAKEN IN SUPPORT OF PLANNING

Research Project Description

Adjacent Lands Viewshed Analysis

Identifies areas that are visible within and beyond park boundaries from key interpretive park locations.

Archeological Overview and Assessment

Provides an overview and compendium of existing archeology research.

Champlain Canal Preliminary Evaluation

Evaluates extant segments of the Champlain Canal found in park, particularly in terms of integrity.

Collections Management Plan Update

Describes the status of the park's collection and recommends specific actions to improve care. Includes findings and recommendations.

Cultural Landscape Inventory

Provides baseline cultural landscape data for Schuyler Estate and Saratoga Monument.

Cultural Landscape Report

Synthesizes and expands upon existing research on battlefield's cultural landscape. Documents the history of the landscape and includes 1777, 1877, 1927 period plans of the battlefield.

National Wetland Inventory

Identifies wetlands within park.

Orthophotography

Created digital orthophotos for park and environs.

Schuyler House Interior Treatment Assessment

Summarizes and analyzes of past research efforts, sources available to inform the interior treatment of the Schuyler House and treatment options.

Schuyler House Historic Structures Report

Traces changes made to the Schuyler House over time. Synthesizes existing information and updates it to reflect current scholarship.

Site Reconnaissance for Victory Woods

Evaluates significance of Victory Woods.

Visitor Use Survey

Conducted in the summer of 2001 to assess visitor use, attitudes, perceptions, and demographics.

APPENDIX E: VISITOR EXPERIENCE AND RESOURCE PROTECTION (CARRYING CAPACITY)

The Process

One of the requirements of a general management plan is the identification of and implementation of commitments for carrying capacity. To comply with this mandate, a process known as visitor experience and resource protection has been developed within the National Park Service. This process interprets carrying capacity not as a prescription of numbers of people, but as a prescription of desired ecological and social conditions. Measures of the appropriate conditions replace the measurement of maximum sustainable use. Based on these conditions, the process identifies and documents the kinds and levels of use that are appropriate as well as where and when such uses should occur. The prescriptions, coupled with a monitoring program, are intended to give park managers the information and rationale needed to make sound decisions about visitor use and to gain the public and agency support needed to implement those decisions.

A major premise of the visitor experience and resource protection process is that the characteristics of a management area, which are qualitative in nature, must be translated into something measurable to provide a basis for making wise decisions about appropriate visitor use. Since management actions are normally more defensible when they are based on scientific data, the process incorporates the concept of “limits of acceptable change” as part of the decision-making process. Desired resource or social conditions are expressed as explicit, measurable indicators, and standards (i.e., minimum acceptable conditions) are selected to determine whether the conditions are met or exceeded. Resource indicators are used to measure impacts on the biological or physical resources, while social indicators are used to measure impacts on park users and park employees.

The first critical steps of applying the visitor-experience-and-resource-protection process to Saratoga National Historical Park will be accomplished as part of the general management plan. These steps are:

- Develop a statement articulating the park’s purpose and significance.
- Analyze park resources and existing visitor use.
- Describe the range of resource conditions and visitor experiences for the park as distinct management areas.
- Apply the management areas to specific locations of the park.

Subsequent to the general management plan, the following steps will be taken to complete the process:

- Monitoring techniques for each management area are also selected and evaluated in this step.
- Select quality indicators and specify associated standards for each management area. The purpose of this step is to identify measurable physical, social, or ecological variables that will indicate whether or not a desired condition is being met.
- Compare desired conditions to existing conditions. Each management area will be monitored to determine if there are discrepancies with the desired resource and social conditions.
- Identify the probable causes of discrepancies in each management area.
- Identify management strategies to address discrepancies. Visitor use management prescriptions will start with the least restrictive measures that will accomplish the objective and move toward more restrictive measures, if needed.
- Carry out long-term monitoring. Monitoring provides periodic, systematic feedback to park manager to ensure that desired resource and visitor experience conditions continue to be achieved over the long term.

Once the indicators and standards are established, park managers can develop a monitoring plan to determine priorities and identify methods, staffing, and analysis requirements. The results of the monitoring analysis will enable park managers to determine whether a park’s resources are being adequately protected and desired visitor experiences are being provided, and to take management actions necessary to achieve the goals of Saratoga National Historical Park.

Examples of Indicators and Standards

Proposals in this plan call for Saratoga National Historical Park to begin an intensive inventory and monitoring program. This program will include collecting data and instituting a park-wide process of scientific data gathering and evaluation that will further the application of monitoring for resource conditions and public experience within the park.

The following examples come from Arches National Park in Moab, Utah. Saratoga National Historical Park managers would develop their own resource indicators and standards. The selection of appropriate standards for the resource indicators in each management area will be based on the relative tolerance for resource impacts and the judgement of park planners and resource managers about the minimum conditions needed to maintain the desired experience.

Resource Conditions

Indicator: the degree of soil compaction measured 5 feet from a trail centerline.

Standard: 80% of the soil surface sample exhibits 50% of the porosity of a relatively undisturbed area.

Indicator: the number of exposed tree roots exceeding 2 inches in diameter, measured within 6 feet of a trail edge for 100 feet of trail.

Standard: 20% of tree roots are exposed relative to a control area.

Social Conditions

Indicator: the traffic congestion during peak visitor days.

Standard: roadways do not exceed level D service for more than 10% of peak use days.

Indicator: the waiting time required to view an attraction during peak use days.

Standard: no more than 10% of visitors wait 10 or more minutes to see the attraction.

APPENDIX F: LIST OF CLASSIFIED STRUCTURES

List of Classified Structure (LCS) in as of November 20, 2002

	<u>Preferred Structure Name</u>	<u>Structure Number</u>	<u>LCS ID</u>
1.	John Neilson House	HS01	001289
2.	Philip Schuyler House	HS15	001290
3.	Great Ravine Monument	HS46	022290
4.	Slingerland Tablet	HS40	022298
5.	Sons of the American Revolution Monument	HS41	022299
6.	Morgan Monument	HS42	022300
7.	Kosciuszko Monument	HS43	022301
8.	DAR Monument	HS44	022302

9. New Hampshire Men Monument
HS45
022303
10. Rockefeller Monument
HS47
022304
11. Murphy Monument
HS48
022305
12. Second Battle of Saratoga Monument
HS49
022306
13. Ten Broeck Monument
HS50
022307
14. Frazer Monument
HS51
022308
15. Bidwell Monument
HS52
022309
16. Freeman Farm Monument
HS53
022310
17. Hardin Monument
HS54
022311
18. Arnold Monument
HS55
022312

19. Water Battery Monument
HS56
022313
20. Bemis Tavern Monument
HS57
022314
21. Philip Schuyler House—Privy
HS17
023054
22. Saratoga Monument
HS37
023055
23. Old Champlain Canal—Prism
HS39
023056
24. Gates Headquarters Monument
HS67
040015
25. D.A.R. Monument—Stone Benches
HS72
040755
26. Philip Schuyler House—Granite Hitching Posts
HS73
040756
27. Philip Schuyler House—Stone Wellhead
HS74
040757
28. Old Champlain Canal—Stone Bridge Abutments
HS39A

040759

29.

Philip Schuyler House—Wellhouse
HS75
040761

30.

Fraser Memorial
HS76
040762

31.

Unknown Soldiers Monument
HS77
040763

APPENDIX G: SELECTED RESOURCES CONSULTED

Brandow, John Henry

1906 *The Story of Old Saratoga*. Robson & Adey, Saratoga Springs, NY.

Burgoyne, John.

1780 *A State of the Expedition from Canada*. London, U.K. Reprint Arno Press, 1891.

Canalway Trail Partnership Project

2000 "Canalway Trail Gap Segment Assessment Report: Saratoga County New York." Prepared by David-Iman Adler, RLA, New York Parks and Conservation Association for New York State Canal Corporation, U.S. Department of Housing and Urban Development, National Park Service, Trails and Conservation Assistance Program, New York Senate.

Canal Recreationway Commission

1993 "The Champlain Canal Corridor Study." Prepared by The Lake Champlain–Lake George Regional Planning Board and The Saratoga Associates.

1994 "Eastern Gateway Canal Regional Plan." Prepared by The Capital District Regional Planning Commission and The LA Group, P.C.

Chazen Companies, The

2000 "Phase I Environmental Site Assessment, Carr Parcel, US Route 4, Town of Stillwater, Saratoga County, New York." Prepared for the Town of Stillwater. The Capital District Office: The Chazen Companies, Clifton Park, NY.

Gerlach, Don R.

1964 *Philip Schuyler and the American Revolution in New York*. Lincoln, NE.

Harvard University Graduate School of Design

1985 "Alternative Futures for Minute Man National Historical Park." Prepared by the Department of Landscape Architecture, Cambridge, MA.

1999 "Hypernature: Spring 1999 Options Studio." Prepared by the Department of Landscape Architecture, Cambridge, MA.

Higginbotham, Don.

1971 *The War of American Independence*. New York, NY.

Johnson, Eric S.

1997 "Archeological Overview and Assessment, Saratoga NHP." (Draft) University of Massachusetts Archaeological Services, Amherst, MA.

Ketchum, Richard M.

1997 *Saratoga: Turning Point of America's Revolutionary War*. Henry Holt, New York, NY.

King, David C.

1998 *Battlefields Across America: Saratoga*. Twenty-First Century Books, Brookfield, CT.

Lossing, Benson J.

1859 *Pictorial Field Book of the Revolution*. Harper & Bros., NY. Reprint Charles E. Tuttle, Rutland, VT, 1972.

Lowenthal, Larry

- 1999 "The Second Critical Period of the New York State Canal System." Canal History and Technology Proceedings. Canal History and Technology Press, Easton, PA.

McFee, Michele

- 1998 *A Long Haul*. Purple Mountain Press, Fleischmanns, NY.

Morrissey, Brendan

- 2000 *Saratoga 1777, Turning Point of the Revolution*. Osprey Publishing, Oxford, U.K.

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

- 1960 "Documentary Research Report on the Saratoga Campaign to September 19, 1777." Unpublished National Park Service Report.
- 1961 "The Burgoyne Campaign from October 8–October 16, 1777." Unpublished National Park Service Report.
- 1975 "Decision on the Hudson: The Saratoga Campaign of 1777."
- 1990 "Stabilization and Restoration of the Saratoga Monument, Victory Mills, New York." Prepared by Mesick Cohen Waite Architects for National Park Service, North Atlantic Regional Office.
- 1994 "Phase I—Inventory and Monitoring Status of Natural Resource Inventories for the North Atlantic Region." North Atlantic Region.
- 1994 "Cultural Landscape Analysis." Cultural Resources Division, North Atlantic Region.
- 1995 "Saratoga National Historical Park Collection Management Plan." Saratoga National Historical Park.
- 1996 "List of Classified Structures: Saratoga National Historical Park." Cultural Resources Division, North Atlantic Region.
- 1999 "Gettysburg National Military Park Final General Management Plan and Environmental Impact Statement." Gettysburg National Military Park.
- 1999 "Champlain Valley Heritage Corridor Project, Report of a Special Resource Study." Planning and Legislation, Boston Support Office, Northeast Region.
- 2000 "Update to Collection Management Plan, Saratoga National Historical Park." Northeast Museum Services Center, Northeast Region.
- 2000 "Cultural Landscapes Inventory: Saratoga Monument." Olmsted Center for Landscape Preservation, Northeast Region.
- 2000 "Cultural Landscapes Inventory: Schuyler Estate." Olmsted Center for Landscape Preservation, Northeast Region.
- 2000 "Wetlands Inventory of Saratoga National Historical Park." National Wetlands Inventory Report, Northeast Region.

- 2001 "Interior Treatment Assessment for General Management Plan: Schuyler House, Saratoga National Historical Park." Northeast Museum Services Center, Northeast Region.
- 2001 "Management Policies 2001." Washington, DC.
- 2001 "Devils Tower National Monument Draft General Management Plan/Environmental Impact Statement." Denver Service Center.
- 2001 "Cultural Landscape Report: Saratoga Battlefield, Saratoga National Historical Park." 75% Draft Site History. Olmsted Center for Landscape Preservation, Northeast Region.
- 2001 "Water Resources Management Plan: Saratoga National Historical Park." Water Resources Division, National Park Service and Saratoga National Historical Park.
- 2002 "Draft Historic Structure Report: General Philip Schuyler House." Building Conservation Branch, Northeast Cultural Resources Center, Northeast Region.
- 2002 "Draft Saratoga National Historical Park: Visitor Survey of 2001." University of Vermont.
- 2003 "Saratoga National Historical Park: General Management Plan Support Package." The LA Group, P.C. with Cambridge 7 Associates, LLP, ConsultEcon, Inc. and Creighton-Manning Engineering, LLP
- New York State Office of Parks, Recreation and Historic Preservation
- 2000 "Olana State Historic Site, Draft Comprehensive Plan and Draft Environmental Impact Statement." Albany, NY.
- Nickerson, Hoffman
- 1928 *The Turning Point of the Revolution*. Boston, MA.
- Saratoga County Heritage Trails Committee
- 1996 "Saratoga County Heritage Trails Handbook for Action."
- Stone, William L.
- 1895 *Visits to the Saratoga Battlegrounds*. Joel Munsell's Sons, Albany, NY.
- Symonds, Craig L.
- 1896 *A Battlefield Atlas of the American Revolution*. The Nautical & Aviation Publishing Company of America, Inc., Baltimore, MD.
- U.S. General Accounting Office
- 2001 "Report to Congressional Requesters, Park Service, Visitor Center Project Costs, Size, and Functions Vary Widely."
- Walworth, Ellen Hardin
- 1891 *Battles of Saratoga*. Joel Munsell's Sons, Albany, NY.
- Whitford, Noble C.
- 1906 *History of the Canal Systems of the State of New York*. Brandow, Albany, NY.



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.

For more information contact:

Superintendent
Saratoga National Historical Park
648 Route 32
Stillwater, NY 12170-1604