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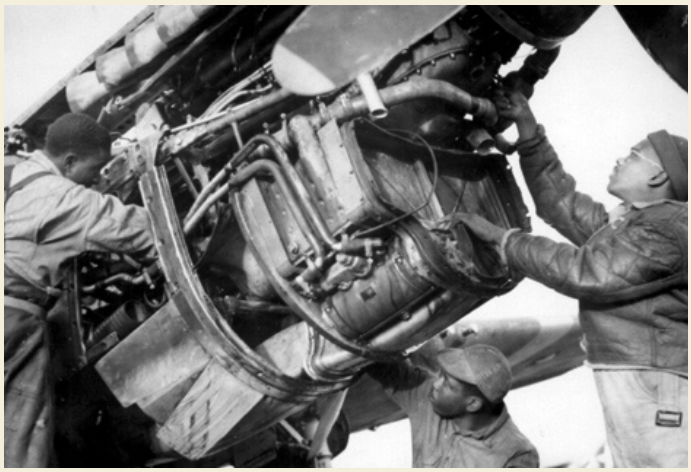

TUSKEGEE AIRMEN
National Historic Site

Draft General Management Plan/Environmental Impact Statement

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

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

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

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

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

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

experiences, and NPS operations are similar to those described for Alternative B.

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

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

This GMP/EIS has been distributed to other agencies, interested organizations, and individuals for their review and comment. The public comment period for this document will last for 60 days. See "How to Comment on this Plan" for further information.

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

HOW TO COMMENT ON THIS PLAN

Comments on this *Draft General Management Plan/Environmental Impact Statement* are welcome and will be accepted during the 60-day public review and comment period. During the comment period, comments may be submitted using several methods as noted below.

Online: at <http://parkplanning.nps.gov/tuai>

Mail: National Park Service
Southeast Regional Office
(TUAI/Wirsching)
100 Alabama Street, 1924 Bldg.
Atlanta, GA 30303

Hand deliver: at public meetings to be announced in the media following the release of this plan.

Our practice is to make comments, including names, home addresses, home phone numbers, and email addresses of respondents, available for public review. Individual respondents may request that we withhold their names and/or home addresses, etc., but if you wish us to consider withholding this information, you must state this prominently at the beginning of your comments. In addition, you must present a rationale for withholding this information. This rationale must demonstrate that disclosure would constitute a clearly unwarranted invasion of privacy. Unsupported assertions will not meet this burden. In the absence of exceptional, documentable circumstances, this information will be released. We will always make submissions from organizations or businesses, and from individuals identifying themselves as representatives of or officials of organizations or businesses, available for public inspection in their entirety. You should be aware that we may still be required to disclose your name and address pursuant to the Freedom of Information Act.

SUMMARY

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

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

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

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

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

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

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

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

ALTERNATIVE A, CONTINUE CURRENT MANAGEMENT (NO ACTION)

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

ALTERNATIVE B

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

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

ALTERNATIVE C

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

ALTERNATIVE D, AGENCY AND ENVIRONMENTALLY PREFERRED ALTERNATIVE

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

ALTERNATIVE E

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

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

THE NEXT STEPS

After the distribution of the *Draft GMP/EIS* there will be a 60-day public review and comment period after which the NPS planning team will evaluate comments from other federal agencies, tribes, organizations, businesses, and individuals regarding the draft plan and incorporate appropriate changes into a *Final GMP/EIS*. The final plan will include letters from governmental agencies, any substantive comments on the draft document, and NPS responses to those comments. Following distribution of the *Final GMP/EIS* and a 30-day no-action period, a record of decision approving a final plan will be signed by the NPS regional director. The record of decision will document the NPS selection of an alternative for implementation. With the signed record of decision, the plan can then be implemented. The implementation of the approved plan, no matter which alternative, will depend on future NPS funding levels and servicewide priorities, and on partnership funds, time, and effort. The approval of a GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan could be many years in the future.

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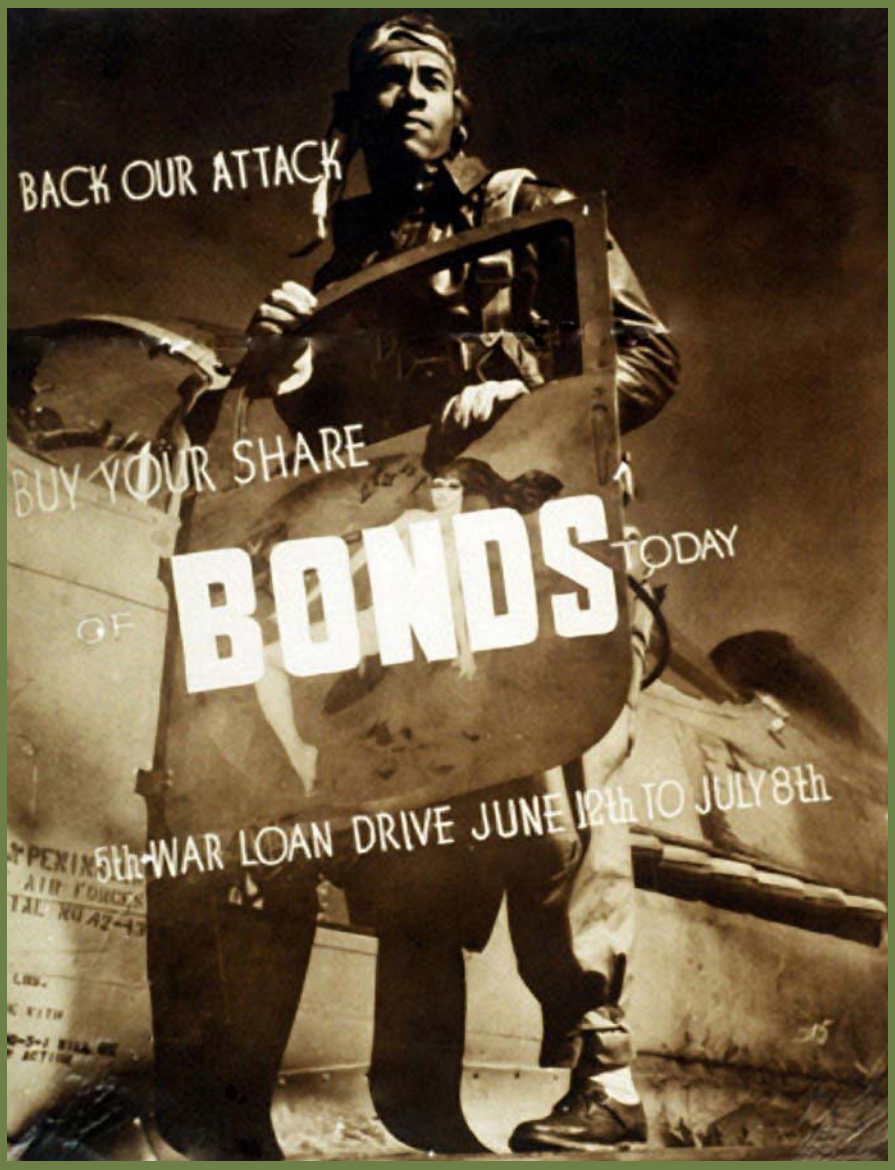
INTRODUCTION



BACKGROUND

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

GENERAL MANAGEMENT PLAN PROCESS

The National Parks and Recreation Act of 1978, Public Law 95-625, requires the National Park Service (NPS) to prepare a GMP for every area that it administers. The purpose of the plan is to ensure that each park has a clearly defined direction for resource preservation and visitor use. General management planning is the first step in a multi-staged planning process. It focuses on why the park was established and what resource conditions and visitor experiences should be achieved and maintained over time. Decisions about site-specific actions such as the design and footprint of administrative and/or visitor facilities will be deferred to subsequent implementation planning. The GMP is designed to provide guidance for park managers for 15 to 20 years into the future assuming that conditions affecting management and operations remain relatively unchanged during this period.

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

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

HOW THIS DOCUMENT IS ORGANIZED

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

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

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

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

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

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

visitor use and experience, and socioeconomic environment.

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

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

TUSKEGEE AIRMEN NATIONAL HISTORIC SITE BACKGROUND

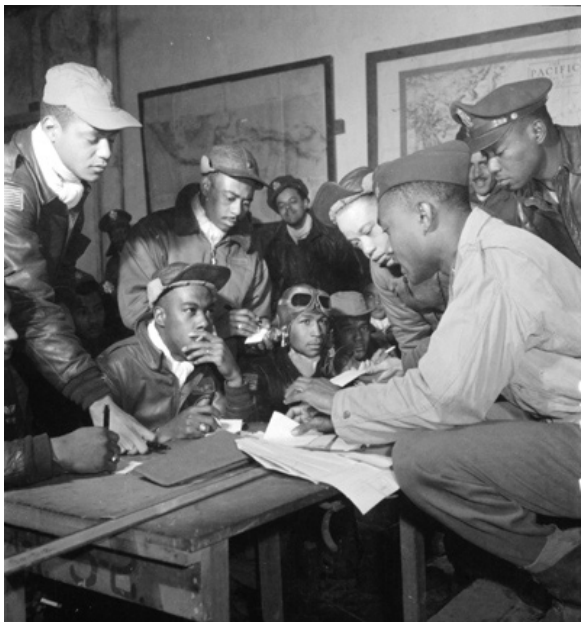
Prior to 1940, policy decisions within the United States War Department were commonly based on misguided and discriminatory assumptions about race. Such views effectively prevented African-Americans and other minorities from meaningful participation in the country's armed forces. Recognizing that the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

Partly in response to political pressure, the U.S. Army Air Corps began a program in Tuskegee, Alabama in 1941 known as the "Tuskegee Experiment." By the program's end in 1948, more than 10,000 African-Americans had received training as flight instructors, officers, fighter pilots, bombardiers, navigators, radio technicians, mechanics, air traffic controllers, instrument and weather forecasters, electrical and communication specialists, aircraft armorers, gunnery specialists, and parachute riggers. Hundreds more African-American men and women were trained in flight support occupations such as administration, supply, fire fighting, transportation, medicine, laboratory technologies, food service, and music during the program.

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

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

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



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

On July 26, 1948, President Harry S. Truman issued Executive Order 9981 officially desegregating the United States Armed Forces and calling for fair and equal treatment of African-American military defense workers. Executive Order 9981 was seen as a victory by civil rights advocates and a significant step toward breaking down long-standing racial barriers within the military establishment. The success of the Tuskegee Experiment and the accomplishments of the Tuskegee Airmen are seen as nationally

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

History of Planning at Tuskegee Airmen NHS

Consideration of Moton Field as National Historic Landmark

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

According to criteria established by federal regulation (36 CFR, Chapter 1, Part 65), sites eligible for NHL designation must meet minimum standards of national significance and historic integrity. The regional office team's initial investigation revealed that both Moton Field and Tuskegee Army Airfield likely met or exceeded minimum eligibility standards for national significance because of their association with an event (the birth of African-American participation in United States military aviation) and individuals (Generals Benjamin O. Davis Jr., and Daniel 'Chappie' James) significant to the history of the United States. However, concerns about historic integrity surfaced when the team discovered many structures extant during the period of historic significance had been destroyed, removed, or fallen into a state of serious disrepair. Tuskegee Army Airfield was quickly eliminated from consideration when it was determined that no buildings remained from the historic period. While Moton Field was thought to have limited potential, fire tragically destroyed Hangar #2 and gutted its attached control tower – two of the site's most important surviving historic structures – before a more in-depth analysis could be completed. Given the site's already degraded historic character, this additional loss convinced evaluators that Moton Field was not eligible for NHL designation.

Moton Field Special Resource Study

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

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

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

Congressional Authorization of Tuskegee Airmen NHS

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

PURPOSE OF THE PLAN

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

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

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

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

NEED FOR THE PLAN

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

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

As previously mentioned, much of Tuskegee Airmen NHS's major visitor service infrastructure is schematically identified in the SRS and is further refined in the DCP. Nevertheless, a GMP/EIS is needed to frame those visitor service, resource protection, maintenance, and interpretive program planning decisions that fall outside the immediate scope of the DCP.

IMPLEMENTATION OF THE PLAN

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

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

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

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

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

Program Management Plans

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

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

Strategic Planning

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

Implementation Planning

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

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

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

GUIDANCE FOR THE PLANNING EFFORT

PURPOSE AND SIGNIFICANCE

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

Purpose Statements

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

The purpose of Tuskegee Airmen NHS is:

- To inspire present and future generations to strive for excellence through a greater understanding and appreciation of the legacy of the Tuskegee Airmen.
- To commemorate and interpret the accomplishments of the Tuskegee Airmen during World War II, which include the training process and the roles played by Moton Field, other training facilities, and related sites; the struggle for greater participation in the United States Armed Forces and more significant roles in defending their country; their successes which led to desegregation of the United States Armed Forces and eventual civil rights advances of the 1950s and 1960s.
- To recognize the strategic role of Tuskegee Institute (now Tuskegee University) in the training of the Airmen and commemorating them at this historic site.

Significance Statements

Significance statements capture the essence of the park's importance to the nation's natural and cultural heritage. Significance statements describe the park's distinctiveness and provide direction for park

managers to make decisions that preserve resources and values consistent with the NHS's purpose.

Tuskegee Airmen NHS is significant because:

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

LEGISLATIVE MANDATES AND SERVICEWIDE LAWS AND POLICIES

All planning decisions must fit within the broad parameters established by: 1) the park's legislation, purpose, and significance; 2) any administrative commitments that may apply to the park; and 3) laws and policies applicable to all units of the National Park System. The purpose of this section is to clarify and articulate the parameters established by legislative mandates, administrative commitments, and servicewide laws and policy that govern the planning approach used at Tuskegee Airmen NHS.

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

Legislative Mandates

Congressional instructions found in legislation are called legislative mandates and, in concert with other special commitments and the large body of

laws and policy applicable to all units of the National Park System form the *"Musts"* of NPS planning. By policy, all decisions made through GMP and subsequent planning must fit within the broad side boards provided by these elements (Chapter 2 of 2006 Management Policies).
Legislative mandates are derived from two sources in the Tuskegee Airmen NHS legislation and fall into either one of two categories:

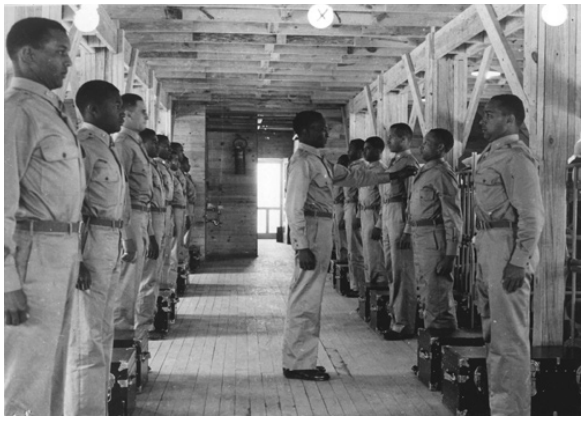
- *Direct legislative mandates* are instructions from Congress that are stated entirely in the text of the enabling legislation. Selected direct legislative mandates are listed below and the NHS enabling legislation is in Appendix A.
- *Indirect legislative mandates* appear in the legislation but direct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

Selected Direct Legislative Mandates

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

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

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



Congress has placed an obligation upon the NPS to implement the operational and developmental components of the historic site with minimal deviation from conditions described in

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

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

- NPS will consult with Tuskegee University as its principal partner in determining the organizational structure, developing the ongoing interpretive themes, and establishing policies for the wise management, use, and development of the historic site. (§303-d-2)
- Operation and development of the historic site shall reflect Alternative C, Living History: The Tuskegee Airmen Experience, as expressed in the final special resource study entitled "Moton Field/Tuskegee Airmen Special Resource Study," dated 1998. (§303-d-4)
- Subsequent development of the historic site shall reflect Alternative D after an agreement is reached with Tuskegee University on the development of the Tuskegee Airmen National Center (TANC) as described in section 304. (§303-d-4)
- The purpose of the TANC shall be to extend the ability to relate more fully the story of the Tuskegee Airmen at Moton Field. The center shall provide for a Tuskegee Airmen Memorial, shall provide large exhibit space for the display of period aircraft and equipment used by the Tuskegee Airmen, and shall house a Tuskegee University Department of Aviation Science. The Secretary shall insure that interpretive programs for visitors benefit from the University's active pilot training instruction program, and the historical continuum of flight training in the tradition of the Tuskegee Airmen. (§304-b)
- The Secretary is authorized to permit the Tuskegee University Department of Aviation Science to occupy historic buildings within the Moton Field complex until the TANC has been completed. (§304-b)

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

initial development now underway at the park and to support the long term preservation of the historic landscape (buildings, grounds, and related features) as it appeared in the historic period from 1941 to 1945.

Servicewide Laws and Policies

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

Some of these laws and executive orders are applicable solely or primarily to units of the National Park System. These include the 1916 Organic Act that created the NPS, the General Authorities Act of 1970, the act of March 27, 1978, relating to the management of the National Park System, and the National Parks Omnibus Management Act (1998). Other laws and executive orders have much broader application, such as the Endangered Species Act, the NHPA, and Executive Order 11990 addressing the protection of wetlands.

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

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

The National Park System General Authorities Act (16 USC § 1a-1 et seq.) affirms that while all National Park System units remain "distinct in character," they are "united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage." The act makes it clear that the NPS Organic Act and other protective mandates apply equally to all units of the system. Further, amendments state that NPS

management of park units should not "derogate the purposes and values for which these various areas have been established."

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

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

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

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

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

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

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

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

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

RELATIONSHIP OF OTHER PLANNING EFFORTS TO THIS GENERAL MANAGEMENT PLAN

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

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

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

PLANNING ISSUES/CONCERNS

INTRODUCTION

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

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

PUBLIC COMMENTS AND CONCERNS

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

Historic Integrity of the Site

- The historic core of Moton Field should maintain its 1945 appearance.
- Limit the presence of contemporary vehicles in the historic core.
- Restore all the buildings to their historic condition.
- Don't put parking areas in the historic core area.
- Outdoor wayside exhibits are important if visitors are to understand what they are seeing.
- Would like to see lots of 1945 vintage outdoor elements such as gas pumps, road signs, lights, airplanes, and historic military vehicles, in the cultural landscape.

Recreational Activities

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

Partnership Development

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

Local and Regional Economies

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

- Will local businesses be considered for construction and maintenance contracts?
- What can be done about controlling development outside the park?
- Will the park contribute to sprawl type development near the interstate?
- What impact will park development have on surrounding agricultural and residential properties?

Sharing the Tuskegee Airmen Story Outside the Boundaries of the Park

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

KEY ISSUES

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

The key issues are:

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

- How will the natural environment be considered?

- How is visitor access addressed?

- To what extent are visitor interpretive and recreational opportunities provided?

- How can administration and maintenance needs be addressed without encroaching on the historic area?

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

IMPACT TOPICS

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

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

IMPACT TOPICS ANALYZED IN DETAIL

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

Cultural Resources

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

Natural Resources

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

Socioeconomic Environment

Visitor Use and Experience

NPS Operations

IMPACT TOPICS CONSIDERED BUT NOT ANALYZED IN DETAIL

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

Air Quality

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

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

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

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

Energy Requirements and Conservation Potential

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

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

Environmental Justice

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

Therefore, this topic is dismissed from further analysis.

Geologic Resources

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

Indian Trust Lands

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

Museum Collections

Implementing the alternatives would have no effect on the museum collections at the NHS. The park's museum collection will continue to be stored at Tuskegee Airmen NHS, Tuskegee Institute NHS (which is located four miles away), and the Southeast Archeological Center. Upon completion of the construction required by the enabling legislation and DCP, some of the collections would be utilized on site, with appropriate archival consideration, in interpretive programs, allowing the public to more readily benefit from the tangible elements of the site's rich heritage. The Tuskegee Institute NHS has plans to expand the museum facility to accommodate collections from Horseshoe Bend National Military Park and Selma to Montgomery National Historic Trail in addition to Tuskegee Airmen NHS and Tuskegee Institute NHS. Any future decisions regarding the NHS's collections will conform to the servicewide Park Museum Collection Storage Plan (2007). Since this GMP has no effect on the museum collections at the NHS, this topic has been excluded from further environmental analysis.

Ethnographic Resources

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

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

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

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

The impacts of each proposed alternative on the NRHP eligible structures, objects, and landscapes located within the Tuskegee Airmen NHS have been evaluated under the archeological resources and the cultural landscapes, historic buildings, structures, and districts sections in the environmental consequences chapter. The proposed actions are not evaluated further for impacts to the remaining ethnographic resources. All of the alternatives adequately and equally protect these resources and no immediate or cumulative impacts are anticipated for these resources.

Cultural Soundscapes

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

Examples of such cultural sounds at the NHS include:

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

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

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

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

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

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

Natural or Depletable Resources Requirements and Conservation Potential

Consideration of these topics is required by 40 CFR 1502.16. The NPS has adopted the concept of sustainable design as a guiding principle of facility planning and development (NPS Management Policies 2006 9.1.1.7). The objectives of sustainability are to design facilities to minimize adverse effects on natural and cultural values; to reflect their environmental setting and to maintain and encourage biodiversity; to operate and maintain facilities to promote their sustainability; and to illustrate and promote conservation principles and practices through sustainable design and ecologically sensitive use. Essentially, sustainability is the concept of living within the environment with the least impact on the environment.

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

Night Sky (Lightscapes)

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

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

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

Paleontological Resources

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

Prime or Unique Farmlands

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

Urban Quality and Design of the Built Environment

Consideration of this topic is required by 40 CFR 1502.16. The quality of urban areas is not a significant factor in planning for the NHS because of its rural location. Nonetheless, vernacular architecture would be taken into consideration for any building rehabilitation or new structures built under the action alternatives. Emphasis would be placed on designs, materials, and colors that do not detract from the natural and built environment. Given these considerations, no further analysis of this topic is necessary.

Wilderness and Wild and Scenic Rivers

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

ALTERNATIVES

INCLUDING THE PREFERRED ALTERNATIVE

INTRODUCTION

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

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

This chapter describes the management zones and the alternatives for managing the NHS for the next 15 to 20 years. It includes tables that summarize the key differences between the alternatives and the key differences in the impacts that are expected from implementing each alternative. (The summary of impacts table is based on the analysis in Chapter 4, "Environmental Consequences.") This chapter also describes mitigation measures that would be used to lessen or avoid impacts, the future studies that would be needed, and the environmentally preferred alternative.

MANAGMENT ZONES AND ALTERNATIVES

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

Management Zones

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

Table 2-1: Management Zones, by Desired Outcome

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

Table 2-1: Management Zones, by Desired Outcome

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

Table 2-1: Management Zones, by Desired Outcome

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
	flight training experiences of Tuskegee Airmen at Moton Field.	The scope of interpretive programs would expand beyond Moton Field and pilot training to include more complex issues related to the broader Tuskegee Airmen Experience.		as team sports would not occur. The number of NPS led interpretive programs may increase as visitor numbers increase over time. The scope of interpretive topics may range beyond the Tuskegee Airmen Experience and include information about the site's other resources.	visitor numbers increase over time. The scope of interpretive topics may range beyond the Tuskegee Airmen Experience and include additional information about the site's other cultural and natural resources.
Typical Level of Visitor Use:	The sights and sounds of people actively engaged in interpretive programs would be evident during periods of moderate to high visitation. The probability of encountering park rangers would be high at most times. The presence of NPS management activity would be kept low profile during normal operating hours. Visiting most resources within this zone would require a low to moderate level of physical	The sights and sounds of people and vehicles would be very evident during most times. The density of visitors in this zone could be very high during periods of high visitation. Visitor groups may range from one or two individuals to more than 50 persons. The arrival and departure activities of private vehicles and commercial buses would be present during most times. The probability of encountering park staff would be high	Contact between visitors and NPS personnel would be minimal in this zone. The presence of NPS park staff and NPS administrative management activities would be high at most times.	The probability of encountering other visitors would be moderate to high at most times. Contact between visitors and NPS personnel would be low to moderate. Visiting most resources within this zone would require a low level of physical exertion. Visitor service facilities in this zone may be used as overflow areas to support special events and during periods of high visitation.	The probability of encountering other visitors would be low to moderate at most times. Contact between visitors and NPS personnel would be low. Visiting most resources within this zone would require a low to moderate level of physical exertion.

Table 2-1: Management Zones, by Desired Outcome

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
	exertion.	at most times. Visiting most resources within this zone would require a low level of physical exertion.			
Desired Development Typical Kinds of Development:	The cultural landscape and exteriors of historic structures in this zone strongly reflect the period of significance. Natural and manmade elements characteristic of the period of significance are added or removed to restore and rehabilitate the cultural landscape and historic built environment. Non-historic additions to the cultural landscape are minimized to the greatest extent possible.	Resources can be modified to support visitor needs. Non-historic additions to the landscape are expected but their designs are sensitive and complimentary to each other and do not negatively impact the historic character or visitor experience goals of adjacent zones. Facilities may include parking lots, walkways, comfort stations, information kiosks, memorial, the TANC, visitor contact station, or similar elements.	Resources can be modified as necessary to support park operational and administrative needs. Non-contributing elements are common but their design and placement is sensitive to the historic character or visitor experience goals of adjacent zones. Facilities may include parking lots, side walks, offices, storage buildings, bulk storage areas, maintenance, curatorial, emergency, and similar structures. Low maintenance designs are strongly encouraged for all facilities.	Resources can be modified to support visitor needs. Non-historic additions to the landscape are expected but their designs are sensitive and complimentary to resources. Typical facilities may include trails, benches, waysides, comfort stations, kiosks, contact stations, paved and unpaved roads, parking areas, and similar structures. Low maintenance designs are strongly encouraged for all facilities.	Resources can be modified to support visitor needs. Non-historic additions to the landscape are minimal in their intensity. Typical facilities may include trails, benches, and waysides. Low maintenance designs are strongly encouraged for all facilities.
Typical Level of Development:	The addition of non-contributing elements to the cultural landscape would be discouraged and strongly	This zone may be highly developed. Actions would involve vegetation removal, grading, and	This zone may be highly developed. Actions could involve vegetation removal, grading, and	Development levels are low to high. New development must minimize negative impacts to adjacent	Development levels are low. New development must minimize negative impacts to adjacent zones

Table 2-1: Management Zones, by Desired Outcome

	Historic 1945 Zone	Visitor Orientation Zone	Administration Zone	Recreation Zone	Nature Discovery Zone
	regulated. The interiors of some structures may be restored or rehabilitated to achieve visitor interpretive goals or satisfy NPS administrative needs. Tolerance for ground disturbance that may negatively impact undocumented archeological resources would be low. The presence of contemporary vehicles would be strongly discouraged during operating hours.	new construction. Level of development must not negatively impact adjacent zones or park neighbors. The presence of contemporary vehicles and buses would be common at most times. The physical separation of motorized vehicle traffic and pedestrian pathways is strongly encouraged.	new construction. The sights, sounds, and smells typically associated with maintenance and repair activities could be common. Contemporary structures must not negatively impact adjacent zones or park neighbors.	zones or park neighbors.	or park neighbors.

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

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

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

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

THE ALTERNATIVES

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

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

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

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

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

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

More detailed implementation plans or studies will need to be completed and implemented before many of the conditions proposed in the alternatives can be achieved. The implementation of the approved plan, no matter which alternative, will depend on future NPS funding levels and servicewide priorities, and on partnership funds, time, and effort. The approval of a GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan could be many years in the future. An environmental assessment would be prepared for each action or project and would specify site specific impacts and mitigation measures needed for implementation.

IDENTIFICATION OF THE PREFERRED ALTERNATIVE

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

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

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

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

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

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

ACTIONS COMMON TO ALL ALTERNATIVES

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

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

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

shuttle them from the parking area to the historic core area.

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

construction of another portion of the automobile parking area. Visitor facilities would be provided and maintained throughout the core historic area in accordance with the DCP.

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

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

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

ALTERNATIVE A — CONTINUE CURRENT MANAGEMENT (NO ACTION)

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

GENERAL THEME

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

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

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

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

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

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

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

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

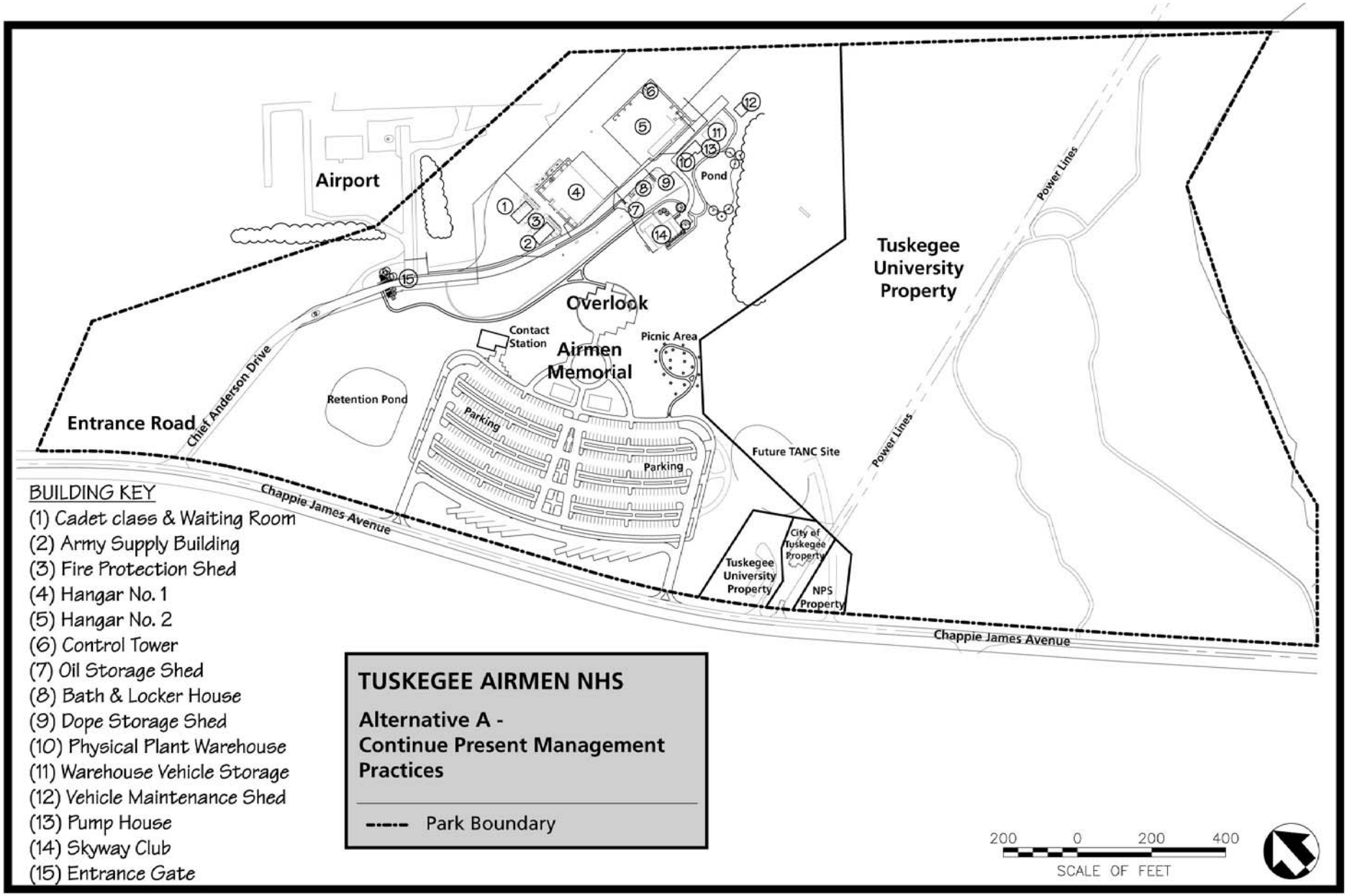
FEATURES OF ALTERNATIVE A

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.
- Very low potential for recreational variety. There would be no additional trails, picnic areas, or designated areas for recreation.
- Very low potential for interpretive and educational opportunities (in addition to those provided in core historic and visitor areas).
- Very low potential for visitor services and facilities (in addition to those provided in core historic and visitor areas).
- Approximately two-thirds of the 90-acre site would be mostly

undeveloped and not actively managed.

- There would be the potential for high operational efficiency due to the concentration of visitors and facilities in a small area.

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



BUILDING KEY

(1) Cadet class & Waiting Room
(2) Army Supply Building
(3) Fire Protection Shed
(4) Hangar No. 1
(5) Hangar No. 2
(6) Control Tower
(7) Oil Storage Shed
(8) Bath & Locker House
(9) Dope Storage Shed
(10) Physical Plant Warehouse
(11) Warehouse Vehicle Storage
(12) Vehicle Maintenance Shed
(13) Pump House
(14) Skyway Club
(15) Entrance Gate

TUSKEGEE AIRMEN NHS

Alternative A - Continue Present Management Practices

-·-·- Park Boundary

ALTERNATIVE B

GENERAL THEME

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

FEATURES OF ALTERNATIVE B

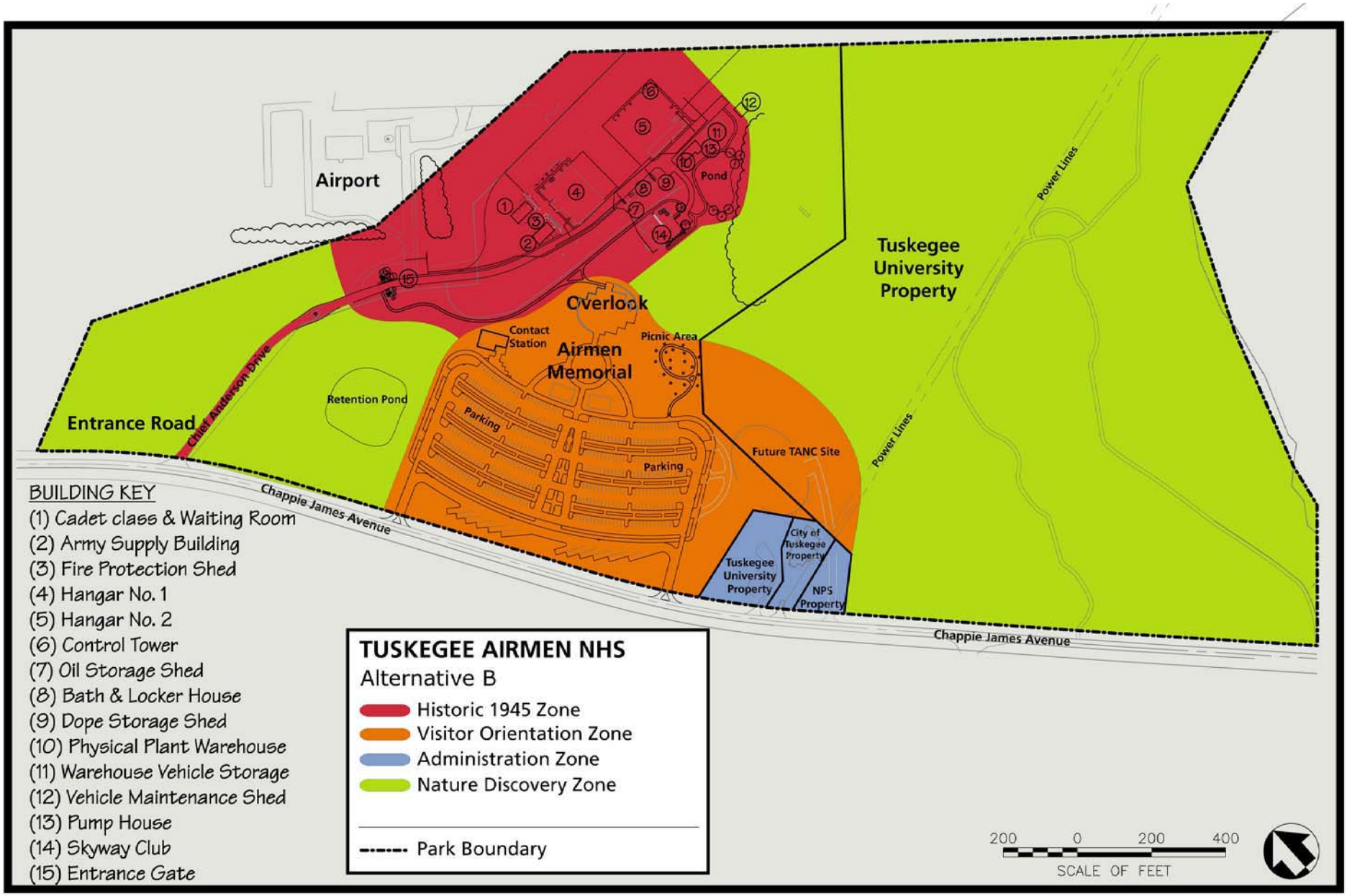
- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.
- The Historic 1945 Zone encompasses the two hangars, Skyway Club, locker building, maintenance warehouse, entrance road, and front gate.
- The Nature Discovery Zone encompasses approximately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

to the low dispersion of visitors compared to the other action alternatives.

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

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

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


Airport
Pond
Tuskegee University Property
Power Lines
Overlook
Contact Station
Airmen Memorial
Picnic Area
Retention Pond
Entrance Road
Chief Anderson Drive
Parking
Parking
Future TANC Site
Power Lines
Chappie James Avenue
City of Tuskegee Property
Tuskegee University Property
NPS Property
Chappie James Avenue
BUILDING KEY
(1) Cadet class & Waiting Room
(2) Army Supply Building
(3) Fire Protection Shed
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(5) Hangar No. 2
(6) Control Tower
(7) Oil Storage Shed
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(9) Dope Storage Shed
(10) Physical Plant Warehouse
(11) Warehouse Vehicle Storage
(12) Vehicle Maintenance Shed
(13) Pump House
(14) Skyway Club
(15) Entrance Gate
TUSKEGEE AIRMEN NHS
Alternative B
Historic 1945 Zone
Visitor Orientation Zone
Administration Zone
Nature Discovery Zone
Park Boundary
200 0 200 400
SCALE OF FEET

ALTERNATIVE C

GENERAL THEME

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

FEATURES OF ALTERNATIVE C

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.

- The Historic 1945 Zone is the largest of all the alternatives, encompassing the core historic areas as well as areas to the southeast and to the west (adjacent to the historic entrance road), allowing for the broadest restoration and interpretive programs related to the Tuskegee Airmen story.

- The Nature Discovery Zone encompasses slightly more than half of the site, including most of the eastern half of the site.

- The Visitor Orientation Zone encompasses the parking area, TANC site, Airmen Memorial, picnic area, overlook and visitor contact station (same as Alternative B).

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

- There are no areas zoned for recreation (i.e. Recreation Zone).

- There would be high potential for solitude due to large portions of the park zoned as natural areas.

- Visitor services and facilities (in addition to those provided in the core historic and visitor areas) could include up to 3,500 ft of natural trails, 300 ft of hardened trails, and 10 additional wayside exhibits.

- Potential for interpretive and educational opportunities (in addition to those provided in the core historic and visitor areas) would be moderate to high due to the potential for additional wayside exhibits.

- Potential to have low to moderate adverse effects on operational efficiency due to the small number of additional facilities to manage and maintain and the potential for visitors to be dispersed over a wider area.

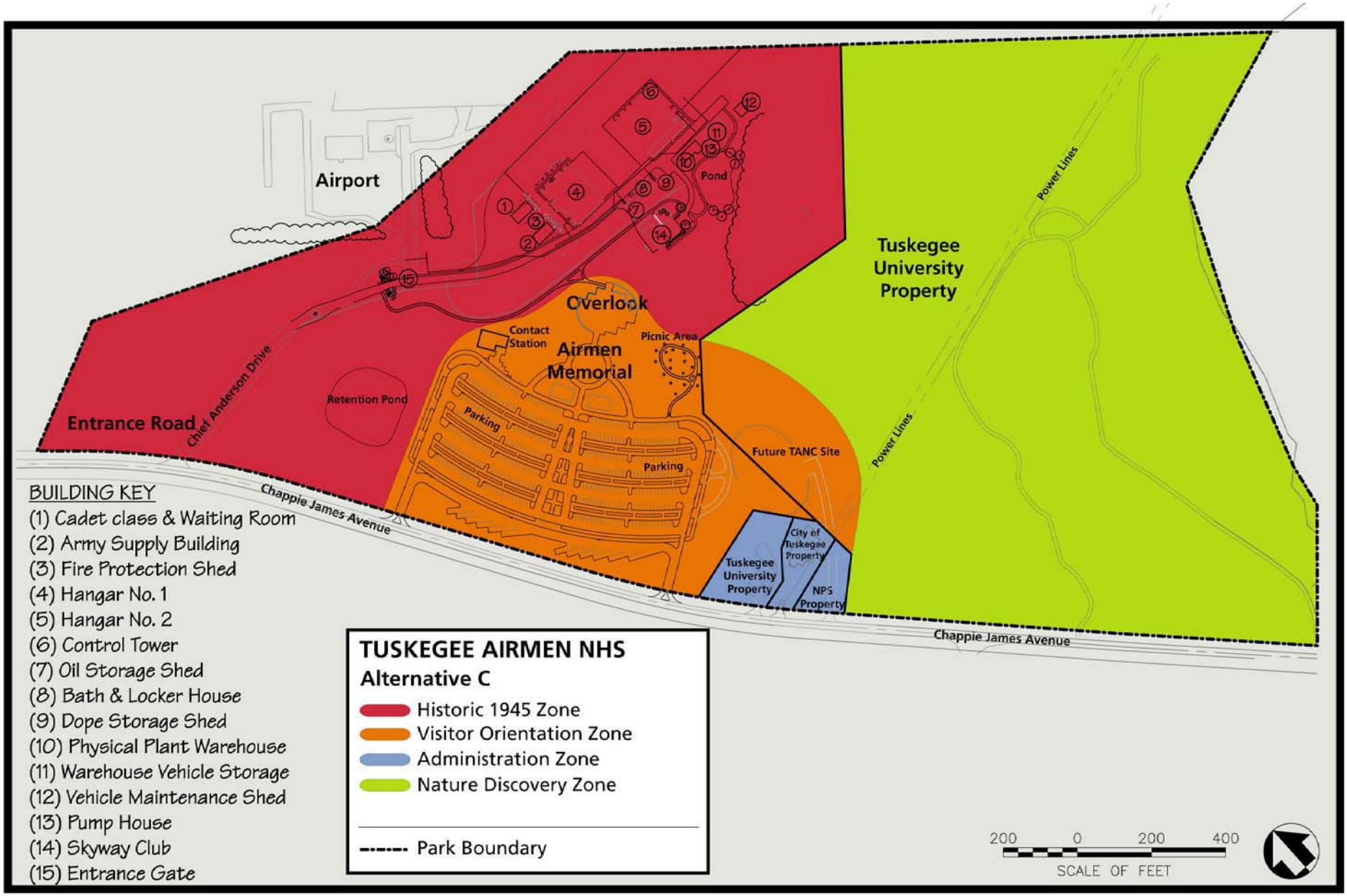
- Potential to have low to moderate adverse effects on ensuring public and employee

health and safety due to the modest dispersion of visitors compared to the other action alternatives.

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

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

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


Airport
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Parking
Parking
Future TANC Site
Power Lines
Chappie James Avenue
Tuskegee University Property
City of Tuskegee Property
NPS Property
Chappie James Avenue
BUILDING KEY
(1) Cadet class & Waiting Room
(2) Army Supply Building
(3) Fire Protection Shed
(4) Hangar No. 1
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(12) Vehicle Maintenance Shed
(13) Pump House
(14) Skyway Club
(15) Entrance Gate
TUSKEGEE AIRMEN NHS
Alternative C
Historic 1945 Zone
Visitor Orientation Zone
Administration Zone
Nature Discovery Zone
Park Boundary
200 0 200 400
SCALE OF FEET

ALTERNATIVE D – AGENCY & ENVIRONMENTALLY PREFERRED ALTERNATIVE

GENERAL THEME

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

FEATURES OF ALTERNATIVE D

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.

- The Historic 1945 Zone is smaller than Alternative C but larger than Alternative B. The zone encompasses the core 1945 historic areas as well as areas to the west (adjacent to the historic entrance road), allowing for broad restoration and interpretive programs related to the Tuskegee Airmen story.

- The Nature Discovery Zone encompasses approximately one-third of the site, including large areas of the eastern portion of the site.

- The Visitor Orientation Zone is slightly larger than in Alternatives B and C, encompassing the parking area, TANC site, Airmen Memorial, picnic area, overlook, visitor contact station, and the small parcel along Chappie James Avenue that is currently owned by the Tuskegee University.

- Administration Zones are provided in two areas. There is an area along Chappie James Avenue (occupying the two parcels currently owned by City of Tuskegee and the NPS) and a triangular area just east of the hangars that extends to the park boundary. Pursuant to the General Management Planning Dynamic Sourcebook, March 2008, providing two zones would allow greater management flexibility in the future for determining the most appropriate location for administration and maintenance facilities as compared to the other action alternatives. The area adjacent to the hangars could be accessed through the Historic 1945 Zone via the historic entrance road or via the Nature Discovery Zone (unpaved road surface).

- The Recreation Zone encompasses areas in the southeastern portion of the site. The boundary of this zone follows existing roadbeds. This zone would allow low impact recreational activities and interpretive program topics that broaden out beyond the Tuskegee Airmen story. Visitor use would be predominantly self-guided. Activities could include hiking, walking, nature viewing,

picnicking, and similar outdoor recreation endeavors.

- There would be a moderate to high potential for solitude due to substantial portions of the park zoned as natural areas.

- Visitor services and facilities (in addition to those provided in core historic and visitor areas) could include up to 5,000 ft of natural trails, 1,000 ft of hardened trails, 15 additional wayside exhibits, 3 kiosks, and a small group program area that could accommodate up to 30 people.

- Potential for interpretive and educational opportunities (in addition to those provided in core historic and visitor areas) would be high due to the potential for additional waysides, new kiosks and the group program area.

- Potential to have moderate adverse effects on operational efficiency due to the modest addition of facilities to manage and maintain and the potential for visitors to be dispersed over a large area.

- Potential to have moderate adverse effects on ensuring public and employee health and safety due to the elevated dispersion of visitors compared to the other action alternatives.

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

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

- Vehicle maintenance/storage shed in one of the two Administration Zones.

- Picnic areas with tables and one (1) small shelter.

- Unpaved single lane roads up to 3,500 ft in length.

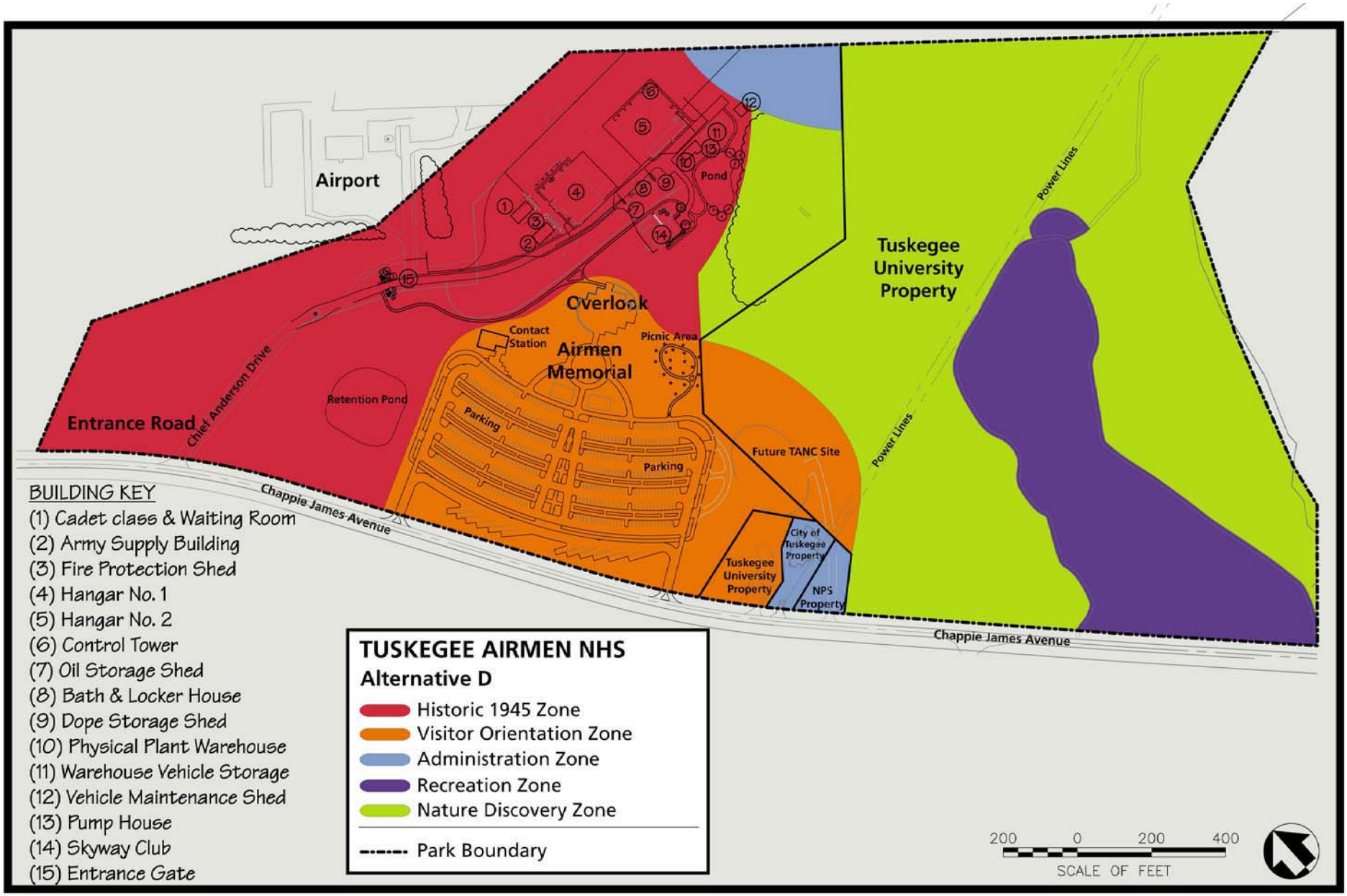
- Up to two (2) VIP/host pads with hookups to accommodate volunteers who commit to working in the park for extended periods of time.

- The Recreation Zone could provide unpaved parking to accommodate up to eight (8) cars and two (2) buses; providing parking in this area would eliminate the need for visitors to walk to this area along Chappie James Avenue and could potentially provide access to this area after normal business hours.

- Waysides, natural surfaced and hardened trails.

- Tram or other visitor on-call mobility vehicle.

- An open space area for low impact recreation—maximum of one (1) acre.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SCALE OF FEET

ALTERNATIVE E

GENERAL THEME

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

FEATURES OF ALTERNATIVE E

- No additional facilities are proposed within the core historic area beyond those that are identified in the DCP.

- The Historic 1945 Zone is slightly smaller than in Alternative C, but larger than in Alternatives B and D. The zone encompasses the core 1945 historic areas as well as areas to the southeast and to the west (adjacent to the historic entrance road), allowing for extensive restoration and interpretive programs related to the Tuskegee Airmen story.

- The Visitor Orientation Zone encompasses the parking area, TANC site, Airmen Memorial, picnic area, overlook and visitor contact station. The Visitor Orientation Zone is the largest of the alternatives, including the three smaller parcels currently owned by Tuskegee University, the City of Tuskegee, and the NPS along Chappie James Avenue that were zoned for administrative use in the other action alternatives.

- The Administration Zone contains only the triangular area just east of the hangars that extends to the park boundary. The area would be accessed via the Recreation Zone.

- The Recreation Zone encompasses slightly more than half of the site, including most of the eastern half of the site. This zone would allow low impact recreational activities and interpretive program topics that broaden out beyond the Tuskegee Airmen story. Visitor use would be predominantly self-guided. Activities could include hiking, walking, nature viewing, picnicking, and similar outdoor recreation endeavors.

- Visitor services and facilities (in addition to those provided in core historic and visitor areas) could include up to 5,000 ft of natural trails, 2,000 ft of hardened trails, 30 additional wayside exhibits, 5 kiosks, and a group program area that could accommodate up to 60 people.

- Compared to the other action alternatives, there would be fewer opportunities for solitude due to the exclusion of the Nature Discovery Zone.

- Potential to have significant adverse effects on operational efficiency due to extensive additional facilities to manage

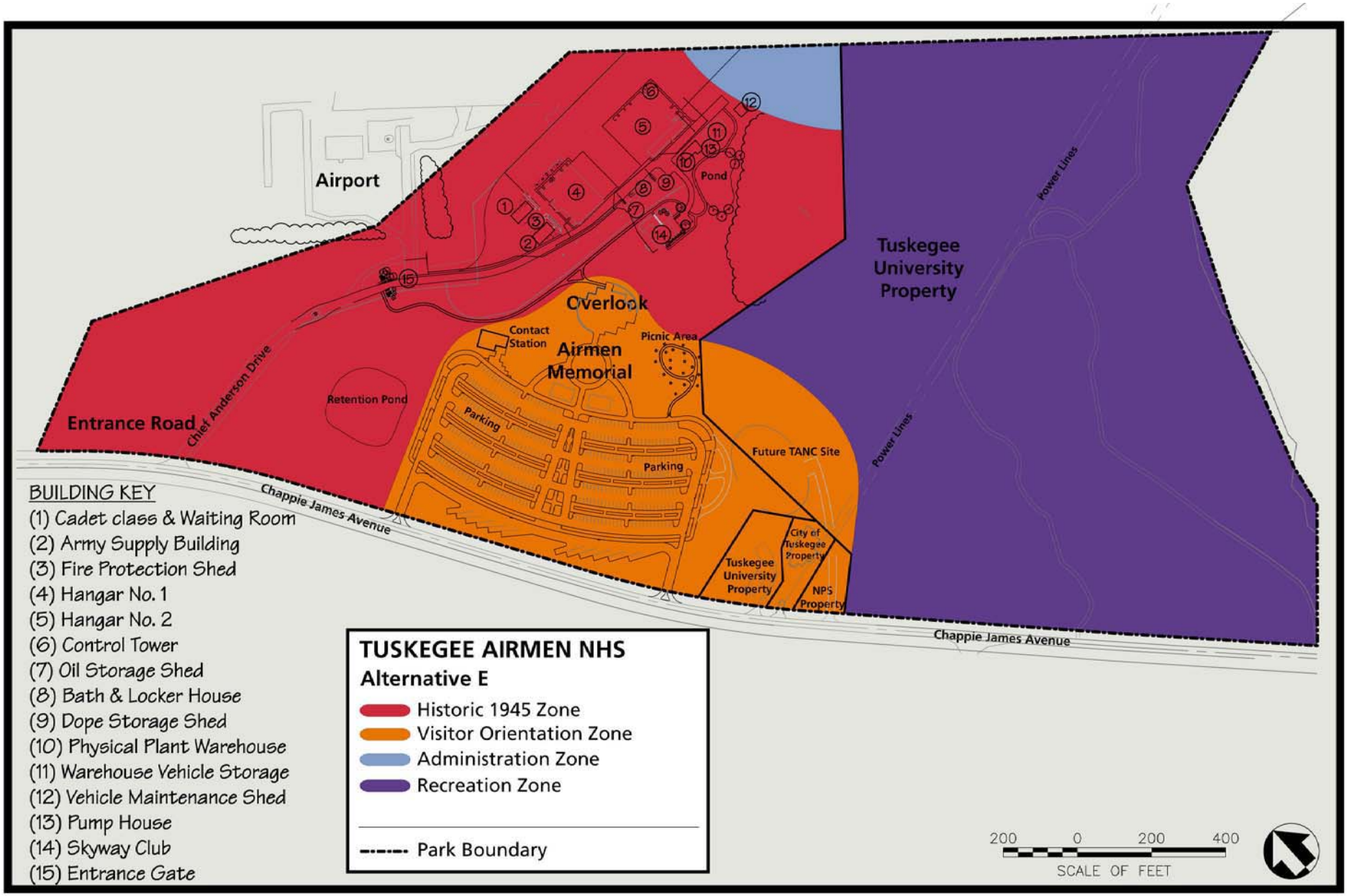
and maintain and the potential for visitors to be dispersed over a large area.

- Potential to have significant adverse effects on ensuring public and employee health and safety due to the high dispersion of visitors compared to the other action alternatives.

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

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

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


Airport
Pond
Tuskegee University Property
Power Lines
Overlook
Contact Station
Airmen Memorial
Picnic Area
Retention Pond
Entrance Road
Chief Anderson Drive
Parking
Parking
Future TANC Site
Power Lines
Chappie James Avenue
City of Tuskegee Property
Tuskegee University Property
NPS Property
Chappie James Avenue
BUILDING KEY
(1) Cadet class & Waiting Room
(2) Army Supply Building
(3) Fire Protection Shed
(4) Hangar No. 1
(5) Hangar No. 2
(6) Control Tower
(7) Oil Storage Shed
(8) Bath & Locker House
(9) Dope Storage Shed
(10) Physical Plant Warehouse
(11) Warehouse Vehicle Storage
(12) Vehicle Maintenance Shed
(13) Pump House
(14) Skyway Club
(15) Entrance Gate
TUSKEGEE AIRMEN NHS
Alternative E
Historic 1945 Zone
Visitor Orientation Zone
Administration Zone
Recreation Zone
Park Boundary
200 0 200 400
SCALE OF FEET

HOW THE ALTERNATIVES ADDRESS THE ISSUES

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

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

- Alternative B, like all the action alternatives, positions the Historic 1945 Zone to encompass core historic resources, including the two hangars, Skyway Club, entrance road, and gate, and immediate surroundings.

- Alternative C greatly expands the size of the Historic 1945 Zone. In this alternative, the zone is extended to the north boundary and to the east. Consequently, under this alternative, more of the NHS's cultural landscape could be restored.

- Alternative D and Alternative E each have a slightly smaller Historic 1945 Zone than Alternative C due to a small area zoned to accommodate potential administrative operations adjacent to the historic area.

Issue 2. How will the natural environment be considered?

- Alternative B allows the most area, approximately ¾ of the site, to be left undeveloped and natural in character. This reflects the general theme of Alternative B, which is to emphasize the natural environment by keeping Tuskegee Airmen NHS largely undeveloped and natural in character outside of the core historic and visitor areas.

- Alternative C allows less area than B, with slightly more than half the site left undeveloped.

- Alternative D allows less area than in Alternative C, with only slightly less than half the site left undeveloped due to other adjacent areas zoned for recreational purposes.

- Alternative E does not have any areas specifically designated to be left undeveloped and natural in character.

Issue 3. How is visitor access addressed?

- Alternative B would provide the least amount of access beyond the primary visitor areas due to the alternative's emphasis on preserving the natural environment and minimizing visitor impacts.

- Alternative C would provide more access to park areas than in Alternative B due to a larger area zoned for historic preservation and interpretation and a smaller area zoned for natural resource protection.

- Alternative D provides more access than Alternative C with the addition of areas zoned for recreational opportunities.

- Alternative E offers the most access opportunities of all the alternatives due to large areas zoned for historic preservation, interpretation, and recreation.

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

- Alternative B has limited potential for visitor interpretive programs and recreational opportunities beyond the core historic area due to the greatest emphasis on preserving the natural environment.

- Alternative C has more visitor interpretive program opportunities than Alternative B due to an expanded Historic 1945 Zone.

- Alternative D has the most diversity of visitor interpretive programs and recreational opportunities due to the application of all five zones throughout the park boundaries.

- Alternative E offers the most recreational opportunities of all the alternatives. Visitor interpretive program opportunities are similar to that of C and D.

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

- Alternative B puts the location for the primary administrative headquarters, offices, and maintenance area just south of the parking area along Chappie James Avenue, allowing direct access to the area from the drive without disturbing the historic scene.

- Alternative C is the same as Alternative B.

- In Alternative D, the administrative and maintenance areas could be developed in a smaller area, but in the same location as alternatives B and C. An additional area east of the hangars has also been zoned. Access to this area would be either through the Historic 1945 Zone or via an unpaved road through the Nature Discovery Zone.

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

USER CAPACITY

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

The NPS has developed a framework called Visitor Experience and Resource Protection (VERP) to address user capacities for units of the National Park System. In the VERP framework, user capacity is defined as "The types and levels of visitor use that can be accommodated while sustaining the desired resource and social conditions that complement the purpose of the park units and their management objectives." The VERP framework is an iterative, ongoing process that provides a defensible process for taking informed action to manage all of the elements of visitor use that may influence desired conditions in a park system unit. The process is as follows:

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

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

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

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

Table 2-3: Carrying Capacity Standards and Indicators

Historic 1945 Zone	*Resource Condition Indicator*	Degradation of cultural resources including landscapes and structures caused by excessive or unauthorized visitor use.
	Resource Condition Standard	No signs of human-caused wear to significant features.
	Social Condition Indicator	Number of visitors at one time in buildings. Number of visitors who complain about crowding.
	Social Condition Standard	Does not exceed facility capacity more than three times per year. Park receives no more than 10 visitor complaints per year related to crowding.
Visitor Orientation Zone	*Resource Condition Indicator*	Degradation of cultural resources including landscapes and structures caused by excessive or unauthorized visitor use.
	Resource Condition Standard	No signs of human-caused wear to significant features.
	Social Condition Indicator	Number of visitors at one time in buildings. Number of visitors who complain about crowding.
	Social Condition Standard	Does not exceed facility capacity more than three times per year. Park receives no more than 10 visitor complaints per year related to crowding.
Recreation Zone	*Resource Condition Indicator*	Degradation of natural resources and/or cultural resources caused by excessive or unauthorized visitor use, such as off-trail hiking.
	Resource Condition Standard	No additional natural areas are trampled, eroded, or exposed. No unauthorized trails (new trails closed/barricaded immediately).

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

COMPARATIVE COST ANALYSIS

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

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

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

The presentation of costs within a GMP is applied to the types and general intensities of development in a comparative format. The following applies to costs presented within this GMP:

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

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

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

(1) Annual operating costs are the total costs per year for maintenance and operations associated with each alternative, including utilities, supplies, staff salaries and benefits, leasing, and other materials. Cost and staffing estimates assume the alternative is fully implemented as described in the narrative.
(2) Total full-time equivalents (FTE) are the number of person/years of staff required to maintain the assets of the park at a good level, provide acceptable visitor services, protect resources, and generally support the park's operations. The number of FTE indicates ONPS-funded NPS staff only, not volunteer positions. FTE salaries and benefits are included in the annual operating costs.
(3) Deferred maintenance costs are those needed to improve park assets to a good condition based on NPS standards. This figure represents all deferred maintenance costs in the park, as of the most recent date for which information is available. The deferred maintenance may be reduced in the alternatives due to adaptive reuse, rehabilitation, or demolition of facilities, among other actions. The deferred maintenance in the park will change over the life of the plan, due to regular and one-time maintenance programs and the availability of funds.

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

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

MITIGATIVE MEASURES COMMON TO THE ALTERNATIVES

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

To ensure that implementation of the action alternatives protects natural and cultural resources unimpaired while providing a high quality visitor experience, a consistent set of mitigation measures would be applied to actions proposed in this plan. The NPS would prepare and process appropriate environmental compliance reviews (i.e., those required by the NEPA, NHPA, and other relevant legislation) for these future actions. As part of the reviews, the NPS would avoid, minimize, or mitigate adverse impacts where practicable. The park could consider implementing a compliance-monitoring program that would apply these mitigation measures and also include reporting protocols.

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

Table 2-5: Mitigation Measures and Best Management Practices

Cultural Resources
The NPS would preserve and protect, to the greatest extent possible, the cultural resources of Tuskegee Airmen NHS. Specific mitigative measures include the following: • Conduct additional background research, resource inventory, and National Register evaluation where information about the location and significance of cultural resources is lacking. Incorporate the results of these efforts into site-specific planning and compliance documents. • Continue to develop inventories for and oversee research about archeological, historical, landscape, and ethnographic resources to better understand and manage the resources. Continue to manage cultural resources and collections according to federal regulations and NPS guidelines (servicewide Park Museum Collection Storage Plan (2007)). Inventory and preserve the park's collection in a manner that would meet NPS curatorial standards. Inventory all unsurveyed areas in the park for archeological, historical, landscape, and ethnographic resources. • Avoid adverse impacts through the use of the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. If adverse impacts cannot be avoided, mitigate them through a consultation process with all interested parties. • Conduct archeological site monitoring and routine protection. During construction, avoid archeological resources as much as possible. Conduct data recovery excavations at archeological sites threatened with destruction, where protection or site avoidance during design and construction is infeasible. Wherever possible, locate projects and facilities in previously disturbed or existing developed areas in accordance with Section 106 of the NHPA (as amended) and NEPA. Design facilities to avoid known or suspected archeological

Table 2-5: Mitigation Measures and Best Management Practices

resources.

- Continue current investigations and initiate further studies to identify potential ethnographic resources in the park.
- Whenever possible, modify project design and features to avoid affecting cultural resources. Keep new developments relatively limited. If necessary, use vegetative screening as appropriate to minimize impacts.
- Strictly adhere to NPS standards and guidelines for the display and care of artifacts, including those used in exhibits in the visitor center. Keep irreplaceable items above the 500-year floodplain.

Natural Resources

- ***Air Quality.*** Implement a dust abatement program during construction activities. Standard dust abatement measures could include the following elements: water or otherwise stabilize soils, cover haul trucks, employ speed limits on unpaved roads, minimize vegetation clearing, and revegetate after construction.
- ***Exotic Plant Species.*** Implement an exotic plants control program during construction activities. Standard measures could include the following elements: ensure construction related equipment arrives on-site free of mud or seed-bearing material, certify all seeds and straw material as weed-free, identify areas of noxious weeds preconstruction, treat noxious weeds or noxious weed topsoil before construction (e.g., topsoil segregation, storage, herbicide treatment), and revegetate with appropriate native species.
- ***Soils.***
  - Build new facilities on soils suitable for development. Minimize soil erosion by limiting the time that soil is left exposed and by applying erosion control measures, such as erosion matting, silt fencing, and sedimentation basins in construction areas to reduce erosion, surface scouring, and discharge to water bodies. Once work is completed, revegetate construction areas with native plants in a timely period.
  - Place construction equipment in previously disturbed areas.
  - Locate trails on soils with low erosion hazards and small changes in slope, and develop proper signs to minimize social trails.
  - Ensure proper drainage of parking areas.
- ***Threatened and Endangered Species of Special Concern.*** Mitigative actions would occur during normal park operations as well as before, during, and after construction to minimize immediate and long-term impacts on rare, threatened, and endangered species. These actions would vary by specific project and area of the National Park affected, and additional mitigations will be added depending on the specific action and location. Many of the measures listed below for vegetation and wildlife would also benefit rare, threatened, and endangered species by helping to preserve habitat. Mitigative actions specific to rare, threatened, and endangered species would include the following:
  - Conduct surveys for rare, threatened, and endangered species as warranted.
  - Locate and design facilities/actions to avoid adverse effects on rare, threatened, and endangered species. If avoidance is infeasible, minimize and compensate for adverse effects on rare, threatened, and endangered species as appropriate and in consultation with the appropriate resource agencies. Conduct work outside of critical periods for the specific species.
  - Develop and implement restoration and/or monitoring plans as warranted. Plans should include methods for implementation, performance standards, monitoring criteria, and adaptive management techniques.
  - Implement measures to reduce adverse effects of nonnative plants and wildlife on rare, threatened, and endangered species.
- ***Vegetation.***
  - Monitor areas used by visitors (e.g., trails) for signs of native vegetation

Table 2-5: Mitigation Measures and Best Management Practices

disturbance. Use public education, revegetation of disturbed areas with native plants, erosion control measures, and barriers to control potential impacts on plants from trail erosion or social trailing.

- Use barriers and closures to prevent trampling and loss of vegetation.
- Develop revegetation plans for areas disturbed by construction or unauthorized visitor use and require the use of native species. Revegetation plans should specify seed/plant source, seed/plant mixes, soil preparation, etc. Salvage vegetation from construction activities should be used to the extent possible.

- ***Water Resources.***
  - To prevent water pollution during construction, use erosion control measures, minimize discharge to water bodies and washes, and regularly inspect construction equipment for leaks of petroleum and other chemicals. Minimize the use of heavy equipment in washes.
  - Build a runoff filtration system to minimize water pollution from larger parking areas.
  - Parking area designs should include ways to minimize damage from runoff. These designs could include having the parking area serve as a detention basin, having runoff filtration, and/or sighting away from washes.
- ***Wildlife.***
  - Employ techniques to reduce impacts on wildlife, including visitor education programs, restrictions on visitor activities, and park ranger patrols.
  - Implement a natural resource protection program during construction activities. Standard measures would include construction scheduling, biological monitoring, erosion and sediment control, the use of fencing or other means to protect sensitive resources adjacent to construction, the removal of all food-related items or rubbish, topsoil salvage, and revegetation. This could include specific construction monitoring by resource specialists as well as treatment and reporting procedures.
- ***Wetlands.*** Delineate wetlands and apply protection measures during construction. Wetlands would be delineated by qualified NPS staff or certified wetland specialists and clearly marked before construction work. Perform construction activities in a cautious manner to prevent damage caused by equipment, erosion, siltation, etc.

Visitor Safety and Experiences

- Implement a traffic control plan, as warranted. Standard measures include strategies to maintain safe and efficient traffic flow during any construction period.
- Implement measures to reduce adverse effects of construction on visitor safety and experience.
- Consider accessibility in each project to understand barriers to programs and facilities. Provide the maximum level of accessibility.
- Implement adaptive visitor use management, as outlined in the user capacity section of this plan, when resource and visitor experience conditions are trending towards or violating a user capacity standard. Management strategies may include visitor education, site management, visitor use regulations, rationing or reallocation of visitor use, and enforcement.

Hazardous Materials

- Implement a spill prevention and pollution control program for hazardous materials. Standard measures could include hazardous materials storage and handling procedures; spill containment, cleanup, and reporting procedures; and

Table 2-5: Mitigation Measures and Best Management Practices

limitation of refueling and other hazardous activities to upland/nonsensitive sites.
Noise Abatement (Natural and Cultural Soundscapes)
Mitigative measures would be applied to protect the natural and cultural sounds in the NHS. Specific mitigative measures include the following: • Implement standard noise abatement measures during construction and park operations. Standard noise abatement measures could include the following elements: a schedule that minimizes impacts on adjacent noise sensitive uses, the use of the best available noise control techniques wherever feasible, the use of hydraulically or electrically powered impact tools when feasible, and the location of stationary noise sources as far from sensitive uses as possible. • Locate and design facilities to minimize objectionable noise. • Work with county and local communities to find ways to minimize unwanted noise from construction and other urban activities. • Work with local airport authorities to minimize unwanted noise from change in flight paths or number of flights over and near the park.
Socioeconomic Environment
• During the future planning and implementation of the approved management plan for Tuskegee Airmen NHS, the NPS would work with local communities and county governments to further identify potential impacts and mitigative measures that would best serve the interests and concerns of both the NPS and the local and regional communities. Partnerships would be pursued to improve the quality and diversity of community amenities and services.
Sustainable Design and Aesthetics
• Projects would avoid or minimize adverse impacts on natural and cultural resources. Development projects (e.g., buildings, facilities, utilities, roads, bridges, trails, etc.) or reconstruction projects (e.g., road reconstruction, building rehabilitation, utility upgrade, etc.) would be designed to work in harmony with the surroundings, particularly to blend with its natural surroundings. Projects would reduce, minimize, or eliminate air and water nonpoint-source pollution. Projects would be sustainable whenever practicable, by recycling and reusing materials, by minimizing materials, by minimizing energy consumption during the project, and by minimizing energy consumption throughout the lifespan of the project.

BOUNDARY ADJUSTMENTS

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

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

resources that are critical to fulfilling the park's purposes.

FUTURE STUDIES AND IMPLEMENTATION PLANS

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

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

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

ENVIRONMENTALLY PREFERRED ALTERNATIVE

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

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

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

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

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

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

Table 2-6: Environmentally Preferred Alternative Analysis

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

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

ALTERNATIVES AND ACTIONS CONSIDERED BUT DISMISSED FROM DETAILED EVALUATION

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

Development of some park lands for active recreational opportunities, such as areas for organized sports. This concept was eliminated from further analysis because there was a potential conflict with the purpose, significance, and legislative mandate of Tuskegee Airmen NHS. There is concern by park staff and most members of the general public that unrestricted recreational use could permanently change the historic character of park. The impacts of some recreational activities are seen as an intrusion on the historic scene by visitors who come to the park for a history-related experience.

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

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

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

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

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

	ALTERNATIVE A – NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D – PREFERRED	ALTERNATIVE E
	the ACHP, if necessary). The memorandum of agreement would stipulate how the adverse effects would be mitigated.				
Cultural Landscapes, Including Historic Buildings, Structures, and Districts	Continued management actions under the no-action alternative would include finishing the construction projects required by the enabling legislation and outlined in the DCP. Therefore, the result would be long-term, moderate, and beneficial effects on cultural landscapes, historic buildings, structures, and districts. There would be no impairment of cultural landscapes, historic buildings, structures, and districts under Alternative A.	The effects of implementing Alternative B, including finishing the construction projects required by the enabling legislation and outlined in the DCP, installing wayside exhibits or other media, constructing a maintenance storage shed, and establishing unpaved nature trails would be long-term, moderate, and beneficial on cultural landscapes, historic buildings, structures, and districts. There would be no impairment of cultural landscapes, historic buildings, structures, and districts under Alternative B.	The effects of Alternative C on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B.	The effects of Alternative D on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B.	The effects of Alternative E on cultural landscapes, historic buildings, structures, and districts would be similar to those described for Alternative B.

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

	ALTERNATIVE A – NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D – PREFERRED	ALTERNATIVE E
	the NHS. Cumulative impacts would include long-term minor adverse effects on floodplains because of actions outside the NHS. This alternative's contribution to these impacts would be negligible. There would be no impairment of this resource.	the NHS. Cumulative impacts would include long-term minor adverse effects on floodplains because of actions outside the NHS. This alternative's contribution to these impacts would be negligible. There would be no impairment of this resource.	B.	B.	impacts would be minor and adverse; this alternative's contribution to these effects would be relatively small. There would be no impairment of this resource.
Soils	This alternative would have no effect on soil at Tuskegee Airmen NHS because no new developments or changes to existing developments are proposed. Because this alternative would result in no new impacts or changes to soil in the region, there would be no cumulative impacts. There would be no impairment of this resource as a result of implementing this alternative.	This alternative would result in long-term minor adverse impacts. The overall cumulative effect on soils would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.	The impacts of Alternative C on soils would be similar to those described for Alternative B.	The impacts of Alternative D on soils would be similar to those described for Alternative B.	This alternative would result in long-term moderate adverse impacts on soils in the Tuskegee Airmen NHS. The overall cumulative effect on soils would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of this alternative.
Vegetation and Wetlands	Implementing the no-action alternative	Implementing Alternative B would have	Implementing Alternative C would have	Implementing Alternative D would have a	Implementing Alternative E would have

	ALTERNATIVE A – NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D – PREFERRED	ALTERNATIVE E
	would have no new impacts on native vegetation. The no-action alternative would not add to impacts from other activities in the region and, thus, there would be no project-related cumulative effect on native vegetation resources. Thus, there would be no impairment of this resource as a result of implementing this alternative.	long-term minor adverse impacts on vegetation from the construction of adminis-trative facilities, trails, and wayside exhibits. However, establishment of this alternative would also result in long-term minor beneficial impacts to vegetation by preserving two-thirds of the park as a nature zone. This alternative would have no effect on wetlands in the Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.	long-term minor adverse impacts on vegetation from the construction of adminis-trative facilities, trails, and wayside exhibits. However, establishment of this alternative would also result in long-term beneficial impacts to vegetation by preserving half of the park as a nature zone. These beneficial impacts would be less than those described for Alternative B. This alternative would have no effect on wetlands in the Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.	long-term minor adverse impact on vegetation. However, establishment of this alternative would also result in long-term beneficial impacts to vegetation by preserving one-third of the park as a nature zone. These beneficial impacts would be less than those described for Alternatives B and C. This alternative would have no effect on wetlands in Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse; this alternative's contribution to these effects would be small. There would be no impairment of this resource as a result of implementing this alternative.	long-term moderate adverse impacts on vegetation. This alternative would have no effect on wetlands in Tuskegee Airmen NHS. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource as a result of implementing this alternative.

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

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

	ALTERNATIVE A – NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D – PREFERRED	ALTERNATIVE E
	the no-action alternative.	B.			
Natural Soundscapes	Alternative A would have no new effects on the natural soundscape. However, this alternative would contribute to long-term moderate beneficial impacts on the natural soundscape since two-thirds of the site would remain undeveloped. Because this alternative would not have any new effects on the natural soundscape, there would be no cumulative effects. Thus, there would be no impairment of this resource.	Implementing Alternative B would have negligible long-term adverse impacts on the natural soundscape. In addition, there would be long-term moderate beneficial impacts on the natural soundscape because the property would be protected from development by preserving two-thirds of the site as a nature zone. The overall cumulative impacts would be negligible and adverse. There would be no impairment of this resource.	Implementing Alternative C would have negligible long-term adverse impacts on the natural soundscape. In addition, there would be long-term moderate beneficial impacts on the natural soundscape because the property would be protected from development by preserving half of the site as a nature zone. The overall cumulative impacts would be negligible and adverse. There would be no impairment of this resource.	Implementing Alternative D would have long-term minor adverse impacts on the natural soundscape. In addition, there would be long-term minor beneficial impacts on the natural soundscape because the property would be protected from development by preserving one-third of the site as a nature zone. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource.	Implementing Alternative D would have long-term moderate adverse impacts on the natural soundscape. The overall cumulative impacts would be minor and adverse. There would be no impairment of this resource.
Impacts on the Socioeconomic Environment					
	The no-action alternative would have no new effect on the socioeconomic environment in the region. Because this alternative would have no new effects on the socioeconomic environment, there would be no cumulative impacts.	Implementing Alternative B would result in long-term minor beneficial impacts on the socioeconomic environment. The overall cumulative effects would be minor and beneficial; this alternative's contribution to these effects would	The impacts of Alternative C on socioeconomic environment would be similar to those described for Alternative B.	Implementing Alternative D would result in long-term moderate beneficial impacts on the socioeconomic environment. The overall cumulative effects would be moderate and beneficial.	The impacts of Alternative E on socioeconomic environment would be similar to those described for Alternative D.

	ALTERNATIVE A – NO ACTION	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D – PREFERRED	ALTERNATIVE E
		be small and beneficial.			
Impacts on Visitor Use and Experience					
	Implementing the no-action alternative would result in long-term moderate adverse impacts to visitor use and experience. Because actions proposed in this alternative would have no new effects on visitor use and experience, there would be no project-related cumulative impacts.	Alternative B would provide more visitor opportunities for learning the history of the Tuskegee Airmen and enjoying open space by using nature trails with a minimal investment in facilities and interpretive exhibits. Implementing Alternative B would result in moderate long-term beneficial impacts on the visitor experience. The overall cumulative impacts would be minor and beneficial.	The impacts of Alternative C on visitor use and experience would be similar to those described for Alternative B.	Alternative D presents the most diverse range of options for visitor experience. Implementing Alternative D would result in major long-term beneficial impacts on the visitor experience. The overall cumulative impacts would be moderate and beneficial.	Although the diverse range of options for visitor experiences is greater in D, the expected intensity and number of users is greater in Alternative E due to the large size of the Recreation Zone. Implementing Alternative E would result in moderate long-term beneficial impacts on the visitor experience. The overall cumulative impacts would be moderate and beneficial.
Impacts on NPS Operations					
	The no-action alternative would result in no new impacts on NPS operations at the Tuskegee Airmen NHS. Because there would be no new impacts on NPS operations, there would be no cumulative impacts.	Implementing Alternative B would result in long-term, negligible adverse impacts on NPS operations at the Tuskegee Airmen NHS. There would be no overall cumulative effects.	Implementing Alternative C would result in long-term negligible adverse impacts on NPS operations at the Tuskegee Airmen NHS. There would be no overall cumulative effects.	Implementing Alternative D would result in long-term minor adverse impacts on NPS operations at the Tuskegee Airmen NHS. There would be no overall cumulative effects.	The impacts of Alternative E on NPS operations would be similar to those described for Alternative D.

AFFECTED ENVIROMENT

INTRODUCTION

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

LOCATION AND SETTING

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

CLIMATE

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

Atlanta
126 Miles
Birmingham
133 Miles
Montgomery
41 Miles
Tuskegee Airmen
National Historic Site
Alabama
Georgia
Atlanta
Birmingham
Montgomery
Tuskegee
Columbus
Gadsden
Anniston
Oxford
Talladega
Sylacauga
Alexander City
Lagrange
Roanoke
Valley
Lanett
Phenix City
Smiths Station
Tallassee
Wetumpka
Selma
Marion
Clanton
Montevallo
Alabaster
Bessemer
Fairfield
Jasper
Hueytown
Helena
Pell City
Center Point
Childersburg
Lineville
Roswell
Smyrna
Duluth
East Point
Conyers
Stockbridge
Peachtree City
Griffin
Newnan
Carrollton
Union City
Villa Rica
Bremen
Mableton
Dallas
Rockmart
Cedartown
Piedmont
Jacksonville
Rainbow City
Oneonta
Hanceville
Arley
Sumiton
Parrish
Oakman
Dora
Gardendale
Fairfield
Hoganville
Lagrange
Valley
Lanett
Phenix City
Columbus
Montgomery
Tuskegee
Smiths Station
Tallassee
Wetumpka
Selma
Marion
Clanton
Montevallo
Alabaster
Bessemer
Fairfield
Jasper
Hueytown
Helena
Pell City
Center Point
Childersburg
Lineville
Roswell
Smyrna
Duluth
East Point
Conyers
Stockbridge
Peachtree City
Griffin
Newnan
Carrollton
Union City
Villa Rica
Bremen
Mableton
Dallas
Rockmart
Cedartown
Piedmont
Jacksonville
Rainbow City
Oneonta
Hanceville
Arley
Sumiton
Parrish
Oakman
Dora
Gardendale
Fairfield
Hoganville
Lagrange
Valley
Lanett
Phenix City

CULTURAL RESOURCES

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

OVERVIEW OF ARCHEOLOGICAL RESOURCES

From July 13, 1999 to August 12, 1999 a crew from the Southeast Archeological Center (SEAC) conducted a Phase 1 archeological survey of Moton Field. The survey consisted of shovel and auger tests placed at twenty-meter intervals and covered approximately 35 acres out of the approximately 90 acres within the NHS boundary. Several sectors within the project area were not tested due to existing structures, paved areas, roads, extremely heavy vegetation, hazardous materials, and animal disease research areas. A total of 324 subsurface tests were excavated, of these, 146 yielded artifacts.

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

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

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

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

Other features that were surveyed and mapped consist of the pathway system, the Artesian well system, tennis courts, a pond/reservoir, the original electrical power pole network, and a fire hydrant. During the archeological survey, sidewalks and curbs, along with part of the well system, were uncovered and cleared of vegetation. In the historic location of the tennis courts, poles and other objects associated with the courts, as well as a clay layer, were discovered. Sediment has filled in the pond, making it unusable for drainage. Several utility poles and wire were found at the Tuskegee Airman NHS. Missing utility poles were mapped in their historic locations using historic photographs. Near Tennis Court #1, which has recently been used as a dumping area, a cast iron hydrant was discovered (NPS 2005:3-39).

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

HISTORIC STRUCTURES

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

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

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

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

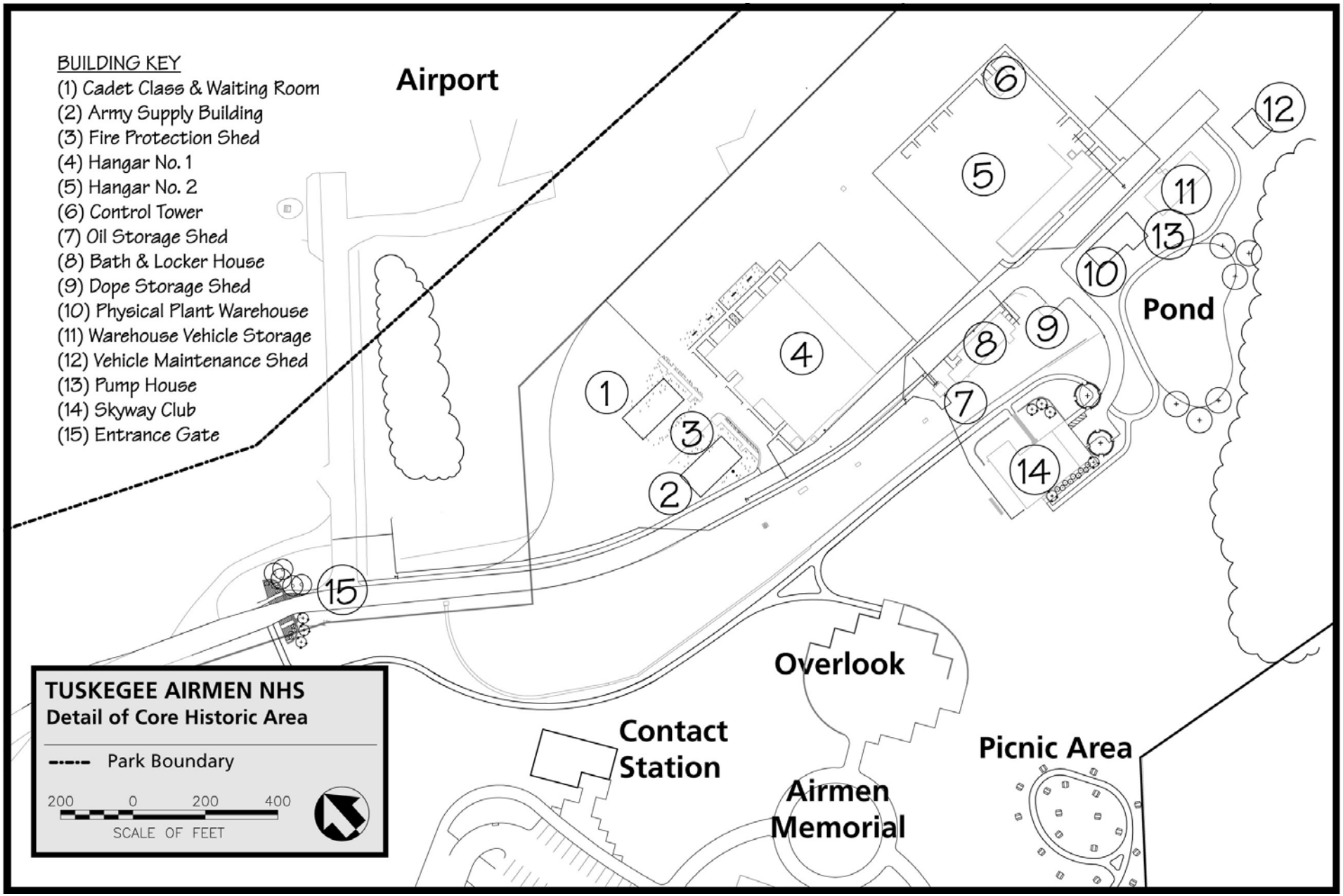

BUILDING KEY
(1) Cadet Class & Waiting Room
(2) Army Supply Building
(3) Fire Protection Shed
(4) Hangar No. 1
(5) Hangar No. 2
(6) Control Tower
(7) Oil Storage Shed
(8) Bath & Locker House
(9) Dope Storage Shed
(10) Physical Plant Warehouse
(11) Warehouse Vehicle Storage
(12) Vehicle Maintenance Shed
(13) Pump House
(14) Skyway Club
(15) Entrance Gate
Airport
Pond
Overlook
Contact Station
Airmen Memorial
Picnic Area
TUSKEGEE AIRMEN NHS
Detail of Core Historic Area
Park Boundary
200 0 200 400
SCALE OF FEET

Table 3-1: Historic Structures

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

Table 3-1: Historic Structures

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

Source: Pond and Company 2002b

Bath & Locker House

The Bath & Locker House was constructed during the fall and winter of 1942-1943. It is a wood frame building that has remained unchanged in its configuration since construction. When the NPS took over management of the Tuskegee Airmen NHS in 1998, large sections of the roofing system were missing, and the building was open to the elements. The building underwent stabilization the same year, using in-kind materials to the original for the construction of a new roof. Also during stabilization, one badly damaged wall was replaced and all of the windows were removed for off-site preservation. Between 2004 and 2008, the building was restored and rehabilitated for use as administrative offices and a break room for NPS staff. The exterior of the building was restored to its 1945 appearance using historic photographs and original site plans, as architectural drawings were unable to be located. The original windows, which had been stored at an off-site facility during stabilization and restoration, were reinstalled in their original locations. All restoration and rehabilitation was conducted in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Control Tower

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

Between 2004 and 2008, the exterior of the building was restored to its 1945 appearance to the greatest extent possible by a complete repointing of the mortar, repairing the concrete caps, and restoration of the doors and windows. The interior of the resource was rehabilitated to adapt to exhibit space. The original stairs and flooring were destroyed when the adjacent Hangar #2 burned in 1989. Through the use of the architectural drawings and photography, the historic stairs were reconstructed, and the interior details restored. Actual installation capability will be determined at a later date as the restoration progresses. The mechanical systems in the building were also updated. All restoration and rehabilitation was done in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Dope Storage Shed

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

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

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

Entrance Gate

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

Between 2004 and 2008, the structure underwent rehabilitation, but was not restored to its historic appearance. However, the structure has maintained its historic use as the official entranceway to the historic core area. The original bust of Robert Moton was no longer available so it was not possible to recreate it for the Entrance Gate niche. Also, the historic lighting is no longer in existence. Therefore, the rehabilitation of the Entrance Gate consisted of minor repairs and general cleaning, followed by routine maintenance.

Fire Protection Shed

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

Hangar Number One

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

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

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

Oil Storage Shed

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

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

Skyway Club

The Skyway Club was constructed in 1945 as a social hall utilized mainly by individuals that worked and instructed at the primary flying school airfield (NPS 2005:4-45). It is a one-story, L-shaped resource of frame construction, with a gable roof and concrete block foundation. The interior rooms have undergone numerous changes and subdividing, but the exterior has retained its architectural integrity. Stabilization work on the Skyway Club consisted of the construction of a new roof on the rear of the structure, the replacement of the exterior siding, and the reconstruction of the three porches. As part of a NPS stabilization plan, a new roof was constructed on the rear half of the building, comprised of in-kind materials to the original, and most of the original windows were removed for safekeeping to an off-site storage facility.

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

Warehouse/Vehicle Storage Building

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

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

Army Supply Building

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

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

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

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

Guard Booth

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

Hangar Number Two

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

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

Physical Plant Warehouse

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

Vehicle Maintenance Shed

The Vehicle Maintenance Shed was constructed in 1943-44 for the purpose of storing the associated trucks and ambulances of the airfield. It was a rectangular structure with open walls and a gable roof. The Vehicle Maintenance Shed is no longer an extant structure. It is not known when it was demolished, and there is no longer any above ground evidence of the resource. Between 2004 and 2008, wayside exhibits and signage representing and interpreting the extant resource were installed. Originally a ghost structure was suggested for this resource. However, because there are no architectural drawings available for the resource and its exact footprint cannot be determined, a ghost structure is not considered a feasible action. If at some point in the future further information is discovered, the construction of the ghost structure will be reconsidered.

Other Historic Features

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

CULTURAL LANDSCAPES

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

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

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

Landscape features that have been restored, rehabilitated, or reconstructed under the current Tuskegee Airmen NHS management plan outlined in the Preferred Alternative described in the *TUAI NHS Rehabilitation of Moton Field DCP/EA*, and in accordance with Secretary of the Interior's Standards for the Treatment of Historic Properties include the historic tarmac, various foundation plantings, the resurfacing of Chief Anderson Drive, several historic pedestrian walkways, the curb and valley gutters, historic site furnishings, and the guard booth island. The historic pedestrian walkways within the historic core area were restored to provide for visitor circulation as well as aid in the restoration of the 1945 appearance. Under the current management plan, the 1945 tennis courts are scheduled to be restored to a non-functioning interpretive level only. Historically appropriate site furnishings have been placed wherever original data was available. The original Artesian Well system and Fire Protection Shed structure were restored, but the original pond has been rehabilitated for use as a run-off retention area.

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

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

NATURAL RESOURCES

OVERVIEW

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

WATER RESOURCES

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

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

WATER QUALITY

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

FLOODPLAINS

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

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

SOILS

Tuskegee Airmen NHS is located in an intermediary zone between the Piedmont and Coastal Plain, referred to as the Fall Line Sandhills (NRCS 2003). The depth to bedrock at Tuskegee Airmen NHS is greater than 60 inches. The Natural Resources Conservation Service in Macon County has mapped the soils for the county.

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

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

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

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

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

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

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

VEGETATION

Overview

The Tuskegee Airmen NHS is located in Macon County within the physiogeographic region known as the Fall Line Sand Hills, an intermediary zone between the Piedmont and Coastal Plains. Vegetation communities in the uplands are defined by the sandy soils and variations in topography. The area of Macon County where Tuskegee Airmen NHS is located is also at the eastern end of Alabama's eleven county

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

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

Bluff and Slope Forest and Broadleaf Deciduous-Needleleaf Evergreen Upland Forest and Pine Plantation comprise the forested plant communities at the park. Tree species that characterize forested communities at the park include loblolly pine (Pinus taeda), shortleaf pine (P. echinata), water oak (Quercus nigra), southern red oak (Q. falcata), post oak (Q. stellata), laurel oak (Q. hemisphaerica), tulip-poplar (Liriodendron tulipifera), sweetgum (Liquidambar sytraciflua), and sweetbay magnolia (Magnolia virginiana). Understory species include flowering dogwood (Cornus Florida), yaupon holly (Ilex vomitoria), privet (Ligustrum spp.), sparkleberry (Vaccinium arboretum) and greenbrier (Smilax sp.) (Pond and Company 2002).

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

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

Nonnative Plants

Many species planted during the operation of Tuskegee Airmen NHS are not native to southeastern

Alabama and are considered invasive. Nonnative plants become a problem when they out-compete native vegetation species and upset natural ecological processes. An invasive plant inventory was completed for the site as part of the Cultural Landscape Report (Pond & Company 2002). Most stands of invasive species are located along the two unnamed tributaries in the central, northwestern, and southeastern portions of the site (Pond & Company 2002). Privet and honeysuckle (Lonicera sp.) dominate vegetation communities such as Bluff and Slope Forest where soil conditions are moist. Species such as kudzu (Pueraria lobata) and bamboo (Bambusa spp.) grow in patches along the creek and around the old Water Filtration Plant. The extent of invasive species in these areas has been classified as moderate and severe. Invasive species occur primarily in the unmaintained areas.

WETLANDS

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

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

WILDLIFE

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

meadowlarks, and blackbirds are likely to use the early and mid-successional areas, as well as the maintained habitat. Herons and ducks along with flycatchers and swallows may use areas along wetlands and the creek.

SELECTED SPECIAL STATUS SPECIES

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

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

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

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

Fine-Lined Pocketbook Mussel (Lampsilis altilis) – Threatened

The habitat of the fine-lined pocketbook mussel includes both high and low gradient creeks and medium-sized rivers of moderate gradient and riffle. Sources indicate that the fine-lined pocketbook mussel generally inhabits small river and creek habitats and it has been found associated with swift flowing riffles and gravel-cobble substrates in the Conasauga River. It is found in sand and in gravel in Chewacla Creek, Tallapoosa River drainage; however, this species may have been eliminated from most river habitat throughout its range and currently appears to be restricted to creek habitat (NatureServe 2003 and Smith 1993).

Southern Clubshell Mussel (Pleurobema decisum) - Endangered

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

Ovate Clubshell Mussel (Pleurobema perovatum) - Endangered

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

ECOLOGICALLY CRITICAL AREAS

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

NATURAL SOUNDSCAPES

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

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

At Tuskegee Airmen NHS, human-caused sounds are most noticeable along the local roadways and in areas such as the visitor center, parking lot, and historic core area. In addition, aircraft and airport activities at the adjacent Moton Field Municipal Airport create noticeable human sounds. The runway is located approximately 250 ft north of Tuskegee Airmen NHS, and is 5,000 ft long and 100 ft wide (Pond & Company 2002). Airport noise is described through type of flight operations, types of aircraft using the airport, flight paths and profiles, runway utilization, and information from noise monitoring locations around the airport. Moton Field Municipal Airport has 15 aircraft based onsite and averages approximately

53 aircraft operations per day (AirNav 2003).

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

SOCIOECONOMIC ENVIRONMENT

Demographics

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

Age Distribution

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

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

Population

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

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

Educational Attainment

Over 85 percent of the residents of Macon County have high school diplomas or more advanced degrees.

Approximately 20.5 percent of Macon County residents have a Bachelor's degree and 7.5 percent have a graduate or professional degree (U.S. Census Bureau 2006).

Employment

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

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

Housing and Ownership

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

Economic Contribution to Community

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

VISITOR USE AND EXPERIENCE

VISITOR USE

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

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

In addition to general visitation, an annual Memorial Day weekend Tuskegee Airmen Fly-In at the adjacent municipal airport is open to the public and provides visitors with the opportunity to see historic aircraft and original Tuskegee Airmen of World War II (Tuskegee NHS Website, Accessed on November 4, 2007).

ORIENTATION AND INFORMATION

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

EDUCATION

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

INTERPRETATION

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

VISITOR SAFETY AND ACCESS

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

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

NPS OPERATIONS

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

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

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