



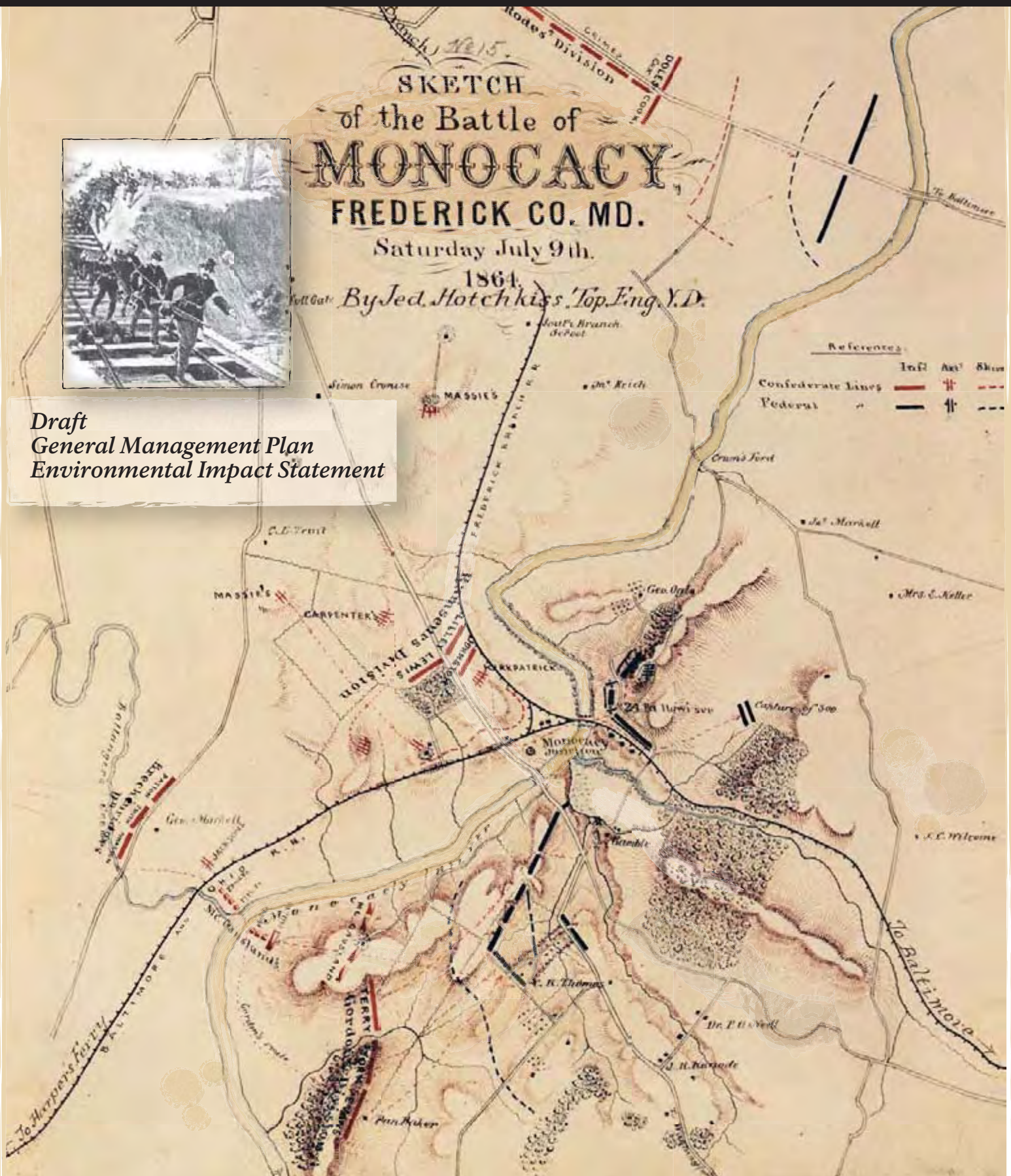
**Draft  
General Management Plan  
Environmental Impact Statement**

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of the Battle of  
**MONOCACY**  
FREDERICK CO. MD.

Saturday July 9th.

1864.

By Jed. Hotchkiss Top. Eng. U.S.A.



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**General Management Plan / Environmental Impact Statement**  
**MONOCACY NATIONAL BATTLEFIELD**  
Frederick County, Maryland  
July 2008

This *General Management Plan / Environmental Impact Statement* describes four alternatives for managing Monocacy National Battlefield. The approved plan will establish a direction to guide the management of the battlefield's cultural resources and the visitor experience for the next 15 to 20 years. Some issues to be addressed are saving the rural historic qualities of the landscape, offering visitor services and orientation, preserving historic structures and archeological sites, establishing guidelines for new commemorative monuments, and creating appropriate facilities for administration and maintenance.

Under **Alternative 1, the no-action alternative**, the current management of the national battlefield would continue into the future. (The no-action alternative forms a basis for comparing and evaluating the other alternatives.) Preserving and maintaining cultural and natural resources to NPS standards would be emphasized, and most visitor services would be available at one location, a new visitor center completed in 2007. In all the alternatives, all the historic structures would be preserved and maintained. **Alternative 2** would entail moving the administrative and maintenance staff into local leased space. Visitors would experience the national battlefield on an alternative transportation system. Historic farmlands would be leased to retain their agricultural use. New trails would enable visitors to reach the railroad junction and the sites of the Union entrenchments and the site of Maj. Gen. Lew Wallace's headquarters. The maintenance facility at the Gambrill Mill would be removed and the site re-landscaped. A new entrance to the 14th New Jersey Monument would improve safety, and a commemorative area would be created near the Pennsylvania and Vermont memorials for any new memorials. Exhibits would be available at a stone tenant house at the Thomas Farm, and access to the battlefield would be by trail around the farm. The possibility of a deck spanning Interstate Highway 270 is being evaluated in consultation with the Maryland Department of Transportation. If the deck proved feasible and if an agreement could be worked out, such a deck would be a part of **alternatives 2, 3, and 4**, with a road or walking trail crossing I-270. In **alternative 3**, national battlefield administration would be moved into the Thomas House, and the maintenance facility at Gambrill Mill would be expanded. Visitors would experience the site in their own cars. Historic farmlands would be leased to continue their agricultural use. Exhibits would be

available in the Thomas Farm stone tenant house and the new visitor center. Entrance to the 14th New Jersey Monument would be relocated south along Maryland Highway 355 and the parking area redesigned. The Gambrill Mill trail would be extended to the historic railroad crossing. A commemorative area would be created near the Pennsylvania and Vermont memorials, but no new memorials would be added to the national battlefield. **Alternative 4** is the NPS preferred alternative. National battlefield administration would be moved into the Thomas House, and maintenance would be expanded at its current location. Visitors would navigate the site in their own cars. The entrance to the 14th New Jersey Monument would be moved south to allow better sight distances. An extension to the Gambrill Mill trail would enable visitors to walk to the railroad junction and to the sites of the Union entrenchments and Wallace's headquarters. A landscaped commemorative area would be created near the Pennsylvania and Vermont memorials for any additional memorials. Exhibits would be available in the Thomas Farm's stone tenant house.

The effects of each alternative were analyzed, including the cumulative effects. Visitors' experience of the resources would vary, depending on which structures would be open to the public, the availability of an alternative transportation system, and the development of trail access to features such as the railroad bridge and railroad junction or the Union entrenchments and the site of Wallace's headquarters. **Alternatives 3 and 4** would result in a moderate long-term beneficial effect on the visitor experience. **Alternative 2** would lead to a major long-term beneficial effect on the visitor experience because an alternative transportation system would carry visitors around the battlefield and additional exhibits in historic structures would be open to visitors. **Alternatives 2, 3, and 4** would cause direct and indirect long-term negligible beneficial effects on the socioeconomic environment. **Alternatives 2, 3, and 4**, would have long-term moderate beneficial effects on pedestrian and vehicular access and circulation throughout the battlefield. An alternative transportation system in **alternative 2** could somewhat reduce the number of vehicles using these road systems, but the result would be negligible. The long-term effects on national battlefield operations and facilities from **alternatives 2, 3, and 4** would be major and beneficial.

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## A GUIDE TO THIS DOCUMENT

This *Draft General Management Plan / Environmental Impact Statement* is organized in accordance with the Council on Environmental Quality's implementing regulations for the National Environmental Policy Act and the Director's Orders (DO) of the National Park Service (NPS) on Park Planning (DO-2) and Environmental Analysis (DO-12).

**Chapter 1, the Introduction — Purpose of and Need for the Plan,** sets the framework for the entire document, describing 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 national battlefield's legislated mission, its purpose, and the significance of its resources. The alternatives also are based on special mandates and administrative commitments, service-wide mandates and policies, and other planning efforts in the area.

The introduction also details the planning opportunities and issues that were raised during public scoping meetings and initial planning team efforts. ("Scoping" helps the planning team to identify issues and to determine the range of alternatives that will be addressed. During scoping, the NPS staff provides an overview of the proposed project. Members of the public then have the opportunity to make comments and suggestions or to express their concerns).

The issues and concerns are addressed to varying degrees by the alternatives in

the next chapter. The first 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 with an explanation of the management prescriptions that will be used to manage the national battlefield in the future. It also includes information about the continuation of current management and trends in the national battlefield (alternative 1, the no-action alternative). The no-action alternative and then alternatives 2 through 4 are presented. Mitigative measures that would be proposed to minimize or eliminate the effects of some proposed actions are then described. The evaluation of the environmentally preferable alternative is followed by tables comparing the alternative actions and the environmental consequences of implementing the actions of each alternative. The chapter ends with a discussion of alternatives or actions that were dismissed from detailed evaluation.

**Chapter 3, "The Affected Environment,"** contains descriptions of the areas and resources that would be affected by carrying out the actions of the various alternatives. Such affected resources are cultural resources, visitor use and experience, and the socioeconomic environment.

In **Chapter 4, "Environmental Consequences"** are analyses showing how implementing each alternative would affect the resources described in

the “Affected Environment” chapter. At the beginning of chapter 4, the methods that were used for assessing the impacts are outlined — including the intensity, type, and duration of the impacts.

**Chapter 5, “Consultation and Coordination,”** contains descriptions of the history of public and agency coordination during the planning effort

and any future compliance requirements. Agencies and organizations that will receive copies of the document also are listed in this chapter.

The **Appendixes** contain supporting information for the document. Also near the end of the document are references, a glossary, and a list of the planning team and consultants.

## SUMMARY

### INTRODUCTION

This *General Management Plan / Environmental Impact Statement* is intended to be the basic guidance document that will define a direction for the management of Monocacy National Battlefield. It will be the foundation for making decisions about managing natural and cultural resources and the visitor experience in the national battlefield and for preparing more specific resource plans.

This plan, which represents the results of a planning process that began in 2002, will be the first comprehensive plan that the National Park Service (NPS) has prepared for Monocacy National Battlefield. When completed and approved, the plan will represent an agreement by the National Park Service with the public about how the national battlefield will be used and managed in the next 15 to 20 years. It complies with applicable NPS planning guidance, including *NPS Management Policies 2006* and Director's Order 12 and its handbook, *Conservation Planning, Environmental Impact Analysis, and Decision Making*.

The area covered by this plan comprises 1,647 acres that encompass most of the lands upon which the Battle of Monocacy was fought during the Civil War.

The following key concerns are addressed in this plan:

- preserving the rural historic qualities of the battlefield landscape, which are threatened by surrounding

development, population growth, and regional transportation proposals

- offering appropriate visitor services and orientation now that land acquisition is essentially complete
- preserving historic structures and arranging for appropriate use of those structures and preserving archeological resources.
- developing guidelines for proposed new commemorative monuments in the national battlefield
- installing appropriate facilities for administrative and maintenance functions

As is true of all units of the national park system, the management of the national battlefield is guided by numerous congressional acts, executive orders, and NPS policies. In addition to the actions of the alternatives in this draft plan, the National Park Service will strive to implement all these legislative, executive, and policy requirements in the national battlefield. The “Servicewide Laws and Policies” section in chapter 1 (p. 21) and Appendix C of this document identify the desired conditions that the National Park Service will work to attain regardless of the alternative that is selected and the types of actions that the National Park Service will take to achieve those desired conditions.

### THE ALTERNATIVES

The planning team developed a “no-action” alternative and three “action”



alternatives, which represented different approaches to managing the national battlefield. The no-action alternative represents a baseline for comparison with the action alternatives. To design the alternatives, the National Park Service first conducted public scoping and then screened a larger number of alternatives, refining them on the basis of public input. Following the general definitions of the alternatives, the National Park Service identified management prescriptions that could be applicable to implementing each alternative.

The management prescriptions identify how various parts of the national battlefield would be managed. Each prescription is based on the desired visitor experiences and resource conditions and the kinds of activities or facilities that would achieve the desired conditions. The management prescriptions were then mapped (zoned) to specific areas of the national battlefield to define the details of the three action alternatives.

Five management zones / management prescriptions define all the desired visitor experiences and resource conditions that could occur under any of the alternatives. Each alternative describes a combination of several management prescriptions.

The guidelines of the Council on Environmental Quality for preparing environmental impact statements require that the preferred alternative be identified in the draft document unless the decision maker has no preference. The National Park Service has identified alternative 4 as the preferred approach

for the future management of Monocacy National Battlefield. This alternative would represent the best balance of improving resource protection while enhancing visitor opportunities in the national battlefield.

**In alternative 1, the no-action alternative,** the current management pattern would be continued into the future. Preserving and maintaining the national battlefield's cultural and natural resources to NPS standards would be emphasized, and most visitor services would be available at one location, the new visitor center.

**Alternative 2** would involve moving the national battlefield's administrative and maintenance staff into leased space outside the boundary. Visitors would use an alternative transportation system to navigate the battlefield. All historic structures would be preserved and maintained, and the historic farmlands would be leased to retain their agricultural appearance.

The Thomas farmhouse would be leased out under the NPS historic leasing program. New trails would be constructed to enable visitors to reach the railroad junction from the visitor center and to visit the sites of the Union entrenchments and Maj. Gen. Lew Wallace's headquarters from Gambrill Mill. The maintenance facility at the Gambrill Mill would be removed and the site re-landscaped.

To improve sight distances for safe access and egress from the 14th New Jersey Monument, the entrance would be shifted south. A landscaped commemorative area would be created at the site of the Pennsylvania and



Vermont monuments as a location for any new memorials that might be added to the national battlefield in the future.

A new parking area would be constructed closer to the Worthington house to replace a temporary parking area now in use. The stone tenant house at the Thomas Farm would contain exhibits. There would be restrooms and parking at a nonhistoric outbuilding.

In **Alternative 3**, national battlefield administration would be moved into the Thomas House. The existing maintenance facility at Gambrill Mill would be expanded. Visitors would use their own vehicles to drive around the battlefield.

As in alternatives 1 and 2, all historic structures would be preserved and maintained, and the historic farmlands would continue to be leased to keep them agricultural. The first floors of the Best and Worthington farmhouses would contain exhibits supplementing those at the visitor center.

The parking area at the 14th New Jersey Monument would be removed and relocated across Maryland Highway 355. A landscaped commemorative area would be created at the site of the Pennsylvania and Vermont memorials, but no new memorials would be added anywhere in the national battlefield.

**Alternative 4** (preferred) was developed through an evaluative process in which the most advantageous features of the other alternatives were incorporated into a new alternative. In alternative 4, as in alternative 3, national battlefield administration would be moved into the Thomas House. National battlefield

maintenance would continue to operate at the present location. Visitors would use their own vehicles to drive around the battlefield.

As in the other alternatives, all historic structures would be preserved and maintained in alternative 4, and the historic farmlands still would be leased to continue their use in agriculture. The outbuildings on the Best Farm would remain open. The Worthington House would be rehabilitated inside and be open with exhibits.

The entrance to the 14th New Jersey Monument would be shifted south to allow better sight distances. National battlefield maintenance would remain at its current location. An extension to the Gambrill Mill trail would enable visitors to walk to the railroad junction and on to the sites of the Union entrenchments and Wallace's headquarters.

A landscaped commemorative area would be created at the site of the Pennsylvania and Vermont monuments as a location for any new memorials that might be added to the national battlefield in the future. A new parking area would be created nearer to the Worthington House to replace the present temporary one.

The stone tenant house on the Thomas farm would contain exhibits and restrooms and parking would be available near a nonhistoric outbuilding on the farm.

The possibility of a deck spanning I-270 (as described on p. 84) is being evaluated in consultation with the Maryland Department of Transportation. If the deck proved feasible and if an agree-

ment could be worked out, such a deck would be a part of alternatives 2 and 4, with a road crossing I-270 in alternative 2 and a trail crossing the deck in alternative 4.

The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. The implementation of the approved plan will depend on future funding, and could also be affected by factors such as changes in NPS staffing, visitor use patterns, and unanticipated environmental changes. Full implementation could be many years in the future. Once the general management plan has been approved, additional feasibility studies and more detailed planning, environmental documentation, and consultations would be completed, as appropriate, before certain actions in the selected alternative could be carried out.

Future program and implementation plans, describing specific actions that managers intend to undertake and accomplish in the battlefield will tier from the desired conditions and long-term goals set forth in this general management plan.

## ENVIRONMENTAL CONSEQUENCES

The affected environment of the national battlefield was described in terms of five impact topics — cultural resources, visitor use and interpretation, the socioeconomic environment, access and circulation, and NPS operations and facilities.

The environmental consequences that would result from each alternative were

determined by first identifying the regulations and policies applicable to each impact topic, then defining the methods that would be used to conduct the analysis. This included defining the terms identifying the intensity of effects for each impact topic (such as *minor* and *major*) and establishing the meaning of “long-term” and “short-term” effects.

Then the effects were analyzed both for the national battlefield and in a more regional context to determine the cumulative effects. Most analyses involved comparing conditions that would occur with changes in the management of the national battlefield (alternatives 2, 3, and 4, the action alternatives) to conditions as they would be if the current management practices continued (alternative 1, the no-action alternative).

Visitors’ use and experience of the resources would vary, depending on which structures contain supplemental exhibits, the availability of an alternative transportation system, and the development of trail access to features such as the railroad bridge and railroad junction or the Union entrenchments and the site of Maj. Gen. Wallace’s headquarters. Of the action alternatives, alternatives 3 and 4 would result in a moderate long-term beneficial effect on the visitor experience.

The analysis revealed that effects on the socioeconomic environment would be similar among the three action alternatives. Alternatives 2, 3, and 4 would result in both direct and indirect long-term negligible beneficial effects on the socioeconomic environment.

The effects on the national battlefield's access and circulation systems also would be similar for the three action alternatives. More visitation would result in a minor adverse impact on Maryland Highway 355 and a moderate adverse impact on Araby Church and Baker Valley roads. Establishing an alternative transportation system in alternative 2 could somewhat reduce the number of vehicles using these road systems, but the result would be negligible.

The long-term effects on national battlefield operations and facilities from the three action alternatives would be major and beneficial.

## THE NEXT STEPS

After the distribution of the Draft General Management Plan / Environmental Impact Statement, there will be a 60-day public review and comment period, after which the NPS planning team will evaluate comments from other federal agencies, organizations, businesses, and individuals regarding the draft plan; the planning team will then incorporate appropriate changes in the Final General Management Plan / Environmental Impact Statement.

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 plan and a 30-day no-action period, a record of decision will approving the final plan will be signed by the NPS regional director. The record of decision documents the selection of an alternative for implementation. Once it is signed, the plan can be implemented.

## SUMMARY

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