

Table 2.1 Management Zones

Management Zones	Heritage Education and Visitor Amenities	Original Landscape	Orientation	Streetscape/Riverscape	Service
Purpose	Provide visitor education, interpretation, orientation facilities and amenities.	Preserve National Historic Landmark (NHL) status.	Provide visitor orientation, enhance visual and physical connectivity, and support Memorial operations (parking).	Create visual and physical connectivity between the city streets, riverfront, and the Memorial.	Support Memorial operations.
Resource Condition	<ul style="list-style-type: none"><li>• This zone is characterized by the historic resources and visitor facilities that serve the educational and practical needs of the visitor.</li><li>• Situated in such a manner as to have little impact on the NHL.</li><li>• Character-defining features of historic structures and landscapes are preserved.</li><li>• Historic structures and landscapes may be rehabilitated as defined by the <i>Secretary of the Interior’s Standards for the Preservation of Historic Properties</i> (compatible materials, design and features) to accommodate compatible uses, provided that alterations do not destroy character-defining features.</li></ul>	<ul style="list-style-type: none"><li>• This zone is characterized by the NHL as designated, the integrity of which is preserved.</li><li>• The NHL may be rehabilitated as necessary, as defined by the <i>Secretary of the Interior’s Standards for the Preservation of Historic Properties</i> (compatible materials, design, and features) to provide safe visitor access and security, provided that alterations do not destroy character-defining features.</li><li>• The landmark design and significance would be preserved and maintained to evoke contemplation and inspiration.</li></ul>	<ul style="list-style-type: none"><li>• Situated in such a manner as to have little impact on the NHL.</li><li>• Character-defining features of historic structures and landscapes are preserved.</li><li>• Historic structures and landscapes may be rehabilitated as defined by the <i>Secretary of the Interior’s Standards for the Preservation of Historic Properties</i> (compatible materials, design, and features) as necessary to accommodate compatible use, provided that alterations do not destroy character-defining features.</li></ul>	<ul style="list-style-type: none"><li>• Managed in such a manner as to enhance the urban interface with the Memorial and to create a visual and physical thematic identity compatible with the NHL.</li><li>• This zone affords the opportunity for site enhancements that both revitalize the street scenes and riverfronts and provide appropriate transition from the adjacent urban areas and riverfronts to and from the Memorial.</li></ul>	<ul style="list-style-type: none"><li>• This zone is characterized as the support zone for Memorial operations and visitor functions.</li><li>• Situated in such a manner as to have little impact on NHL.</li><li>• Historic structures and landscapes may be rehabilitated as defined by the <i>Secretary of the Interior’s Standards for the Preservation of Historic Properties</i> as necessary, to accommodate Memorial operations, provided that alterations do not destroy character-defining features.</li></ul>
Visitor Experience	<ul style="list-style-type: none"><li>• Priority is on educating and conveying Memorial interpretive themes to visitors.</li><li>• Many opportunities for interpretation and education programs.</li><li>• Personal visitor research opportunities.</li><li>• Moderately self-directed.</li><li>• Provides orientation.</li><li>• Frequent visitor-to-visitor and visitor-to-staff contacts.</li><li>• Time commitment varies, but typically 30 minutes to four hours.</li></ul>	<ul style="list-style-type: none"><li>• Visitors connect with and appreciate the sights, sounds, and activities intended by the Memorial designers.</li><li>• Opportunities for self-directed learning.</li><li>• Opportunities for some passive and active recreation.</li><li>• Primarily self-directed.</li><li>• Accessible and secure.</li><li>• Frequent visitor-to-visitor contacts (although less than in the Heritage Education and Visitor Amenities zone) and occasional visitor-to-staff contacts.</li><li>• Time commitment varies, but typically 30 minutes to two hours.</li></ul>	<ul style="list-style-type: none"><li>• This zone is a transitional zone characterized by visitor orientation and wayfinding, parking, and practical visitor needs</li><li>• Primarily self-directed.</li><li>• Functional, safe, and enjoyable.</li><li>• Frequent visitor-to-visitor and visitor-to-staff contacts.</li><li>• Time commitment is typically 10 to 30 minutes.</li></ul>	<ul style="list-style-type: none"><li>• This zone is characterized by the formal, pedestrian-oriented avenues and/or riverfronts the visitor passes through when approaching, entering, leaving, or walking by the Memorial.</li><li>• Considerable pedestrian activity and movement.</li><li>• Primarily a visual experience.</li><li>• Self-directed.</li><li>• Safe and enjoyable.</li><li>• A transitional zone and therefore no time commitment.</li></ul>	<ul style="list-style-type: none"><li>• Incidental; this zone supports Memorial operations and visitor functions necessary to manage and visit the Memorial.</li><li>• This zone is subservient to the overall purpose and significance of the Memorial.</li><li>• Primarily for the conduct of Memorial business and/or to provide visitor and staff parking.</li></ul>
Associated Facilities	<ul style="list-style-type: none"><li>• Appropriate types of facilities may include interior and exterior interpretive exhibits, museums, library, archives, theaters, classrooms, restrooms, benches, visitor centers, tram/transit facilities, a multimodal transit center, security checkpoints, food service, and staff offices.</li><li>• Buildings, non-historic additions, and other development would be compatible within the cultural landscape.</li><li>• Buildings and other development may be used for visitor or administrative purposes.</li><li>• Types and levels of services and activities are necessary and appropriate for the Memorial and visitors.</li></ul>	<ul style="list-style-type: none"><li>• Appropriate types of amenities and landscape elements may include accessible walkways, overlooks, ramps, benches, wayside exhibits, informal/formal plantings, exterior lighting, and security checkpoints.</li><li>• Outdoor lighting provides adequate illumination for visibility while minimizing light pollution or interfering with the Memorial lighting.</li></ul>	<ul style="list-style-type: none"><li>• Appropriate types of facilities may include restrooms, benches, signage, orientation exhibits and kiosks, tram/transit facilities, parking, and a multimodal transit center.</li><li>• Appropriate commercial services may include limited convenience concessions and shuttle services.</li><li>• Buildings, non-historic additions, and other development would be compatible with the landscape.</li></ul>	<ul style="list-style-type: none"><li>• Appropriate types of facilities may include lighting, signage, wayside exhibits, plantings, accessible walkways, site furnishings, and food service (temporary/seasonal).</li><li>• Outdoor lighting provides adequate illumination for visibility while minimizing light pollution or interfering with the Memorial lighting.</li><li>• Appropriate commercial services may include limited convenience concessions, shuttle services, and guided services such as vehicle, boat, and bicycle tours.</li></ul>	<ul style="list-style-type: none"><li>• Appropriate types of facilities may include administrative and operational facilities, parking, storage, and, security checkpoints.</li><li>• Buildings and other development are used for administrative functions that support the operation and maintenance of the Memorial and visitor parking.</li></ul>

Table 2.2    **Design Overlay**

	<b>Design Competition Overlay</b>	
Overall Goal	Provide opportunities to explore innovative solutions and sensitive approaches for revitalizing the Memorial and improving physical and thematic connections.	
Common Requirements	<ul style="list-style-type: none"><li>• All proposed changes and additions to the Memorial will follow the <i>Secretary of the Interior’s Standards for the Preservation of Historic Properties</i> to fit into the overall landscape of the NHL, making certain that alterations do not destroy character-defining features, as well as be subject to NEPA and NHPA compliance.</li><li>• All changes and additions to the Memorial will be designed to improve the visitor experience/enjoyment.</li><li>• All proposed changes and additions will be compatible with the long term goals of the underlying management zones (Figure 2.3).</li><li>• Universal design and sustainability will be encouraged for all new design proposals.</li></ul>	
Design Competition Area	Area A	Area B
Features and Additions	<ul style="list-style-type: none"><li>• Provide opportunities to explore sensitive and innovative approaches to revitalizing the Memorial by enhancing visual and physical connectivity between the cities, and riverfronts to the Memorial, and by introducing new elements and features.</li><li>• Types and levels of service and activities are necessary and appropriate to serve the educational, functional, and orientation needs of the visitor.</li><li>• Situated in areas of the Memorial that can accommodate more intensive design elements while still minimizing impacts to the NHL.</li><li>• Appropriate types of facilities may include, but are not limited to: interior and exterior interpretive exhibits, museums, theaters, classrooms, visitor orientation facilities, transit facilities, food service, restrooms, site furnishings, staff offices, streetscape improvements, and parking.</li></ul>	<ul style="list-style-type: none"><li>• Provide opportunities to explore sensitive design solutions for landscape features and amenities that will revitalize the Memorial and improve connectivity and accessibility.</li><li>• Characterized by the sensitive rehabilitation of the designed landscape to serve the experiential needs of the visitor.</li><li>• Situated in areas of the Memorial that require less intensive design elements to ensure impacts to the NHL are minimized.</li><li>• Appropriate types of amenities and landscape elements may include, but are not limited to: wayside exhibits, accessible walkways, informal/formal plantings, fountains, site furnishings, and exterior lighting.</li></ul>

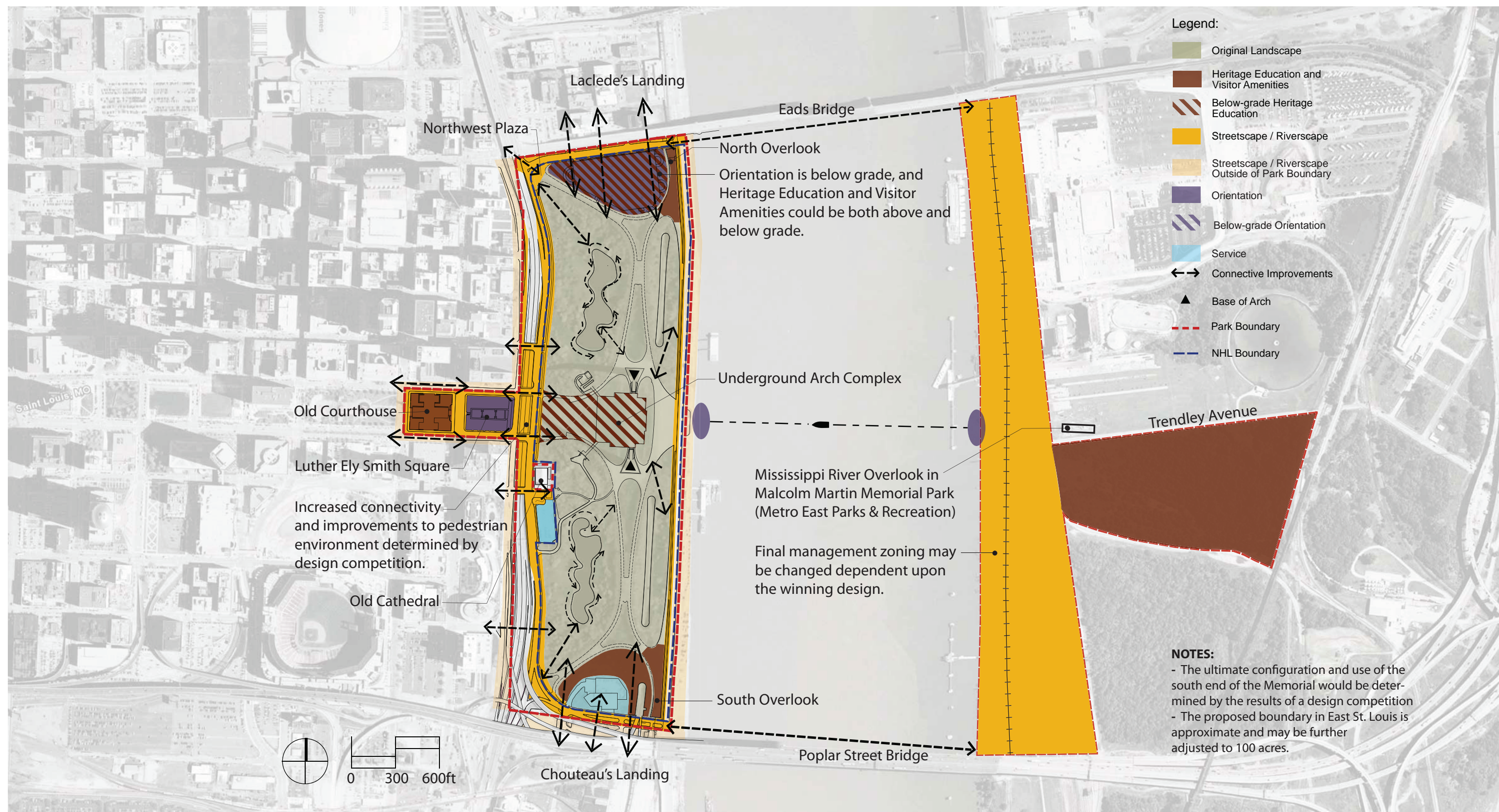


Figure 2.2 Management Alternative 3: Program Expansion



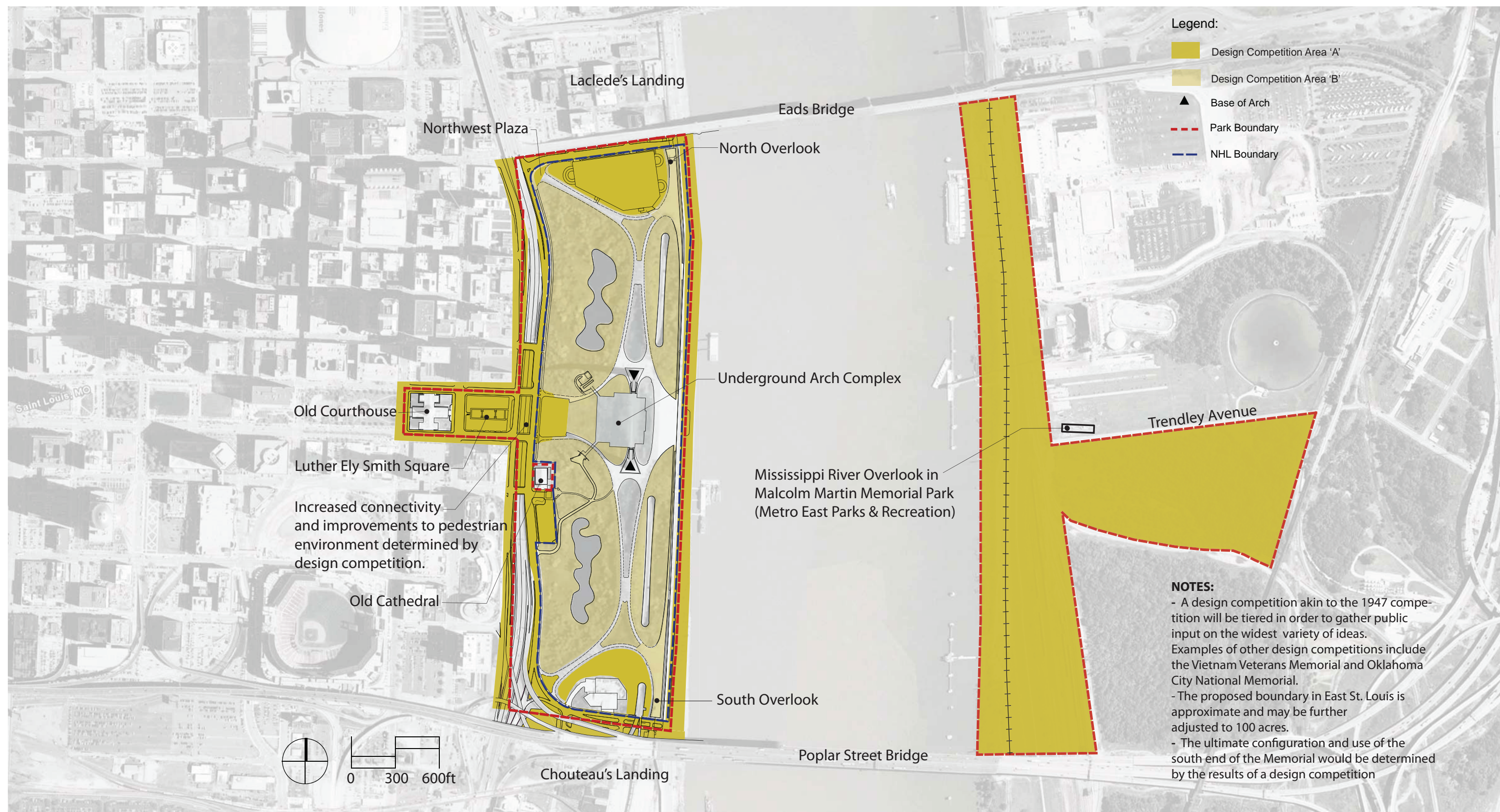


Figure 2.3 Design Competition Areas for Management Alternative 3: Program Expansion



Table 2.4 Alternatives Comparison

Alternative 1: No Action	Alternative 3: Program Expansion	Alternative 4: Portals	Alternative 5: Park into the City																										
Concept																													
The Memorial would be managed much as it is today. The Memorial would be primarily accessed by car and Metro from the north at Eads Bridge, and from the west at the Old Courthouse.	The Memorial would be revitalized by expanded program- ming, facilities, and partnerships. The National Park Service would capitalize on multiple opportunities to expand visitor experience throughout the Memorial. A design competi- tion akin to the 1947 competition would be held in order to generate the widest breadth of ideas possible to revitalize the Memorial grounds and expand interpretation, education opportunities, and visitor amenities.	The Memorial would be revitalized by opening four gate- ways (north, south, east, and west) to enter the Memorial, featuring a new main west entry into the Museum of Westward Expansion that includes a nearly three-block, at-grade lid centered on the Old Courthouse and two elevated pedestrian bridges. Visitors would access the Memorial from the east via commercial water taxi from East St. Louis, Illinois.	The Memorial would be revitalized by extending the visi- tor’s experience of the Memorial into downtown St. Louis and the surrounding neighborhoods and East St. Louis by the provision of parking, services, and visual themes that would begin and continue into adjacent neighborhoods and areas.																										
Percent of Each Management Zone in the Alternatives																													
	<table><tr><td>Original Landscape</td><td>35%</td></tr><tr><td>Heritage Education and Visitor Amenities</td><td>15%</td></tr><tr><td>Streetscape / Riverscape</td><td>44%</td></tr><tr><td>Service</td><td>2%</td></tr><tr><td>Orientation</td><td>4%</td></tr></table>	Original Landscape	35%	Heritage Education and Visitor Amenities	15%	Streetscape / Riverscape	44%	Service	2%	Orientation	4%	<table><tr><td>Original Landscape</td><td>39%</td></tr><tr><td>Heritage Education and Visitor Amenities</td><td>17%</td></tr><tr><td>Streetscape / Riverscape</td><td>37%</td></tr><tr><td>Service</td><td>2%</td></tr><tr><td>Orientation</td><td>5%</td></tr></table>	Original Landscape	39%	Heritage Education and Visitor Amenities	17%	Streetscape / Riverscape	37%	Service	2%	Orientation	5%	<table><tr><td>Original Landscape</td><td>35%</td></tr><tr><td>Heritage Education and Visitor Amenities</td><td>29%</td></tr><tr><td>Streetscape / Riverscape</td><td>36%</td></tr></table>	Original Landscape	35%	Heritage Education and Visitor Amenities	29%	Streetscape / Riverscape	36%
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Resource Stewardship / Design Integrity																													
• The National Park Service would preserve the NHL; the full range of fundamental resources and values would be protected.																													
• Opportunities to complete portions of the design, as documented in the master plan, begun in 1960, approved in 1966, and centered on the 1962 Master Plan Handbook—contingent on project approval and funding.	• Sensitive rehabilitation of the designed landscape and structures while protecting the integrity of the Memorial.																												
• The National Park Service would continue to protect natural resource values in support of cultural landscape integrity.																													
	• Increased opportunities for natural resource protection and enhancement in East St. Louis addition.																												
• Museum collections storage would remain at Old Courthouse.	• Museum collections storage would be moved to expanded Museum of Westward Expansion.	• Museum collections storage would be moved to new education and research facility at south end of the Memorial.																											
Program / Visitor Services																													
• Current programs and special events continue.	• The grounds surrounding the Gateway Arch would accommodate and promote increased visitor activities and special events.																												
• Exhibits at the Old Courthouse and Museum of Westward Expansion would remain as they are today.	•Exhibits would be redesigned to provide more interactive experiences for visitors and programming at the Old Courthouse and would be both renovated and expanded at the Museum of Westward Expansion.	Exhibits would be redesigned to provide more interactive experiences for visitors and programming at the Old Courthouse and at the Museum of Westward Expansion.																											

Alternative 1: No Action		Alternative 3: Program Expansion		Alternative 4: Portals	Alternative 5: Park into the City
Program / Visitor Services					
<ul style="list-style-type: none"><li>• The Old Courthouse and the Museum of Westward Expansion would remain as they are today; exhibits and other educational and interpretive programs as provided.</li><li>• Luther Ely Smith Square would be maintained; walks, seasonal plantings, trees, lawn, and benches would be provided.</li><li>• The north end of the Memorial would remain as a multi-story parking garage above- and below-grade.</li><li>• The south end of the Memorial would remain primarily a service area, housing the Memorial’s maintenance facility.</li><li>• The North and South Overlooks would be managed as originally designed.</li><li>• Limited food service (vending) would be available in the existing Museum of Westward Expansion.</li><li>• The parking lot at the Old Cathedral would remain unchanged and continue to provide parking.</li></ul>		<ul style="list-style-type: none"><li>• The Museum of Westward Expansion would be renovated to expand its size and better accommodate its associated functions, and would incorporate a new pedestrian entrance on Memorial Drive.</li><li>• In addition to the Old Courthouse, the Museum of Westward Expansion would be zoned to allow for new (or expanded) educational/cultural facilities, as well as north and south ends of the Memorial, including the North and South Overlooks.</li><li>• Luther Ely Smith Square would be zoned to include visitor orientation and services.</li><li>• Significant portions of the Memorial, as well as the East St. Louis addition, are included in the Design Competition Overlay. The two Design Competition Areas in the overlay provide opportunities to explore sensitive and innovative approaches to revitalizing the Memorial and to enhance multiple types of Memorial amenities and visitor services.</li><li>• A visitor transportation system would be provided that links visitor facilities within the Memorial as well as visitor facilities outside of the Memorial.</li><li>• Expanded vending could be accommodated in the expanded Museum of Westward Expansion and possibly elsewhere at the Memorial.</li><li>• The parking lot at the Old Cathedral would be addressed in the design competition to improve aesthetics and visual compatibility while preserving landscape integrity.</li></ul>		<ul style="list-style-type: none"><li>• The Museum of Westward Expansion would be renovated to expand its size and better accommodate its associated functions, and would incorporate a new pedestrian entrance on Memorial Drive.</li><li>• In addition to the Old Courthouse, the Museum of Westward Expansion would be zoned to allow for new (or expanded) educational/cultural facilities.</li><li>• Luther Ely Smith Square would be zoned to include visitor orientation and services, practical needs, and parking below-grade.</li><li>• The north end of the Memorial Grounds would be renovated for visitor orientation and services, and parking would be accommodated below-grade.</li><li>• A visitor transportation system would be provided that links visitor facilities within the Memorial as well as visitor facilities outside of the Memorial.</li><li>• The south end of the Memorial would remain primarily a service area, housing the Memorial’s maintenance facility.</li><li>• The North and South Overlooks would be renovated for heritage education and visitor amenities.</li><li>• Food service could be accommodated in the new education /cultural facilities as well as portable carts, including at Luther Ely Smith Square and North and South Overlooks.</li><li>• The existing parking lot at the Old Cathedral would be redeveloped with new underground parking and the surface renovated as a planted area compatible with the Memorial landscape.</li></ul>	<ul style="list-style-type: none"><li>• In addition to the Old Courthouse and the Museum of Westward Expansion, two areas would be zoned to allow for new educational/cultural facilities: the north end and the south end.</li><li>• The north end of the Memorial would be renovated for visitor contact and orientation and for heritage education and as a multimodal gateway below grade.</li><li>• A visitor transportation system would be provided that links visitor facilities within the Memorial as well as visitor facilities outside of the Memorial.</li><li>• The south end of the Memorial would be renovated for new education and research center.</li><li>• North and South Overlooks would be managed as original landscape.</li><li>• Expanded vending could be accommodated in the existing Museum of Westward Expansion. Luther Ely Smith Square could accommodate portable food carts.</li><li>• The parking lot at the Old Cathedral would be eliminated and replaced with planted area compatible with the Memorial landscape.</li></ul>
Access / Security					
<ul style="list-style-type: none"><li>• Barrier-free routes from the Memorial grounds to the riverfront would not exist within the Memorial.</li></ul>		<ul style="list-style-type: none"><li>•Barrier-free routes from the Memorial grounds to the riverfront would be established within the Memorial.</li></ul>			
<ul style="list-style-type: none"><li>• Perimeter security and public safety issues would continue to be addressed to the level required for an icon park.</li></ul>					
<ul style="list-style-type: none"><li>• The existing entrances to the visitor center and Museum of Westward Expansion would not meet codes for barrier-free access.</li><li>• Visitor screening for security to the visitor center under the Gateway Arch would be accommodated at current entrances.</li></ul>		<ul style="list-style-type: none"><li>• Access into the visitor center and potentially expanded Museum of Westward Expansion could be incorporated into a new entrance near Memorial Drive.</li><li>• Visitor screening for security into the visitor center under the Gateway Arch would be improved either with a redesigned entrance in the current location or with a new entrance near Memorial Drive.</li></ul>	<ul style="list-style-type: none"><li>• Access into the visitor center and Museum of Westward Expansion would be incorporated into a new entrance to the facility on Memorial Drive.</li><li>• Existing entrances into the visitor center and Museum of Westward Expansion would be renovated to meet current access codes, or provided for near the current location.</li><li>• Visitor screening for security into the visitor center under the Gateway Arch would remain at current entrances or in close proximity to the existing entrance of the visitor center and would be added to a new entrance on Memorial Drive.</li></ul>	<ul style="list-style-type: none"><li>• Accessibility into the visitor center and Museum of Westward Expansion would be renovated to meet current codes.</li><li>• Visitor screening for security would remain at the current entrance or in close proximity to the existing entrance of the visitor center under the Gateway Arch.</li></ul>	
<ul style="list-style-type: none"><li>• All new facilities would incorporate accessibility and heightened security design requirements.</li></ul>					
Connectivity / Urban Interface					
<ul style="list-style-type: none"><li>•Connectivity between Old Courthouse and Gateway Arch would remain as it is currently; pedestrians would cross Memorial Drive at grade.</li></ul>		<ul style="list-style-type: none"><li>• Increased connectivity between the Old Courthouse and Gateway Arch would be explored in the design competition.</li><li>• Proposals might include one or two elevated bridges, improved at-grade pedestrian crossings across Memorial Drive, or a civic plaza and lid above the recessed interstate. A one- or three-block wide portion of Memorial Drive could be closed to vehicular traffic.</li></ul>	<ul style="list-style-type: none"><li>• Increased connectivity between Old Courthouse and Gateway Arch at Luther Ely Smith Square would be provided with the construction of two pedestrian bridges over Memorial Drive, a nearly three-block at-grade lid centered on the Courthouse, and pedestrian at-grade improvements at Pine and Walnut streets.</li></ul>	<ul style="list-style-type: none"><li>• Increased connectivity between Old Courthouse and Gateway Arch at Luther Ely Smith Square would be provided by removing and rerouting Memorial Drive traffic northbound and southbound and by renovating the vacated corridor of Memorial Drive into a series of large civic/ community plazas.</li></ul>	

Alternative 1: No Action	Alternative 3: Program Expansion	Alternative 4: Portals	Alternative 5: Park into the City
Connectivity / Urban Interface			
<ul style="list-style-type: none"><li>• The National Park Service would continue to coordinate with the City and State to enhance the pedestrian environment.</li></ul>	<ul style="list-style-type: none"><li>• The National Park Service would coordinate with the City and State to enhance the pedestrian environment around the Memorial by developing a unifying streetscape along the Gateway Mall and other streets adjacent to the Memorial including Leonor K. Sullivan Boulevard, Memorial Drive, and the riverfront levee.</li><li>• The National Park Service and partners would coordinate with the City and State to increase connectivity along and across Memorial Drive/I-70 corridor.</li><li>• A seasonal water taxi would be established linking the east and west units of the Memorial.</li></ul>	<ul style="list-style-type: none"><li>• The National Park Service would coordinate with the City and State to increase connectivity between adjacent neighborhoods with improvements to the at-grade crossings at Washington Avenue and the NW Plaza and at Walnut and Pine streets (across Memorial Drive) for two additional linkages to the Memorial grounds, and with visual and physical linkages to Laclede’s and Chouteau’s Landings.</li><li>• A seasonal water taxi would be established linking the east and west units of the Memorial.</li></ul>	<ul style="list-style-type: none"><li>• The National Park Service would coordinate with the City and State to increase connectivity between adjacent neighborhoods with improvements to the at-grade crossing at Washington Avenue and the NW Plaza and with visual and physical linkages to Laclede’s and Chouteau’s Landings.</li></ul>
• Partner with the City of St. Louis and the State of Missouri to unify streetscape along Gateway Mall and streets adjacent to the Memorial, including Leonor K. Sullivan Boulevard and Memorial Drive.			
<ul style="list-style-type: none"><li>• Partner with the City of St. Louis and the State of Missouri to unify streetscape along Gateway Mall and streets adjacent to the Memorial, including Leonor K. Sullivan Boulevard and Memorial Drive.</li></ul>	<ul style="list-style-type: none"><li>• Proactively encourage compatible riverfront improvements on the west and east sides of the Mississippi River.</li><li>• Sustain and develop partnerships to provide the National Park Service a means for working closely with adjacent stakeholders and enhance the visitor experience in the East St. Louis addition.</li></ul>		
Operations			
<ul style="list-style-type: none"><li>• The Memorial’s maintenance facility would remain at the south end of the Memorial.</li></ul>	<ul style="list-style-type: none"><li>• The Memorial’s maintenance facility would most likely remain at the south end of the Memorial. However, the ultimate configuration and use of the south end of the Memorial would be determined by the results of a design competition.</li></ul>	<ul style="list-style-type: none"><li>• The Memorial’s maintenance facility would remain at the south end of the Memorial.</li></ul>	<ul style="list-style-type: none"><li>• The Memorial’s maintenance facility would be moved outside the Memorial boundary.</li></ul>
<ul style="list-style-type: none"><li>• Visitor parking at the north end of the Memorial would remain; would encourage parking proximate to Memorial for oversized vehicles.</li><li>• Parking for Old Cathedral patrons would remain.</li></ul>	<ul style="list-style-type: none"><li>• Visitor parking would remain at the north end of the Memorial. The main parking garage may be renovated through the design competition. The location of maintenance operations would also be determined through design competition.</li></ul>	<ul style="list-style-type: none"><li>• Visitor parking at the north end of the Memorial would remain. Garage would be reconstructed to allow for some moderate amount of oversized RV parking.</li><li>• Parking would be relocated to a new underground facility at the Old Cathedral and the surface would be renovated to improve bus drop-off and enhance visual quality.</li><li>• Luther Ely Smith Square would be redeveloped to provide visitor orientation, including underground parking.</li><li>• The visitor transportation system operations and maintenance facility would be located off-site.</li></ul>	<ul style="list-style-type: none"><li>• Visitor parking at the north end of the Memorial would be eliminated; visitor parking would be accommodated outside the Memorial at existing facilities.</li><li>• Parking would be eliminated at the Old Cathedral and the surface would be renovated to improve bus drop-off and to enhance visual quality.</li><li>• The visitor transportation system operations and maintenance facility would be located off-site.</li></ul>
Memorial Boundary			
<ul style="list-style-type: none"><li>• The 91-acre boundary of the Memorial would remain unchanged on the west side; the National Park Service would retain the authorization to establish a boundary in East St. Louis in the future.</li><li>•The focus would remain west of the Mississippi River.</li></ul>	<ul style="list-style-type: none"><li>• The 91-acre boundary of the Memorial would remain unchanged on the west side; The boundary of the Memorial would be amended to add acreage in East St. Louis (approximately 100 acres). Potential acquisition would be by willing seller only. Total boundary: 191 acres.</li><li>• Partner with landowners to manage the riverfront for compatible visual context and development (viewshed), and to provide for visitor services in conjunction with Metro East Parks and Recreation District.</li><li>• Include the acreage in East St. Louis in the design competition in order to collaborate with the public and designers in determining a vision for the area.</li></ul>	<ul style="list-style-type: none"><li>• The 91-acre boundary of the Memorial would remain unchanged on the west side; The boundary of the Memorial would be amended to add acreage in East St. Louis (approximately 70 acres). Potential acquisition would be by willing seller only. Total boundary: 161 acres.</li><li>• Partner with landowners to manage the riverfront for compatible visual context and development (viewshed), and to provide for visitor services in conjunction with Metro East Parks and Recreation District.</li></ul>	<ul style="list-style-type: none"><li>• The 91-acre boundary of the Memorial would remain unchanged on the west side; The boundary of the Memorial would be amended to add acreage in East St. Louis (approximately 100 acres). Potential acquisition would be by willing seller only. Total boundary: 191 acres.</li><li>• Partner with landowners to manage for compatible visual context and development (viewshed) and to provide for visitor services, heritage education, and natural resource protection.</li></ul>
Estimated Full Time Equivalent staff			
166.5	228.5	248.5	240
Estimated capital costs in millions			
\$0	\$305.4	\$368.5	\$379.4



Table 2.5    **Impacts**

Impact Topic		Alternative 1: No Action	Alternative 3: Program Expansion	Alternative 4: Portals	Alternative 5: Park into the City
Impacts on Cultural Resources					
Historic Buildings, Structures, Sites, Objects, and Districts	The implementation of the no action alternative would result in negligible impacts to historic buildings, structures, sites, objects, and districts.	Within the Memorial boundary, there may be negligible to minor short- and long-term local adverse impacts on the Gateway Arch, and potential minor beneficial to minor adverse long-term local impacts on the Old Courthouse. In addition, there may be minor short- and long-term adverse local impacts on the Grand Staircase and short- and long-term minor beneficial to minor adverse local impacts on the North and South Overlooks. Outside of the Memorial, there may be negligible to minor beneficial short- and long-term local impacts on the Old Cathedral, and short- and long-term minor beneficial to minor adverse local impacts on Eads Bridge. Finally, there may be negligible to minor long-term local adverse impacts on various historic structures and districts that have a visual relationship with the Gateway Arch grounds, including the Laclede’s Landing Historic District, the J. Kennard Carpet Company Building, the Missouri Athletic Club Building, the Mississippi Valley Trust Company Building, the International Fur Exchange, the Security Building, and Pet Plaza. There would be no adverse effect under Section 106.	Within the Memorial boundary, there would be negligible to minor adverse short- and long-term local impacts on the Gateway Arch. There would also be potential negligible to minor short- and long-term local adverse impacts and long-term minor beneficial impacts on the Old Courthouse. In addition, there would be minor short- and long-term local adverse impacts on the Grand Staircase, and negligible to minor short- and long-term local adverse impacts on the North and South Overlooks. Outside of the Memorial, there would be long-term minor to moderate beneficial impacts on the Old Cathedral, and long-term minor adverse to minor beneficial impacts on Eads Bridge. There could also be long-term negligible to minor adverse local impacts on the Missouri Athletic Club Association Building and the J. Kennard and Sons Carpet Company Building. There would be no adverse effects under Section 106 and no impairment of historic buildings, structures, sites, objects, and districts.	Within the Memorial boundary, there would be minor short- and long-term adverse impacts on the Gateway Arch. There would also be potential minor short- and long-term adverse impacts and minor beneficial long-term impacts on the Old Courthouse. In addition, there would be minor short- and long-term adverse impacts on the Grand Staircase. Outside of the Memorial, there would be short- and long-term minor adverse to minor beneficial impacts on Eads Bridge. There could also be long-term negligible to minor adverse local impacts on the Missouri Athletic Club Association Building and the J. Kennard and Sons Carpet Company Building, as both have visual connections to the north end of the Memorial. Further, there may be negligible to minor long-term local adverse impacts on the Crunden-Martin Manufacturing District and St. Mary of Victories Church. Under Section 106, there would be no adverse effects to these historic resources. In addition, there would be no impairment to historic buildings, structures, sites, objects, and districts as a result of the Park into the City alternative.	
Cultural Landscapes	The no action alternative would have minor to moderate long-term local beneficial impacts to cultural landscapes. Under Section 106, there would be no adverse effect on the Memorial landscape. In addition, there would be no impairment of the historic landscape as a result of the no action alternative.	The implementation of the Program Expansion alternative could result in minor short-term adverse and moderate adverse to major beneficial long-term impacts to the cultural landscape at the Memorial. There could be an adverse effect under Section 106; however this would not lead to impairment of the cultural landscape.	The Portals alternative may result in local negligible to moderate long-term adverse and moderate to major long-term beneficial impacts on the cultural landscape at Jefferson National Expansion Memorial. There could be an adverse effect under Section 106, but this would not lead to impairment of the cultural landscape.	The Park into the City alternative may result in long-term moderate to major beneficial and minor to moderate adverse local impacts on the cultural landscape at Jefferson National Expansion Memorial. Thus, there could be an adverse effect under Section 106, but this would not lead to impairment of the cultural landscape.	

Impact Topic	Alternative 1: No Action	Alternative 3: Program Expansion	Alternative 4: Portals	Alternative 5: Park into the City
Impacts on Cultural Resources				
Archeological Resources	<p>The no action alternative would consist of minor to moderate ground disturbances resulting in negligible, local and regional, long-term adverse impacts to archeological resources. There would be no cumulative impacts. Under Section 106, there would be no adverse effects to archeological resources. In addition, there would be no impairment to archeological resources as a result of the no action alternative.</p>	<p>Overall, the Program Expansion alternative would have local or regional, long-term impacts ranging from minor beneficial to major adverse, depending on the level of ground disturbance. Thus, there could be an adverse effect under Section 106. The ground-disturbing activities in this alternative may encounter significant archeological resources. Depending on the size of the disturbance, these activities would have a local or regional, long-term adverse impact ranging from minor (no adverse effect) to major (adverse effect). The range of potential impacts under this alternative are due, in part, to the lack of specific information regarding the exact nature and location of physical actions which would be identified through the design competition. These impacts would need to be further refined as the elements and locations are finalized. Elements of this alternative that would not disturb the ground or would be adjusted to avoid archeological sites would have no adverse impact (no adverse effect) on archeological resources, and may have a minor local or regional, long-term beneficial impact if the resources remain preserved below the surface.</p>	<p>Overall, the Portals alternative would have local, long-term impacts on archeological resources that could range from minor beneficial to major adverse. Under Section 106, these would range from no adverse effects to adverse effects. Adverse effects on archeological resources could be avoided through mitigation and by having cultural resource observers present during ground-disturbing activities in areas likely to contain archeological resources. Mitigation of impacts would ensure that there would be no impairment of archeological resources. Activities occurring on the western portion of the Memorial grounds are expected to have a greater likelihood of encountering archeological resources since the original historic grade is near the surface in this area. If archeological sites were discovered during construction activities, and the sites were recorded, such findings could yield beneficial information regarding the history or prehistory of the area. The recording and/or preservation of previously undiscovered sites would be considered a beneficial impact.</p>	<p>Overall, the Park into the City alternative would have local long-term impacts ranging from minor beneficial to major adverse. Under Section 106, these would range from no adverse effects to adverse effects. Adverse effects on archeological resources could be avoided through mitigation and by having cultural resource observers present during ground-disturbing activities in areas likely to contain archeological resources. Mitigation of impacts would ensure that there would be no impairment of archeological resources. Activities occurring on the western portion of the Memorial Grounds are expected to have a greater likelihood of encountering archeological resources since the original historic grade is near the surface in this area. If archeological sites were discovered during construction activities, and the sites were recorded, such findings could yield beneficial information regarding the history or prehistory of the area. The recording and/or preservation of previously undiscovered sites would be considered a beneficial impact. Out of all of the alternatives, the Park into the City alternative has the lowest potential for an adverse impact on archeological resources because it has fewer components that may cause large disturbances in areas with high archeological sensitivity. The impacts identified for this alternative are a result of ground-disturbing activities which may encounter significant archeological resources. Depending on the size of the disturbance, these activities would have a local or regional, long-term adverse impact ranging from minor (no adverse effect) to major (adverse effect). The range of potential impacts under this alternative is due, in part, to the lack of specific information regarding the location of the maintenance facility. These impacts would need to be further refined once the location for the maintenance facility has been identified.</p>

Impact Topic	Alternative 1: No Action	Alternative 3: Program Expansion	Alternative 4: Portals	Alternative 5: Park into the City
Impacts on Cultural Resources				
Curatorial Objects and Museum Collections	Overall, short-term, long-term, and cumulative impacts to curatorial resources and museum collections would be minor to moderate, adverse and local. There would be no impairment of curatorial resources and museum collections as a result of the no action alternative.	The implementation of the Program Expansion alternative would result in moderate long-term beneficial impacts on curatorial resources and museum collections. There would be no impairment of curatorial resources and museum collections as a result of the Program Expansion alternative.	The implementation of the Portals alternative would result in moderate long-term beneficial impacts on curatorial resources and museum collections. Relocation of collections to the new facility would result in a short-term risk of impacts that could range from negligible to moderate adverse impacts on curatorial resources and museum collections. There would be no impairment of curatorial resources and museum collections as a result of the Portals alternative.	The implementation of the Park into the City alternative would result in local moderate long-term beneficial impacts on curatorial resources and museum collections. Relocation of collections to the new facility would result in a short-term risk of impacts that could range from negligible to moderate adverse impacts on curatorial resources and museum collections. There would be no impairment of curatorial resources and museum collections as a result of the Park into the City alternative.
Impacts on Natural Resources				
Vegetation	Under the no action alternative, there would be no new construction or change to management or maintenance policies within the study area and no cumulative impacts to vegetation communities. There would be no impairment of Memorial resources.	Potential impacts on vegetation communities range from moderate beneficial to moderate adverse. Final design entries would undergo additional environmental review by the National Park Service to determine the impacts of various design alternatives with greater specificity. Long-term beneficial impacts would result from the removal of invasive species; however, there would be a short-term temporary disruption of the successional habitat community. No impairment of Memorial grounds resources is anticipated from this alternative.	The Portals alternative would have negligible to moderate long-term beneficial and short-term minor to moderate adverse impacts on the vegetation communities of the East St. Louis addition. Long-term beneficial impacts would result from the removal of invasive species; however, there would be a short-term temporary disruption of the successional habitat community. Overall, the Portals alternative would have a beneficial impact on vegetation communities within the study area.	The Park into the City alternative would have long-term beneficial to short-term moderate adverse impacts on the vegetation communities of the East St. Louis addition. Long-term beneficial impacts would result from the removal of invasive species; however, there would be a short-term temporary disruption of the successional habitat community. Overall, the Park into the City alternative would have a minor to moderate beneficial impact on vegetation communities within the study area.
Threatened and Endangered Species	Since there would be no additional development, loss of habitat, or changes in maintenance or management practices that may disturb decurrent false aster populations on the east side of the river, there would be no impact to this threatened species and no impairment of Memorial grounds resources within the study area.	Until the design competition is completed, there would be no additional development, loss of habitat, or changes in maintenance or management practices in the near-term in decurrent false aster population areas on the east side of the river. Any future development that might result from the design competition would be preceded by a site survey to determine whether or not the species is present. If the species and any critical habitat are present, the USFWS would be consulted. Thus, impacts on this threatened species are unlikely and no impairment of Memorial grounds resources within the study area would occur.	There would be no additional development, loss of habitat, or changes in maintenance or management practices in the near term in areas that may disturb decurrent false aster populations present on the east side of the River. Any future development that may occur along the east bank of the Mississippi River would be preceded by a site survey to identify the exact location of the species and any available habitat to be protected. Thus, there would be no impact on this threatened species and no impairment of Memorial resources within the study area.	There would be no additional development, loss of habitat, or changes in maintenance or management practices in the near term in areas that may disturb decurrent false aster populations present on the east side of the River. Any future development that may occur along the east bank of the Mississippi River would be preceded by a site survey to identify the exact location of the species and any available habitat to be protected. Thus, there would be no impact on this threatened species and no impairment of Memorial resources within the study area.

Impact Topic	Alternative 1: No Action	Alternative 3: Program Expansion	Alternative 4: Portals	Alternative 5: Park into the City
Impacts on Natural Resources				
Soundscape	The no action alternative could result in minor short-term adverse impacts to noise from construction activities associated with pedestrian and streetscape improvements at the Memorial. There would also be continuing minor long-term adverse noise impacts from the existing maintenance activities. There would be no impairment of the soundscape of the Memorial from this alternative.	There would be minor short-term adverse impacts and minor adverse to moderate beneficial long-term impacts on the soundscape of the Memorial. These impacts would not impair the soundscape of the Memorial.	The Portals alternative would have minor short-term adverse impacts on the soundscape from the construction of the pedestrian enhancements, streetscape improvements, riverfront improvements, pedestrian bridges over Memorial Drive, a nearly three-block lid over I-70, accessible ramps to the riverfront, recreational vehicle parking area, below-grade parking areas at Luther Ely Smith Square and the Old Cathedral, below-grade visitor orientation facilities, and the expanded underground Museum of Westward Expansion. There would also be continuing minor long-term adverse impacts on the soundscape from existing maintenance activities. Implementing a water taxi and visitor transportation system would result in minor long-term adverse impacts on the soundscape. The addition of the nearly three-block lid over I-70 may have a minor to moderate long-term beneficial impact on the soundscape of the Memorial grounds, potentially improving visitor experience of the Memorial. There would be no impairment of the soundscape of the Memorial resulting from this alternative.	The Park into the City alternative would have minor short-term adverse impacts on the soundscape of the Memorial from the construction of the pedestrian enhancements, streetscape improvements, riverfront improvements, and pedestrian plaza on Memorial Drive, and accessible ramps to the riverfront, education, and research facility, and multimodal transit center. There would also be continuing minor long-term adverse impacts on the soundscape from the existing maintenance activities. Moving the grounds maintenance facility off the Memorial grounds and implementing a visitor transportation system would result in minor long-term adverse impacts on the soundscape. Increased special events programming would result in minor to moderate short-term adverse impacts on the soundscape of the Memorial. The removal of traffic from Memorial Drive and the creation of the pedestrian plaza would have a minor to moderate beneficial impact on the soundscape of the Memorial grounds, likely improving visitor experience. However, the rerouting of traffic through downtown St. Louis would result in minor to moderate local increases in traffic noise on downtown streets. Overall, there would be no impairment of the soundscape of the Memorial, and there may be an improvement of the current soundscape of the Memorial if all elements of this alternative are implemented.

Impact Topic	Alternative 1: No Action	Alternative 3: Program Expansion	Alternative 4: Portals	Alternative 5: Park into the City
Impacts on Visitor Opportunity and Use				
Visitor Opportunities and Use	The no action alternative is expected to have a moderate adverse long-term local impact on visitor experience and use. With a lack of barrier-free access points to the Memorial, some visitors are discouraged from visiting the site. In addition, without any modification or rehabilitation to exhibits and education programs such as the introduction of new technology, it is expected that visitors would continue to come to the Memorial mainly for the tram ride and would fail to utilize other facilities (museum and Old Courthouse). This management action would be expected to continue to attract one-time visitors (or repeat visitors after several years). Unfriendly streetscapes to and from the Memorial into downtown would be expected to have a long-term adverse impact on visitor experience, as visitors would be less likely visit other downtown attractions. In addition, some local residents and employees would be less likely to visit the Memorial.	Implementation of the Program Expansion alternative would likely have moderate to major beneficial short-term impacts on visitor use and moderate beneficial long-term impacts. The development of new elements as a result of the design competition could encourage significant increases in visitation of new attractions at the Memorial. Minor short-term adverse impacts could result from disruptions caused by construction or crowding during peak periods. In addition, modification and rehabilitation of exhibits and heritage programs, including more interactive experiences would improve visitor opportunities, attract new visitors, and encourage more use of underutilized facilities. Improvements in streetscapes, the introduction of a new transportation system, and a water taxi service are expected to increase connectivity to local neighborhoods in downtown St. Louis and East St. Louis and have a long-term beneficial impact on local visitor opportunities and use.	Implementation of alternative 4 may have moderate long-term beneficial impacts on visitor opportunity and use. Visitor opportunities and use are expected to improve with the redesign of exhibits at the Museum of Westward Expansion and the Old Courthouse. Visitor experiences are expected to improve with the development of barrier-free access to the riverfront and museum including a new entrance on Memorial Drive. Improvements in streetscapes, the introduction of a new transportation system, and a water taxi service are expected to increase connectivity to local neighborhoods in downtown St. Louis and East St. Louis, and have a long-term beneficial impact on visitor opportunities and use. There could be short-term adverse impacts due to crowding during peak periods.	Implementation of the Park into the City alternative would have moderate long-term beneficial impact on visitor opportunity and use. Visitor opportunities are expected to improve with the redesign of exhibits at the Museum of Westward Expansion and the Old Courthouse. Visitor experiences are expected to improve with the development of barrier-free access to the riverfront and the museum. Improvements in streetscapes and the introduction of a new transportation system are expected to increase connectivity to local neighborhoods in downtown St. Louis, and to have a long-term beneficial impact on visitor opportunities and use.
Impacts on Transportation and Access				
Transportation and Access	The no action alternative would result in short- and long-term minor adverse transportation impacts at the Memorial.	The Preferred alternative could result in moderate to major long-term beneficial impacts on the transportation resources of the Memorial. This determination derives from the expected improvements to the flow and circulation of visitors to the Memorial. Depending upon the outcome of the design competition, changes to the roadway network in downtown St. Louis resulting from a potential closure of a portion of Memorial Drive, could reduce the beneficial impacts to vehicular circulation. However, gains accrued to other modes of transportation from a potential closure of Memorial Drive could offset the adverse impact to vehicular traffic, resulting in an overall moderate long-term beneficial impact to transportation and access.	The Portals alternative would result in minor to major long-term local beneficial impacts on transportation on and around the Memorial. This determination is due to significant improvements to pedestrian circulation and parking resources, as well as the implementation of a visitor transportation system. However, there could be moderate short-term and minor to moderate long-term impacts to vehicular circulation on Memorial Drive.	The Park into the City alternative would result in moderate to major long-term beneficial impacts on transportation on and around the Memorial. This determination is due to the significant improvements to pedestrian circulation and transit enhancements, particularly the implementation of a visitor transportation system. This finding assumes that the loss of on-site parking is considered a benefit to the overall visitor experience of the Memorial, rather than a hindrance.

Impact Topic	Alternative 1: No Action	Alternative 3: Program Expansion	Alternative 4: Portals	Alternative 5: Park into the City
Impacts on Socioeconomics				
Socioeconomics	Management of the Memorial would not significantly change from current conditions under the no action alternative. The Memorial would continue to be a major attraction for visitors coming to the St. Louis area. Under this alternative, visitation to and operation of the Memorial would continue to have a long-term minor to moderate local beneficial economic impact to the region.	Management of the Memorial under the Program Expansion alternative would focus on increasing programming, facilities, and partnerships. The Memorial would continue to be a major attraction for visitors coming to the St. Louis area, and its appeal to local residents and visitors would increase with the additional programming and elements of this alternative. Visitation to the Memorial would have a long-term beneficial economic impact on the St. Louis metropolitan area due to visitor spending and expenditures associated with operations at the Memorial, although the precise impact cannot be determined. Cumulative impacts from other projects and planning activities have the potential to increase visitation to the Memorial and the downtown, which would have a minor beneficial impact on downtown retailers and businesses. Businesses near the Memorial could experience minor, adverse impacts due to changes in traffic patterns and on-street parking with the potential closing of Memorial Drive. Purchase of lands for park expansion in East St. Louis could have a minor, adverse fiscal impact to local government taxing entities.	Management of the Memorial and the East St. Louis addition would focus on improving physical and visual connections from the surrounding neighborhoods. The Memorial would continue to be a major attraction for visitors coming to the St. Louis area, and its appeal to local residents and visitors is expected to have a minor beneficial increase in visitation under this alternative. There could be a moderate beneficial impact from the provision of a visitor transportation system. Visitation to the Memorial would have a long-term minor beneficial economic impact due to visitor spending and expenditures associated with operations at the Memorial, though the impact would be focused within the local geographic area. Cumulative impacts from other projects may increase visitation to the Memorial and downtown, which would have a minor beneficial impact on downtown retailers and businesses. Purchase of lands for park expansion in East St. Louis could have a minor, negative fiscal impact to local government taxing entities.	Management of the Memorial would focus on extending the visitor’s experience at the Memorial and into downtown St. Louis. The Memorial would continue to be a major attraction for visitors coming to the St. Louis area, and its appeal to local residents and visitors is expected to generate a minor positive increase in visitation. Visitation to the Memorial would have a long-term minor to moderate beneficial economic impact due to visitor spending and expenditures associated with operations at the Memorial. Impacts would be largely focused within a small geographic area near the Memorial, but may be expanded if a visitor transportation system travels near other important downtown sites and businesses. Cumulative impacts from other projects and planning activities have the potential to increase visitation to the Memorial and downtown, which would have a minor beneficial impact on downtown retailers and businesses. Purchase of lands for park expansion in East St. Louis could have a minor, negative fiscal impact to local government taxing entities.
Land Use	The no action alternative is expected to have a minor long-term adverse impact on local land use. With a lack of focus on planning activities in East St. Louis, the National Park Service may lose the ability to influence future land use in the East St. Louis addition. Also, under this alternative, the National Park Service would not make any substantial changes in land use on the Memorial.	The Program Expansion alternative could have both beneficial and adverse impacts on land use. The alternative would implement various changes in land use including development of new facilities, improvements in connectivity with downtown St. Louis, and changes in management of the East St. Louis addition. Improvements to streetscapes and connectivity with local neighborhoods would have long-term beneficial impacts on land use within and immediately outside the Memorial. Changes in management in the East St. Louis addition would have long-term beneficial impacts on local land use.	Implementation of the Portals alternative is expected to have a long-term moderate beneficial impact on local land use. While the development of a new barrier-free entrance to the underground museum would have adverse impacts in the loss of green space, those impacts are expected to be localized to that specific area of the Memorial grounds. Beneficial impacts are expected to occur with the development of a nearly three-block deck of Memorial Drive and pedestrian walkways, improving compatibility of the Memorial with adjacent major roadways. Moderate beneficial impacts would also occur with the expansion of the Memorial’s boundary into East St. Louis, encouraging compatible development with Metro Parks and other potential partners.	Implementation of The Park into City alternative is expected to have a long-term moderate beneficial impact on local land use. The rerouting of Memorial Drive has the potential to generate long-term moderate beneficial impacts on land uses in and around the Memorial. Eliminating on-site parking would allow the Memorial to expand opportunities for heritage education and visitor amenities. This action may also cause parking facilities downtown to be utilized more efficiently. Moderate beneficial impacts would also occur with the expansion of the Memorial’s boundary into East St. Louis, which would encourage compatible development with Metro Parks and other potential partners.

Impact Topic	Alternative 1: No Action	Alternative 3: Program Expansion	Alternative 4: Portals	Alternative 5: Park into the City
Impacts on NPS Operations				
Impacts on NPS Operations	Ongoing impacts (long-term minor to moderate local and adverse) would continue.	If funded, the long-term impacts of the Program Expansion alternative in general would be negligible and the specific addition of a new entrance into the Museum of Westward Expansion would be moderate to major and beneficial. The long-term impacts of the Program Expansion alternative would be moderate to major long-term adverse if funding for NPS operations remains the same without a commensurate increase. Much depends on the outcome of the design competition, and whether the new programs and elements that emerge from the competition come with additional financial resources for operations.	If funded, the long-term impacts of the Program Expansion alternative in general would be negligible and the specific addition of a new entrance into the Museum of Westward Expansion would be moderate to major and beneficial. The long-term impacts of the Portal alternative would be moderate to major and adverse if funding for NPS operations remains the same without a commensurate increase. The expanded facilities would require a commensurate increase in NPS operational resources.	If funded, the long-term impacts of the Program Expansion alternative in general would be negligible and the specific addition of a new curatorial facility would be moderate to major and beneficial. The long-term impacts of the Park into the City alternative would be moderate to major and adverse if funding for NPS operations remains the same without a commensurate increase. The expanded facilities would require a commensurate increase in NPS operational resources.

