

PURPOSE OF AND NEED FOR THE PLAN



PURPOSE AND NEED

INTRODUCTION

The National Parks and Recreation Act of 1978 requires each unit of the national park system to develop a general management plan (GMP). The National Park Services' (NPS') *Management Policies: The Guide to Managing the National Park System* states "the Service will maintain an up-to-date GMP for each unit of the national park system" (Section 2.3.1, General Management Planning).

The purpose of a general management plan is to ensure that a park has a clearly defined direction for resource preservation and visitor use to best achieve the NPS' mandate to preserve resources unimpaired for the enjoyment of future generations. General management planning also makes the National Park Service more effective, collaborative, and accountable by

- ***Providing a balance between continuity and adaptability in decision making.*** Defining the desired conditions to be achieved and maintained in a park provides a touchstone that allows park managers and staff to constantly adapt their actions to changing situations while staying focused on what is most important about the park.
- ***Analyzing the park in relation to its surrounding ecosystem, cultural setting, and community.*** This helps park managers and staff understand how the park can interrelate with neighbors and others in ways that are ecologically, socially, and economically sustainable. Decisions made within such a larger context are more likely to be successful over time.
- Affording everyone who has a stake in decisions affecting a park an opportunity to be involved in the planning process and to understand the decisions that are made. National parks are often the focus of intense public interest. Public involvement

throughout the planning process provides opportunities for park managers and staff to interact with the public and learn about concerns, expectations, and values. Public involvement also provides settings for park managers and staff to share information about the park's purpose and significance, address other guidelines for management, and discuss issues and constraints.

The ultimate outcome of general management planning for national parks is an agreement among the National Park Service, its partners, and the public on why each area is managed as part of the national park system, what resource conditions and visitor experience should exist there, and how those conditions can best be achieved and maintained over time.

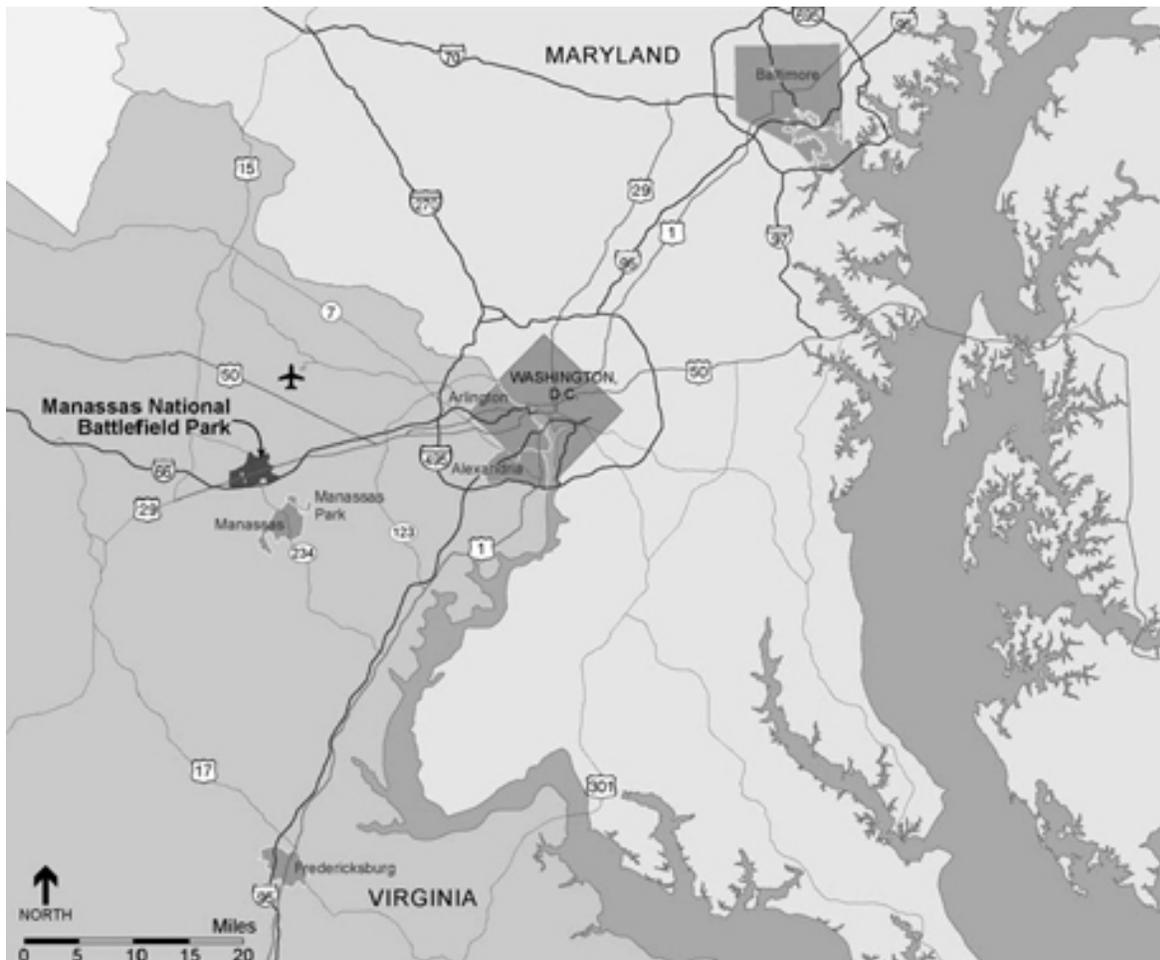
This *Final General Management Plan / Environmental Impact Statement* for Manassas National Battlefield Park presents and analyzes three alternative future directions. These include one "no-action" alternative and two "action" alternatives.

BRIEF DESCRIPTION OF THE PARK

The maps in this document are for illustration purposes only and are not drawn exactly to scale.

Because of its "historical importance as the battlefield site of the First and Second Battles of Manassas," Secretary of the Interior Harold L. Ickes designated Manassas National Battlefield Park on May 10, 1940. Subsequent legislation in 1954, 1980, and 1988 established the present park boundary to "preserve the most historically important lands relating to the two battles of Manassas."

Manassas National Battlefield Park is located in the Piedmont region of Virginia in Fairfax and Prince William Counties (see Map 1-1), approximately 25 miles west of Washington, D.C. Of the park's 5,071 acres, the federal government owns approximately 85 percent and private owners hold the remaining 15



Map 1-1: Regional Map

percent. Interstate 66 borders the park to the south and Pageland Lane (VA 705) borders the park to the west.

The park is bisected by Lee Highway (U.S. Route 29, also known by its historic names of the Warrenton Turnpike) and Sudley Road (VA Route 234). These two roads follow the basic historic road alignments used by Civil War troops (see Map 1-2). Today, they provide the main visitor access to the battlefields. The roads also receive heavy use by commuters, residents, and trucks from nearby quarries and construction operations. The heavy volumes of commuter and truck traffic create a safety problem and encroach on the visitor experience.

The farmlands and fields that historically surrounded the park are giving way to suburban Washington, D.C. While the areas to the north of the park retain some rural character, the areas south and west of the park now bustle with residential and commercial development.

The park's most important resources are the large tracts of land managed to represent the battlefield landscape as it existed at the time of the Civil War. The battlefield landscape comes under the cultural resource category of "cultural landscapes" and will be analyzed as a cultural landscape impact topic later in this document. Included in this landscape are three houses that date from the Civil War period, several post-war historic buildings, a



Map 1-2: Vicinity Map

Confederate cemetery, the reconstructed Stone Bridge over Bull Run, six miles of historic road traces, and numerous other resources, including historic structures, archeological resources, cemeteries, trenches, and earthworks. A detailed description of some of the park’s cultural resources is provided in Appendix A: Description of Resources.

PURPOSE OF THE PLAN

The purpose of this *General Management Plan / Environmental Impact Statement* is to guide

decision making and problem solving related to resource protection and visitor experience at Manassas National Battlefield Park. The approved plan will provide a framework for proactive decision making, including decisions on visitor use and on managing natural and cultural resources and development. This framework will allow managers to address future opportunities and problems effectively.

This plan prescribes the resource conditions and visitor experiences that are to be achieved and maintained at Manassas National Battlefield Park over time. Management decisions must be made where laws, policies,

and regulations do not provide clear guidance, or where limitations will be based on the park's purpose, resource analysis, and the evaluation of environmental consequences and costs.

This plan does not document how particular programs or projects will be implemented or prioritized. Those decisions will be made as part of more detailed implementation planning, which will be linked to the broad, comprehensive decisions presented in this plan.

NEED FOR THE PLAN

Manassas National Battlefield Park has been operating under the *1983 General Management Plan*, and the Manassas National Battlefield Park Amendments of 1988. The latter brought the Stuart's Hill tract into the park and authorized the study of alternatives for the portions of U.S. Route 29 and VA Route 234 that bisect the park. Although many elements of the original plan are still applicable, NPS planning guidance has changed since 1983, and the older plan does not address current issues, particularly those related to transportation within the park and interpretation of park resources.

The Manassas National Battlefield Park Amendments of 1988 brought into the park additional lands important to the Battle of Second Manassas (Second Manassas). They also required cooperation with state and nearby jurisdictions in protecting important historic views from within the park, and directed the National Park Service to study the relocation of two public highways.

With the acquisition of the Stuart's Hill area, the park has the opportunity to provide a more comprehensive interpretation of the Battle of Second Manassas. The alternatives presented in this plan recommend actions that may be taken to rehabilitate the historic battlefield landscape, enhance visitor understanding of the two battles, and improve the visitor experience through increased interpretive opportunities of both battles and the entire Civil War. The plan also addresses new facilities or developments required for

implementing the alternatives, with a view to preserving the historic character of the battlefield.

Since 1983, the volumes of commuter and truck traffic along U.S. Route 29 and VA Route 234 have increased dramatically, creating a safety problem and diminishing the visitor experience. Concurrent with this general management planning effort, the Federal Highway Administration and National Park Service have completed the *Manassas National Battlefield Park Bypass Draft Environmental Impact Statement* (Battlefield Bypass study). The candidate alignments, including the preferred alternative, for the bypass are shown in Appendix F.

Regardless of the specific alignment, completion of the bypass will allow for the eventual closure of U.S. Route 29 and VA Route 234 within the park to through traffic. This *General Management Plan / Environmental Impact Statement* addresses internal circulation, access, and transportation concepts that can be implemented for each alternative once a new bypass is in place. All issues related to traffic impacts outside park boundaries (either from the bypass itself or from the resulting restrictions on roads in the park) are addressed in the Battlefield Bypass study.

NEXT STEPS

The purpose of a general management plan is to provide the park with an overall vision of desired future conditions as a foundation for decision making. The implementation of the approved plan for Manassas National Battlefield Park will depend on future funding and the timing of external factors such as the creation of a new bypass route. The approval of the plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the approved plan could take many years to achieve. Because the bypass could also take a long time to implement, the alternatives of this *General Management Plan* provide for interim

management strategies to address concerns of traffic congestion and visitor safety.

IMPLEMENTATION OF THE PLAN

This *General Management Plan* does not describe how particular programs or projects should be prioritized or implemented. Those

decisions will be addressed during the more detailed planning associated with strategic plans and implementation plans. The implementation of the approved plan will also depend on the completion of additional feasibility studies and more detailed planning and environmental documentation related to the major actions proposed.

GUIDANCE FOR THE PLANNING EFFORT

PURPOSE AND SIGNIFICANCE

Manassas National Battlefield Park was established in 1940 to preserve the scene of two major Civil War battles. Located a few miles north of the prized railroad junction of Manassas, Virginia, this peaceful slice of the Virginia countryside bore witness to clashes between the armies of the North and South in 1861 and 1862. Descriptions and depictions of the major events of the two battles are found in Appendix B: Description of Battle Events.

The park's purpose statement describes the fundamental reasons Manassas National Battlefield Park was set aside by the Secretary of the Interior as part of the national park system. The purpose statement is the standard against which all decisions and actions are tested. It is based on the park's enabling legislation, legislative history, and NPS policies. The significance statement defines the importance of the park's resource in relevant regional, national, and international contexts and relates directly to the park's purpose and why the park was established. Knowing the park's significance helps managers set protection priorities and determine desirable visitor experiences. This significance statement describes why Manassas National Battlefield Park is a special place and explains the importance of the battle events and resources as they relate to the park's purpose.

Park Purpose

Manassas National Battlefield Park was established to preserve the historic landscape containing historic sites, buildings, objects, and views that contribute to the national significance of the Battles of First and Second Manassas, for the use, inspiration, and benefit of the public.

Park Significance

Manassas National Battlefield Park is nationally significant because it includes the locations of the Battles of First and Second Manassas.

Many park resources contribute to this national significance, the public's appreciation of the battlefield events, and its understanding of the social and economic impacts of the Civil War.

- The park—which is one of only a few Civil War battlefield parks that include the majority of the actual battlefield areas where troops formed, fought, and died—provides visitors with an opportunity to experience the features that shaped the two battles. These features include historic structures, road traces, sites, and cemeteries. Historic artifacts on exhibit from the park's museum collections and archeological sites within the park represent the Battle of First Manassas (July 21, 1861) and the Battle of Second Manassas (August 28-30, 1862).
- The park contains cultural landscapes from the period of the battles (1861-1862) that contain historic features of the battles, as well as woodlands, fields, streams, rolling hills, and certain views or vistas that are representative of the physical setting that existed at the time of the battles. The park also contains cultural landscapes from the period after the battles (1865-1940) that commemorate the battles with monuments and other objects erected in memory of soldiers who fought there.

PRIMARY INTERPRETIVE THEMES

The park's primary interpretive themes focus on the events of the Battles of First and Second Manassas, as well as the way that those battles affected the surrounding community and the nation as a whole. These interpretive themes are stated below.

- The Battle of First Manassas and the Battle of Second Manassas were two major battles of the American Civil War—each unique in strategy, tactics, and consequences for the outcome of the war.
- The devastating impact of the battles on the social and economic fabric of the

community, and the history of local families is important for an understanding of the tragic dimensions of the Civil War.

- The Battles of First and Second Manassas illustrate the application and advancement of 19th century military science and technology.
- The experiences of soldiers of all ranks from both sides of the conflict provide meaningful insights into the two battles of Manassas.

The Manassas Battlefields and related features represent local, state, and national efforts to preserve and commemorate our nation's Civil War heritage.

HISTORIC CONTEXT

The two battles of Manassas are significant in the nation's history because

- The Battle of First Manassas was the first major land battle of the Civil War, and it dispelled all preconceived notions of a short war. The 900 Americans killed on the battlefield were graphic proof that Civil War would be a protracted, bloody struggle.
- The Battle of Second Manassas brought the Confederacy to the height of its power and opened the way for the first Confederate campaign into the North.

The two battles of Manassas are significant in the region's history because

- The two battles illustrate northern Virginia's role in the Civil War and teach aspects of that history to visitors from other parts of the region, the nation, and other countries.
- The park preserves a historic agrarian landscape as the setting for the two battles. This landscape is also important for its environmental quality and its role in preserving natural resources.

GOALS

Based on the park's purpose and significance, the following goals for Manassas National Battlefield Park establish the general condition of cultural and natural resources and visitor experiences desired in the future. The purpose of Manassas National Battlefield Park will be fulfilled when the following goals are achieved:

- The historic landscape is maintained in a way that gives visitors an understanding of the events of the two battles.
- Significant cultural resources of the battles and their commemoration are identified, preserved, protected, maintained, and rehabilitated where appropriate.
- Visitors learn about the battles through a variety of high-quality interpretive and educational experiences, programs, and facilities.
- All park uses and visitor experiences are conducted in a manner that is compatible with the park's purpose.
- Roads within the park are used primarily by visitors, by residents who live within park boundaries, and for park operations.
- Modern intrusions into the historic landscape are minimal.
- The park cooperates with local, state, and other national groups to protect resources and tell the stories of the battles of Manassas.
- The rural and agrarian character of views outside the park is maintained.
- Park facilities and services provide visitors with a high-quality experience and support the park's purpose.

The alternatives presented in this plan consider and explore these goals in somewhat different ways. The alternatives set forth actions to achieve these goals in a manner that is consistent with the park's purpose and significance.

SPECIAL MANDATES AND ADMINISTRATIVE COMMITMENTS

In addition to the park's purpose and significance, there are federal laws and policies that shape park resource management and visitor use decisions. Some of the most relevant laws, policies, and programs include the Chesapeake Bay Agreement, Clean Air Act, Endangered Species Act, Executive Orders 11988 and 11990 regarding the management of floodplains and wetlands, National Environmental Policy Act, National Historic Preservation Act, National Park Service Organic Act, and the National Park Service Mission Goals.

In the process of preparing this *General Management Plan / Environmental Impact Statement*, the National Park Service derived its guidance from several laws and regulations. All decisions made through general management planning must fit within the broad parameters established by

- the park's particular mission and mission goals
- any special mandates or commitments that may apply to the park
- the large body of laws and policy applicable to all units of the national park system

The purpose of this section is to clarify and articulate the parameters established by special mandates, administrative commitments, and servicewide laws and policy.

Special mandates are park-specific and typically are found within the park's establishing legislation (see Appendix C: Relevant Legislation and Special Mandates). The park was designated by a secretarial order in 1940. In 1954, Congress added another 1,400 acres to the park and established a ceiling of approximately 3,000 acres for the park.

Subsequent federal legislation in 1980 raised the acreage limit to 4,525 acres and identified a specified boundary, with no provision for changes in the boundary.

The Manassas National Battlefield Park Amendments of 1988 (Public Law 100-46) expanded the park to nearly 5,100 acres and stated that the Secretary of the Interior "in consultation and consensus with the Commonwealth of Virginia, the Federal Highway Administration, and Prince William County, shall conduct a study regarding the relocation of highways (known as routes 29 and 234) in, and in the vicinity of, the Manassas National Battlefield Park."

The act also requires the Secretary of the Interior to cooperate with the Commonwealth of Virginia and local governments "in order to promote and achieve scenic preservation of views from within the park through zoning and other means as the parties determine feasible."

Additional regulatory provisions apply in accordance with Title 36, *Code of Federal Regulations*, Chapter 1, Parts 1-7, authorized by Title 16 *United States Code*, Section 3, and the Superintendent's Compendium.

Manassas National Battlefield Park also has a partnership with the Smithsonian Institution to rehabilitate more than 100 acres of Civil War battlefield, including 45 acres of valuable wetlands in the Stuart's Hill tract. This tract contains land that was drastically altered in preparation for a mixed-use development. Alterations included re-contouring the area, constructing an entrance road, and re-configuring the drainage network in preparation for construction of a housing development. The developer also altered the hydrology and filled in wetland areas.

After years of planning and negotiations, the rehabilitation and mitigation project began in June 2003 and was completed in November 2003. It involved excavation of over 100 acres, grading back to the 1862 contours, and rehabilitating approximately 30 acres of emergent wetlands and 15 acres of forested wetlands. Upland areas were planted in native warm-season grasses, creating a habitat type that is rapidly dwindling in Virginia.

The regrading and repositioning of this section of the park reestablished within 1 meter the contours that were present during the Battle of Second Manassas of 1862. A portion of the area was used as a mitigation site for the National Air and Space Museum’s Udvar-Hazy Center near Washington-Dulles International Airport, while helping the park meet its requirement to preserve historic landscape features and the integrity of the battlefield site.

Authorities Act of 1970; the Act of March 27, 1978, relating to the management of the national park system; and other applicable federal laws and regulations, such as the Endangered Species Act, National Environmental Policy Act; and National Historic Preservation Act. Actions are also guided by the NPS’ *Management Policies*.

Many resource conditions and some aspects of visitor experience are prescribed by these legal mandates and NPS policies. This plan is not needed to decide, for instance, to protect endangered species and archeological resources, and to provide access for visitors with disabilities. The conditions prescribed by laws, regulations, and policies most pertinent to the planning and management of the park are summarized in Table 1-1.

SERVICEWIDE LAWS AND POLICIES

Management of national park system units is guided by numerous Congressional acts, executive orders, and specific NPS policies. As with all units of the national park system, the management of Manassas National Battlefield Park is guided by the 1916 Organic Act (which created the National Park Service); the General

**Table 1-1:
Servicewide Mandates and Policies Pertaining to Manassas National Battlefield Park**

Natural Resources	
Air Quality	<p>The National Park Service has the responsibility to protect air quality under both the 1916 Organic Act and the Clean Air Act. Accordingly, the National Park Service will seek to perpetuate the best possible air quality in parks to preserve natural resources and systems; preserve cultural resources; and sustain visitor enjoyment, human health, and scenic vistas</p> <p>Source: Clean Air Act; <i>Management Policies</i>—4.7.1 “Air Quality;” and NPS Director’s Order #77, “Natural Resources Management Guidelines”</p>
Natural Soundscape	<p>The National Park Service will preserve, to the greatest extent possible, the natural soundscapes of parks. Using appropriate management planning, superintendents will identify what levels of human-caused sound can be accepted within the management purposes of the park.</p> <p>Source: <i>Management Policies</i>—4.9 “Soundscape Management” and Director’s Order #47, “Soundscape Preservation and Noise Management”</p>
Vegetation and Wildlife	<p>The National Park Service will maintain as parts of the natural ecosystem all native plants and animals in the park. The National Park Service will achieve this maintenance by (1) preserving and restoring natural abundances, diversities, dynamics, distributions, habitats, and behaviors of native plant and animal populations and the communities and ecosystems in which they occur; (2) restoring native plant and animal populations and the communities in parks when they have been extirpated by past human actions; and (3) minimizing human impact on native plants, animals, populations, communities, and ecosystems and the processes that sustain them.</p> <p>Source: <i>Management Policies</i>—4.4 “Biological Resource Management”</p>

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<p>Threatened and Endangered Species</p>	<p>The National Park Service will survey for, protect, and strive to recover all species native to national park system units that are listed under the Endangered Species Act. The National Park Service will determine all management actions for the protection and perpetuation of federally, state-, or locally listed species through the park management planning process, and will include consultation with lead federal and state agencies as appropriate.</p> <p>Source: Endangered Species Act and <i>Management Policies</i>—4.4.2.3 “Management of Threatened and Endangered Plants and Animals”</p>
<p>Lightscape Management/ Night Sky</p>	<p>The National Park Service will preserve, to the greatest extent possible, the natural lightscapes of parks, which are natural resources and values that exist in the absence of human-caused light. Current policy desires a condition whereby excellent opportunities to see the night sky are available. It is desired that artificial light sources both within and outside the park do not affect opportunities to see the night sky unacceptably and adversely, and that artificial light sources should be shielded when possible. Current policy requires that artificial light sources be restricted to those areas where security, basic human safety, and special cultural resource requirements must be met.</p> <p>Source: <i>Management Policies</i>—4.10 “Lightscape Management”</p>
<p>Habitat Manipulation</p>	<p>In historic zones, habitat manipulation may be used to recreate a scene that is mandated by the enabling legislation of the area or the park’s general management plan, or is deemed essential to the original intent for which the park was designated. For historic zones in parks where a historical perspective is not essential to the management goals or original purposes for the area, or to the intent of the enabling legislation, the area should be managed as a natural area to the largest extent possible, consistent with Sections 106 and 110 of the National Historic Preservation Act.</p> <p>Source: NPS Director’s Order #77, “Natural Resources Management Guidelines”</p>
<p>Soils</p>	<p>The National Park Service actively seeks to understand and preserve the soil resources of the park, and to prevent, to the extent possible, the unnatural 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.</p> <p>Source: <i>Management Policies</i>—4.8.2.4 “Soil Resource Management”</p>
<p>Topography and Geology</p>	<p>The park’s geologic resources are preserved and protected as integral components of the park’s natural systems.</p> <p>Source: <i>Management Policies</i> and NPS Director’s Order #77, “Natural Resources Management Guidelines”</p>
<p>Water Resources/ Water Quality</p>	<p>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 pollution of surface water and groundwater.</p> <p>Source: Clean Water Act; Executive Order (EO) 11514, “Protection and Enhancement of Environmental Quality;” <i>Management Policies</i>; and Director’s Order #77, “Natural Resources Management Guidelines”</p>
<p>Floodplains</p>	<p>Natural floodplain values are preserved or restored. Long- and short-term environmental effects associated with the occupancy and modification of floodplains are avoided. When it is not practicable to locate or relocate development or inappropriate human activities to a site outside the floodplain or where the floodplain will be affected, the Director’s Order #77-2 guides National Park Service procedures, including:</p> <ul style="list-style-type: none"> • Preparing and approving a statement of findings (SOF); • Using nonstructural measures as much as practicable to reduce hazards to human life and property while minimizing impacts on the natural resources of floodplains; • Ensuring that structures and facilities are designed to be consistent with the intent of the standards and criteria of the National Flood Insurance Program (44 Code of Federal Regulations 60). <p>Source: EO 11988, “Floodplain Management;” Rivers and Harbors Act; <i>Management Policies</i>; and Director’s Order #77-2, “Floodplain Management”</p>

**Table 1-1:
Servicewide Mandates and Policies Pertaining to Manassas National Battlefield Park**

<p>Wetlands</p>	<p>The natural and beneficial values of wetlands are preserved and enhanced. The National Park Service 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 National Park Service avoids to the extent possible the long- and short-term adverse impacts associated with the destruction or modification of wetlands and avoids direct or indirect support of new construction in wetlands wherever there is a practicable alternative. The National Park Service compensates for remaining unavoidable adverse impacts on wetlands by restoring wetlands that have been previously degraded.</p> <p>Source: Clean Water Act; EO 11990, “Protection of Wetlands;” <i>Management Policies</i>; and Director’s Order #77-1, “Wetland Protection”</p>
<p style="text-align: center;">Cultural Resources</p>	
<p>Archeological Resources</p>	<p>Archeological sites are identified and inventoried and their significance is determined and documented. Research is conducted to support interpretation and resource management. 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 Virginia State Historic Preservation Office and American Indian tribes. Some archeological sites that can be adequately protected may be interpreted to visitors.</p> <p>Source: National Historic Preservation Act of 1966, as amended (16 <i>United States Code</i> 470); Archeological Resources Protection Act; the Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation; Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (36 <i>Code of Federal Regulations</i> 800); <i>Management Policies</i>; and Director’s Order #28, “Cultural Resource Management Guideline”</p>
<p>Cultural Landscapes</p>	<p>Cultural landscape inventories are conducted to identify landscapes potentially eligible for listing in the National Register, 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.</p> <p>The preservation, rehabilitation, restoration, or reconstruction of cultural landscapes is undertaken in accordance with the Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings.</p> <p>Source: National Historic Preservation Act of 1966, as amended (16 <i>United States Code</i> 470); Advisory Council on Historic Preservation’s implementing regulations regarding the Protection of Historic Properties (36 <i>Code of Federal Regulations</i> 800); Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings; <i>Management Policies</i>; and Director’s Order #28, “Cultural Resources Management Guideline”</p>
<p>Museum Collections and Archives</p>	<p>All museum collections and archives (artifacts, objects, specimens, manuscript collections, other documents, and photographs) are identified and inventoried, catalogued, documented, preserved, and protected, and provision is made for their access to and use for exhibits, research, and interpretation. The qualities that contribute to the significance of collections are protected in accordance with established standards.</p> <p>Source: National Historic Preservation Act of 1966; American Indian Religious Freedom Act of 1978; Archeological and Historic Preservation Act of 1974; Archeological Resources Protection Act of 1979; Native American Graves Protection and Repatriation Act of 1990; <i>Management Policies</i>; <i>NPS Museum Handbook</i>; and Director’s Order #28, “Cultural Resource Management Guideline”</p>

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<p>Historic Structures</p>	<p>Historic structures are inventoried and their significance and integrity are evaluated under National Register of Historic Places criteria. The qualities that contribute to the listing or eligibility for listing of historic structures in the National Register are protected in accordance with the Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable).</p> <p>Source: National Historic Preservation Act of 1966, as amended (16 <i>United States Code</i> 470); Archeological and Historic Preservation Act; Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation; Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings; Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (36 <i>Code of Federal Regulations</i> 800); <i>Management Policies</i>; and Director’s Order #28, “Cultural Resource Management Guideline”</p>
<p>Ethnographic Resources</p>	<p>Ethnographic resources are variations of natural resources and standard cultural resource types. They are subsistence and ceremonial locales and sites, structures, objects, and rural and urban landscapes assigned cultural significance by traditional users. Certain contemporary American Indian and other communities are permitted by law, regulation, or policy to pursue customary religious, subsistence, and other cultural uses of NPS resources with which they are traditionally associated. Recognizing that its resource protection mandate affects this human use and cultural context of park resources, the National Park Service plans and executes programs in ways to safeguard cultural and natural resources while reflecting informed concern for contemporary peoples and cultures traditionally associated with them.</p> <p>Source: National Historic Preservation Act of 1966, as amended (16 <i>United States Code</i> 470); Advisory Council on Historic Preservation implementing regulations; <i>Management Policies</i>; Director’s Order #28, “Cultural Resource Management Guideline”; Executive Order 13007, “American Indian Sacred Sites;” American Indian Religious Freedom Act; and Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (36 <i>Code of Federal Regulations</i> 800)</p>
<p>Socioeconomic Environment</p>	
<p>Visitor Use and Experience</p>	<p>Park 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 park has been established.</p> <p>For all zones, districts, or other logical management divisions within a park, the types and levels of visitor use are consistent with the desired resource and visitor experience conditions prescribed for those areas. Park visitors will have opportunities to understand and appreciate the significance of the park and its resources, and to develop a personal stewardship ethic. To the extent feasible, programs, services, and facilities in the park are accessible to and usable by all people, including those with disabilities.</p> <p>Source: NPS Organic Act; National Park System General Authorities Act; <i>Management Policies</i>; Architectural Barriers Act Accessibility Standards (ABAAS), May 2006; Nondiscrimination on the Basis of Disability by Public Accommodations and in Commercial Facilities (28 <i>Code of Federal Regulations</i> 36); Uniform Federal Accessibility Standards of 1984 (UFAS); U.S. Access Board Draft Accessibility Guidelines for Outdoor Developed Areas of 1999; <i>Management Policies</i>; Director’s Order #42, “Accessibility for Visitors with Disabilities in NPS Programs, Facilities, and Services;” Rehabilitation Act of 1973; and Secretary of the Interior’s regulation 43 <i>Code of Federal Regulations</i> 17, “Enforcement on the Basis of Disability in Interior Programs”</p>
<p>Environmental Justice</p>	<p>Federal agencies are required to assess whether their actions have disproportionately high and adverse human health or environmental effects on minority and low-income populations.</p> <p>Source: National Environmental Policy Act; Director’s Order #12, “Conservation Planning, Environmental Impact Analysis, and Decision-making;” Council on Environmental Quality regulations; and Executive Order 12989, “Environmental Justice in Minority and Low-Income Populations”</p>

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Servicewide Mandates and Policies Pertaining to Manassas National Battlefield Park**

Other Topics	
Land Protection	<p>The National Park Service is required by the Organic Act to protect and preserve unimpaired the resources and values of the national park system while providing for public use and enjoyment. When acquisition is necessary and appropriate, the National Park Service will acquire those lands and/or interests as promptly as possible. 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 national park was created.</p> <p>Source: <i>Management Policies</i>—3.0, “Land Protection”</p>
Sustainable Design / Development	<p>The National Park Service and concessioner visitor management facilities are harmonious with park 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 park operations, facilities management, and development in the park, from the initial concept through design and construction, reflect principles of resource conservation. Thus, all park developments and park operations are sustainable to the maximum degree possible and practical. New developments and existing facilities are built and modified according to the <i>Guiding Principles of Sustainable Design</i> (1993) or other similar guidelines. Management decision-making and activities throughout the national park system use value analysis, which is mandatory for all Department of the Interior bureaus, to help achieve this goal. Value planning, which may be used interchangeably with value analysis, value engineering, or value management, is most often used when value methods are applied on general management or similar planning activities.</p> <p>Source: <i>Management Policies</i>; Executive Order 13123, “Greening the Government through Efficient Energy Management;” Executive Order 13101, “Greening the Government through Waste Prevention, Recycling, and Federal Acquisition;” NPS <i>Guiding Principles of Sustainable Design</i>; Director’s Order #13, “Environmental Leadership;” and Director’s Order #90, “Value Analysis”</p>
Transportation	<p>Visitors have reasonable access to the park, and there are connections from the park to regional transportation systems as appropriate. Transportation facilities in the park provide access for the protection, use, and enjoyment of park resources. They preserve the integrity of the surroundings, respect ecological processes, protect park resources, and provide the highest visual quality and a rewarding visitor experience.</p> <p>The National Park Service participates in all transportation planning forums that may result in links to parks or impact park resources. Working with federal, tribal, state, and local agencies on transportation issues, the National Park Service seeks reasonable access to parks, and connections to external transportation systems.</p> <p>Source: NPS <i>Transportation Planning Guidebook, Management Policies</i></p>

RELATIONSHIP OF OTHER PLANNING EFFORTS TO THIS GENERAL MANAGEMENT PLAN

Manassas National Battlefield Park is located in Prince William and Fairfax Counties, Virginia. Properties surrounding the park are primarily privately owned residential and agricultural lands. There are a few commercial and state-owned parcels near the park. There are no tribal lands nearby.

Several federal, state, and local plans, either underway or recently completed, will affect conditions at Manassas National Battlefield Park. Many of these plans involve new or altered transportation facilities in the vicinity of the park.

Other relevant planning efforts include visitor surveys and interpretation plans. These plans are described in detail below.

- ***Manassas National Battlefield Park Bypass Environmental Impact Statement (Battlefield Bypass Study), Federal Highway Administration and National Park Service:*** This study evaluates a variety of transportation improvement alternatives in the vicinity of the Manassas National Battlefield Park to alleviate traffic and congestion within the park. The study area for the project covers portions of Prince William, Loudoun, Fairfax, and Fauquier Counties, the Cities of Manassas and Manassas Park, and the Town of Haymarket. These efforts would improve circulation and visitor experience within the park by removing commuter and truck traffic from the state and federal highways in the park.
- The Manassas National Battlefield Park Amendments of 1988 and Federal Highway Administration policy required the Prince William and Fairfax County Boards of Supervisors and the Commonwealth Transportation Board to approve a bypass alternative. All of these entities have approved Alternative D, modified. The Federal Highway Administration and National Park Service
- are in the process of developing a final environmental impact statement and record of decision (see Appendix F).
- ***Interstate 66 Multimodal Transportation and Environmental Study (I-66 Study), Virginia Department of Transportation:*** The Virginia Department of Transportation and Virginia Department of Rail and Public Transportation have initiated the study for improving mobility along the I-66 corridor from just west of the I-66/Capital Beltway (I-495) interchange in Fairfax County to the I-66/U.S. Route 15 interchange in Prince William County (approximately 24 miles). This study will examine possible improvements to I-66, Metrorail, Virginia Railway Express, and express bus service. Transportation improvements to this corridor are necessary to enhance safety and to provide increased capacity for current and projected future travel demands.
- ***Tri-County Parkway Location Study and Environmental Impact Statement (Tri-County Parkway Study), Virginia Department of Transportation:*** The Tri-County Parkway location study team is evaluating a new north/south transportation link in northern Virginia to connect the City of Manassas with I-66 and the Loudoun County Parkway in the Dulles area. The Tri-County Parkway would be approximately 10 miles long, traversing portions of Prince William, Fairfax, and Loudoun Counties, along with the Cities of Manassas and Manassas Park. The concept for a Tri-County Parkway is identified in the Northern Virginia 2020 Transportation Plan and in the comprehensive plans for Fairfax, Loudoun, and Prince William Counties.
- On November 17, 2005, the Commonwealth Transportation Board approved the “West 2” alignment for the

Tri-County Parkway. This alignment runs essentially parallel to the Bypass Alternative D, modified, along the west side of the battlefield. The Tri-County Parkway and the Battlefield Bypass will be built in the corridor on the same roadway.

- ***VA Route 234 Bypass North, Federal Highway Administration:*** This is the remaining section of the 10-mile VA Route 234 Manassas Bypass. In 1997, the Virginia Department of Transportation opened 5.3 miles of the road from I-66 to VA Route 28. Construction has not yet begun on the Bypass North.
- ***Manassas National Battlefield Park Transportation Study, June 1996, National Park Service:*** This study examined the operational and safety characteristics of the traffic and parking conditions within the park. It identified several parking areas that were over capacity, as well as roads and intersections that posed the greatest safety risk to park visitors.
- ***The Comprehensive Interpretive Plan for Manassas National Battlefield Park, In Process, National Park Service:*** The park staff is in the process of building on the recommendations developed in the 1994 interpretive prospectus for Manassas National Battlefield Park. The park staff

reaffirmed the park significance statements and interpretive themes. Based on this work, park staff and their partners have developed an array of desired visitor experience goals that will guide the development of interpretive media, exhibits, and facilities. The park staff expects to complete the comprehensive interpretive plan in the fall of 2007.

- ***Manassas National Battlefield Park Wildland Fire Management Plan, National Park Service:*** This plan guides the decision-making process where safety, social, political, and resource values are evaluated, and appropriate management response strategies are identified. It is used to provide a framework for fuels management strategies through the use of prescribed fire and mechanical treatments, and to provide a basis from which to cooperate more fully in planning and implementing a wildland fire program across agency boundaries.
- ***Manassas National Battlefield Park Visitor Study, summer 1995, University of Idaho:*** This report summarizes the results of visitor surveys and helps the park staff refine visitor services, facilities, and interpretation.

PLANNING ISSUES/CONCERNS

INTRODUCTION

Several planning-related issues were raised by park staff and the public in meetings, newsletter responses, and discussions with staff from other agencies and organizations. Planning issues are 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. An understanding of the park mission and important planning issues helped the planning team develop potential management alternatives that respond to current and future resource and visitor experience conditions.

The following summary encompasses the full range of planning issues identified during scoping. The issues generally fall into two categories: comments most appropriately addressed by a general management plan, and non-general management planning issues, non-planning issues or those issues most appropriately addressed in other plans.

PLANNING ISSUES ADDRESSED IN THIS GENERAL MANAGEMENT PLAN

Orientation and Visitor Services

Manassas National Battlefield Park was the site of two key battles during the Civil War. However, the two Manassas battles receive unequal interpretive treatment at the park. Visitation is concentrated at the visitor center on Henry Hill, the focal point of the events of the Battle of First Manassas (First Manassas). Due in part to initial park boundaries that did not include much of the contested ground of Second Manassas, more limited interpretive efforts have been devoted to that battle. The addition of lands associated with Second Manassas offers the park the opportunity to present the full story of this battle.

Inadequate or antiquated interpretive media, a hazardous and complicated driving tour route,

congested roads, and limited vehicular access have adversely affected the visitor experience and interpretation in the park. Maintenance and appropriate location of equestrian trails is also important to the community.

Historic Cultural Landscapes

Like many Civil War battlefields, Manassas National Battlefield Park is much more heavily wooded now than during the war. However, portions of the park still retain their wartime appearance. The continuity of agrarian patterns from the 19th century period of the two battles of Manassas through the 20th century establishment of the park, as well as the fact that major road alignments (such as U.S. Route 29 and VA Route 234) generally follow their wartime alignments, have helped the park keep its Civil War-era atmosphere. Unfortunately, the heavy traffic on these roads makes interpretation of some of the battle stories difficult and inhibits visitor appreciation of the historic battlefield landscape.

The 1988 boundary adjustments mandate cooperation with state and local governments to promote the preservation of views from within the park. The park staff has worked closely with nearby jurisdictions to protect these vistas. However, continued rapid population growth in the Manassas area, accompanied by commercial and residential development in surrounding communities, intrudes on the historic setting of the battlefield. Such development already separates the battlefield from the area of the historic Manassas Junction and threatens eventually to disrupt historically significant views. The prospect of tall buildings on the periphery of the battlefield threatens the NPS' attempts to maintain a sense of place and contemplative atmosphere for visitors.

Traffic and Transportation

Two heavily traveled highways, U.S. Route 29 and VA Route 234, bisect the park and

intersect in the heart of the battlefield. These two roads, known during the Civil War as Warrenton Turnpike and Sudley Road, respectively, generally follow their wartime alignments and provide visitor access to much of the park. The current use of these roads as commuter and commercial truck traffic routes conflicts with public safety and enjoyment of the park.

In the Manassas National Battlefield Park Amendments of 1988, Congress authorized \$30 million for a traffic study and subsequent highway construction to reroute commuter traffic away from the portions of U.S. Route 29 and VA Route 234 that traverse the park. Although construction monies have not been appropriated to date, monies were allocated for the Battlefield Bypass study, which examined candidate alignments for a bypass in the vicinity of the park to reroute traffic from these two roadways. The Federal Highway Administration and National Park Service as co-lead agencies, and the Virginia Department of Transportation as a cooperating agency, have completed the public draft of the Battlefield Bypass study and have developed a preferred bypass alternative route.

This *General Management Plan / Environmental Impact Statement* addresses internal transportation and circulation issues related to visitor experience, understanding, and safety, as well as resource protection. The two action alternatives presume a future where the Battlefield Bypass is in place, and park roads are closed to through traffic and are used primarily for park purposes.

Historic Structures and Sites

The Stone House and Lucinda Dogan House were altered after the Civil War with additions and interior modifications. These two structures are the only surviving wartime buildings to have been rehabilitated to their 1860s appearance. A third wartime building, the Thornberry House, named after the wartime owner and also known as the Sudley Post Office after the war, also underwent some alteration after the Civil War and has been rehabilitated for visitor use. These three

houses are the only surviving wartime buildings in the park.

The park's List of Classified Structures includes 40 structures, which include buildings, roads, monuments, and a bridge.¹ Planning issues involve determining the appropriate level of stabilization or rehabilitation for the surviving wartime buildings and other historic structures. To the extent feasible, the surviving wartime buildings should be accessible to all visitors, including those with disabilities.

Trail Management

The park includes an extensive network of pedestrian and bridle trails. The trails provide access to most points of interpretive interest, but the size and complexity of the network has proved confusing to visitors. Bicycles are not permitted on trails or unpaved roads unless they are being used by trained, commissioned law enforcement personnel in performance of their duties. Adequate trail maintenance can be affected by park operations funding levels that fluctuate annually. To the extent feasible, trails should be made accessible to visitors with disabilities.

Recreation

As the regional population grows, surrounding land is developed, and open space decreases, the National Park Service faces increased pressure to open the battlefield to active recreational uses. The NPS' *Management Policies* (Section 8.1.1) state that the National Park Service "will only allow uses that are (1) appropriate to the purpose for which the park was established, and (2) can be sustained without causing unacceptable impacts. Recreational activities and other uses that would impair a park's resources, values, or purposes cannot be allowed."

¹ The List of Classified Structures includes structures that have "historical, architectural, and/or engineering significance within parks of the national park system in which the National Park Service has, or plans to acquire, any legally enforceable interest" (NPS 2004).

PURPOSE OF AND NEED FOR THE PLAN

Because many forms of recreation do not require a national park setting, the National Park Service will provide opportunities for forms of enjoyment that are “uniquely suited and appropriate to the superlative natural and cultural resources found in the parks.”

Based on Section 8.2 of the NPS’ *Management Policies*, visitor activities that will be encouraged are those that

- are appropriate for the purpose for which the park was established; and
- are inspirational, educational, or healthful, and otherwise appropriate to the park environment; and
- will foster an understanding of and appreciation for park resources and values, or will promote enjoyment through a direct association with, interaction with, or relation to the park resources; and
- can be sustained without causing unacceptable impacts to park resources or values.

For the purposes of the NPS’ *Management Policies*, unacceptable impacts are impacts that, individually or cumulatively, would

- be inconsistent with the park’s purposes or values, or
- impede the attainment of a park’s desired conditions for natural and cultural resources as identified through the park’s planning process, or
- create an unsafe or unhealthy environment for visitors or employees, or
- diminish opportunities for current or future generations to enjoy, learn about, or be inspired by park resources or values, or
- unreasonably interfere with
- park programs or activities, or
- an appropriate use, or
- an atmosphere of peace and tranquility, or the natural soundscape maintained in wilderness and natural, historic, or

commemorative locations within the park, or

- NPS concessioner or contractor operations or services.

In addition to any applicable state licenses and permits that may be required, a special-use permit from the park superintendent is required for certain visitor activities, such as weddings, wreath laying ceremonies, and organized equestrian events. Meanwhile, the park treats some accepted activities, such as organized events, as special events and manages them according to the criteria and procedures of the *Special Park Uses Guideline* (NPS-53). Recreational activities such as picnicking and fishing (with a valid permit) are typically permitted in specified areas of the park, while swimming and the use of bicycles on unpaved roads are typically prohibited. These prohibitions and permissions change periodically, and are outlined in the annual *Superintendent’s Compendium*.

Boundaries

The 1980 boundary legislation prohibits the Secretary of the Interior from changing the boundaries of the park. Unlike other units of the national park system that have legislative authority under Section 7(c) of the Land and Water Conservation Fund Act of 1965 and the National Parks Omnibus Management Act of 1998 to enter into minor boundary adjustments, Public Law 96-442 specifically prohibits Manassas National Battlefield Park from arranging any boundary adjustments without legislation by Congress.

This planning process has identified several specific parcels of land outside the legislative boundary that are of special importance and cultural value to Manassas National Battlefield Park, that contribute to its historic battlefield landscape, and that meet NPS criteria for boundary adjustments (*Management Policies*, Sections 3.5 through 3.7). These parcels of land are described under alternatives B and C as part of the proposals for each of these action alternatives.

Cooperative Efforts in Interpretation and Preservation

Some historic resources related to the Manassas battles lie outside park boundaries and face an uncertain future. Manassas National Battlefield Park recently expanded its National Register of Historic Places boundary to incorporate many of the historic sites and structures directly adjacent to the park. Expanded cooperation is needed between federal, state, and local agencies and private groups and organizations to help preserve and interpret these important Civil War resources. Specific partnership opportunities would be developed in the activities that tier off this *General Management Plan*.

Carrying Capacity

There are three principal components that relate to determining the carrying capacity for a national park

- Ecological or physical capacity, which includes the capabilities of the natural and cultural resources to sustain levels of visitor use without unacceptable damage.
- Sociological carrying capacity, which includes the ability of visitors to enjoy and appreciate these resources without undue interference by other visitors.
- NPS management, which includes the efforts that have been, or can be applied to the park to mitigate unwanted impacts. This relates to the management of features such as roads, parking lots, buildings, trails, and visitor information.

Table 1-2 summarizes the desired conditions, indicators, and standards that the National Park Service will use to ensure that the carrying capacity of Manassas National Battlefield Park is not exceeded. The park does not currently have a quantitative system for measuring carrying capacity, and relies instead on qualitative observations about the use and crowding of various park resources.

Congested traffic on the portions of U.S. Route 29 and VA Route 234 that bisect the park influences carrying capacity, as well as the

park's ability to measure that capacity. While visitation counts are taken at specific locations such as the visitor center or visitor contact station, the overall number of non-park trips on the highways makes it difficult to obtain accurate visitation information for the park.

Non-park traffic and limited staff availability make it difficult for the park staff to maintain a system of quantitative indicators and standards. Thus, many of the indicators and standards in Table 1-2 are constructed in a way that enables qualitative measurement by park staff as part of their ongoing duties.

With the exception of museum display, storage, and curation space, which are already reaching capacity, Manassas National Battlefield Park does not presently approach its carrying capacity. This statement reflects the patterns of use observed by park staff in recent years.

The park does experience, and will continue to have, limited occurrences of crowding at certain locations during certain times of the year. Specifically, the area near Stone Bridge tends to be crowded during fair-weather weekends in the spring and autumn. The park superintendent deems this situation acceptable because such occurrences are rare, the entire park does not experience crowding, and no appreciable damage is done to natural and cultural resources.

The park staff will periodically review and, if necessary, update the indicators and standards described in Table 1-2. If visitation (regardless of how it is measured) increases sharply, or if staff members observe other activity that indicates a potential lack of capacity, the park staff may choose to implement more specific indicators and standards.

ISSUES IDENTIFIED THAT ARE NOT GENERAL MANAGEMENT PLAN-LEVEL ISSUES

During public involvement, from 1996 through 2003, issues were identified by the public that are not considered general management

Table 1-2: Carrying Capacity Indicators and Standards

Visitor Experience and Services	Desired Condition	Visitors will be able to obtain park information, orientation, and services and will be able to access cultural resources and interpretive materials, exhibits, and sites without experiencing frequent delays. Museum space will be adequate to accomplish the park’s interpretive goals.
	Indicator	The number of times per year that the visitor center, Second Manassas visitor contact station, and major interpretive sites and parking lots at sites such as Stone Bridge and Henry Hill experience crowding, and the magnitude of that crowding. The amount of space available for museum activities, including laboratory space and storage of park records and digital files.
	Standard	Visitors will experience crowded conditions a few times per year. These will occur primarily during the spring and autumn, and only at a limited number of locations such as Stone Bridge. During these peak periods, visitors will still be able to find uncrowded conditions in other areas of the park. The park will have museum space that is adequate to accomplish its interpretive goals.
Circulation and Parking	Desired Condition	Visitors will be able to follow the park’s tour routes (via automobile or bicycle) and use the park’s parking lots while experiencing no more than moderate traffic congestion and rare parking difficulties.
	Indicator	The number of times per year that tour routes and other park roads experience delays because of excess visitor traffic; the number of times per year that parking lots are full for an extended period of time. It is understood that, unless and until the portions of U.S. Route 29 and VA Route 234 that traverse the park are closed to non-park traffic, the NPS’ ability to measure this indicator is limited. The current levels of non-park traffic on these routes mean that NPS staff can only observe traffic on other park roads and can only observe parking crowding at lots not located along U.S. Route 29 and VA Route 234.
	Standard	Visitors will experience crowded conditions (heavy traffic congestion and a lack of parking) a few times per year. These will occur primarily during the spring and autumn, and only at a limited number of locations such as Stone Bridge. During these peak periods, visitors will still be able to find uncrowded road conditions and parking lots in other areas of the park.
Recreation	Desired Condition	Visitors participating in approved recreational activities will be able to enjoy the park’s natural and cultural resources without causing damage to those resources.
	Indicator	Damage to natural habitats, cultural resources, interpretive materials, or historic landscapes because of activities such as horseback riding or picnicking.
	Standard	“Social trails,” which are undesignated trails created by repeated use, will not occur.
Park Operations and Maintenance	Desired Condition	The National Park Service will have adequate staff and resources to perform needed maintenance and management activities, and will do so without causing undue distraction to visitors.
	Indicator	The ability of staffing levels, maintenance facilities, resources, and supplies to meet park needs; the number and severity of visitor concerns and comments about operations and maintenance activities.
	Standard	Staffing and resources will not delay or prevent normal operation and maintenance activities; visitor concerns and comments about operations and maintenance activities will not increase in frequency or severity.

plan-level issues. These issues include items that might be accomplished in other plans, and items that are not planning issues.

This *General Management Plan* establishes a management philosophy for the battlefield and determines appropriate uses and conditions for park resources. Subsequent planning will address detailed design, operations, and maintenance issues. Issues identified by the public that might be addressed in other plans include

- treatment of specific park signs
- architectural/preservation treatments of specific structures

- management of equestrian trails and users
- interpretation specific to individual sites or techniques, such as living history
- transportation using shuttle buses

Items that are not considered planning issues and cannot be addressed by this plan include

- development and economic growth in the region and around the park
- restrictions on hunting outside the park
- enhanced volunteer programs
- links between the park and the historic City of Manassas

IMPACT TOPICS (RESOURCES AND VALUES AT STAKE DURING THE PLANNING PROCESS)

The Council on Environmental Quality guidelines for implementing the National Environmental Policy Act (NEPA) require that the description of the affected environment must focus on describing the resources that could be affected by implementation of the alternatives. Impact topics were developed to focus the environmental analysis and to ensure that alternatives were evaluated against relevant topics.

Impact topics are resources of concern that could be affected, either beneficially or adversely, by the range of alternatives. These impact topics were identified based on federal laws and other legal requirements, the Council on Environmental Quality guidelines, the NPS' *Management Policies*, park subject-matter experts, knowledge of limited or easily impacted resources, and issues or concerns expressed by other agencies or the public during scoping. A brief rationale for the selection of each impact topic is given below, as are reasons for dismissing topics from further consideration.

The exact footprints and locations of proposed development under the alternatives have not been developed for this *General Management Plan*. Therefore, site-specific impacts will be evaluated and appropriate environmental compliance will be completed during the design stage. Similarly, acreage estimates associated with forest removal or scene rehabilitation under the alternatives are presented for comparative purposes only. Although these acreages are representative of the magnitude of change expected, further refinement of the actual boundaries of the historic scene rehabilitation areas would occur based on more precise field surveys.

The impact topics retained for detailed study are explained below.

NATURAL RESOURCES

Air Quality

The Manassas National Battlefield Park is within Virginia Air Quality Control Region VII, which is a nonattainment area for ozone. Section 118 of the Clean Air Act requires federal facilities to comply with all federal and state air quality standards and regulations, while Section 176 of the act requires federal facilities to conform to state programs designed to attain and maintain those standards. The alternatives under consideration could have an effect on air quality because of the changes to the transportation patterns and use of the park roads; therefore, this document analyzes air quality in more detail.

The park's location in an air quality nonattainment area could create opportunities for inter-agency cooperation and funding that could be used to alleviate traffic and its associated noise.

Soundscape

The NPS' *Management Policies* and Director's Order #47, "Soundscape Preservation and Noise Management" recognize that natural soundscapes are park resources and call for the National Park Service to preserve natural soundscapes. The existing commercial and commuter vehicular traffic within the park greatly influences the soundscape, adversely impacting the visitor experience; therefore, this document analyzes soundscape management in more detail.

Vegetation and Wildlife

The Manassas National Battlefield Park supports a wide array of plants and animals. The Organic Act and the NPS' *Management Policies* require the National Park Service to protect and conserve native plant and animal populations that could be affected by visitors or park actions. Changes in plant populations

and wildlife habitat could occur because of proposed actions, such as the forest clearing and battlefield scene rehabilitation; therefore, this document analyzes vegetation and wildlife in more detail.

Many parks in developed areas also realize that, because their natural resources have been protected from development over time, they have become “islands” for many native species of plants and animals. This realization substantially broadens previous thinking about such parks as solely “cultural parks,” and is another reason to retain vegetation and wildlife as an impact topic.

Threatened, Endangered, and Rare Species and Natural Communities

The Endangered Species Act requires federal agencies to ensure their activities will not jeopardize existence of any endangered or threatened species or result in the destruction or adverse modification of critical habitat of such species. Consultation with the U.S. Fish and Wildlife Service and state resource agencies and review of past studies identified a number of special status species. This document analyzes threatened, endangered, and rare species and natural communities in more detail to determine if the alternatives could have an effect on listed species.

Water Resources (Water Bodies, Water Quality, Wetlands, and Floodplains)

The actions necessary to fulfill the management prescriptions proposed under the two action alternatives could potentially impact water quality, wetlands, stream bank stability, and floodplains. Proposed actions such as the removal of the modern U.S. Route 29 bridge, scene rehabilitation, and construction of a replacement bridge over Bull Run are activities that would have impacts on water resources. Therefore, this document analyzes water resources in more detail.

CULTURAL RESOURCES

Cultural Resources (Historic Structures, Cultural Landscapes, and Archeological Resources)

The consideration of impacts on cultural resources is required by the National Historic Preservation Act of 1966 as amended; the National Environmental Policy Act of 1969 as amended; Director’s Order #28, “Cultural Resource Management Guideline”; the NPS’ *Management Policies*; and *Director’s Order #12 and Handbook: Conservation Planning, Environmental Impact Analysis, and Decision Making*. Actions proposed in this plan could affect archeological resources, cultural landscapes, and historic structures. Therefore, this document analyzes cultural resources in more detail.

Ethnographic resources, which are also considered cultural resources, are included among those topics dismissed from further consideration, as described later in this chapter.

Museum Collections and Archives

The museum collections at Manassas National Battlefield Park embody a wide range of materials. The present onsite museum collections and archive facilities are nearing capacity. The anticipated growth of the collection will eventually require more museum objects being stored offsite at the Museum Resource Center and additional space to accommodate museum records and electronic media. Both of the action alternatives would affect museum collections and archives in the park. For this reason, this document analyzes museum collections and archives in more detail.

TRANSPORTATION/TRAFFIC

The visitor experience at the park is adversely affected by current traffic levels on U.S. Route 29 and VA Route 234. During public scoping, concerns were raised regarding the potential effect that the removal of the U.S. Route 29 bridge over Bull Run and controlled access at

the other park entrances could have on emergency response. Safety associated with the transportation system is also considered under the transportation impact analysis. Therefore, this document analyzes transportation/traffic in more detail.

SOCIOECONOMIC ENVIRONMENT

The controlled access at park entrances along U.S. Route 29 and VA Route 234 would affect nearby residents and businesses. Therefore, this document analyzes socioeconomic impacts in more detail.

RECREATION

Improvements and additions to the hiking and bridle trails would affect park recreation and the types of recreational opportunities available to visitors. Therefore, this document analyzes recreation in more detail.

VISITOR EXPERIENCE

Visitor experience was identified as an important issue that could be appreciably affected by the alternatives. The Organic Act and the NPS' *Management Policies* direct the National Park Service to provide enjoyment opportunities for visitors that are uniquely suited and appropriate to the resources found in the park, to the extent that such enjoyment does not constitute impairment or derogation of those resources. Visitor uses, access, orientation, and recreational activities would be affected by the proposed alternatives; therefore, this document analyzes the visitor experience in more detail.

PARK OPERATIONS AND MAINTENANCE

The alternatives proposed in this plan could affect park operations, including changes in staffing, maintenance, and enforcement. Therefore, this document analyzes park operations in more detail.

IMPACT TOPICS DISMISSED FROM FURTHER ANALYSIS

The topics listed below would either not be affected or would be negligibly affected by the alternatives evaluated in this document. Therefore, these topics are briefly discussed in this section of the *General Management Plan* and then dismissed from further consideration or evaluation. Negligible effects are effects that are localized and immeasurable at the lowest level of detection.

SOILS, TOPOGRAPHY, AND GEOLOGY

The soils at the Manassas National Battlefield Park are primarily in the Arcola-Panorama-Nestoria general soils unit. Arcola silt loam and Arcola-Nestoria complex are the predominant soils. These are deep, moderately deep, and shallow soils that are well drained and have loamy subsoil. Soils in this general soils unit are largely used for the general crops in the area (Elder 1989). Topography of the park consists of gently rolling hills interspersed with narrow ridges and relatively small ravines. Generally, slopes range from 0 to 25 percent. Elevations range from approximately 325 feet above mean sea level along the ridges in the western portion of the park to about 130 feet above mean sea level along Bull Run.

The park resides in the Triassic basin of the Piedmont physiographic province in northern Virginia. This area is underlain primarily by calcareous siltstone and sandstone, metasiltstone, and intrusive diabase. Most of the diabase in the park is in the southwest and western sections and near Bald Hill. Bands of metasiltstone surround the diabase outcrops. Many of the northern Virginia Triassic region's rare plant species are associated with habitats underlain by diabase or metasiltstone. The remainder of the park is underlain by red siltstone of the Balls Bluff formation, which is well exposed along Bull Run. Soils derived from underlying bedrock have relatively high clay content and generally low to moderate permeability.

Under the proposed alternatives, negligible adverse impacts on soils, topography, or geology would occur because the proposed actions would not involve excavation or grading that would result in a noticeable change to the terrain. There would be no topographic leveling or effects on scientifically important geologic formations or strata.

The new visitor center on the east side of the park included in alternative C, and the new bridge, new access road, and landscape rehabilitation proposed under both action alternatives would have impacts to soils and topography. However, based on the context of the park, the area of proposed disturbance is small, and best management practices would be implemented in accordance with state guidelines to minimize soil loss during construction. Separate environmental analyses would be completed for each of these proposed actions. In addition, while changes to visitation patterns, trail use, and other visitor activities would have adverse impacts from increased erosion with soil loss, these impacts would be negligible because the change in the areas of disturbance would be small. Therefore, soils, topography, and geology were dismissed as impact topics.

PRIME FARMLAND SOILS

The purpose of the Farmland Protection Policy Act is to "minimize the extent to which federal programs contribute to the unnecessary and irreversible conversion of farmland to nonagricultural uses, and to assure the federal programs are administered in a manner that, to the extent practicable, will be compatible with state, unit of local government, and private programs and policies to protect farmland" (7 *United States Code* 4201(b)). The Farmland Protection Policy Act is the primary responsibility of the Department of Agriculture, which has delegated implementation to the Natural Resources Conservation Service. A memorandum dated August 11, 1980 from the Council on

Environmental Quality requires federal agencies to assess the effects of their actions on lands classified by the Natural Resources Conservation Service as prime and unique farmlands. Prime farmland is defined as land best suited for producing food, feed, forage, fiber, and oilseed crops. The land could be cropland, pasture, rangeland, forest, or other land or water that has not been developed. Unique farmland is land other than prime farmland that is used for the production of specific high value food and fiber crops.

All soil types within the park are considered prime farm soils. There is no unique farmland within the park.

Similar to soils, topography, and geology, no or negligible adverse impacts on prime farmland soils would occur from the proposed management prescriptions because the proposed actions do not involve significant excavation, grading, or change to the terrain. Therefore, prime farmland soils were dismissed as an impact topic. If, during future site-specific planning activities, it is determined that more than 5 acres of prime farmland soils would be disturbed, the National Park Service would evaluate the potential impacts in accordance with the Natural Resources Conservation Service scoring system and would calculate a farmland conversion impact rating.

INDIAN TRUST RESOURCES

Secretarial Order 3175 requires that any anticipated impacts to Indian trust resources from a proposed action by Department of the Interior agencies be explicitly addressed in environmental documents. The Federal Indian Trust responsibility is a legally enforceable fiduciary obligation on the part of the United States to protect tribal lands, assets, resources, and treaty rights, and it represents a duty to carry out the mandates of federal law with respect to American Indian and Alaskan native tribes.

There are no Indian trust resources in the area of the Manassas National Battlefield Park. The

lands comprising the park are not held in trust by the Secretary of the Interior for the benefit of Indians based on their status as Indians. Therefore, Indian trust resources were dismissed as an impact topic.

ETHNOGRAPHIC RESOURCES

The National Park Service defines ethnographic resources as any “site, structure, object, landscape, or natural resource feature assigned traditional legendary, religious, subsistence, or other significance in the cultural system of a group traditionally associated with it” (Director’s Order #28, p. 191). Information about the Manassas National Battlefield Park’s ethnographic resources is quite limited. Although Native American artifacts have been found in the park, no ethnographic resources associated with specific Native American tribes or other ethnic descendants are known to exist in or near the park. No tribe or group of descendants currently uses the park for ethnographic purposes, and no contemporary tribe has ever been identified as having inhabited the park.

Historically, African-Americans lived in and around the park. Archeology has uncovered clues to the lives of enslaved African Americans at the middling plantations of Portici and Brownsville and the lives of free African Americans at the Robinson House. The Robinson House, the Nash Site, and the Davis family occupation at the Thornberry House site all provide important insights into the struggles and achievements of life after the war, through Reconstruction, and into the Jim Crow era. The Robinson family and other descendant families currently have strong ties to the park. Some have shared their memories, stories, hand-drawn maps, and other oral traditions concerning their family histories and homesteads (NPS, 2004b).

The proposed alternatives would have a negligible impact on resources associated with Native American or African-American ethnographic resources. Therefore, ethnographic resources were dismissed as an impact topic.

ENVIRONMENTAL JUSTICE

Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations” directs federal agencies to identify and address, as appropriate, disproportionately high and adverse human health or environmental effects of their programs, policies, and activities on minority or low-income populations.

According to the 2000 U.S. Census figures, the minority community comprises between 17.2 and 31.1 percent of the population in the counties in the study area. The percentage of individuals living below the poverty line in the project area ranges from 2.8 percent to 7.8 percent, compared to approximately 9.6 percent of Virginia residents who live below the poverty line. No minority or low-income populations were identified within the study area, and there would be no disproportionate adverse impact to populations or communities. Therefore, environmental justice was dismissed as an impact topic.

LAND USE

The park is surrounded by lands under a variety of public and private ownership. These lands are used for agricultural, business and commercial, residential, park and open space, and transportation purposes. The park’s proximity to the greater Washington, D.C. metropolitan area and to growing areas of northern Virginia have led to increasing commercial, residential, and other development, as well as robust transportation facilities in the area surrounding the park.

The park remains an island of open space of historical, cultural, and recreational value within a part of northern Virginia that is becoming more and more suburban and urban in character. The basic land use of the park as a major cultural resource and open space area is in conformance with local land use plans. Because the proposed alternatives would not change the park’s basic use, there would be no conflicts with local land use planning.

The land use change associated with alternative B would be negligible because of the proximity of the existing visitor center to existing services in the area, as well as existing county zoning and land use restrictions.

Much of the area outside the east boundary of the park retains its rural character. Although the relocation of the visitor center to the east side of the park in alternative C could have a localized impact on adjacent properties, the proposed visitor center is unlikely to change surrounding land uses or increase the density of residential development. The potential impacts on residential development patterns associated with the proposed visitor center are expected to be negligible to minor because of the rural character of the area and the current zoning pattern.

Currently, U.S. Route 29 gets heavy use by commuters and commercial traffic. Traffic studies along U.S. Route 29 in the park show average daily traffic volumes ranging from 9,089 to 13,166 vehicles, most of which are not park related. All segments of U.S. Route 29 within the park were found to be operating at unacceptable levels during peak periods. The percentage of truck traffic is also heavy within the park, ranging from 9 percent to 13 percent of all traffic, which is much higher than the 2 percent to 5 percent typically seen on most roads.

Based on the current heavy use of U.S. Route 29, relocating the visitor center to the eastern boundary of the park is unlikely to make a noticeable difference in traffic patterns in the park or surrounding areas. Once the Battlefield Bypass is completed, it is likely that even with the proposed visitor center the traffic in the area would still be dramatically reduced.

Prior to developing the visitor center, the National Park Service would work with Fairfax County to minimize the impacts of the visitor center on local traffic patterns. Overall, the action alternatives would have a negligible to minor adverse impact on land use. Consequently, land use will not be further analyzed in this document.

PUBLIC HEALTH AND SAFETY

In general, the proposed alternatives would promote a healthier and safer environment for visitors. Overall, the rehabilitation of certain structures within the park would improve site accessibility and improve the health conditions of the facilities at the park. These benefits resulting from the proposed facility improve-

ments and enhanced site accessibility are generally small and site-specific.

The proposed alternatives would have a small beneficial impact and no adverse safety or health concerns. Therefore, public health and safety was dismissed as an impact topic. Safety-related issues and emergency response related to the transportation improvements are discussed in the transportation impact analysis.