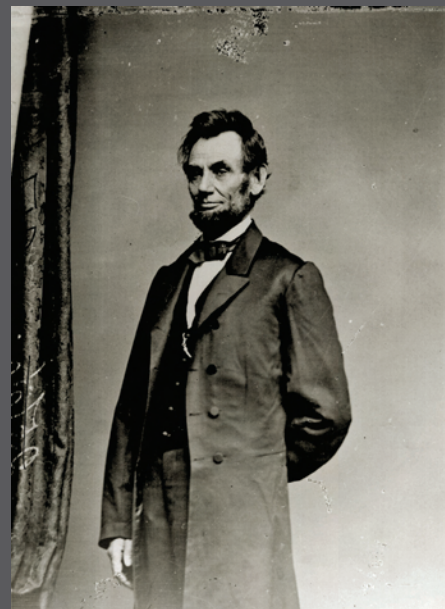




# LINCOLN HOME NATIONAL HISTORIC SITE



DRAFT  
GENERAL MANAGEMENT PLAN/ENVIRONMENTAL IMPACT STATEMENT

Draft  
General Management Plan / Environmental Impact Statement  
Lincoln Home National Historic Site  
Sangamon County, Springfield, Illinois

Lincoln Home National Historic Site (national historic site) was authorized by an act of Congress, Public Law 92-128, on August 18, 1971 (85 Stat. 347). The national historic site's current *Master Plan* was completed more than 35 years ago and has reached the limit of its effective life span. Most of the Master Plan's directives have been addressed or accomplished by the national historic site staff. The ongoing evolution of the national historic site, along with its surrounding area and other outside factors, have resulted in new issues and challenges that are beyond the scope of the 1970 *Master Plan*.

This document examines four alternatives for managing the national historic site for the next 15 to 20 years. It also analyzes the impacts of implementing each of the alternatives. The **"no action" alternative, alternative 1**, describes the existing national historic site management and serves as a basis for comparison in evaluating the other alternatives. **"Alternative 2, A Retreat From Modern Life in the Heart of the City,"** the NPS preferred alternative, focuses on rehabilitating the historic landscape to offer visitors a strong sense of the neighborhood as Lincoln knew it. **"Alternative 3, Life and Work in a Rehabilitated Lincoln-era Urban Landscape,"** focuses on interpreting and rehabilitating the neighborhood as Lincoln knew it along the entire length of Eighth Street. Under **"Alternative 4, Self-discovery of the Lincoln-era Landscape,"** the national historic site management would focus on rehabilitating the landscape to provide visual cues of what was present during Lincoln's time, offering visitors a sense of self-discovery.

The key impacts of implementing the **no-action alternative 1** would be minor, long-term, beneficial impacts on visitor experience, and long-term, minor to moderate, adverse impacts on NPS operations.

The key impacts of implementing **alternative 2**, the **preferred alternative**, would be long-term, minor adverse impacts on archeological resources from new construction; minor to moderate, long-term, beneficial impacts on the museum collections because of the development of a new consolidated curatorial

facility; moderate, long-term, beneficial impacts on the visitor experience because of expanded interpretive and educational programs; and moderate, long-term, beneficial impacts on NPS operations because of development of a new consolidated maintenance and administrative facilities and increased efficiencies.

The key impacts of implementing **alternative 3** would be long-term, moderate to major adverse impacts on archeological resources from new construction; long-term, minor to moderate, beneficial impacts on the museum collections because of the development of new curatorial facilities; long-term, moderate, beneficial impacts on visitor experience because of expanded interpretive and educational programs; long-term, minor to moderate beneficial impacts on the socioeconomic environment because of added site development; and long-term, moderate, beneficial impacts on NPS operations because of the consolidation of NPS administrative and maintenance facilities.

The key impacts of implementing **alternative 4** would be long-term, minor to moderate, beneficial impacts on the museum collections because of the development of a new curatorial facility; minor to moderate, long-term, beneficial impacts on the socioeconomic environment because of new site development; and moderate, long-term, beneficial impacts on NPS operations because of the consolidation of NPS administrative and maintenance facilities.

This *Draft General Management Plan / Environmental Impact Statement* has been distributed to other agencies and interested organizations and individuals for review and comment (see next "How to Comment" page for details). The public comment period for this document will last for 60 days after the Environmental Protection Agency's notice of availability has been published in the *Federal Register*.

For further information on the *General Management Plan*, contact Superintendent, Lincoln Home National Historic Site, 413 South Eighth Street, Springfield, Illinois, 62701-1905.

## HOW TO COMMENT ON THIS PLAN

Comments on this *Draft General Management Plan / Environmental Impact Statement* (GMP/EIS) are welcome and will be accepted for 60 days after the Environmental Protection Agency's notice of availability appears in the *Federal Register*. During the comment period, comments may be submitted using several methods as noted below.

**Online:** at <http://parkplanning.nps.gov/liho>

We prefer that readers submit comments online through the National Park Service's planning website identified above, so the comments become incorporated into the National Park Service's (NPS) Planning, Environment, and Public Comment system. An electronic public comment form is provided through this website.

**Mail:** Lincoln Home National Historic Site  
General Management Plan  
National Park Service  
Denver Service Center – PDS  
P.O. Box 25287  
Denver, CO 80225

or

Lincoln Home National Historic Site  
413 South Eighth Street  
Springfield, IL 62701-1905

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

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment — including your personal identifying information — may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

## SUMMARY

Lincoln Home National Historic Site was established by an act of Congress, Public Law 92-128, on August 18, 1971, (85 Stat. 347) to preserve the site associated with the home of President Abraham Lincoln in Springfield, Illinois, the only home Mr. Lincoln ever owned. The Lincoln family lived in this home from 1844 to 1861, when Mr. Lincoln left for Washington, D.C., to take office as the nation's 16th president.

The national historic site's current *Master Plan* was approved in 1970 (one year prior to establishment of the national historic site in 1971) and has reached the limit of its effective life span. The ongoing evolution of the national historic site, along with its surrounding area and other outside factors, has resulted in new issues and challenges that are beyond the scope of the 1970 *Master Plan*. A new plan is needed to

- clearly define resource conditions and visitor experiences to be achieved at Lincoln Home National Historic Site;
- provide a framework for National Park Service (NPS) managers to use when making decisions about how to best protect national historic site resources, how to provide a diverse range of visitor experience opportunities, how to manage visitor use, and what kinds of facilities, if any, to develop at the national historic site; and
- ensure that the foundation for decision making has been developed in consultation with interested stakeholders and adopted by NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of alternative courses of action.

This *Draft General Management Plan / Environmental Impact Statement* presents four alternatives, including the NPS preferred alternative, for future management of Lincoln

Home National Historic Site. The alternatives, which are based on the national historic site's purpose, significance, and special mandates, present different ways to manage resources and visitor use and improve facilities and infrastructure.

### ALTERNATIVE 1 — THE NO-ACTION ALTERNATIVE (CONTINUE CURRENT MANAGEMENT)

This alternative describes a continuation of current management direction and trends at Lincoln Home National Historic Site, which follows the concepts outlined in the 1970 *Master Plan*. It provides a baseline for comparison in evaluating the changes and impacts of the other alternatives.

#### How Visitors Would Experience the Site

The visitor experience focus would continue to be on ranger-led tours of the Lincoln Home, the movie and exhibits in the visitor center, the exhibits in the Arnold and Dean houses, and the exhibits in the neighborhood. The sense of removal from the outside world would be limited. Limited curriculum-based educational programs would continue to be offered on- and off-site. Other nonpersonal services, including web information and printed media, would remain. Temporary wayside exhibits would remain on the Jenkins lot.

#### How the Site Would be Managed

NPS management would focus on maintaining the existing Lincoln-era neighborhood as it is today. Existing structures would be maintained as necessary to preserve their historic character and integrity. No restoration or rehabilitation would occur. Vacant lots would

## SUMMARY

remain vacant. The historic landscape would be preserved to maintain recognizable separate lots. Archeological resources would remain in situ.

Administrative offices, including, administration, maintenance, interpretation, museum curatorial, and law enforcement, would remain where they are, dispersed in seven separate locations, with support space for living history in the conference center and for maintenance and curatorial functions in 14 separate buildings. The Cook House, Robinson House, and Shutt House would continue being leased under the leasing program. Lessee parking would remain in existing spaces.

The visitor center (with foyer, information desk, two theaters, restrooms, Eastern National sales area, and small ranger office) would remain as it is. The conference center would continue to serve as the location for staff training, meetings, and the living history support center. Employee parking would remain in existing locations along the Ninth Street alley, on the Stuve House grounds, and in the visitor parking lot when space is available.

Buses would continue to drop off, pick up, and park in the current visitor center bus parking lot.

There would be no boundary adjustment recommended under this alternative.

The key impacts of implementing this alternative would be minor, long-term beneficial impacts on visitor experience, and long-term, minor to moderate, adverse impacts on NPS operations.

### **ALTERNATIVE 2 — THE PREFERRED ALTERNATIVE**

Under alternative 2, national historic site management would focus on rehabilitating the

historic landscape to offer visitors a strong sense of the neighborhood as Lincoln knew it. This goal would be accomplished by extensive rehabilitation at the core of the site, but less extensive away from the core. The Lincoln lot would be restored if there is sufficient documentation.

### **How Visitors Would Experience the Site**

As visitors enter the site, they would enter the visitor center for orientation and to see exhibits and watch the film on Lincoln's life. After that they would move to a new building on the Burch lot for a short orientation to prepare for the tour of the Lincoln Home. After the tour, they would have opportunities to see exhibits in the Lincoln back yard and Arnold and Corneau houses, as well as in a new structure on the Brown lot illustrating both Lincoln's life and life in Springfield in the mid-19th century. Visitors could wander inside the fenced lots where houses are missing.

Extensive living history programs and ranger-led tours would be emphasized, but visitors could also experience the site on their own. Self-guided tours using neighborhood interpretive wayside exhibits, cell phones, iPods, etc. would be available. Curriculum-based educational programs would include day-long history programs.

Visitors arriving by bus would be dropped off and picked up in the parking lot north of the visitor center. Visitors would have access to new restrooms and drinking water on the east side of the historic site in a new building on the Carrigan lot.

### **How the Site Would be Managed**

The National Park Service would rehabilitate the neighborhood's historic landscape to provide visitors with an understanding of and appreciation for the size, density, and diversity

of this mid-19th century Springfield neighborhood. Rehabilitation would be most extensive at the intersection of Eighth Street and Jackson Street. Contemporary buildings would be constructed on the empty lots of three of the historic houses. Such contemporary buildings would reflect the historic character of the neighborhood with an overall design that visitors would recognize as nonhistoric. The Lincoln lot would be restored to the greatest degree possible.

One of the contemporary buildings would be built on the Burch lot to be a staging area for visitors to the Lincoln Home. A second contemporary building on the Brown lot would provide space for exhibits. The third contemporary building would be built on the Carrigan lot for visitor services. The Dean House would be rehabilitated to support the living history program.

In the remaining areas of the historic district, the historic landscape would be rehabilitated to illustrate 19th century outdoor life in the neighborhood. New features, such as foundation outlines and fences, residential streetscapes, sidewalks, and stairs, could be built to reflect the mass, density, and spatial organization of the neighborhood in Lincoln's time. Species of trees and shrubs that were present when Lincoln lived at Eighth and Jackson streets could be planted to reflect historic vegetation patterns as part of an overall effort to rehabilitate the historic landscape.

Most NPS administrative offices, including most interpretive staff offices, would be consolidated and moved to the new headquarters in the rehabilitated Stuve House and Stuve Carriage House. Five additional historic houses no longer needed for NPS offices would be offered for lease. The visitor center would be expanded to provide space for two small NPS ranger offices when Eastern National's operations expand into the existing ranger offices. A new curatorial facility would be built in the southeast corner

of the site. A total of eight houses would be available for the historic leasing program. The conference center would be remodeled to accommodate the day-long, curriculum-based educational history programs and would be renamed the Educational Center.

The bus dropoff and pickup and RV parking would be at the existing location in the lot north of the visitor center. Parking for lessees would be accommodated in the expanded administrative zone in the east alley.

A boundary adjustment would be sought to include the half block between Edwards and Cook streets and between South Ninth Street and the alley between South Eighth Street and South Ninth Street. This boundary adjustment would protect significant resources and values and enhance visitor appreciation and enjoyment of the site.

The boundary adjustment, in addition, would address important operational and management issues by removing maintenance functions from several historic structures in the historic core and consolidating them into a new facility in the boundary expansion area, as well as moving all employee and volunteer parking from the historic site into this new area.

The key impacts of implementing alternative 2, the preferred alternative, would be long-term, minor adverse impacts on archeological resources from new construction; minor to moderate, long-term, beneficial impacts on the museum collections because of the development of a new consolidated curatorial facility; moderate, long-term, beneficial impacts on the visitor experience because of expanded interpretive and educational programs; and moderate, long-term, beneficial impacts on NPS operations because of development of a new consolidated maintenance and administrative facilities and increased efficiencies.

### ALTERNATIVE 3

Under this alternative, national historic site management would focus on interpretation and rehabilitation of the neighborhood as Lincoln knew it along the entire length of Eighth Street. The historic landscape would be extensively rehabilitated to the diverse and active quality of the neighborhood in the heart of Springfield.

#### How Visitors Would Experience the Site

Visitors would begin their time at the site by entering the visitor center where they could watch the orientation film on Lincoln's life and see the exhibits. Leaving the visitor center, they would walk east towards a new structure on the Burch lot for a short orientation while they prepare for the tour of the Lincoln Home (as in alternative 2). Following the tour, they could see exhibits in the Lincoln back yard and in structures of contemporary design built on the locations of structures that were present during the Lincoln era. Additional exhibits would be located in the Arnold and Corneau houses, as well as in a contemporary structure built on the Brown lot.

Other new buildings reflecting the historic character of the neighborhood but with an overall design that visitors would recognize as nonhistoric would be located on currently empty lots. These new, contemporary buildings would be used for curatorial storage functions, living history support, maintenance and operations functions, and administrative and visitor needs. A second maintenance building would be built in the boundary expansion area.

Because there would be buildings throughout most of the historic landscape, visitors would experience a strong sense of removal from the modern world as they moved up and down Eighth Street. Interpretive information would be developed to explain the history of each

neighborhood property to enhance visitor understanding of the Lincolns' social neighborhood setting.

Visitors would also have the opportunity to enjoy curriculum-based educational programs, including multiday programs, to gain a better understanding of the day-to-day lives of the Lincoln family and their neighbors. An innovative, large-scale, living history program would enhance visitors' impressions that they had traveled in time to the historic period of the Lincoln-era neighborhood.

Visitors arriving by bus would be dropped off on the west side of the national historic site in the parking lot north of the visitor center and picked up on the east side of the site on Ninth Street just north of Edwards Street. Visitors would have access to new restrooms on the east side of the national historic site in a new contemporary structure on the Carrigan lot.

#### How the Site Would be Managed

Existing houses and outbuildings would be rehabilitated as needed to serve either national historic site administrative needs or to be leased out. Historic houses no longer needed for NPS operations would be added to the existing leasing program. Six additional houses would be available for the leasing program for a total of nine under this alternative. Parking for lessees would be accommodated in the expanded administrative zone in the east alley.

Yards would be rehabilitated with new vegetation that reflects the species of trees and shrubs that would have been present during the Lincoln era, as well as with walkways and fences. This rehabilitation would enhance visitor understanding of the scale and density of the Lincoln neighborhood in the 1860s.

The Stuve House and carriage house would be rehabilitated for use as NPS headquarters where offices of most staff, including

interpretive staff, would be consolidated. The Sprigg House could also be used for NPS administrative purposes, and there would be two small offices in the visitor center, with support space in the Irvin House for living history and maintenance and curatorial in three new buildings.

The current bus dropoff, parking, and pickup area would become only a bus dropoff area, making it easier for visitors arriving by bus. A new area for buses to pull in and pick up visitors would be built on the southeastern side of the national historic site on Ninth Street just north of Edwards Street. Parking in the existing north lot would be limited to RV and trailer parking.

As in alternative 2, a boundary adjustment would be sought to include the half block between Edwards and Cook streets and between South Ninth Street and the alley between South Eighth Street and South Ninth Street. This area would provide space for some maintenance functions that are not compatible with desired conditions within the historic district. It would also provide space for employee and volunteer parking.

The key impacts of implementing alternative 3 would be long-term, moderate to major adverse impacts on archeological resources from new construction; long-term, minor to moderate, beneficial impacts on the museum collections because of the development of new curatorial facilities; long-term, moderate, beneficial impacts on visitor experience because of expanded interpretive and educational programs; long-term, minor to moderate beneficial impacts on the socioeconomic environment because of added site development; and long-term, moderate, beneficial impacts on NPS operations because of the consolidation of NPS administrative and maintenance facilities.

## **ALTERNATIVE 4**

Under this alternative, the national historic site management would focus on rehabilitating the landscape to provide visual cues of what was present during Lincoln's time, offering visitors a sense of self-discovery. The Lincoln lot would be restored to the greatest degree possible.

### **How Visitors Would Experience the Site**

Visitors would begin their time at the site by entering the visitor center where they could watch the orientation film on Lincoln's life and see the exhibits. Leaving the visitor center, they would walk east for their tour of the Lincoln Home. There would be some opportunities for ranger-led tours of the historic neighborhood. Self-guided tours using neighborhood interpretive wayside exhibits, cell phones, iPods, etc. would be available. The Arnold, Dean, and Corneau houses would contain additional exhibits. Visitors could wander inside the fences of lots where structures are missing to get a better idea of the character of the historic neighborhood.

Visitors arriving by bus would be dropped off and picked up on the west side of the national historic site in the parking lot north of the visitor center.

### **How the Site Would be Managed**

The existing historic houses and outbuildings would remain as the only large-scale buildings in the historic district. The remaining areas of the historic district the historic landscape, including residential streetscapes, would be rehabilitated to illustrate 19th century outdoor life in the neighborhood. New features, such as foundation outlines and fences, could be built to reflect the mass, density, and spatial organization of the neighborhood in Lincoln's time. Features



## SUMMARY

such as sidewalks, paths, stairs, and walkways evoking former houses could be built to rehabilitate the circulation patterns of the historic landscape. Species of trees and shrubs that were present when Lincoln lived at Eighth and Jackson streets could be planted to represent historic vegetation patterns. This would also enhance the visitor's sense of the neighborhood's historic spatial organization, and emphasize the views and vistas of the historic neighborhood landscape. The Lincoln lot would be restored to the greatest degree possible.

The National Park Service would rehabilitate the exterior and interior of the Stuve House and Stuve Carriage House for NPS headquarters. A new curatorial facility would be built in the northeast corner of the site, and a new maintenance facility would be built in the southeast corner of the site. Five historic houses no longer needed for NPS operations would be added to the existing leasing program.

The visitor center would be expanded to provide space for two small ranger offices when Eastern National's operations expand into the existing ranger offices. The conference center would continue to be used for staff meetings, training, and as the living history support center.

The bus dropoff, pickup, and RV/trailer parking would be on the west side of the site at the existing location in the lot north of the visitor center. Lessee parking would be permitted in the expanded administrative zone in the east alley. Restrooms and drinking water would be developed in the Arnold Barn.

There would be no boundary adjustment recommended under this alternative.

The key impacts of implementing alternative 4 would be long-term, minor to moderate,

beneficial impacts on the museum collections because of the development of a new curatorial facility; minor to moderate, long-term, beneficial impacts on the socioeconomic environment because of new site development; and moderate, long-term, beneficial impacts on NPS operations because of the consolidation of NPS administrative and maintenance facilities.

## THE NEXT STEPS

After distribution of the *Draft General Management Plan / Environmental Impact Statement* there will be a 60-day public review period. When this period ends, the NPS planning team will evaluate comments from federal and state agencies, organizations, and individuals regarding the draft plan. Subsequently, the team will incorporate appropriate changes into a *Final General Management Plan / Environmental Impact Statement*. The final plan will include substantive comments on the draft document, and NPS responses to those comments. Following distribution of the *Final General Management Plan / Environmental Impact Statement* and a 30-day no-action period, a "Record of Decision" approving a final plan will be signed by the NPS regional director. The "Record of Decision" documents the NPS selection of an alternative for implementation. With the signed "Record of Decision," the approved plan can then be implemented. The implementation of the approved plan, no matter which alternative, will depend on future NPS funding levels and priorities, and on partnership funds, time, and effort. The approval of a general management plan does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan could be many years in the future.

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## A GUIDE TO THIS DOCUMENT

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

**Chapter 1: Introduction** sets the framework for the entire document. It describes why the plan is being prepared and what needs it must address. It gives guidance for the alternatives being considered, which are based on the national historic site's legislated mission, its purpose, the significance of its resources, special mandates and administrative commitments, servicewide mandates and policies, and other planning efforts in the area.

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

**Chapter 2: Alternatives, Including the Preferred Alternative**, begins by describing the management zones that will be used to manage the national historic site in the future. It also consists of the continuation of current management and trends in the national historic site (Alternative 1, the no-action alternative), followed by actions common to all of the action alternatives. Alternatives or

actions that were considered but dismissed from detailed evaluating are described just before the discussion of future studies and/or implementation plans that would be needed. Mitigating measures proposed to minimize or eliminate the effects/impacts of some proposed actions come next. The chapter concludes with a discussion of the environmentally preferable alternative and summary tables of alternative actions and the environmental consequences of implementing those alternative actions.

**Chapter 3: Affected Environment** describes those areas and resources that would be affected by implementing actions in the various alternatives — cultural and archeological resources, natural resources, visitor use and experience, socioeconomic environment, and NPS operations.

**Chapter 4: Environmental Consequences** analyzes the impacts of implementing the alternatives on topics described in Chapter 3: Affected Environment. Methods used for assessing the impacts in terms of the intensity, type, and duration, are outlined at the beginning of the chapter.

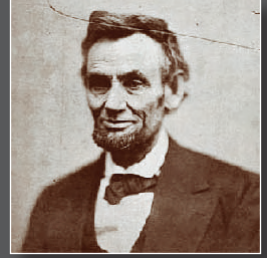
**Chapter 5: Consultation and Coordination** describes the history of public and agency coordination during the planning effort; it also lists agencies and organizations receiving copies of the document.

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





*A. Lincoln*



# *CHAPTER 1*

## *INTRODUCTION*



## PURPOSE AND NEED FOR THE PLAN

### WHY WE DO GENERAL MANAGEMENT PLANNING

The National Parks and Recreation Act of 1978 requires each unit of the national park system to develop a general management plan. *NPS Management Policies 2006* states “[t]he Service will maintain an up-to-date general management plan for each unit of the national park system” (2.3.1 General Management Planning). But what is the value, or usefulness, of general management planning?

The purpose of a general management plan is to ensure that a park system unit has a clearly defined direction for the preservation of resources and visitor use to best achieve the National Park Service’s mandate to preserve resources unimpaired for the enjoyment of future generations. In addition, general management planning 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 unit provides a touchstone that allows NPS managers and staff to constantly adapt their actions to changing situations while staying focused on what is most important about the park unit,
- analyzing the park unit in relation to its surrounding ecosystem, cultural setting, and community — This helps NPS managers and staff understand how the park unit 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, and
- affording everyone who has a stake in decisions affecting a park unit with an opportunity to be involved in the planning

process and to understand the decisions that are made — National park system units are often the focus of intense public interest. Public involvement throughout the planning process provides focused opportunities for NPS managers and staff to interact with the public and learn about public concerns, expectations, and values. Public involvement also provides opportunities for NPS managers and staff to share information about the park unit's purpose and significance, as well as opportunities and constraints for management of NPS lands.

The ultimate outcome of general management planning for national park system units 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.

### INTRODUCTION

This *Draft General Management Plan / Environmental Impact Statement* presents and analyzes four alternative future directions for the management and use of Lincoln Home National Historic Site (NHS). Alternative 2 is the National Park Service’s preferred alternative. The potential environmental impacts of all alternatives have been identified and assessed.

General management plans are intended to be long-term documents that establish and articulate a management philosophy and framework for decision making and problem solving in national park system units. General management plans usually provide guidance during a 15- to 20- year period.

Actions directed by general management plans or in subsequent implementation plans are accomplished over time. Budget restrictions, requirements for additional data or regulatory compliance, and competing national park system priorities prevent immediate implementation of many actions. Major or especially costly actions could be implemented 10 or more years into the future.

## **BRIEF DESCRIPTION OF THE NATIONAL HISTORIC SITE**

The Lincoln Home National Historic Site in Springfield, Illinois (see Region and Vicinity maps), was established in 1971 by Public Law 92-128 (85 Stat. 347) (see appendix A). Lincoln Home National Historic Site protects and interprets the home where Abraham Lincoln lived with his family from 1844 to 1861. Located in Sangamon County in west-central Illinois, Springfield is also the burial site for Mr. Lincoln.

Following the president's assassination in 1865, the home remained the property of the Lincoln family until 1887, when Robert Todd Lincoln, the sole surviving son of Abraham and Mary Lincoln, deeded the property to the state of Illinois. Robert Lincoln did so with the condition that the home remain well maintained and available to the public free of charge.

The home was designated a national historic landmark in 1960, and it remained the property of the state of Illinois until 1972, when it was transferred to the National Park Service.

## **PURPOSE OF THE PLAN**

The approved general management plan will be the basic document for managing Lincoln Home National Historic Site for the next 15 to 20 years. The purposes of this general management plan are as follows:

- Confirm the purpose, significance, and special mandates of Lincoln Home National Historic Site.
- Clearly define resource conditions and visitor uses and experiences to be achieved in the national historic site.
- Provide a framework for NPS managers to use when making decisions about how to best protect national historic site resources, how to provide quality visitor uses and experiences, how to manage visitor use, and what kinds of facilities, if any, to develop in or near the national historic site.
- Ensure that this foundation for decision making has been developed in consultation with interested and affected parties and adopted by the NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of alternative courses of action.

Legislation establishing the National Park Service as an agency and governing its management provides the fundamental direction for the administration of Lincoln Home National Historic Site (and other units and programs of the national park system).

## **NEED FOR THE PLAN**

The alternatives in this general management plan address the desired future conditions that are not mandated by law and/or policy and must be determined through a planning process. This general management plan will build on the laws and the legislation that established the Lincoln Home National Historic Site to provide a vision for its future. The "Servicewide Mandates and Policies" section calls the reader's attention to topics that are important to understanding the management direction at the national historic site.



## REGION

### LINCOLN HOME NATIONAL HISTORIC SITE

U.S. Department of the Interior • National Park Service  
DSC • December 2009 • 449/101893



0 48 Kilometers  
0 60 Miles

One inch equals approximately 60 miles





0 100 YARDS 250 YARDS 500 YARDS

NORTH



## VICINTY

### LINCOLN HOME NATIONAL HISTORIC SITE

U.S. Department of the Interior • National Park Service  
DSC • December 2009 • 449/101895





This new general management plan for Lincoln Home National Historic Site is needed because the national historic site's current *Master Plan* was completed more than 39 years ago and has reached the limit of its effective life span. Most of its directives have been addressed or accomplished by NPS staff. The ongoing evolution of the national historic site, along with its surrounding area and other outside factors, has resulted in new issues and challenges for the future that are beyond the scope of the 1970 *Master Plan*.

Each of these changes has implications for how visitors access and use the national historic site and the facilities needed to support those uses, how resources are managed, and how the National Park Service manages its operations.

## THE NEXT STEPS

After distribution of the *Draft General Management Plan / Environmental Impact Statement*, there will be a 60-day public review period. When this period ends, the NPS planning team will evaluate comments from federal and state agencies, organizations, and individuals regarding the draft plan. Subsequently, the team will incorporate appropriate changes into a *Final General Management Plan / Environmental Impact Statement*. The final plan will include substantive comments on the draft document and NPS responses to those comments.

Following distribution of the *Final General Management Plan / Environmental Impact Statement* and a 30-day no-action period, a "Record of Decision" approving a final plan will be signed by the NPS regional director. The "Record of Decision" documents the NPS selection of an alternative for implementation. With the signed "Record of Decision," the approved plan can then be implemented, depending on funding and staffing.

## IMPLEMENTATION OF THE PLAN

Implementation of the approved plan will depend on future funding. The approval of a plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the approved plan could be many years in the future.

Implementation of the approved plan could also be affected by other factors. Once the general management plan has been approved, additional feasibility studies and more detailed planning and environmental documentation would be completed, as required, before any proposed actions can be carried out. These more detailed plans will tier from the approved general management plan, describing specific actions managers intend to take to achieve desired conditions and long-term goals.

## GUIDANCE FOR THE PLANNING EFFORT

### PURPOSE AND SIGNIFICANCE

The national historic site's purpose and significance provide a foundation upon which all planning and management decisions are based. Purpose statements are based on Lincoln Home National Historic Site's establishing legislation and NPS policies. They clarify the reasons the national historic site was set aside as a unit of the national park system and provide the foundation for the management and use of the national historic site.

Significance statements identify the resources and values that are central to managing the national historic site and express the importance of the site to our natural and/or cultural heritage. Significance statements do not inventory the national historic site's resources; rather, they describe the site's distinctiveness and help to place it in regional, national, and international contexts. Understanding the national historic site's significance will help managers make decisions that preserve the resources and values necessary to fulfill the site's purpose.

The following are the purpose and significance statements for Lincoln Home National Historic Site.

#### Purpose

The purpose of Lincoln Home National Historic Site is as follows:

- To protect and preserve the Springfield home of Abraham Lincoln and the surrounding Lincoln-era neighborhood as a meaningful setting for visitor understanding and appreciation; and
- To interpret Abraham Lincoln and the significant impact his 17-year residency in Springfield had on his emergence as a

transcendent national and international figure, for the benefit of present and future generations.

#### Significance

Lincoln Home National Historic Site is significant as a unit of the national park system because of the following:

- Abraham Lincoln and his family lived in this, the only house they would ever own, for 17 years that were critical in his personal, professional, and political development.
- During these years Abraham Lincoln's legal career evolved from a small town law practice to a high level of sophistication — he developed a prosperous law practice; he served one term in the U.S. House of Representatives; and he ran for the U.S. Senate and became a major force in the new Republican party and its presidential nominee in 1860.
- The Home was the setting for many significant events associated with Abraham Lincoln's political career, including his preparation for the Lincoln-Douglas debates, his formal receiving of the Republican nomination for president, the writing of at least part of his first inaugural address, and other events.
- In 1861 he left this house and Springfield, Illinois, to become the 16th president of the United States.

#### Fundamental Resources and Values

Fundamental resources and values translate the broader concepts of national historic site significance to the resources and experiences on the grounds that should be the focus of NPS management. These resources and values

should be the preeminent considerations in all planning and decision making.

Focusing on fundamental resources ensures that funding is channeled toward elements that are fundamental to achieving the national historic site's purpose.

The fundamental resources of Lincoln Home National Historic Site are as follows:

- the Lincoln Home and lot
- the view of the neighborhood from the Lincoln Home, including the intersection of South Eighth and Jackson Streets and the lots, homes, and outbuildings that belonged to Arnold, Corneau, Burch, Brown, and Carrigan to provide a meaningful setting for the home
- the historic landscape of the Lincoln neighborhood
- views of the Lincoln Home from the intersection of South Eighth and Jackson as well as from his neighbors' lots to provide a meaningful understanding of the home's neighborhood context

### **Other Important Resources and Values**

In addition to fundamental resources and values, the planning process identifies other important resources not directly related to the national historic site's purpose. These include the following:

- the national register district within the boundary of the national historic site

Other important sites related to the Lincoln experience in Springfield include the following:

- Abraham Lincoln Presidential Library and Museum
- Lincoln Depot (Great Western Depot)
- Lincoln Tomb State Historic Site (a national historic landmark)

- Lincoln-Herndon Law Offices State Historic Site (part of the Central Springfield National Register Historic District)
- Old State Capitol State Historic Site — a national historic landmark (and part of the Central Springfield National Register Historic District)
- Lincoln's New Salem State Historic Site
- Vachel Lindsay State Historic Site (a national historic landmark — home of Mary Lincoln's sister)

These sites enhance the interpretive story of Mr. Lincoln's relationship with the city of Springfield and the development of his legal and political careers.

### **Special Mandates**

Lincoln Home National Historic Site is a deed-restricted park unit (one of two in the national park system). The deed restriction requires that the Lincoln Home be made available without cost to the public.

### **Primary Interpretive Themes**

Primary interpretive themes are those ideas and concepts about Lincoln Home National Historic Site and Abraham Lincoln that every visitor will gain an understanding of and appreciation for as a result of their visit to the site. These themes are based on the national historic site's purpose and significance and provide the foundation for all interpretive media and programs in the national historic site. They address those ideas critical to understanding and appreciating the national historic site's importance. Effective interpretation is realized when visitors are able to connect the concepts with the resources and derive something meaningful from their experience.

The following theme statements will provide the basis for interpretation at the national historic site:

- Abraham Lincoln believed in the ideal that everyone in America should have the opportunity to improve his/her economic and social condition. Lincoln's life was the embodiment of that ideal.
- Abraham Lincoln was a spouse, parent, and neighbor who experienced the same hopes, dreams, and challenges of life that are still experienced by many people.
- Many of Abraham Lincoln's social and political beliefs concerning equality, freedom, and opportunity came into focus while he lived in Springfield. We as a nation strive to fulfill Lincoln's legacy of national and individual ideals.
- People today — as they have since the time of Abraham Lincoln's death — visit his home as a place to memorialize his life, seek meaning from his struggles and achievements, and find inspiration for their own lives.

## SERVICEWIDE LAWS AND POLICIES

Many management directives are specified in laws and policies guiding the National Park Service and are, therefore, not subject to alternative approaches. For example, there are laws and policies about managing environmental quality (such as the National Environmental Policy Act, the Clean Air Act, the Endangered Species Act, and Executive Order 11990 "Protection of Wetlands"); laws governing the preservation of cultural resources (such as the National Historic Preservation Act and the Native American Graves Protection and Repatriation Act); and laws about providing public services (such as the Architectural Barriers Act Accessibility Standards) — to name only a few. In other words, a general management plan is not needed to decide, for instance, that it is appropriate to protect endangered species, control exotic species, protect archeological

sites, conserve artifacts, or provide for handicapped access. Laws and policies have already decided those and many other things for us. Although attaining some of the conditions set forth in these laws and policies may have been temporarily deferred at the national historic site because of funding or staffing limitations, the National Park Service will continue to strive to implement these requirements.

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

The NPS Organic Act (16 USC §1) provides the fundamental management direction for all units of the national park system:

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

The National Park System General Authorities Act (16 USC §1a-1, et seq.) affirms that while all national park system units remain "distinct in character," they are "united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage." The act

makes it clear that the NPS Organic Act and other protective mandates apply equally to all units of the system. Further, amendments state that NPS management of park system units should not “derogate . . . the purposes and values for which these various areas have been established.”

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

To truly understand the implications of an alternative, it is important to combine the servicewide mandates and policies with the management actions described in an alternative.

In addition to the national historic site’s enabling legislation, the laws and policies explained in table 1 also govern the management of Lincoln Home National Historic Site. (See table 1.)

The alternatives in this general management plan address the desired future conditions that are not mandated by law and policy and must be determined through a planning process.

**TABLE 1. SERVICEWIDE MANDATES AND POLICIES PERTAINING TO THE NATIONAL HISTORIC SITE**

ARCHEOLOGICAL RESOURCES	
Current laws and policies require that the following conditions be achieved in the national historic site.	
Desired Condition	Source
Archeological sites are identified and inventoried and their significance is determined and documented. Archeological sites are protected in an undisturbed condition unless it is determined through formal processes that disturbance or natural deterioration is unavoidable. When disturbance or deterioration is unavoidable, the site is professionally documented and excavated, and the resulting artifacts, materials, and records are curated and conserved in consultation with the Illinois state historic preservation office, the city of Springfield historic preservation program, and other stakeholders as appropriate. The results of future archeological research will be employed to inform management decision making and enhance interpretive and educational programs.	National Historic Preservation Act; Archeological Resources Protection Act; 36 CFR 800, the <i>Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> ; the programmatic agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers (2008); NPS <i>Cultural Resources Management Guideline</i> (DO-28, 1996); and DO 28A, <i>Archeology</i> .

## HISTORIC STRUCTURES

Current laws and policies require that the following conditions be achieved for historic structures (e.g., buildings, structures, roads, and trails).

Desired Condition	Source
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 <i>Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable).	National Historic Preservation Act; 36 CFR 800, the <i>Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> ; the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties and the Guidelines for the Preservation, Rehabilitation, Restoration, and Reconstruction of Historic Buildings</i> , the programmatic agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers (2008); NPS <i>Management Policies 2006</i> ; NPS <i>Cultural Resources Management Guideline</i> (DO-28, 1996)

## CULTURAL LANDSCAPES

Current laws and policies require that the following conditions be achieved for cultural landscapes.

Desired Condition	Source
Cultural landscape inventories are conducted to identify landscapes that are potentially eligible for listing in the national register and to assist in future management decisions for landscapes and associated resources, both cultural and natural.	National Historic Preservation Act of 1966, as amended (16 USC 470); Advisory Council on Historic Preservation's implementing regulations regarding the "Protection of Historic Properties" (36 CFR 800); <i>Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i> (1996); NPS <i>Management Policies 2006</i> ; NPS <i>Cultural Resources Management Guideline</i> (DO-28, 1996)
The management of cultural landscapes focuses on preserving the landscape's physical attributes that contributes to its historical significance.	
The preservation, rehabilitation, restoration, or reconstruction of cultural landscapes is undertaken in accordance with the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i> .	

## MUSEUM COLLECTIONS

Current laws and policies require that the following conditions be achieved for museum collections.

Desired Condition	Source
Museum collections (historic objects, artifacts, works of art, and archival material) would be acquired, accessioned, and catalogued, preserved, protected, and made available for access and use according to NPS standards and guidelines.	NPS <i>Management Policies 2006</i> ; DO 28 and its implementing guidance NPS-28, "Cultural Resource Management Guideline"; NPS <i>Museum Handbook</i>

## **RELATIONSHIP OF OTHER PLANNING EFFORTS TO THIS GENERAL MANAGEMENT PLAN**

### **ARCHEOLOGICAL OVERVIEW AND ASSESSMENT (2001)**

An archeological overview and assessment study was conducted at the national historic site and is a basic element of a national park system unit's archeological resource management program. This study summarizes the knowledge about the national historic site's archeological resources, the environment, and the cultural history; reviews the archeological investigations that have taken place at the national historic site; and provides recommendations for future research. It is a vital component in the development of resource management plans/strategies, land protection plans, and interpretive prospectuses. The assessment recommended a number of management actions including: developing a cultural landscape approach to managing the national historic site; broadening the interpretive framework; completing the analysis of the materials recovered from Lincoln Home and lot excavations; reproducing the George Painter interpretive documents written in the early 1980s; and developing a specific archeological program focusing on human diet and health issues related to life in Springfield.

### **NPS MIDWEST REGION MUSEUM COLLECTION CURATORIAL FACILITY PLAN (2006)**

The approved "Museum Collection Curatorial Facility Plan" for the Midwest Region of the National Park Service recognizes that resources are limited, and that sharing of resources among national park system units and consolidation of collections at multi-park facilities may be the only way to meet NPS stewardship responsibilities. This regional approach addresses critical museum

management issues on a park-by-park basis and then develops a multi-park facility strategy.

This plan assessed the needs of the museum and curatorial facilities at the national historic site. The plan concluded that the national historic site had met 95% of the "Checklist for Museum Preservation and Protection" as of fiscal year (FY) 2006, and that the collections storage is adequate, although access could be improved through consolidation. It is a goal of the national historic site to bring back the cataloged items that are at the Midwest Archeological Center. Due to lack of space however, bringing the artifacts back to the national historic site is not feasible. There is also no space available to store future anticipated museum pieces. The plan recommended construction of a new museum storage facility with an approximate size of 8,900 square feet, including offices within or near the national historic site. This would free up existing historic buildings for interpretive purposes.

### **CITY OF SPRINGFIELD 2005-2009 CONSOLIDATED PLAN**

This plan represents a strategic planning guide for housing, economic, and community development in the city. The consolidated plan gives citizens in the community a quick overview of Springfield's housing and community development problems; the broad 5-year goals and strategies proposed to deal with those problems; the private, public, federal, state, and local resources that may be available to help attain those goals; and specific projects and actions intended for carrying out this strategy beginning July 1, 2005, and ending June 30, 2009.



The consolidated plan is designed to be a collaborative process whereby the city establishes a unified vision for community development actions. It offers the city the opportunity to shape the various housing and community development programs into effective, coordinated neighborhood and community development strategies. It also creates the opportunity for strategic planning and citizen participation to take place in a comprehensive context and to reduce duplication of effort at the local level. Future management actions at the national historic site could have implications for overall neighborhood and community development in Springfield. Development of the general management plan presents an opportunity for coordinated planning between the National Park Service and the city of Springfield.

#### **DESTINATION SPRINGFIELD (2006)**

“Destination Springfield” focuses on capitalizing on the tremendous success of the Lincoln Presidential Library and Museum and its significant impact as a showcase attraction. This initiative is intended to use the vast interest in and legacy of President Abraham Lincoln to strengthen the destination appeal of Springfield and to create a tourism initiative for Illinois that provides a cultural experience on par with the caliber, quality, and character of Colonial Williamsburg in Virginia. The overarching objective is to continue the enhancement of Springfield into a multiday attraction. Potential actions in the general management plan could have an impact on future tourism in Springfield.

#### **REGIONAL/URBAN DESIGN ASSISTANCE TEAM PLAN (2002)**

The Regional / Urban Design Assistance Team was invited to Springfield by the city of Springfield and the Springfield Section of the American Institute of Architects to focus on “New Dimensions for Downtown Springfield: Preserving the Past and Building the Future.” The goals include better planning in the downtown, improved directional and visual cohesiveness, and improving the links between downtown Springfield and its surrounding neighborhoods. Potential actions in the general management plan could have an impact on future development in downtown Springfield, as well as improved directional and visual cohesiveness between the city and the national historic site.

#### **TRANSPORTATION PLAN**

The transportation plan developed as part of Springfield’s Mass Transit District evaluated the feasibility of a one-stop transportation hub for the city of Springfield, including Lincoln Home and other historic sites. The transportation hub is currently in the implementation phase.

#### **IMPLEMENTATION PLANS**

The National Park Service prepares detailed plans that implement the policies and goals of the general management plan. Much of the management guidance that evolves from the general management plan is further defined in more specific “implementation plans.”

## PLANNING ISSUES/CONCERNS

### INTRODUCTION

Various issues and concerns were identified during the scoping process (early information gathering) for this general management plan by the general public, NPS staff, and representatives from other government agencies.

An issue is defined as an opportunity, conflict, or problem regarding the use or management of public lands. Comments were solicited at public meetings and through planning newsletters.

The issues and concerns generally involve determining the appropriate visitor experience, cultural landscape treatments, visitor facilities, and efficient NPS operations. The general management plan alternatives provide strategies for addressing the issues within the context of the national historic site's purpose, significance, laws and policies, and special mandates.

### ISSUES

The following issues were identified for Lincoln Home National Historic Site.

#### Cultural Resources

- Several extant historic structures and vacant properties in the national historic site have not been researched and restored, rehabilitated, or reconstructed. Restoration, rehabilitation, or reconstruction of these structures or properties would enhance visitor understanding and appreciation of the site.
- A cultural landscape report has not been completed. Management of the national historic site as a cultural landscape

would enhance understanding of life in the neighborhood during Lincoln's life.

- Museum collection storage is dispersed between three facilities at the national historic site and a fourth at the Midwest Archeological Center in Lincoln, Nebraska. Site curatorial facilities are inadequate for storage of the entire collection. Collections are currently properly preserved and protected, but access to and use of the collections is constrained.

#### Visitor Experience

The visitor experience at Lincoln Home National Historic Site currently focuses on ranger-led tours of the Lincoln Home and seeing the exhibits and film in the visitor center and/or the exhibits in the Arnold and Dean houses and the outdoor wayside exhibits. To more completely address the needs of visitors, NPS staff must explore options for enhancing the visitor experience at Lincoln Home.

#### NPS Facilities and Operations

Lincoln Home is still a developing NPS site. With the exception of the visitor center, the site has no separate administrative or operational facilities. Maintenance, administrative, and curatorial operations currently are dispersed in a number of historic structures throughout the national historic site. Vehicular traffic and parking in the historic core present some safety issues as well as intrusions on the historic scene. The visitor center facilities, including restrooms, exhibit space, and space for the Eastern National sales operations, are not adequate for peak visitor use periods.

## Leasing Program

Three historic houses at the national historic site (Cook House, Robinson House, and Shutt House) are leased. Two of the houses are used by the General Services Administration (GSA) for their regional offices. A third is leased through the General Service Administration to Senator Richard Durbin for his Springfield office. The three houses on the leasing program have a total of 4,700 square feet. Total leasing revenue in FY 2008 was \$94,000.

A maximum of six additional houses at the national historic site could be leased. The lease revenue for these houses would total approximately \$127,000. This feasibility of leasing these additional properties is assessed in the management alternatives.

## Boundary Adjustments

As part of the planning process, the National Park Service must identify and evaluate boundary adjustments that may be necessary or desirable to carry out the purposes of the national historic site. Boundary adjustments may be recommended to

- protect significant resources and values, or to enhance opportunities for public enjoyment related to national historic site purposes;
- address operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads or
- otherwise protect national historic site resources that are critical to fulfilling the site's purpose.

The adequacy of the national historic site's boundaries was assessed as part of the general management planning process. It has been determined that administration of the

additional land would be feasible. The area recommended for acquisition is a half-block area immediately adjacent to the southeast corner of the national historic site. The relocation of maintenance operations and parking to the boundary expansion area would enhance the visitor experience and improve resource protection. Other alternatives for management of maintenance operations (alternative 4) are feasible but less than adequate for efficient management and resource protection. A boundary expansion has been recommended in alternatives 2 and 3 of this plan.

For more information see "Boundary Adjustment" section in alternatives 2 and 3 in "Chapter 2: Alternatives, Including the Preferred Alternative."

## ISSUES AND CONCERNS NOT ADDRESSED IN THE GENERAL MANAGEMENT PLAN

Not all issues or concerns raised by the public are included in this general management plan; other issues raised by the public were not included if they

- are already prescribed by law, regulation, or policy (see the "Servicewide Mandates and Policies" section),
- would be in violation of laws, regulations, or policies, or
- were at a level that was too detailed for a general management plan and are more appropriately addressed in subsequent planning documents.

Bus circulation issues were considered to be too detailed for a general management plan. The bus parking lot north of the visitor center is not adequate for both parking and bus pickup and dropoff during peak visitation times. It was determined that NPS managers would work with state, local, and private partners to develop a shared bus parking area in the downtown area.

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

### IMPACT TOPICS

An important part of planning is seeking to understand the consequences of making one decision over another. To this end, NPS general management plans typically are accompanied by full environmental impact statements. Environmental impact statements identify the anticipated impacts of possible actions on resources and on visitors and neighbors. Under each alternative, in chapter 4, impacts are organized by topic, such as “Impacts on Visitor Experience” or “Impacts on NPS Operations.” Impact topics serve to focus the environmental analysis and to ensure the relevance of impact evaluation. The impact topics identified for this general management plan are outlined in this section; they were identified based on federal laws and other legal requirements, Council on Environmental Quality guidelines, NPS management policies, staff subject-matter expertise, and issues and concerns expressed by the public and other agencies early in the planning process (see previous section). Also included is a discussion of some commonly addressed impact topics that are not addressed in this plan for the reasons given.

### IMPACT TOPICS TO BE CONSIDERED

#### Cultural Resources

**Historic Structures, Archeological Resources, and Cultural Landscapes.** The National Historic Preservation Act and the National Environmental Policy Act require that the effects of any federal undertaking on cultural resources be examined. Also, NPS *Management Policies*, and *Cultural Resource Management Guideline* (Director’s Order 28) call for the consideration of cultural

resources in planning proposals. Actions proposed in this plan could affect archeological resources, historic structures, and cultural landscapes; therefore, this topic has been retained for detailed analysis.

**Museum Collections.** Lincoln Home National Historic Site currently manages the sixth largest archival and artifact collection in the NPS Midwest Region. Actions described in the alternatives could affect curation management storage, and display; therefore, this topic has been retained for detailed analysis.

#### Visitor Experience

The Organic Act and NPS *Management Policies 2006* direct the National Park Service to provide enjoyment opportunities for visitors that are uniquely suited and appropriate to the resources found in the national historic site. The planning team identified visitor experience as an important issue that could be appreciably affected under the alternatives; therefore, this topic has been retained for detailed analysis.

#### Socioeconomic Environment

The National Environmental Policy Act requires an examination of social and environmental impacts caused by federal actions. Visitation and potential development at Lincoln Home National Historic Site could have an appreciable impact on the socioeconomic environment of the city of Springfield; therefore, this topic has been retained for detailed analysis.

## NPS Operations

The actions described in the alternatives pose impacts on NPS operations, including administrative, interpretive, curatorial, and maintenance functions; therefore, this topic has been retained for detailed analysis.

## IMPACT TOPICS DISMISSED FROM FURTHER CONSIDERATION

Some impact topics that commonly are considered during the planning process were not relevant to the development of this general management plan for Lincoln Home National Historic Site due to the following: (a) implementing the alternatives would have no effect/impact or a negligible effect/impact on the topic or resource, or (b) the resource does not occur in the national historic site. These topics are as follows.

### Natural Resources

**Air Quality.** The President's Council on Environmental Quality guidelines for preparing environmental impact statements requires the lead agency to analyze the impacts of the proposed action and alternatives on air quality. Also, section 118 of the 1963 Clean Air Act (42 U.S.C. 7401 *et seq.*) requires a national park system unit to meet all federal, state, and local air pollution standards.

Lincoln Home National Historic Site is a Class II air quality area under the Clean Air Act, as amended. A Class II designation indicates the maximum allowable increase in concentrations of pollutants over baseline concentrations of sulfur dioxide and particulate matter as specified in Section 163 of the Clean Air Act. Further, the Clean Air Act provides that the federal land manager has an affirmative responsibility to protect air-quality-related values (including visibility, plants, animals, soils, water quality, cultural

resources, and visitor health) from adverse pollution impacts.

Structures in the national historic site that would undergo rehabilitation or restoration would be surveyed for asbestos-containing materials or other hazardous materials prior to any construction activities. If asbestos-containing materials, lead-containing paint, or other hazardous materials are present, appropriate work practice requirements would be developed to prevent the emission of contaminated dust into the atmosphere. The work practice requirements would specify appropriate removal, handling, clean-up procedures and time schedules, and appropriate storage, disposal, and land-filling requirements for all hazardous waste materials. All operators would be required to maintain records, including waste shipment records, and would be required to use appropriate warning labels, signs, and markings.

Construction activities, including equipment operation and the hauling of material, could result in temporarily increased vehicle exhaust and emissions, as well as inhalable particulate matter. Construction dust associated with exposed soils would be controlled with the application of water or other approved dust palliatives. Also, dust-creating activities would be suspended when winds are too great to prevent visible dust clouds from affecting sensitive receptors (houses, schools, etc.). In addition, any hydrocarbons, nitrogen dioxide, sulfur dioxide, emissions, as well as airborne particulates created by fugitive dust plumes, would be rapidly dissipated because the location of the national historic site and prevailing winds allows for good air circulation. Overall, there could be a local, short-term, negligible degradation of local air quality during construction activities; however, no measurable effects outside of the immediate construction site would be anticipated. Any construction-related, adverse impacts on air

quality would be temporary, lasting only as long as construction.

Under each of the management alternatives, visitor use and administrative operations would generate similar levels of air pollutant emissions from motor vehicles and motorized equipment, water and sewage treatment operations, and propane and natural-gas-fueled appliances. The National Park Service would follow established policy requiring the use of energy-efficient and environmentally friendly products and processes whenever possible.

None of the actions described in the general management plan would violate any air quality standard or result in a cumulatively net increase of any criteria pollutant under federal or state ambient air quality standards. Implementation of any of the alternatives described in this management plan would have negligible impacts upon air quality, and the Class II air quality designation would be unaffected. Therefore, air quality was dismissed as an impact topic.

**Carbon Footprint and Natural or Depletable Resources and Energy Requirements and Conservation Potential.** These two impact topics are closely related. Using resources and energy at unsustainable levels is largely responsible for an increase in the carbon footprint. These impact topics are considered together in this analysis.

There would be some development under the action alternatives, with the addition of roughly 30,000 square feet of buildings per alternative. This addition would mean initial use of both resources and energy (considering both the construction process and the “embodied” energy present in those resources); however, because the site management has committed to avoiding using fossil-fueled powered energy in these buildings, negligible use of resources and energy would result in the long-term. The

National Park Service started to employ geothermal systems in existing buildings and to purchase wind-produced energy from the local utility company and has committed to continuing these efforts in future buildings. Consequently, the amount of energy consumption and resulting emissions of carbon dioxide associated with construction would be extremely small, and negligible impacts on climate in the local environment and no measurable impacts in a regional, national, or global context would result. The use of renewable geothermal and wind energy will reduce an otherwise significant increase in the use of fossil fuels to a minimal increase. In the long term, no appreciable increase in visitation or associated transportation would occur under any of the alternatives, and there would be negligible changes to the carbon footprint and natural or depletable resources and energy requirements of the national historic site. Therefore, these topics have been dismissed from further analysis.

**Floodplains/Wetlands.** Executive Orders 11988, “Floodplain Management,” and 11990, “Protection of Wetlands,” require an examination of impacts on floodplains and wetlands and of potential risk involved in placing facilities within floodplains. None of the alternatives would change or affect water resources or place facilities in a floodplain; therefore, this topic has been dismissed from further analysis.

**Prime and Unique Farmlands.** Lincoln Home National Historic Site is located in downtown Springfield, Illinois. This part of Springfield has been urbanized since the middle of the 19th century. None of the actions described in the general management plan would affect lands that are classified as prime or unique; therefore, this topic has been dismissed from further analysis.

**Threatened or Endangered Species or Species of Concern.** As part of the urban environment of the city of Springfield,

Lincoln Home National Historic Site has no threatened or endangered species or species of concern, nor has habitat for such species been identified within the site's boundaries; therefore, this topic has been dismissed from further analysis.

**Wildlife.** No important wildlife or wildlife habitat have been identified within the boundaries of Lincoln Home National Historic Site; therefore, this topic has been dismissed from further analysis.

**Wild and Scenic Rivers.** There are no river resources within or near Lincoln Home National Historic Site; therefore, this topic has been dismissed from further analysis.

**Lightscape Management.** In accordance with *NPS Management Policies 2006*, the National Park Service strives to preserve natural ambient lightscapes, which are natural resources and values that exist in the absence of human caused light.

Preserving a natural lightscape is not a goal of the Lincoln Home National Historic Site, which is in downtown Springfield. However, the staff would strive to limit the use of artificial outdoor lighting to that which is necessary for basic safety requirements and to ensure that all outdoor lighting is shielded to the maximum extent possible and to keep light on the intended subject and out of the night sky, so as to negligibly contribute to the surrounding light sources of Springfield. Thus, lightscape management was dismissed as an impact topic.

**Soundscape Management.** In accordance with *NPS Management Policies 2006* and Director's Order #47, Sound Preservation and Noise Management, an important part of the NPS mission is preservation of natural soundscapes associated with national park system units. Natural soundscapes exist in the absence of human-caused sound. The natural ambient soundscape is the aggregate of all the natural sounds that occur in park

units, together with the physical capacity for transmitting natural sounds. Natural sounds occur within and beyond the range of sounds that humans can perceive and can be transmitted through air, water, or solid materials. The frequencies, magnitudes, and durations of human-caused sound considered acceptable varies among park system units, as well as potentially throughout each unit, being generally greater in developed areas and less in undeveloped areas.

The Lincoln Home National Historic Site is in downtown Springfield, where the protection of a natural ambient soundscape and/or the opportunity for visitors to experience natural sound environments is not an objective of the national historic site. Visitors do not come to the site to seek the quieter, intermittent sounds of nature. Any construction associated with implementation of the alternatives, e.g. the hauling of material or the operation of construction equipment, could result in dissonant sounds, but such sounds would be temporary and not out-of-place in such a setting. Because protection of a natural ambient soundscape and/or opportunity for visitors to experience natural sound environments is not a site objective, soundscape management was dismissed as an impact topic.

## Cultural Resources

**Ethnographic and Prehistoric Resources.** Ethnographic and prehistoric resources are defined by the National Park Service 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, *Cultural Resource Management Guideline*, 181). There are no known ethnographic or prehistoric resources associated with Lincoln Home National Historic Site. Therefore, ethnographic and

prehistoric resources were dismissed as an impacts topic.

**Sacred Sites.** According to Executive Order 13007, Indian Sacred Sites (1996), the National Park Service will accommodate, to the extent practicable, access to and ceremonial use of Indian sacred sites by religious practitioners from recognized American Indian and Alaska native tribes and will avoid adversely affecting the integrity of such sacred sites. The National Park Service has found no evidence of any sites at or near Lincoln Home National Historic Site; therefore, this topic has been dismissed from further analysis.

### **Indian Trust Resources**

Secretarial Order 3175 requires that any anticipated impacts on Indian trust resources from a proposed project or action by agencies of the Department of the Interior 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 Alaska native tribes.

There are no Indian trust resources in or near Lincoln Home National Historic Site; therefore, Indian trust resources have been dismissed as an impact topic.

### **Conformity with Local Land Use Plans**

Management and use of the national historic site is consistent with local land use and urban planning. Planning for the national historic site has been conducted in cooperation with city and county planning representatives. None of the actions described under the alternatives would change these basic uses or conflict with local

land use planning; therefore, this topic has been dismissed from further analysis.

### **Environmental Justice**

Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental impacts of their programs and policies on minorities and low-income populations and communities. According to the Environmental Protection Agency, environmental justice is the fair treatment and meaningful involvement of all people, regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people, including a racial, ethnic, or socioeconomic group, should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies.

For the purpose of fulfilling Executive Order 12898, in the context of the National Environmental Policy Act, the alternatives addressed in this document were assessed during the planning process. It was determined that none of these alternatives would result in disproportionately high direct or indirect adverse impacts on any minority or low-income population or community. The following information contributed to this conclusion:

- The actions in the alternatives would not result in any identifiable human health effects. Therefore, there would be no direct or indirect effects on human



health within any minority or low-income population or community.

- The effects on the physical environment that would occur due to any of the alternatives would not disproportionately adversely affect any minority or low-income population or community, or be specific to such populations or communities.
- The alternatives would not result in any identified effects that would be specific to any minority or low-income community.

Therefore, the topic of environmental justice has been dismissed from further analysis.

### **Public Health and Safety**

The proposed developments and actions in the alternatives would not result in any identifiable impacts on human health or safety. Visitor activities at Lincoln Home are limited to low-impact and low-risk educational and interpretive activities. All construction areas would be closed to visitor access. Traffic within the site would be closely monitored. Therefore, this topic has been dismissed from further analysis.

*A. Lincoln*



## CHAPTER 2

### *THE ALTERNATIVES INCLUDING THE PREFERRED*



## INTRODUCTION

Many aspects of the desired future condition of Lincoln Home National Historic Site are defined in the establishing legislation, the national historic site's purpose and significance statements, and the servicewide mandates and policies described earlier. Within these parameters, the National Park Service solicited input from the public, national historic site staff, government agencies, and other organizations regarding issues and desired conditions for the national historic site. Planning team members gathered information about existing visitor use and the condition of the national historic site's facilities and resources.

Using the above information the planning team developed a set of four management zones and four alternatives to reflect the range of ideas proposed by the national historic site staff, other federal, state, and local officials, and the public.

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

### MANAGEMENT ZONES AND ALTERNATIVES

The building blocks for reaching an approved plan for managing a national park system unit are the management zones and the

alternatives. All are developed within the scope of the national historic site's purpose, significance, mandates, and legislation.

**Management zones** are descriptions of desired conditions for national historic site resources and visitor experiences in different areas of the national historic site. Management zones are determined for each national park system unit. The management zones identify the widest range of potential appropriate resource conditions, visitor experiences, and facilities for the national historic site that fall within the scope of the national historic site's purpose, significance, and special mandates. Four management zones have been identified for Lincoln Home National Historic Site. When management zones are applied on the ground in the alternatives, the zones define management intent for resource conditions, visitor experiences, and appropriate activities and facilities for each area for the national historic site. Application and configuration of the zones might vary by alternative depending on the intent of the alternative concept.

It may help to think of the management zones as the colors an artist has to paint a picture. The alternatives in this general management plan are the different pictures that could be painted with the colors (management zones) available. Each of the alternatives has an overall management concept and a description of how different areas of the national historic site would be managed (management zones and related actions). The concept for each alternative gives the artist (or in this case the planning team) the idea for what the picture (alternative) is going to look like.

This *Draft General Management Plan / Environmental Impact Statement* presents four alternatives for future management of Lincoln Home National Historic Site. Alternative 1,

the no-action alternative, presents a continuation of existing management direction, and is included as a baseline for comparing the consequences of implementing each alternative. The action alternatives are alternative 2, alternative 3, and alternative 4. The National Park Service's preferred alternative is alternative 2.

The action alternatives present different ways to manage resources and visitor use and improve facilities and infrastructure at the national historic site. These alternatives embody the range of what the public and the National Park Service want to see accomplished with regard to cultural resource conditions, visitor use and experience, the socioeconomic environment, and NPS operations at Lincoln Home National Historic Site. The zone configurations for each alternative were developed by overlaying the management zones on a map of the national historic site consistent with the intent of the alternative's concept. This is why there are different zone configurations on the maps for each action alternative.

As noted above in the "Guidance for the Planning Effort" section, the National Park Service would continue to follow existing agreements and servicewide mandates, laws, and policies regardless of the alternatives considered in this plan. These mandates and policies are not repeated in this chapter.

*To truly understand the implications of an alternative, it is important to interpret the actions proposed in an alternative in the context of the servicewide mandates and policies (see pages 12-14).*

## FORMULATION OF THE ALTERNATIVES

The alternatives focus on *what* resource conditions and visitor uses and experiences/opportunities should be at the national

historic site rather than on details of *how* these conditions and uses/experiences should be achieved. Thus, the alternatives do not include many details on resource or visitor use management strategies. More detailed plans or studies will be required before most conditions proposed in the alternatives are achieved.

Implementation of any alternative also depends on future funding and environmental compliance. This plan does not guarantee that the money will be forthcoming. The plan establishes a vision of the future that will guide day-to-day and year-to-year management of the national historic site, but full implementation could take many years.

## IDENTIFICATION OF THE PREFERRED ALTERNATIVE

Development of a preferred alternative involves evaluating the alternatives with the use of an analysis process called "Choosing by Advantages" or "CBA." Through this process, the planning team identifies and compares the relative advantages of each alternative according to a set of factors. These factors were developed using the information and issues developed during scoping (see previous "Planning Issues/Concerns" section). Using these factors, the CBA process allows NPS staff to systematically evaluate how well each of the alternatives addresses the issues identified for this plan. The benefits or advantages of each alternative were compared for each of the following CBA factors:

- Factor 1 — Preserve, rehabilitate, and restore cultural resources.
- Factor 2 — Enhance visitor experience (basic support, as well as educational and interpretive experiences).
- Factor 3 — Improve effectiveness and efficiency in NPS operations (parkwide, in all divisions).

The relationships between the advantages and costs of each alternative were established. This information was used to combine the best attributes of the initial alternatives into

the preferred alternative. This alternative gives the National Park Service the greatest overall benefits for each factor listed above for the most reasonable cost.

## MANAGEMENT ZONES

### MANAGEMENT ZONES FOR LINCOLN HOME NATIONAL HISTORIC SITE

Management zones describe visitor experiences, resource conditions, and appropriate activities and facilities. The management zones were presented to the public in the *Preliminary Alternatives Description* newsletter in November 2006

and were modified in response to public comments and analysis by the planning team and NPS resource specialists. Because the way NPS plans today is different than the methods used to develop the 1971 *Master Plan*, no management zones are applied to the no-action alternative. Table 2 presents the management zones that were developed for the national historic site.

Table 2: Management Zones

TABLE 2. MANAGEMENT ZONES

	Visitor Services/ Administration Zone (blue)	Neighborhood Rehabilitation Zone (red)	Historic Yard Rehabilitation Zone (purple)	Open Space/Recreation Zone (green)	Lincoln Restoration Zone
<b>Overview</b>	The primary uses of this zone are to provide for visitor orientation and support NPS administrative and operational needs. No fundamental historic resources are present in this zone.	The primary uses of this zone are to repopulate the neighborhood with contemporary buildings built within the lots of historic houses for visitors. Uses include exhibits, tours, and operational needs.	The primary use of this zone is to offer visitors an experiential understanding of the neighborhood in Lincoln's time.	The primary uses of this zone is to offer visitors the opportunity for self-directed recreational activities that are compatible with the historic scene (picnicking, self-guided trail walks, contemplation, attending staged events, etc.). No fundamental historic resources are in this zone.	The primary use of this zone is to allow for restoration of the Lincoln Home and lot.
<b>Desired Resource Condition</b>	Modern facilities complement the desired resource conditions in adjacent zones and do not detract from the historic setting. Any existing historic resources are adaptively reused in keeping with the <i>Secretary of Interior's Standards for Treatment of Historic Properties</i> .	The neighborhood is extensively rehabilitated in accordance with the <i>Secretary of Interior's Standards for Treatment of Historic Properties</i> to enhance the feeling of an active neighborhood composed of houses owned and occupied by different families.	Landscapes, existing structures, and residential streetscapes, are rehabilitated in accordance with the <i>Secretary of Interior's Standards for Treatment of Historic Properties</i> to evoke the feeling of an active neighborhood composed of houses owned and occupied by different families.	Open, park-like setting with trees, shrubs, lawns, picnic tables and shelters, benches, etc.	Restoration of the Lincoln lot to the 1860 period to the greatest extent possible.



	Visitor Services/ Administration Zone (blue)	Neighborhood Rehabilitation Zone (red)	Historic Yard Rehabilitation Zone (purple)	Open Space/Recreation Zone (green)	Lincoln Restoration Zone
<b>Desired Resource Conditions (cont.)</b>		Lots could be rehabilitated with infill and planted with a variety of vegetation to create an intuitive sense of domestic life. Contemporary buildings would be sized to approximate the size/mass of historic houses and their outbuildings. Although these contemporary buildings would be compatible with the historic character of the neighborhood, they would be designed so that visitors would readily recognize them as nonhistoric.	Lots would be planted with a variety of vegetation to create an intuitive sense of domestic life and, per the recommendations of a cultural landscape report, might include walkways, fences, gates, foundation outlines, and stoops.		

Table 2: Management Zones

	Visitor Services/ Administration Zone (blue)	Neighborhood Rehabilitation Zone (red)	Historic Yard Rehabilitation Zone (purple)	Open Space/Recreation Zone (green)	Lincoln Restoration Zone
<b>Desired Visitor Experience</b>	Visitor orientation is conducted primarily in this zone. The NPS administrative facilities and the leased facilities might not be accessible to visitors. Uses of facilities in this zone by staff, partners, lessees, and/or visitors would not infringe upon the historic neighborhood feeling.	There would be a high level of interaction with staff and other visitors in this zone, primarily through structured and directed experiences (e.g., tours, talks, and indoor exhibits). The average time commitment to fully experience the resources in this zone is 1 to 1 ½ hours. From the outdoors, the visitors would enjoy a strong sense of the neighborhood as Lincoln knew it. Visitors would also have an opportunity to step inside some structures, some historic and others contemporary, but all reflective of the historic character of the neighborhood.	There would be a moderate level of interaction with staff and other visitors. Visitors would enjoy an outdoor experience, passing through the neighborhood, and have opportunities to explore residential lots. Visitors would be primarily self-directed, and they could explore the site on their own schedule, although they could meet interpreters at key points or during special programs.	Visitors in this zone would have open space primarily for informal, self-directed activities that are compatible with the historic scene such as walking and picnicking. Visitors could also enjoy occasional staged events.	Visitors would have opportunities to more fully explore the story of Lincoln, at home. The restored lot would inform visitors about life in the Lincoln household.

	Visitor Services/ Administration Zone (blue)	Neighborhood Rehabilitation Zone (red)	Historic Yard Rehabilitation Zone (purple)	Open Space/Recreation Zone (green)	Lincoln Restoration Zone
<b>Appropriate Facilities</b>	Accessible visitor service facilities (such as parking areas, visitor center, interpretive films, displays/exhibits, orientation signs, and association sales) and NPS facilities (such as offices, meeting spaces, curatorial storage, and maintenance shops) would be found in this zone.	<p>Space is needed for conducting workshops, exhibits, or other operational functions in historic or contemporary buildings. Plantings, walkways, fences, and gates would reflect the historic context and be consistent with a cultural landscape report.</p> <p>Historic buildings in this zone that are not needed for visitor services or NPS operations could be added to the leasing program.</p>	<p>Walkways, fences and gates, plantings, stoops, foundation outlines, and other small features consistent with a cultural landscape report would be appropriate in this zone.</p> <p>Historic buildings in this zone that are not needed for visitor services or NPS operations could be added to the leasing program.</p>	Picnic tables and shelters, restrooms and drinking fountains, walking trails, interpretive wayside displays/exhibits, and temporary structures for staged events would be appropriate in this zone.	Appropriate facilities in this zone would include outbuildings to restore the lot.

## USER CAPACITY

General management plans for national park system units are required by law to identify and address implementation commitments for user capacity, also known as carrying capacity. The National Park Service defines user capacity as the types and levels of visitor use that can be accommodated while sustaining the quality of park system resources and visitor experiences consistent with the purposes of the park system unit. Managing user capacity in national park system units is inherently complex and depends not only on the number of visitors, but also on where they go, what they do, and the “footprints” they leave behind. In managing for user capacity, NPS staff and partners rely on a variety of management tools and strategies, rather than relying solely on regulating the number of people in a park or simply establishing limits on visitor use. In addition, the ever-changing nature of visitor use in parks requires a deliberate and adaptive approach to user capacity management.

The foundations for making user capacity decisions in this general management plan are the national historic site’s purpose, significance, special mandates, and management zones. The purpose, significance, and special mandates define why the national historic site was established and identify the most important resources and values, including visitor opportunities that will be protected and provided. The management zones in each alternative describe the desired resource conditions and visitor experiences, including appropriate types of activities and general use levels, for different locations throughout the national historic site. The zones, as applied in the alternatives, are consistent with and help the national historic site achieve its purpose, significance, and special mandates. As part of the National Park Service’s commitment to implement user capacity, the staff will abide by these directives for guiding the types and levels of visitor use that will be accommodated

while sustaining the quality of resources and visitor experiences consistent with the purpose of the Lincoln Home National Historic Site.

In addition to these important directives, this plan also includes indicators and standards for the national historic site. Indicators and standards are measureable variables that will be monitored to track changes in resource conditions and visitor experiences. The indicators and standards help the National Park Service ensure that desired conditions are being attained, supporting the fulfillment of the national historic site’s legislative and policy mandates (see Table 3: Indicators and Standards). The general management plan also identifies the types of management actions that would be taken to achieve desired conditions and related legislative and policy mandates.

### LINCOLN HOME

Visitation in the Lincoln Home is by ranger-guided tour from 8:30 a.m. to 5:00 p.m. daily. Tours last approximately 20 minutes and are limited to 15 visitors per group. During peak season, tours of the home are limited to a maximum of 12 groups per hour. Maximum visitation in the home totals approximately 1,530 visitors per day. Visitor use of the Lincoln Home is already highly managed and regulated given the requirements to visit as part of a guided tour. The operational aspects of guided visits has been well tested, and the current protocol of 15 visitors per group and no more than 12 groups per hour has proved to help the National Park Service and its partners achieve desired resource conditions and visitor experiences. The indicators and standards (see table 3) for Lincoln Home relate to the existing management protocols.

TABLE 3. INDICATORS AND STANDARDS

Indicator	Assigned Zone/Area	Standard	Monitoring Strategy	Potential Management Strategies
Number of visitors per group to Lincoln Home	Lincoln Home	No more than 15 visitors per group to Lincoln Home	Continue monitoring the number of organized tours and numbers of people on the tours.	<ul style="list-style-type: none"> <li>• Continue regulation of access to facilitated tours.</li> <li>• Educate visitors to encourage voluntary redistribution of use to off-peak times.</li> <li>• Provide new programs to distribute use during peak times.</li> <li>• Manage access and distribution of organized groups.</li> <li>• Change the timing of special events.</li> <li>• Extend operating hours.</li> </ul>
Number of groups per hour to Lincoln Home	Lincoln Home	No more than 12 groups per hour to Lincoln Home	Continue monitoring the number of organized tours, numbers of people on the tours, and the total number of visitors to Lincoln Home.	<ul style="list-style-type: none"> <li>• Continue regulation of access to facilitated tours.</li> <li>• Educate visitors to encourage voluntary redistribution of use to off-peak times.</li> <li>• Provide new programs to distribute use during peak times.</li> <li>• Manage access and distribution of organized groups.</li> <li>• Change the timing of special events.</li> <li>• Extend operating hours.</li> </ul>
Number of visitors per day to Lincoln Home	Lincoln Home	No more than 1,530 visitors per day, with up to 5 days during the busy summer season being allowed to exceed this standard.	Continue monitoring the number of organized tours, numbers of people on the tours, and the total number of visitors to Lincoln Home.	<ul style="list-style-type: none"> <li>• Continue regulation of access to facilitated tours.</li> <li>• Educate visitors to encourage voluntary redistribution of use to off-peak times.</li> <li>• Provide new programs to distribute use during peak times.</li> <li>• Manage access and distribution of organized groups.</li> <li>• Change the timing of special events.</li> <li>• Extend operating hours.</li> </ul>

Table 3. Indicators and Standards

Indicator	Assigned Zone/Area	Standard	Monitoring Strategy	Potential Management Strategies
Number of visitors at one time to the exhibit space in the Dean House	Dean House	No more than 25 visitors at one time to the exhibit space in the Dean House, with up to one 20-minute period per day during the busy summer season being allowed to exceed this standard.	Continue monitoring of the total number of visitors to the national historic site. Conduct periodic observations of the number of visitors at one time in the exhibit space.	<ul style="list-style-type: none"> <li>• Educate visitors to encourage voluntary redistribution of use to off-peak times.</li> <li>• Provide new programs to distribute use during peak times.</li> <li>• Actively redirect use to other areas during peak times.</li> <li>• Manage access and distribution of organized groups.</li> <li>• Change the timing of special events.</li> <li>• Initiate temporary closures.</li> <li>• Limit group sizes.</li> </ul>
Number of visitors at one time to the exhibit space in the Arnold House	Arnold House	No more than 25 visitors at one time to the exhibit space in the Arnold House, with up to one 20-minute period per day during the busy summer season being allowed to exceed this standard.	Continue monitoring of the total number of visitors to the national historic site. Conduct periodic observations of the number of visitors at one time in the exhibit space.	<ul style="list-style-type: none"> <li>• Educate visitors to encourage voluntary redistribution of use to off-peak times.</li> <li>• Provide new programs to distribute use during peak times.</li> <li>• Actively redirect use to other areas during peak times.</li> <li>• Manage access and distribution of organized groups.</li> <li>• Change the timing of special events.</li> <li>• Initiate temporary closures.</li> <li>• Limit group sizes.</li> </ul>
Number of visitors at one time in the visitor center	Visitor Center	<p>No more than 210 visitors at one time in the visitor center, with up to two incidences* per day during the busy summer season and up to one incidence per day during the rest of the year being allowed to exceed this standard.</p> <p>*incidence = period lasting 10 minutes or more</p>	Continue monitoring of the total number of visitors to the national historic site. Conduct periodic observations of the number of visitors at one time in the visitor center.	<ul style="list-style-type: none"> <li>• Educate visitors to encourage voluntary redistribution of use to off-peak times.</li> <li>• Provide new programs to distribute use during peak times.</li> <li>• Actively redirect use to other areas during peak times.</li> <li>• Manage access and distribution of organized groups.</li> <li>• Change the timing of special events.</li> <li>• Initiate temporary closures.</li> <li>• Limit group sizes.</li> </ul>

## **DEAN HOUSE**

The Dean House is part of the Lincoln Home National Register District. Approximately 800 square feet on the first floor of the Dean House is dedicated to interpretive exhibits that focus on the Lincoln family's life in Springfield.

Past experience, the physical capacity, the desired social setting, and the ability of NPS staff to protect resources, suggest that exhibit space in the Dean House can accommodate a maximum of 25 visitors at one time, with each visitor spending a total of 15 to 20 minutes viewing the exhibits. Exceeding this number of visitors would diminish the visitor experience and prevent the national historic site from achieving desired conditions for visitor experience and enjoyment.

## **ARNOLD HOUSE**

The Arnold House is part of the Lincoln Home National Register District. Approximately 800 square feet of the Arnold House is dedicated to interpretive exhibits

focusing on historic preservation efforts at Lincoln Home National Historic Site. The exhibit space in the Arnold House can accommodate a maximum of 20 to 25 visitors at one time, with each visitor spending a total of 15 to 20 minutes viewing the exhibits. Exceeding this number of visitors would diminish the visitor experience and prevent the national historic site from achieving desired conditions for visitor experience and enjoyment.

## **VISITOR CENTER**

Because most visitors enter the visitor center during their visit, the center can become crowded during busy visitation periods. NPS staff have determined that the practical capacity of the visitor center is 210 visitors at one time. This number includes full capacity in the theaters (130 in Theater 1 and 50 in Theater 2) and 30 visitors viewing the exhibits or visiting the bookstore. If this number is exceeded, the quality of visitor experience diminishes and desired conditions are not realized.

## ALTERNATIVE 1, NO-ACTION ALTERNATIVE

### CONCEPT AND GENERAL MANAGEMENT STRATEGIES

This alternative describes a continuation of current management direction and trends at Lincoln Home National Historic Site, which follows the concepts outlined in the 1970 *Master Plan*. It provides a baseline for comparison in evaluating the changes and impacts of the other alternatives. Managers would continue to follow the special mandates and servicewide mandates and policies described in the earlier "Guidance for the Planning Effort" section of this document.

### HOW VISITORS WOULD EXPERIENCE THE SITE

The visitor experience focus would continue to be on ranger-led tours of the Lincoln Home. The visitor experience would also continue to include watching the movie at the visitor center and exploring displays/exhibits in the visitor center, Arnold and Dean houses, and at various points in the neighborhood. The sense of removal from the outside world would be limited. Tours would be staged outside in good weather and in the Dean House and/or Arnold House in poor weather. Limited curriculum-based educational programs would continue to be offered on- and off-site. Other existing nonpersonal services, including web information and printed media, would remain. Temporary wayside exhibits would remain in place on the Jenkins lot. Restrooms and drinking water would continue to be available only at the visitor center. Visitors could continue to walk, picnic, or read in the eastern side of the site.

### HOW THE SITE WOULD BE MANAGED

NPS management would focus on maintaining the existing Lincoln-era neighborhood as it is today. Existing structures would be maintained as necessary to preserve their historic character and integrity. No restoration or rehabilitation would occur. Vacant lots would remain vacant. The historic landscape would be preserved to maintain recognizable separate lots. Archeological resources would remain in situ.

Administrative offices, including, administration, maintenance, interpretation, museum curatorial, and law enforcement, would remain where they are, dispersed in seven separate locations, with support space for living history in the conference center and for maintenance and curatorial in 14 separate buildings. Maintenance staff would remain dispersed among existing facilities with a total of approximately 8,000 square feet. The curatorial administrative staff would remain in the Corneau House with storage in three other on-site buildings. A portion of the material collection would remain at the Midwest Archeological Center.

The Cook House, Robinson House, and Shutt House would continue being leased under the leasing program.<sup>1</sup> Lessee parking would remain in existing spaces.

The 8,400-square-foot visitor center, which contains two foyers, a lobby, an information desk, two theaters, restrooms, an Eastern National sales area, and two small ranger

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<sup>1</sup> Any work undertaken by lessees to maintain, repair, rehabilitate, restore, or build upon a leased property must be done in accordance with the applicable *Secretary of the Interior's Standards and Guidelines* and other NPS policies, guidelines, and standards.



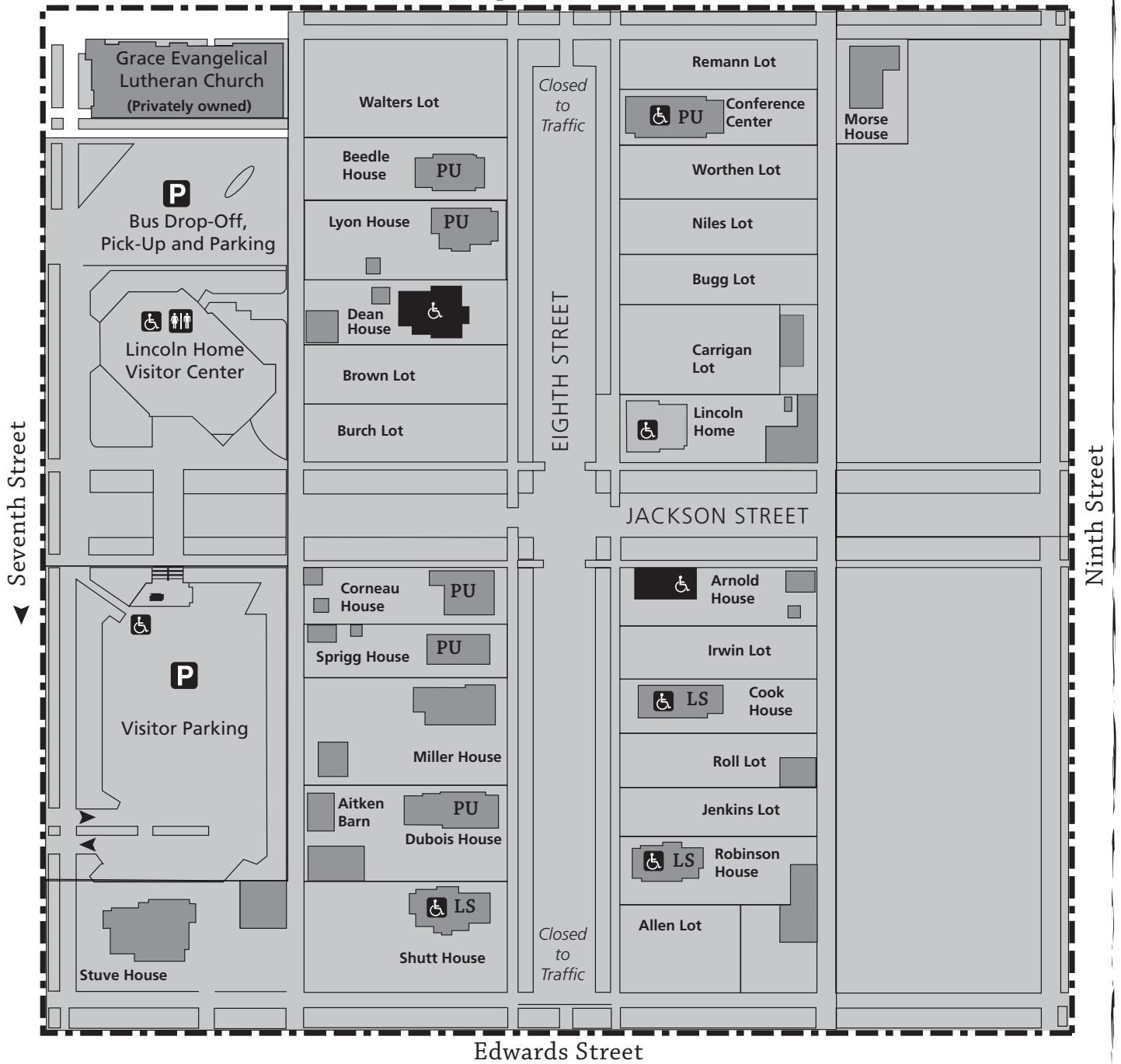
offices, would remain as it is. The conference center (4,300 square feet) would continue to serve as the location for staff training, meetings, and the living history support center. Employee parking would remain in existing locations along the Ninth Street alley, on the Stuve House grounds, and in the visitor parking lot when space is available.

Buses would continue to dropoff, pick up, and park in the current bus parking lot.

### **BOUNDARY ADJUSTMENT**

There would be no boundary adjustment recommended under this alternative.

# Capitol Avenue



## LEGEND

	Park Boundary
<b>PU</b>	Park Use
<b>LS</b>	Leased Space
	Buildings Containing Interpretive Displays
	Restrooms

## ALTERNATIVE ONE

### NO ACTION ALTERNATIVE

Lincoln Home National Historic Site  
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## ACTIONS COMMON TO ALL ACTION ALTERNATIVES (2, 3, AND 4)

- The historic Morse, Miller, Stuve, and Stuve Carriage houses and the Aitken Barn would be rehabilitated and adaptively used as administrative offices or leased space.
- A cultural landscape report for the entire site focusing on the residential streetscape as well as individual lots would be developed in collaboration with park interpreters to provide guidance on site design as well as interpretive media in the landscape.
- Wayside path-finding aids between Lincoln Home National Historic Site and downtown Springfield's Lincoln-related sites and area attractions would be developed.
- Interpretive services would be expanded to include use of international language translations in audio devices for exploring the national historic site, publications, and the site's website. If available, bilingual interpreters would be hired to improve communications with international visitors.
- An information connection to other Lincoln-related sites in central Illinois, Indiana, and Kentucky would be developed.
- Lincoln Home National Historic Site would be identified as a unit of the national park system on major highway signs, path-finding signs, and in collaboration with the new visitor center in the restored Union Station railroad depot located west of the Abraham Lincoln Presidential Library and Museum.
- The national historic site would be proactive in developing educational programs with schools in Illinois and nationwide through the use of onsite education programs, teaching outlines, videos, DVDs, training aids, and on-line media produced by the national historic site and through partnerships with academic institutions.
- Access would be provided to facilities and interpretive media to accommodate the needs of special populations (those with sight, hearing, and mobility disabilities; visitors who do not speak English; and the elderly and young children). Interpretive media includes audiovisual programs, displays/exhibits, historic furnishings, publications, and wayside exhibits.
- The national historic site staff would investigate options to partner with local agencies and historic sites to promote the Lincoln story and specific related projects directed at enhancing the visitor's experience in the community.
- The National Park Service and Lincoln Home National Historic Site would continue the partnership with Eastern National, a not-for profit-cooperating association that provides educational material through its museum shop in the visitor center.
- Bus parking would be relocated to a new off-site facility shared with city, county, and state partners. This would free up space for RV and trailer parking.
- The main visitor parking lot (south of the visitor center) would not change.
- The Cook, Robinson, and Shutt houses would continue to be leased for compatible uses.
- Current Springfield public transit system offers a dropoff and pickup service using their regular citywide buses and special historic site buses at the southeast corner of Capital Avenue and South Seventh Street. Also, a commercial tour guide trolley service stops at the southwest corner of Capital Avenue and South Seventh Street. These services are anticipated to continue.

## **ALTERNATIVE 2 — A RETREAT FROM MODERN LIFE IN THE HEART OF THE CITY (PREFERRED)**

### **CONCEPT**

Under alternative 2, national historic site management would focus on rehabilitating the historic landscape to offer visitors a strong sense of the neighborhood as Lincoln knew it. This goal would be accomplished by extensive rehabilitation at the core of the site, but less extensive away from the core. The Lincoln lot would be restored to the greatest degree possible.

### **HOW VISITORS WOULD EXPERIENCE THE SITE**

As visitors enter the site, they would enter the visitor center for orientation to the site and to see exhibits and watch the film on Lincoln's life. After exiting the visitor center, they would move to a new building on the Burch lot for a short orientation to prepare for the tour of the Lincoln Home. After the tour, they would have opportunities to see exhibits in the Lincoln back yard and Arnold and Corneau houses, as well as in a new structure on the Brown lot illustrating both Lincoln's life and life in Springfield in the mid-19th century. Visitors would have a sense of removal at the core from the modern world. Visitors would have access to new restrooms on the east side of the national historic site in a new structure on the Carrigan lot.

Extensive living history programs and ranger-led tours would be emphasized, but visitors could also experience the site on their own to draw their own conclusions about Lincoln's life in Springfield.

As they move away from the core, visitors would be immersed in the outdoor features of the historic landscape, and could wander inside the fences of lots where structures are

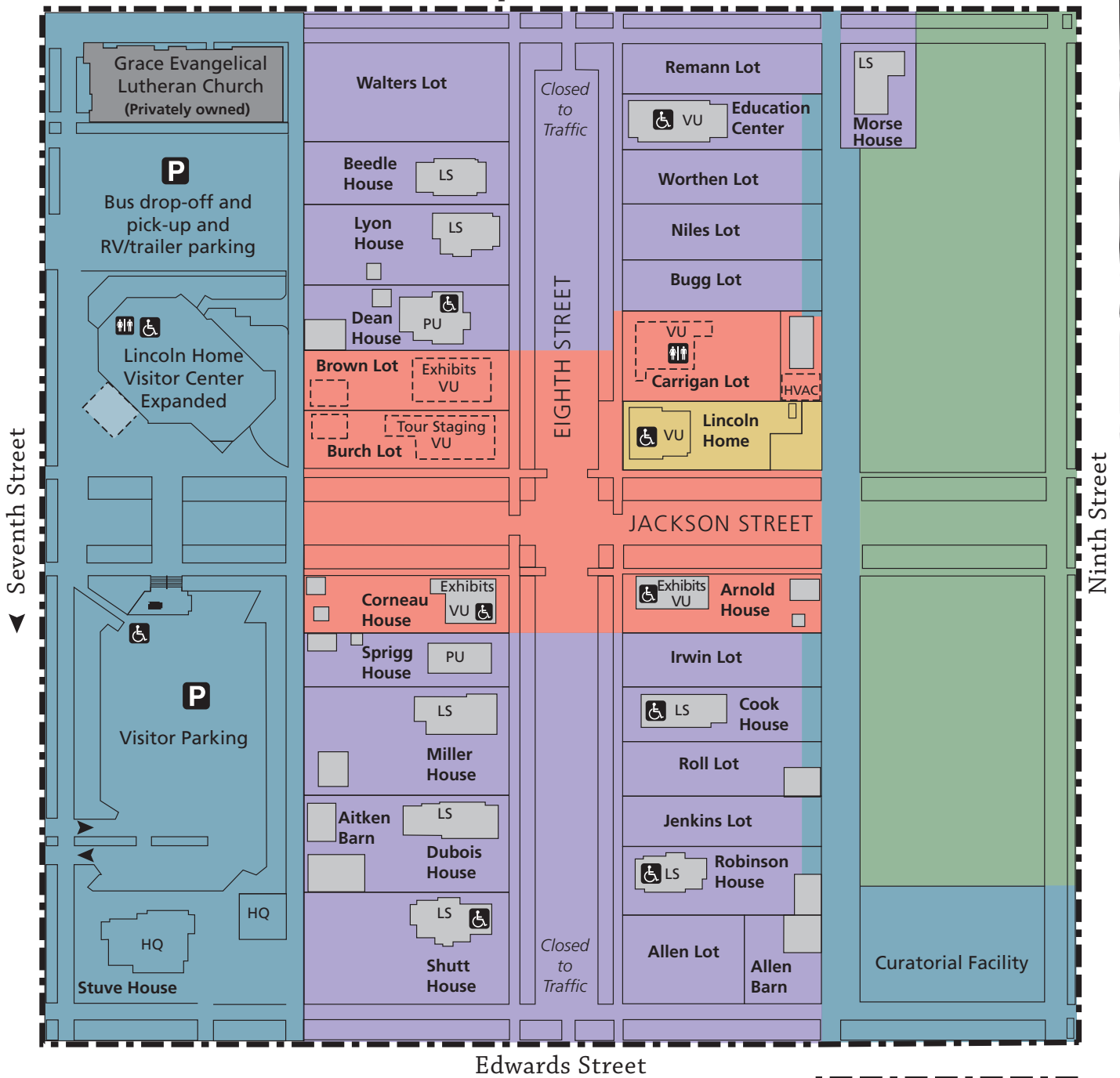
missing to get a better sense of the character of the historic neighborhood. Self-guided tours using neighborhood interpretive way-side exhibits, cell phones, iPods, etc. would be available. Curriculum-based educational programs would include day-long history programs.

### **HOW THE SITE WOULD BE MANAGED**

The National Park Service would rehabilitate the neighborhood's historic landscape to provide visitors with an understanding of and appreciation for the size, density, and diversity of this mid-19th century Springfield neighborhood. Rehabilitation would be most extensive at the core of the site — at the intersection of Eighth Street and Jackson Street. Contemporary buildings would be constructed on the lots of three historic houses as shown on historic maps and other graphic images. Such contemporary buildings would reflect the historic character of the neighborhood with an overall design that visitors would recognize as nonhistoric. Archeological resources would be removed from these lots before construction of these new structures. The Lincoln lot would be restored if sufficient documentation exists.

Additional restrooms and drinking fountains would be located in one of the new contemporary buildings on the Carrigan lot. One of the contemporary buildings would be built on the Burch lot to be a staging area for visitors to the Lincoln Home. A contemporary building on the Brown lot would provide space for exhibits. The Dean House would be rehabilitated to support the living history program. The Corneau House would be converted to visitor use. The conference center would be remodeled to

# Capitol Avenue



## LEGEND

### MANAGEMENT ZONES

- Lincoln Home Restoration
- Open Space/Recreation
- Visitor Services/Administration
- Neighborhood Rehabilitation
- Historic Yard Rehabilitation

- Park Boundary
- Future Structure

- VU Visitor Use
- PU Park Use
- HQ Headquarters
- LS Leased Space



Maintenance Facility  
and Employee Parking

(Not to scale)

Boundary adjustment

## ALTERNATIVE TWO - NPS PREFERRED

A RETREAT FROM MODERN LIFE IN THE HEART OF THE CITY

LINCOLN HOME NATIONAL HISTORIC SITE

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accommodate the day-long, curriculum-based, educational history programs and would be renamed the Educational Center.

In the remaining areas of the historic district, the historic landscape would be rehabilitated to illustrate 19th century outdoor life in the neighborhood. New features, such as foundation outlines and fences could be built to reflect the mass, density, and spatial organization of the neighborhood in Lincoln's time following the treatment recommendations of a cultural landscape report. Features such as residential streetscapes, sidewalks, paths, stairs, and walkways evoking former houses could be built to rehabilitate the circulation patterns of the historic landscape. Species of trees and shrubs that were present when Lincoln lived at Eighth and Jackson streets could be planted to reflect historic vegetation patterns as part of an overall effort to rehabilitate the historic landscape. This would enhance the visitor's sense of the neighborhood's historic spatial organization and emphasize the views and vistas of the historic neighborhood landscape.

Most NPS administrative offices, including most interpretive staff offices, would be consolidated and moved to the new headquarters in the rehabilitated Stuve House and Stuve Carriage House. Other administrative functions could be in the Sprigg House. Maintenance operations would be consolidated in a new facility within the expanded boundary to the south-east. A new consolidated curatorial facility would be built in the south portion of the open space/recreation zone located along the eastern side of the national historic site.

Five additional historic houses (the Beedle, Dubois, Lyon, Miller, and Morse houses) no longer needed for NPS offices would be available for the historic leasing program — making a total of eight houses. Parking for lessees would be accommodated in the expanded administrative zone in the east

alley. The visitor center would be expanded to provide space for two small NPS ranger offices when Eastern National's operations expand into the existing ranger offices. The conference center would be remodeled to accommodate the day-long, curriculum-based educational history programs and would be renamed the Educational Center. Programs would continue be held off-site as well.

The bus dropoff and pickup and RV/trailer parking would be at the existing location in the lot north of the visitor center.

Space for a new consolidated maintenance facility and relocated parking for NPS employees and volunteers would be facilitated by a boundary expansion (see below).

## **BOUNDARY ADJUSTMENT**

A boundary adjustment would be sought to include the half block between Edwards and Cook streets and between South Ninth Street and the alley between South Eighth Street and South Ninth Street. This boundary adjustment would protect significant resources and values and enhance visitor appreciation and enjoyment of the site by moving potentially hazardous maintenance operations out of the historic core of the national historic site. It would also remove modern visual and auditory intrusions relating to maintenance operations from the historic scene.

The new maintenance facility would also address important operational and management issues by removing maintenance functions from several historic structures in the historic core and consolidating them into a new facility, thereby enhancing operational efficiency and employee safety. The space added by the boundary expansion would also provide for staff and volunteer parking, thus alleviating traffic and safety concerns



and removing modern visual and auditory intrusions from the historic core.

Estimates indicate that the boundary adjustment and development of an NPS-owned facility are less than the cost of leasing similar facilities built on the same

location over the long term. There is no building that suits NPS needs in the area where it is needed, and a privately built leased facility would be more expensive than one built and owned by the National Park Service.

## **ALTERNATIVE 3: LIFE AND WORK IN A REHABILITATED LINCOLN-ERA URBAN LANDSCAPE**

### **CONCEPT**

Under this alternative, national historic site management would focus on interpretation and rehabilitation of the neighborhood as Lincoln knew it along the entire length of Eighth Street. The historic landscape would be extensively rehabilitated to the diverse and active quality of the neighborhood in the heart of Springfield.

### **HOW VISITORS WOULD EXPERIENCE THE SITE**

Visitors would begin their time at the site by entering the visitor center where they could watch the orientation film on Lincoln's life and see the exhibits. Leaving the visitor center, they would walk east towards a new structure on the Burch lot for a short orientation while they prepare for the tour of the Lincoln Home (as in alternative 2). Following the tour, they could see exhibits in the Lincoln back yard and in structures of contemporary design built on the locations of structures that were present during the Lincoln era. Additional exhibits would be located in the Arnold and Corneau houses, as well as in a contemporary structure built on the Brown lot.

Other new buildings reflecting the historic character of the neighborhood but with an overall design that visitors would recognize as nonhistoric would be located on currently empty lots. Because there would be buildings throughout most of the historic landscape, visitors would experience a strong sense of removal from the modern world as they moved up and down Eighth Street. These structures would serve as buffers against modern visual and auditory intrusions. Interpretive information would be

developed to explain the history of each neighborhood property to enhance visitor understanding of the Lincolns' social neighborhood setting.

Visitors would also have the opportunity to enjoy on- and off-site curriculum-based educational programs, including multiday programs, to gain a better understanding of the day-to-day lives of the Lincoln family and their neighbors. An innovative, large-scale, living history program would enhance visitors' impressions that they had traveled in time to the historic period of the Lincoln-era neighborhood. Programs would continue to be held off-site as well.

Visitors arriving by bus would be dropped off on the west side of the national historic site in the parking lot north of the visitor center and picked up on the east side of the site on Ninth Street just north of Edwards Street. RVs and vehicles with trailers would park in the north parking lot. Visitors would have access to new restrooms on the east side of the national historic site in a new contemporary structure on the Carrigan lot.

### **HOW THE SITE WOULD BE MANAGED**

The National Park Service would rehabilitate the historic landscape by constructing contemporary buildings in most of the currently empty lots. Although these contemporary buildings would reflect the historic character of the neighborhood, they would be designed so that visitors would readily recognize them as nonhistoric. Development of empty lots would include structures on the site of former houses and could include structures on the site of the former outbuildings associated with these houses. These new, contemporary buildings would be used

for curatorial storage functions, living history support, maintenance and operations functions, and administrative and visitor needs.

As noted above, staging of tour groups would take place in the new building on the Burch lot, exhibits would occupy the house on the Brown lot, and restrooms and drinking fountains would be in the new building on the Carrigan lot. Interiors of other new buildings would be used for NPS operations.

A new contemporary building would be built on the Irwin lot to provide support space for the living history program. On the Worthen, Niles, and Bugg lots, a single building designed to appear as three separate houses from the street would serve curatorial storage functions. On the Roll and Jenkins lots, another single building designed to appear as two separate houses from the street would serve maintenance functions. Archeological resources would be removed as part of the construction on at least nine lots. Because a building on the Roll and Jenkins lots would not be large enough to support all maintenance functions, and because some maintenance functions are not suitable for the historic district, it would also be necessary to build a second maintenance building. This new development would take place in the boundary expansion area.

Existing houses and outbuildings would be rehabilitated as needed to serve either national historic site administrative needs or to be leased out. Historic houses no longer needed for NPS operations would be added to the existing leasing program. Although increased leasing is not a goal of the management alternative, vacant historic space would be better preserved through occupancy and use than by keeping the houses vacant. Leasing revenue would enable the National Park Service to maintain the houses in better condition than under current uses. Six additional houses (the Beedle, Dean, Dubois, Lyon, Miller, and Morse houses)

would be available for the leasing program under this alternative, bringing the total to nine leased buildings. Parking for lessees would be accommodated in the expanded administrative zone in the east alley. Yards would be rehabilitated with new vegetation that reflects the species of trees and shrubs that would have been present during the Lincoln era, as well as with walkways and fences — following the treatment recommendations of a cultural landscape report. This rehabilitation would enhance visitor understanding of the scale and density of the Lincoln neighborhood in the 1860s.

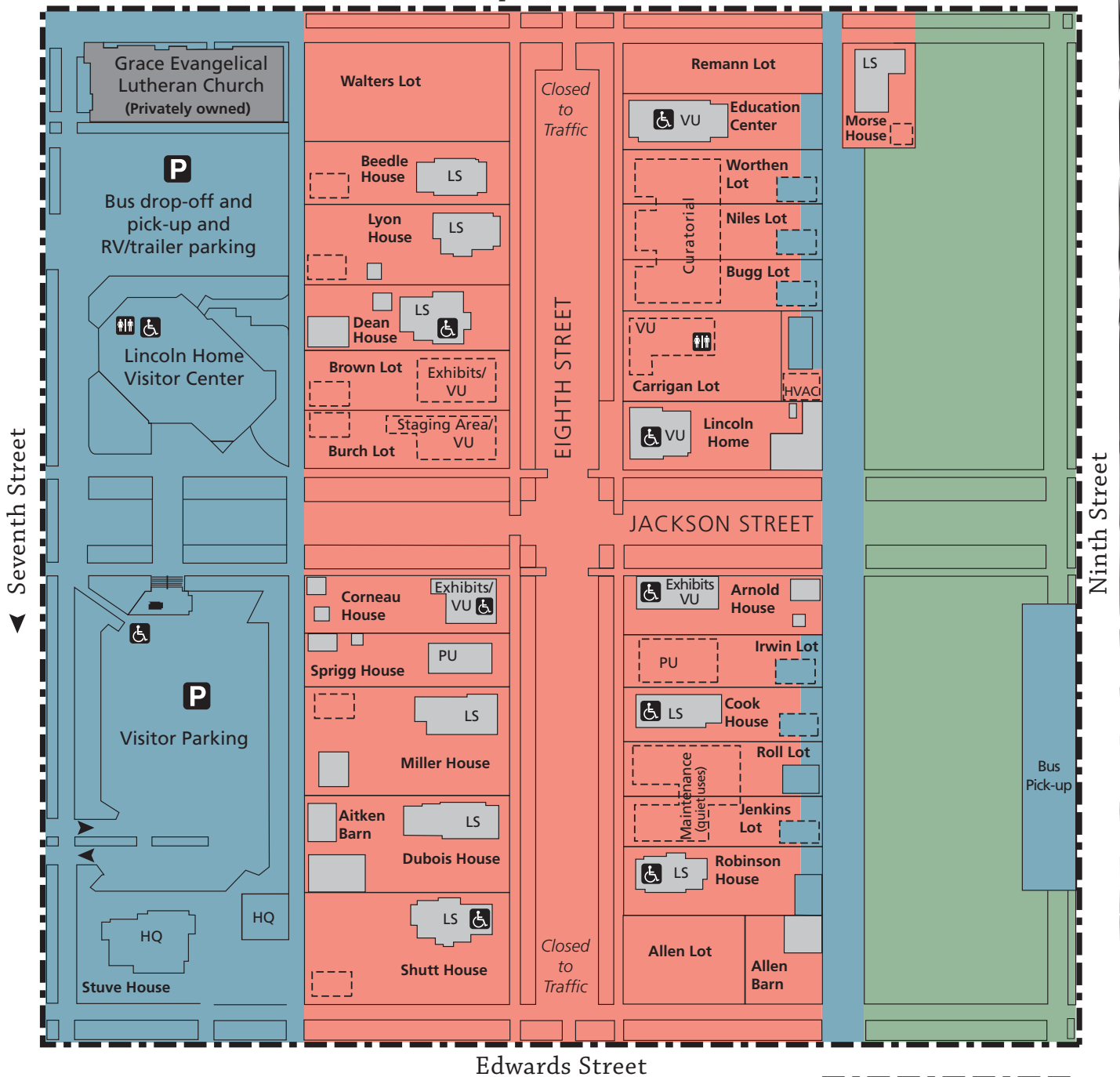
The Stuve House and carriage house would be rehabilitated for use as NPS headquarters where offices of most staff, including interpretive staff, would be consolidated. The Sprigg House could also be used for NPS administrative purposes, and there would be two small offices in the visitor center, with support space in the Irvin House for living history and maintenance and curatorial in three new buildings.

The current bus dropoff, parking, and pick-up area would become only a bus dropoff area, making it easier for visitors arriving by bus. A new area for buses to pull in and pick up visitors would be built on the south-eastern side of the national historic site on Ninth Street just north of Edwards Street. Parking in the existing north lot would be limited to RV and trailer parking.

## BOUNDARY ADJUSTMENT

As in alternative 2, a boundary adjustment would be sought to include the half block between Edwards and Cook streets and between South Ninth Street and the alley between South Eighth Street and South Ninth Street. This area would provide space for some maintenance functions that are not compatible with desired conditions in the historic district. It would also provide space for employee and volunteer parking.

# Capitol Avenue



## LEGEND

### MANAGEMENT ZONES

- Open Space/Recreation
- Visitor Services/Administration
- Neighborhood Rehabilitation

- Park Boundary
- Future Structure

- VU Visitor Use
- PU Park Use
- HQ Headquarters
- LS Leased Space



## ALTERNATIVE THREE

### LIFE AND WORK IN A REHABILITATED LINCOLN-ERA URBAN LANDSCAPE

#### LINCOLN HOME NATIONAL HISTORIC SITE

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## **ALTERNATIVE 4: SELF-DISCOVERY OF THE LINCOLN-ERA LANDSCAPE**

### **CONCEPT**

Under this alternative, the national historic site management would focus on rehabilitating the landscape to provide visual cues of what was present during Lincoln's time, offering visitors a sense of self-discovery. The Lincoln lot would be restored to the greatest degree possible.

### **HOW VISITORS WOULD EXPERIENCE THE SITE**

Visitors would begin their time at the site by entering the visitor center where they could see exhibits and watch the orientation film on Lincoln's life and see exhibits. Leaving the visitor center, they would walk east for their tour of the Lincoln Home. There would be some opportunities for ranger-led tours of the historic neighborhood. Visitors could also experience the site on their own and draw their own conclusions about Lincoln's life in Springfield. Self-guided tours using neighborhood interpretive wayside exhibits, cell phones, iPods, etc. would be available. The Arnold, Dean, and Corneau houses would contain additional exhibits. Visitors could wander inside the fences of lots where structures are missing to get a better idea of the character of the historic neighborhood. Interpretive information would be developed for each property. A limited curriculum-based program would continue to be held on- and off-site (same as in alternative 1.)

Visitors arriving by bus would continue to be dropped off and picked up on the west side of the national historic site in the parking lot north of the visitor center. Recreational vehicles and vehicles with trailers would park in this north parking lot. Visitors would have access to new restrooms and drinking water in the Arnold Barn.

### **HOW THE SITE WOULD BE MANAGED**

The existing historic houses and outbuildings would remain as the only large-scale buildings in the historic district. In the remaining areas of the historic district, the historic landscape, including residential streetscapes, would be rehabilitated to illustrate 19th century outdoor life in the neighborhood. New features, such as foundation outlines and fences, could be built to reflect the mass, density, and spatial organization of the neighborhood in Lincoln's time. Features such as sidewalks, paths, stairs, and walkways evoking former houses could be built to rehabilitate the circulation patterns of the historic landscape, following the treatment recommendations of a cultural landscape report. Species of trees and shrubs that were present when Lincoln lived at Eighth and Jackson streets could be planted to represent historic vegetation patterns as part of an overall effort to rehabilitate the historic landscape. This would also enhance the visitor's sense of the neighborhood's historic spatial organization, and emphasize the views and vistas of the historic neighborhood landscape. The Lincoln lot would be restored to the greatest degree possible. Archeological resources would remain mostly in situ.

The National Park Service would rehabilitate the exterior and interior of the Stuve House and Stuve Carriage House for NPS headquarters. A new curatorial facility would be built in the northeast corner of the site, and a new maintenance facility would be built in the southeast corner of the site. The conference center would remain as it is and used for staff meetings, training, and the living history support center.

Historic houses no longer needed for NPS operations would be added to the existing

leasing program. Although increased leasing is not a goal of this management alternative, vacant historic space would be better preserved through occupancy and use than by keeping the houses vacant. Leasing revenue would enable the National Park Service to maintain the houses in better condition than under current uses. Five additional houses (the Beedle, Dubois, Lyon, Miller, and Morse houses) would be available for the leasing program under this alternative, bringing the total to eight buildings. Limited traffic would be permitted in the alleys. Lessee parking would be permitted in the expanded administrative zone in the east alley.

The open space/recreation zone on the eastern side of the national historic site would be relandscaped. Maintenance operations would be consolidated in a new facility in the southeast corner of the site and

curatorial facilities consolidated in a new building in the northeast corner.

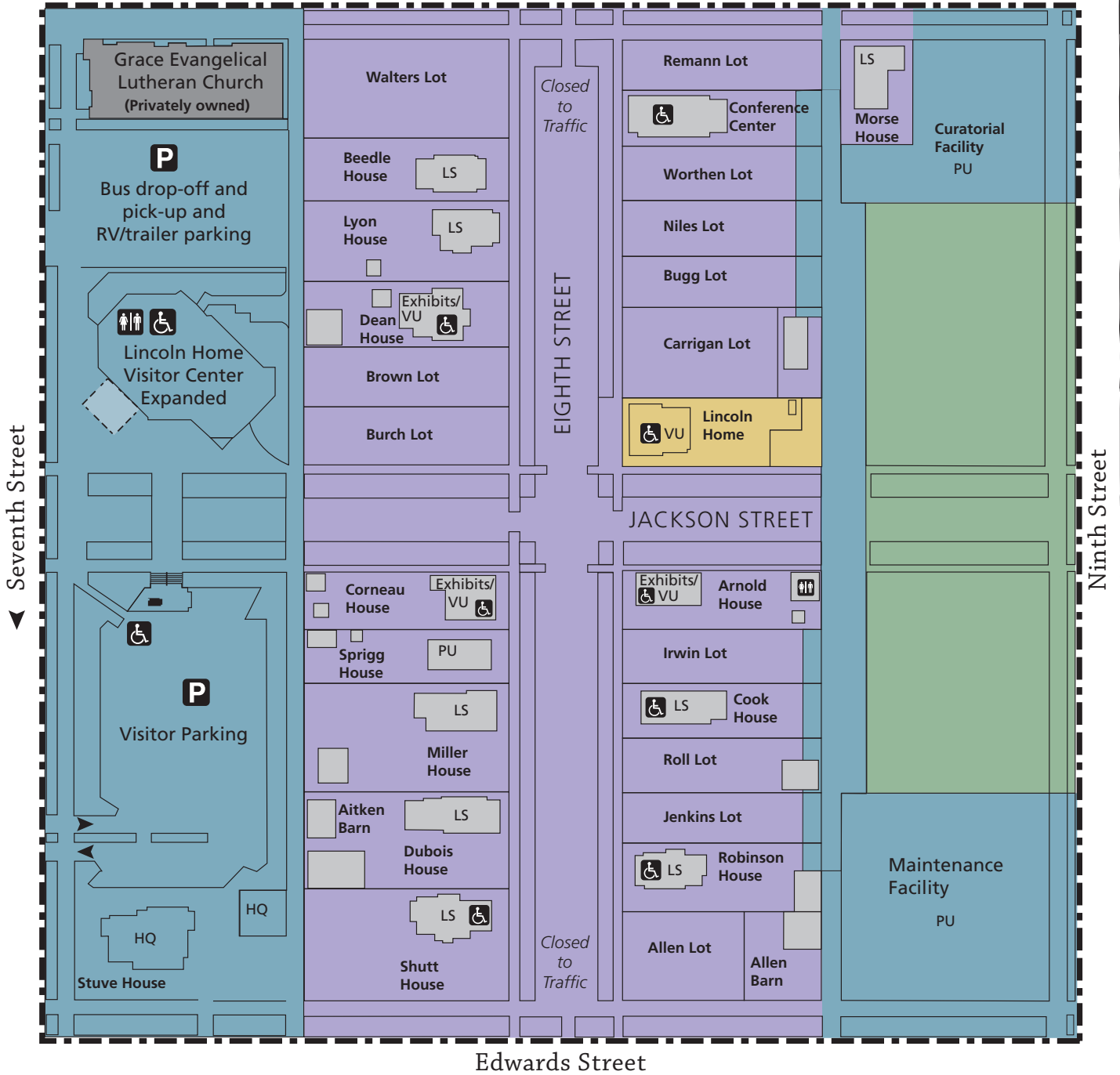
The visitor center would be expanded to provide space for two small ranger offices when Eastern National's operations expand into the existing ranger offices.

The bus dropoff, pickup, and RV/trailer parking would be on the west side of the site at the existing location in the lot north of the visitor center. Restrooms and drinking water would be placed in the existing Arnold Barn.

## **BOUNDARY ADJUSTMENT**

There would be no boundary adjustment recommended under this alternative.

# Capitol Avenue



## LEGEND

### MANAGEMENT ZONES

- Lincoln Home Restoration
- Open Space/Recreation
- Visitor Services/Administration
- Historic Yard Rehabilitation

- Park Boundary
- Future Structure

- VU Visitor Use
- LS Leased Space
- HQ Headquarters
- PU Park Use

## ALTERNATIVE FOUR

### SELF-DISCOVERY OF THE LINCOLN-ERA LANDSCAPE

#### LINCOLN HOME NATIONAL HISTORIC SITE

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## ESTIMATED COSTS

Cost estimates in general management plans are required by the 1978 Parks and Recreation Act, are requested by Congress for budget control purposes, and are important to meaningful decision making. The purpose of cost estimates is to assist managers with setting priorities and to inform the public. For comparison purposes, the planning team estimated the cost to implement each of the alternatives (Table 4: Estimated Costs of the Alternatives). These costs are for comparative purposes only.

The following applies to costs presented in this plan:

- These cost figures are broad estimates based on the costs of construction, supplies, and employee salaries, and should not be used for budgeting and project planning.
- The costs presented have been developed using industry standards to the extent available.
- Actual costs will be determined at a later date, considering the design of facilities, identification of detailed resource protection needs, and changing visitor expectations.
- Potential costs for land protection tools (easements, acquisitions, etc.) to implement the boundary adjustment proposal in this management plan are not included in these estimates.
- Approval of the general management plan does not guarantee that funding or staffing for proposed actions will be available.
- Full implementation of the general management plan may be many years in the future.
- Some of these costs may be borne by Lincoln Home National Historic Site partners, rather than by the National Park Service. However, since there are no legislated or official partners for the

national historic site, all costs are included in this analysis. It is possible that some projects would be undertaken at the scale presented only if sufficient outside funding is available.

The NPS Facility Planning Model was run to determine the space needs for reconfiguring administrative space and building new maintenance and curatorial facilities. The models run for the preferred alternative have been approved by the NPS Midwest Region and Washington offices of the Park Facilities Management Division.

### **ASSOCIATED COSTS:**

#### **ALTERNATIVE 1 — NO ACTION**

Costs associated with implementing this alternative are ongoing operations (base funding) and those items proposed under the current management direction.

Nonfacility costs would include new interpretive exhibits. Annual operating costs include staffing costs as well as maintenance and operation costs. Leasing proceeds are subtracted from annual operating costs. In addition to the above costs, periodic increases in base funding would be required to cover inflation and remain at the current level of national historic site operations. There would be no additional staffing under this alternative.

### **ASSOCIATED COSTS:**

#### **ALTERNATIVE 2 — PREFERRED ALTERNATIVE**

The cost estimates for this alternative would include restoration of the Miller, Stuve, and Stuve Carriage houses; the Aitken Barn; and

**TABLE 4. ESTIMATED COSTS OF THE ALTERNATIVES**

	<b>Alternative 1 (No Action)</b>	<b>Alternative 2 (NPS Preferred)</b>	<b>Alternative 3</b>	<b>Alternative 4</b>
<b>Annual Operating Costs<sup>1</sup></b>	\$2,500,000	\$3,000,000	\$2,800,000	\$2,100,000
<b>Staffing (FTE<sup>2</sup>)</b>	41.75	51.5	50	44
<b>One-Time Costs</b>				
Facility Costs <sup>3</sup>	\$5,100,000	\$15,200,000	\$15,300,000	13,500,000
Nonfacility Costs <sup>4</sup>	\$ 0	\$3,000,000	\$ 5,400,000	200,000
<b>Total One-Time Costs</b>	5,100,000	\$ 18 200,000	\$ 20,700,000	13,700,000

(1) Annual operating costs (ONPS) are the total annual costs for maintenance and operations associated with each alternative, including: maintenance, utilities, supplies, staff salaries and benefits, leasing, and other materials. Projected leasing revenue has been subtracted from these costs. (Figures are in 2007 dollars.)

(2) Total full-time equivalent (FTE) employees are the number of employees required to maintain the assets of the national historic site at a good level, provide acceptable visitor services, protect resources, and other operational support. The full-time equivalent staff would not necessarily be NPS employees. NPS managers would explore opportunities to work with partners, volunteers, and other federal agencies to efficiently manage the national historic site. Employee salaries and benefits are included in the annual operating costs.

(3) Initial construction costs include those for construction or renovation of facilities. In the no-action alternative, initial construction costs includes only those costs already planned within existing programs and with an approved funding source.

(4) Nonfacility costs include the costs of actions for cultural and natural resource management, visitor service materials, and other NPS management activities that are not related to a facility but would require substantial funding above the annual operating costs.

(5) The cost of completing the cultural landscape report as well as planting plans/construction documents is present under each alternative.

Lincoln Home outbuildings. They would also include construction of a maintenance facility and a curatorial facility; expansion of the visitor center; the construction of three contemporary buildings on the Burch, Carrigan, and Brown lots; restoration of the Lincoln lot; and activities associated with the rehabilitation of the historic landscape.

Nonfacility costs in this alternative would include landscaping of the Open Space zone,

new interpretive exhibits, building foundation outlines, and archeological research.

Annual operating costs would include 10 additional staff recommended to fully implement the preferred alternative. This increase would be necessary for expanded interpretive and educational programs, increased ranger-led tours, the living history program, and support in maintenance, law enforcement, and administration. As in alternative 1, these costs also include expected

maintenance and operations costs. Existing and projected leasing proceeds are subtracted from annual operating costs.

### **ASSOCIATED COSTS: ALTERNATIVE 3**

Cost estimates for this alternative include restoration of the Miller, Stuve, and Stuve Carriage houses; the Aitken Barn; and Lincoln Home outbuildings. They also include construction of contemporary buildings on the Brown, Burch, Worthen, Niles, Bugg, Carrigan, Irwin, Roll, and Jenkins lots; maintenance and parking facilities in the boundary adjustment area; and a new bus pickup area. Nonfacility costs in this alternative would include landscaping of the Open Space zone, archeological research, and new interpretive exhibits.

Annual operating costs would include eight additional FTE staff positions recommended to fully implement this alternative. This increase would be necessary for interpretive and living history programs and support in maintenance, law enforcement, and administration. As in the other alternatives, these costs also include expected maintenance and operations costs, and, again, existing and projected

leasing proceeds are subtracted from annual operating costs.

### **ASSOCIATED COSTS: ALTERNATIVE 4**

Cost estimates for this alternative include restoration of the Miller, Stuve, and Stuve Carriage houses, the Aitken Barn; and Lincoln Home outbuildings; restoration of the Lincoln lot; construction of new maintenance and curatorial facilities; and the rehabilitation of the historic landscape. Nonfacility costs in this alternative would include construction of foundation outlines, landscaping of the Open Space zone, archeological research, and new interpretive exhibits.

Annual operating costs include two additional FTE staff positions recommended to fully implement this alternative. This increase would be necessary for law enforcement; cultural resource management; and administrative support. Maintenance and operation costs are included in annual operating costs. Because under this alternative, the national historic site would lease a total of eight buildings, expected lease proceeds are subtracted.

## ALTERNATIVES AND ACTIONS CONSIDERED BUT DISMISSED FROM FURTHER ANALYSIS

An alternative with the following ideas was considered but rejected due to (1) the lack of documentation to guide accurate reconstruction that was consistent with NPS and Department of the Interior cultural resource policies; (2) the excessive costs of such a reconstruction program, and (3) the potential adverse impacts on Eastern National operations in the national historic site.

### RECONSTRUCTED NEIGHBORHOOD

Under this alternative, missing elements of the 1860s neighborhood would have been re-created through large-scale reconstruction. The interior of these reconstructed buildings would have been adaptively used, but the exterior would have been restored to represent the historic period of the Lincoln neighborhood. The cultural landscape would be restored to 1860. The Stuve House would be restored on the exterior and adaptively used on the interior, but rather than taking responsibility for this directly, the National Park Service would seek out a private leasee for the house with strict preservation requirements to renovate the building for their use with a long-term lease. New

curatorial space would be consolidated and leased on land adjacent to the national historic site, and maintenance operations would be consolidated and moved to a new building in the south portion of the Open Space/ Recreation Zone. Development of modern (not reconstructed) facilities would be limited to the new maintenance facility, a new bus pickup space, and new restrooms in an area along South Ninth Street. The Eastern National Museum shop would be moved to a new location in one of the reconstructed buildings.

Some of the reconstructed buildings would have housed interpretive displays, a new museum shop, and a new staging area for tours of the Lincoln Home. The current visitor center would not have been expanded, but interior space for exhibits would have increased by the amount currently occupied by the museum shop.

Buses would have used the visitor center parking lot as a dropoff point and park off-site. A new pickup site would have been along Ninth Street. The current bus parking lot would be set aside for recreational vehicle (RV)/trailer parking.

## FUTURE STUDIES NEEDED

After completion and approval of a general management plan for the national historic site, other more detailed studies and plans would be needed before specific actions could be implemented. As required, additional environmental compliance (National Environmental Policy Act, National Historic Preservation Act, and other relevant laws and policies), and public involvement would be conducted. Those additional studies include, but would not be limited to the following.

- An additional leasing study will be required to more accurately determine the leasing revenues that would be realized under the action alternatives.
- A site-specific development plan and environmental assessment would be prepared to analyze the potential

locations for the maintenance facility and curatorial facility identified in alternatives 2, 3, and 4.

- Historic structure reports would be prepared for restoration of any structures on the Lincoln lot.
- A cultural landscape report would be completed for the entire national historic site.
- A resource stewardship plan/strategy would be completed for the national historic site.
- A commercial services plan would be developed in support of an expanded leasing program.

## MITIGATIVE MEASURES COMMON TO ALL ALTERNATIVES

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

To ensure that implementation of the action alternatives protects unimpaired natural and cultural resources and the quality of the visitor experience, a consistent set of mitigating measures would be applied to actions proposed in this plan. The National Park Service would prepare appropriate environmental review (i.e., those required by the National Environmental Policy Act, National Historic Preservation Act, and other relevant legislation) for these future actions. As part of the environmental review, the National Park Service would avoid, minimize, and mitigate adverse impacts when practicable. The implementation of a compliance-monitoring program would be considered to stay within the parameters of National Environmental Policy Act and National Historic Preservation Act and the associated compliance documents. The compliance-monitoring program would oversee these mitigative measures and would include reporting protocols.

The following mitigative measures and best management practices would be applied to avoid or minimize potential impacts from implementation of the alternatives. These measures would apply to all alternatives.

## CULTURAL RESOURCES

The National Park Service would preserve and protect, to the greatest extent possible, the cultural resources of Lincoln Home National Historic Site. Specific mitigating measures would include the following:

- Continue to develop inventories for and oversee research about archeological and historical resources to better understand and manage the resources. Continue to manage cultural resources and collections following federal regulations and NPS policies and guidelines. Maintain the national historic site’s collection in a manner that would meet NPS curatorial standards.
- Subject projects to site-specific planning and compliance. Make efforts to avoid adverse impacts through the use of the *Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation*, and by using screening and/or context-sensitive design that would be compatible with historic resources. If adverse impacts could not be avoided, mitigate these impacts through a consultation process with all interested parties. As required, archeological studies would precede any ground disturbance.
- As appropriate, archeological surveys and/or monitoring would precede any ground disturbance. Known archeological resources would be avoided to the greatest extent possible during construction. If archeological resources that are listed in or are eligible for listing in the national register could not be avoided, an appropriate data recovery plan would be developed in consultation with the Illinois state historic preservation officer, the City of Springfield Historic Preservation Program, and other

stakeholders as appropriate. In the rare event that previously unknown archeological resources were discovered during construction, all work in the immediate vicinity of the discovery would be halted until the resources could be identified and documented and, if the resources cannot be preserved *in situ*, an appropriate mitigation strategy could be developed in consultation with the state historic preservation officer.

- Before implementing any action that would adversely impact a national-register-eligible or -listed structure, or any contributing element or feature of a national-register-eligible or-listed landscape, an appropriate mitigative strategy would be developed in consultation with the Illinois state historic preservation officer. All mitigative documentation would be prepared in accordance with Section 106 and Section 110 (b) of the National Historic Preservation Act, 36 CFR 800, and the *Secretary's Standards for Documentation*. The documentation would be submitted to the NPS Historic American Buildings Survey/Historic American Engineering Record/Historic American Landscape Survey program.

## NATURAL RESOURCES

### Exotic Species

Implement a noxious weed abatement program. Standard measures could include the following elements: certify all seeds and straw material as weed-free, identify areas of noxious weeds during preconstruction, treat noxious weeds or noxious weed topsoil before construction (e.g., topsoil segregation, storage, herbicide treatment), and revegetate with native species that were present during the time that Lincoln lived in the home, as described in the cultural landscape plan.

## VISITOR SAFETY AND EXPERIENCES

- Implement a traffic control plan, as warranted.
- Implement measures to reduce adverse effects of construction on visitor safety and experience as necessary.
- Conduct an accessibility study to understand barriers to national historic site programs and facilities. Based on this study, implement a strategy to provide the maximum level of accessibility.

## SOCIOECONOMIC ENVIRONMENT

During the future planning and implementation of the approved management plan for Lincoln Home National Historic Site, the National Park Service would work with the city of Springfield and Sangamon County governments to further identify potential impacts and mitigative measures that would best serve the interests and concerns of both the National Park Service and the local communities. Partnerships would be pursued to improve the quality and diversity of community amenities and services.

## SUSTAINABLE DESIGN AND AESTHETICS

Projects would avoid or minimize adverse impacts on natural and cultural resources. Development projects (e.g., construction of buildings, facilities and, utilities, and building rehabilitation) would be designed to work in harmony with the surroundings. Projects would be sustainable whenever practicable, by recycling and reusing materials, by minimizing use of new materials, by minimizing energy consumption during the project, and by minimizing energy consumption throughout the lifespan of the project.



## ENVIRONMENTALLY PREFERABLE ALTERNATIVE

*Environmentally preferable* is defined as “the alternative that will promote the national environmental policy as expressed in Section 101 of the National Environmental Policy Act.” Section 101 states:

[I]t is the continuing responsibility of the Federal Government to:

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

The environmentally preferable alternative is alternative 2, the alternative preferred by the National Park Service for Lincoln Home National Historic Site in this plan. This alternative would satisfy the goals of the National Environmental Policy Act (NEPA): it would provide a high level of protection of resources while concurrently providing for a wide range of neutral and beneficial uses of the environment. This alternative would

maintain an environment that supports a diversity and variety of individual choices, and it would integrate resource protection with an appropriate range of visitor uses.

All of the alternatives fully satisfy criteria 1 and 5 of Section 101 because they all protect the environment for future generations and achieve a balance of population and resource use that permits high standards of living and a wide sharing of life’s amenities. Alternatives 2 and 3 provide more culturally pleasing surroundings by filling in empty lots to better convey the urban density of Lincoln’s residency there. During public meetings, the planning team heard comments about the out-of-place feeling of the empty lots. Alternatives 2, 3, and 4 would address overcrowding in the visitor center and provide more visitor experience opportunities than alternative 1, thereby better attaining the widest range of beneficial uses of the environment (criterion 3).

Alternative 2 meets the fourth criterion better than alternative 1, 3, or 4 because, while all of the alternatives preserve important aspects of our national heritage, rehabilitation under alternative 2 offers the most diversity and variety of individual choices. Lastly, criterion 6 is the only criterion that the alternative 1 satisfies to a greater extent than the other alternatives. Because the no-action alternative proposes no new construction, it proposes using little, if any, additional depletable resources. Weighed as a whole, however, alternative 2 satisfies the set of criteria for environmental preferability better than the other alternatives. See the table in Appendix B: Criteria for Selecting the Environmentally Preferable Alternative for a summary of the ways in which the alternatives satisfy the NEPA criteria for the environmentally preferable alternative.

Table 5. Summary Comparison of the Alternatives

TABLE 5. SUMMARY COMPARISON OF ALTERNATIVES

	ALTERNATIVE 1 NO-ACTION ALTERNATIVE	ALTERNATIVE 2: A RETREAT FROM MODERN LIFE IN THE HEART OF THE CITY	ALTERNATIVE 3: LIFE AND WORK IN A REHABILITATED LINCOLN-ERA URBAN LANDSCAPE	ALTERNATIVE 4: SELF-DISCOVERY OF THE LINCOLN-ERA LANDSCAPE
<b>Concept</b>	<b>Concept:</b> National historic site management would focus on the existing Lincoln-era neighborhood and would maintain it as it is today. Existing structures would be maintained as necessary to preserve them. Visitor experience would focus on ranger-led tours of the Lincoln Home.	<b>Concept:</b> National historic site management would focus on rehabilitating the historic landscape to offer visitors a strong sense of the neighborhood as Lincoln knew it. This goal would be accomplished by extensive rehabilitation at the core of the site, but less extensive away from the core. The Lincoln lot would be restored to the greatest extent possible.	<b>Concept:</b> National historic site management would focus on interpretation and rehabilitation of the neighborhood as Lincoln knew it along the entire length of Eighth Street. The historic landscape would be extensively rehabilitated to the diverse and active quality of the neighborhood in the heart of Springfield.	<b>Concept:</b> The national historic site management would focus on rehabilitating the landscape to provide visual cues of what was present during Lincoln's time to offer visitors a sense of self-discovery. The Lincoln lot would be restored to the greatest extent possible.
<b>HOW VISITORS WOULD EXPERIENCE THE SITE</b>				
<b>Tours and Living History Program</b>	There would continue to be ranger-led tours of the Lincoln home and neighborhood.	There would be ranger-led tours of the Lincoln home and neighborhood and an extensive living history program.	There would be expanded ranger-led tours outside the Lincoln Home and neighborhood and an extensive living-history program.	Same as alternative 1.
<b>Film, Displays, and Exhibits</b>	Visitors would continue watching the film in the visitor center, and exploring displays and exhibits in the visitor center, in the Arnold and Dean houses, and in the neighborhood.	Visitors would see the film and explore displays and exhibits in the visitor center, Arnold and Corneau houses, in the contemporary structure on the Brown lot, and in the neighborhood.	Same as alternative 2.	Visitors would watch the film in the visitor center and explore displays and exhibits in the visitor center; in the Arnold, Dean, and Corneau houses; and in the neighborhood.

	ALTERNATIVE 1 NO-ACTION ALTERNATIVE	ALTERNATIVE 2: A RETREAT FROM MODERN LIFE IN THE HEART OF THE CITY	ALTERNATIVE 3: LIFE AND WORK IN A REHABILITATED LINCOLN-ERA URBAN LANDSCAPE	ALTERNATIVE 4: SELF-DISCOVERY OF THE LINCOLN-ERA LANDSCAPE
<b>Interpretation</b>	<p>Interpretation would include</p> <ul style="list-style-type: none"> <li>• orienting people in the visitor center</li> <li>• conducting home and neighborhood tours</li> <li>• staging tours outdoors or in exhibit houses</li> <li>• offering limited curriculum-based educational programs</li> </ul>	<p>Interpretation would include</p> <ul style="list-style-type: none"> <li>• orienting people in the visitor center</li> <li>• developing new exhibits for the structure on the Brown lot and/or moving existing Dean House exhibits into the structure on the Brown lot</li> <li>• adding exhibits in the structure on the Corneau lot</li> <li>• staging tours in the structure on Burch lot</li> <li>• conducting an extensive living history program</li> <li>• conducting day-long curriculum-based educational programs</li> <li>• developing interpretive information for each property</li> <li>• developing technology-enhanced neighborhood tours</li> <li>• conducting off-site education programs</li> <li>• expanding ranger-led tours outside the Lincoln Home</li> </ul>	<p>Interpretation would include</p> <ul style="list-style-type: none"> <li>• orienting people in the visitor center</li> <li>• conducting expanded ranger-led programs</li> <li>• developing new exhibits for structure on Brown lot and/or moving existing Dean House exhibits into structure on Brown lot</li> <li>• staging tours in structure on Burch lot</li> <li>• conducting an extensive living history program</li> <li>• conducting multiday, curriculum-based, educational programs</li> <li>• developing interpretive information for each property</li> <li>• conducting off-site educational programs</li> </ul>	<p>Interpretation would be the same as alternative 1 plus</p> <ul style="list-style-type: none"> <li>• developing interpretive information for each property</li> <li>• developing technology-enhanced neighborhood tours</li> </ul>
<b>Tour Staging</b>	<p>Tours would continue to be staged outside in good weather and in the Dean and/or Arnold houses in poor weather.</p>	<p>Tours would be staged in the new structure on the Burch lot.</p>	<p>Same as alternative 2</p>	<p>Same as alternative 1.</p>

Table 5. Summary Comparison of the Alternatives

	<b>ALTERNATIVE 1 NO-ACTION ALTERNATIVE</b>	<b>ALTERNATIVE 2: A RETREAT FROM MODERN LIFE IN THE HEART OF THE CITY</b>	<b>ALTERNATIVE 3: LIFE AND WORK IN A REHABILITATED LINCOLN-ERA URBAN LANDSCAPE</b>	<b>ALTERNATIVE 4: SELF-DISCOVERY OF THE LINCOLN-ERA LANDSCAPE</b>
<b>Sense of Place</b>	Visitors would continue to have a very limited sense of removal from the modern world.	Visitors would have a sense of removal from the modern world at the core. At the periphery, the addition of sidewalks, paths, etc., and vegetation to lots would enhance the visitor's sense of the historic neighborhood.	Visitors would have a strong sense of removal from the modern world throughout the historic district.	The addition of small-scale features and vegetation to lots (rather than large structures) would lead to a self-discovery experience.
<b>Educational Programs</b>	There would continue to be limited curriculum-based educational programs on- and off-site.	There would be day-long curriculum-based education programs on- and off-site.	There would be expanded, multiday, curriculum-based education programs on- and off-site.	Same as alternative 1.
<b>Nonpersonal Services</b>	These would include existing interpretive exhibits, visitor center orientation films, website information, printed media, and temporary exhibits on Jenkins lot.	Same as alternative 1 plus interpretive information would be developed for each property, and technology-enhanced neighborhood tours would be developed.	Same as alternative 1 plus interpretive information would be developed for each property.	Same as alternative 2.
<b>Restrooms and Drinking Water</b>	Restrooms and water would continue to be available only in the visitor center.	Additional restrooms and water would be provided in the new contemporary structure on the Carrigan lot.	Same as alternative 2	Additional restrooms and water would be provided in the Arnold Barn.

	ALTERNATIVE 1 NO-ACTION ALTERNATIVE	ALTERNATIVE 2: A RETREAT FROM MODERN LIFE IN THE HEART OF THE CITY	ALTERNATIVE 3: LIFE AND WORK IN A REHABILITATED LINCOLN-ERA URBAN LANDSCAPE	ALTERNATIVE 4: SELF-DISCOVERY OF THE LINCOLN-ERA LANDSCAPE
HOW THE SITE WOULD BE MANAGED				
<b>Structures</b>	Structures would be maintained and repaired as necessary to preserve them. No restoration or rehabilitation would occur.	The Stuve House and Stuve Carriage House would be rehabilitated for NPS administrative functions. The Dean house would be rehabilitated to support the living history program. The Corneau House would be converted to visitor use. The Lincoln lot would be restored if sufficient documentation exists. Other historic structures would be added to the leasing program.	Same as alternative 2 except for the Dean House, which would be leased. Living history would be staged in the new structure on the Irwin lot.	Same as alternative 2, except for the Dean House, which would be used for exhibits. Additionally, the Lincoln lot would be restored to the greatest degree possible.
<b>Landscape</b>	Vacant lots would remain vacant, historic landscape would continue to be preserved to maintain recognizable separate lots.	New contemporary buildings using materials that reflect the site's historic character would be built on the Burch, Carrigan, and Brown lots. All lots would be rehabilitated to add small-scale features and vegetation according to treatment recommendations of a cultural landscape report.	New contemporary buildings using materials that reflect the site's historic character would be built on at least the Burch, Carrigan, Brown, Worthen, Niles, Bugg, Irwin, Roll, and Jenkins lots. Yards would be rehabilitated to add small-scale features and vegetation according to treatment recommendations of a cultural landscape report.	All lots in the historic district would be rehabilitated to add small-scale features and vegetation according to treatment recommendations of a cultural landscape report.
<b>Archeological Resources</b>	Archeological resources would remain mostly in situ.	Archeological resources would be removed as part of the construction on the Burch, Carrigan, and Brown lots.	Archeological resources would be removed as part of the construction on at least nine lots.	Same as alternative 1

Table 5. Summary Comparison of the Alternatives

	<b>ALTERNATIVE 1 NO-ACTION ALTERNATIVE</b>	<b>ALTERNATIVE 2: A RETREAT FROM MODERN LIFE IN THE HEART OF THE CITY</b>	<b>ALTERNATIVE 3: LIFE AND WORK IN A REHABILITATED LINCOLN-ERA URBAN LANDSCAPE</b>	<b>ALTERNATIVE 4: SELF-DISCOVERY OF THE LINCOLN-ERA LANDSCAPE</b>
<b>Administrative Space</b>	NPS offices would remain in their current seven separate locations with support space for living history in the conference center and for maintenance and curatorial operations in 14 separate buildings.	NPS offices would be consolidated in the Stuve House and Stuve Carriage House complex, the Sprigg House, and the visitor center, with support space in the Dean House for living history and the maintenance and curatorial operations in two new buildings. Interpretive staff would be housed away from where visitors are concentrated (i.e., in offices in the Stuve House and Stuve Carriage House).	NPS offices would be consolidated in the Stuve House and Stuve Carriage House complex, possibly the Sprigg House, and two small offices in the visitor center, with support space in the Irvin House for living history and maintenance and curatorial operations in three new buildings. Interpretive staff would be housed away from where visitors are concentrated (i.e., in offices in the Stuve House and Stuve Carriage House).	Same as alternative 2 with support space for living history in the conference center. Interpretive staff would be housed away from where visitors are concentrated (i.e., in offices in the Stuve House and Stuve Carriage House).
<b>Maintenance Operations</b>	Maintenance staff would remain dispersed among existing facilities.	Consolidated maintenance operations would be developed in a new facility in the boundary expansion area.	Maintenance would be divided into two buildings, one in the historic district and one in the boundary expansion area.	Consolidated maintenance operations would be located in a new building in southeast part of the national historic site.
<b>Curatorial Facilities and the Collections</b>	The curatorial staff would continue to be housed in the Corneau House, and storage would continue in three on-site buildings and at the NPS Midwest Archeological Center.	A consolidated curatorial/collections facility would be built in the southeast corner of the national historic site.	A consolidated curatorial/collections facility would be built in a new contemporary structure on the Worthen, Niles, and Bug lots.	A consolidated curatorial/collections facility would be built in the northeast corner of the national historic site.
<b>Leased Structures and Lessee Parking</b>	The three historic structures currently under lease would remain in the historic leasing program. Leasing is accommodated by allowing lessees to park in existing spaces.	The historic leasing program would expand to a total of eight houses. Parking for lessees could be accommodated in expanded administrative zone in the east alley.	The historic leasing program would expand to include a total of nine houses. Parking for lessees could be accommodated in expanded administrative zone in the east alley.	The historic leasing program would expand to a total of eight houses. Parking for lessees could be accommodated in the expanded administrative zone in the east alley.

	<b>ALTERNATIVE 1 NO-ACTION ALTERNATIVE</b>	<b>ALTERNATIVE 2: A RETREAT FROM MODERN LIFE IN THE HEART OF THE CITY</b>	<b>ALTERNATIVE 3: LIFE AND WORK IN A REHABILITATED LINCOLN-ERA URBAN LANDSCAPE</b>	<b>ALTERNATIVE 4: SELF-DISCOVERY OF THE LINCOLN-ERA LANDSCAPE</b>
<b>Parking (Employee)</b>	Employee parking would continue as is along the Ninth St. alley, the Stuve House grounds, and the visitor parking area when available.	Employee parking would be accommodated in the boundary expansion area.	Employee parking would be accommodated in the boundary expansion area.	Employee parking would be relocated as necessary to accommodate lessee parking.
<b>Visitor Center</b>	There would be no change to the visitor center.	Visitor center would be expanded to include two new offices. Eastern National would expand its space into the existing two small offices.	Same as alternative 1.	Same as alternative 2.
<b>Conference Center</b>	The conference center would continue to be used for staff meetings, training, and as the living history support center.	The conference center would become a dedicated education center.	The conference center would become a dedicated education center.	Same as alternative 1.
<b>Bus Drop-off and Parking</b>	Bus parking, dropoff, and pickup would remain in the current bus parking lot.	Buses would park off-site. Bus dropoff and pickup and RV/trailer parking would remain in the existing lot in the northwest corner of the national historic site.	Buses would park off-site. Bus dropoff and RV/trailer parking would remain in the existing lot in the northwest corner of the national historic site, but bus pickup would move to the southeast corner of the national historic site on Ninth Street between Jackson and Edwards streets.	Same as alternative 2.
<b>Boundary Adjustment</b>	There would be no boundary adjustment.	A boundary adjustment would be sought to include the half block between Edwards and Cook streets and between South Ninth Street and the alley between South Eighth Street and South Ninth Street.	Same as alternative 2.	Same as alternative 1.

Table 6. Summary of Key Impacts of Implementing the Alternatives

TABLE 6: SUMMARY OF KEY IMPACTS OF IMPLEMENTING THE ALTERNATIVES

	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
<b>Historic Structures</b>	<p>Implementation of alternative 1 (no action alternative) would result in long-term, negligible to minor, beneficial impacts on historic structures. Cumulative impacts would be long term, minor, and adverse. Alternative 4 would not contribute any new adverse impacts to the adverse cumulative impacts.</p> <p><b>Section 106 Summary:</b> No adverse effects on historic structures.</p>	<p>Implementation of alternative 2 (the preferred alternative) would result in long-term, negligible to minor, beneficial impacts on historic structures. Cumulative impacts would be long-term, minor, and adverse. Alternative 2 would not contribute any new adverse impacts to the overall adverse cumulative impact.</p> <p><b>Section 106 Summary:</b> No adverse effect on historic structures.</p>	<p>Implementation of alternative 3 would result in long-term, negligible to minor, beneficial impacts on historic structures. Cumulative impacts would be long term, minor, and adverse. Alternative 3 would not contribute any new adverse impacts to the adverse cumulative impacts.</p> <p><b>Section 106 Summary:</b> No adverse effect on historic structures.</p>	<p>Implementation of alternative 4 would result in long-term, negligible to minor, beneficial impacts on historic structures. Cumulative impacts would be long term, minor, and adverse. Alternative 4 would not contribute any new adverse impacts to the adverse cumulative impacts.</p> <p><b>Section 106 Summary:</b> No adverse effects on historic structures.</p>
<b>Archeological Resources</b>	<p>Implementation of alternative 1 (no-action alternative) would result in permanent, negligible, adverse impacts on archeological resources. The cumulative impacts would be permanent, moderate, and adverse. Adverse impacts on archeological resources resulting from implementation of alternative 4 would be a very small component of the adverse cumulative impacts.</p> <p><b>Section 106 Summary.</b> No adverse effect.</p>	<p>The preferred alternative would result in overall, minor, adverse impacts on archeological resources. Cumulative impacts would be permanent, moderate, and adverse. Adverse impacts on archeological resources resulting from implementing alternative 2 would contribute a measureable component to the overall adverse cumulative impacts.</p> <p><b>Section 106 Summary.</b> No adverse effect.</p>	<p>Alternative 3 would result in permanent, moderate to major, adverse impacts on archeological resources at the national historic site. Cumulative impacts would be permanent, major, and adverse. Adverse impacts on archeological resources resulting from implementation of alternative 3 would be a substantial component of the adverse cumulative impact.</p> <p><b>Section 106 Summary.</b> Adverse effect.</p>	<p>Alternative 4 would have permanent, minor, adverse impacts on archeological resources. The cumulative impacts would be permanent, moderate, and adverse. Adverse impacts on archeological resources resulting from implementation of alternative 4 would be a very small component of the adverse cumulative impacts.</p> <p><b>Section 106 Summary.</b> No adverse effect.</p>



	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
<b>Cultural Landscapes</b>	<p>Implementation of alternative 1 (no-action alternative) would result in long-term, negligible, beneficial impacts on the cultural landscapes. The cumulative impacts would be long term, minor, and adverse. Alternative 4 would not contribute any adverse impacts to these overall adverse cumulative impacts.</p> <p><b>Section 106 Summary.</b> No adverse effect.</p>	<p>Implementation of alternative 2 (the preferred alternative) would result in long-term, minor beneficial impacts on the cultural landscapes. The cumulative impacts would be long term, negligible, and beneficial. Alternative 2 would contribute an appreciable component to these beneficial cumulative impacts.</p> <p><b>Section 106 Summary.</b> No adverse effect.</p>	<p>Implementation of alternative 3 would result in a long-term, minor, beneficial impact on the cultural landscapes. Cumulative impacts would be permanent, minor, and adverse. Alternative 3 would not contribute to the adverse cumulative impacts.</p> <p><b>Section 106 Summary.</b> No adverse effect.</p>	<p>Implementation of alternative 4 would result in long-term, negligible to minor, beneficial impacts on the national historic site's cultural landscapes. The cumulative impacts would be long term, negligible, and beneficial. Alternative 4 would not contribute any adverse impacts to these overall adverse cumulative impacts.</p> <p><b>Section 106 Summary.</b> No adverse effect.</p>
<b>Museum Collections</b>	<p>Continued management under the no-action alternative would result in long-term, negligible, and beneficial impacts on museum collections. There would be no cumulative impacts.</p>	<p>The preferred alternative would result in long-term, minor to moderate, beneficial impacts on museum collections. Cumulative impacts would be long term, moderate, and beneficial. Alternative 2 would contribute substantially to these cumulative beneficial impacts.</p>	<p>Alternative 3 would result in long-term, minor to moderate beneficial impacts on museum collections. The cumulative impact would be long term, moderate, and beneficial. Alternative 3 would contribute a substantial beneficial increment to these beneficial cumulative impacts.</p>	<p>Alternative 4 would result in long-term, minor to moderate beneficial impacts on museum collections. The cumulative impact would be long term, moderate, and beneficial. Alternative 4 would contribute a substantial beneficial increment to the cumulative impact.</p>

Table 6. Summary of Key Impacts of Implementing the Alternatives

	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
<b>Visitor Experience</b>	Continued management under the no-action alternative would result in long-term, minor, beneficial impacts on the visitor experience at the national historic site. The overall cumulative impacts would be long term, moderate, and beneficial. The actions resulting from implementing this alternative would contribute a very small beneficial component to the overall cumulative impacts on the visitor experience.	Management under the preferred alternative would result in long-term, moderate, beneficial impacts on the visitor experience at the national historic site. Overall cumulative impacts would be long term, major, and beneficial. Implementing the preferred alternative would contribute a substantial beneficial component to the overall cumulative impacts on the visitor experience.	Management under alternative 3 would result in long-term, moderate, beneficial impacts on the visitor experience at the national historic site. Cumulative impacts on the visitor experience would be long term, major and beneficial. Alternative 3 would contribute a substantial beneficial component to the overall beneficial cumulative impacts on the visitor experience.	Continued management under this alternative would result in long-term, minor to moderate, beneficial impacts on the visitor experience at the national historic site. The overall cumulative impacts would be long term, moderate, and beneficial. The actions resulting from implementing this alternative would contribute a very small beneficial component to the overall cumulative impacts on the visitor experience.
<b>Socioeconomic Environment</b>	Continued management under the no-action alternative would result in a long-term, negligible, beneficial impact on the local socioeconomic environment. Cumulative impacts would be long term, moderate, and beneficial. Alternative 4 would contribute a small beneficial component to these overall cumulative impacts on the socioeconomic environment.	Management under the preferred alternative would result in a long-term, minor, beneficial impact on the regional socioeconomic environment. Cumulative impacts would be long term, moderate, and beneficial. The actions under the preferred alternative would contribute an appreciable beneficial component to these beneficial cumulative impacts on the socioeconomic environment.	Management under alternative 3 would result in long-term, minor to moderate, and beneficial impacts on the local socioeconomic environment. Cumulative impacts would be long-term, major, and beneficial. Alternative 3 actions would contribute an appreciable beneficial component to these cumulative impacts.	Management under alternative 4 would result in a long-term, minor to moderate, beneficial impact on the local socioeconomic environment. Cumulative impacts would be long term, major, and beneficial. Alternative 4 would contribute an appreciable component to these overall cumulative impacts on the socioeconomic environment.

	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
<b>NPS Operations</b>	Continued management under the no-action alternative would result in long-term, minor to moderate, adverse impacts on NPS operations. This would be because of ongoing inefficiencies resulting from dispersed operations, communications, and facilities. Existing lease revenues would continue to reduce annual operating costs. There would be no cumulative impacts on NPS operations.	Management under the preferred alternative would result in long-term, moderate, beneficial impacts on NPS operations. This would be due to increased efficiencies resulting from consolidated administrative operations and development of modern, efficient facilities for maintenance and curatorial operations. In addition, increased lease revenues would reduce annual operating costs for the five additional leased historic houses.  There would be no cumulative impacts on NPS operations.	Management under alternative 3 would result in long-term, moderate, beneficial impacts on NPS operations. This would be due to increased efficiencies resulting from consolidated administrative operations and development of modern, efficient facilities for maintenance and curatorial operations. Increased lease revenues would reduce annual operating costs for the six additional leased historic houses.	Management under this alternative would result in long-term, moderate, beneficial impacts on NPS operations. This would be due to increased efficiencies resulting from consolidated administrative operations and development of modern, efficient facilities for maintenance and curatorial operations. Increased lease revenues would reduce annual operating costs for the five additional leased historic houses. There would be no cumulative impacts on NPS operations.

*A. Lincoln*



## *CHAPTER 3* *AFFECTED ENVIRONMENT*



## THE NATIONAL HISTORIC SITE'S CULTURAL RESOURCES

This chapter describes the existing environment of Lincoln Home National Historic Site. It is focused on the national historic site's resources, uses, facilities, and socio-economic characteristics that have the potential to be affected by implementation of any of the alternatives.

Lincoln Home National Historic Site is composed of a four-square-block area in downtown Springfield, Illinois, bounded by Capitol Avenue on the north, Edwards Street on the south, South Seventh Street on the West, and South Ninth Street on the east.

The focus of the national historic site is the Lincoln Home. This was the only home owned by Abraham Lincoln. Mr. Lincoln lived here with his family from 1844 until he moved to Washington, D.C., in 1861 to take office as the 16th president of the United States.

In the nearly quarter century that Lincoln lived in Springfield, he rose from an obscure country lawyer to the presidency. Lincoln's rise paralleled the rise of Springfield from a country village to a growing regional center. Lincoln arrived in Springfield in 1837 after playing a key role in the fight to move the state capital from Vandalia to the more centrally located Springfield. As his career prospered, Lincoln married and settled into a 19th century lifestyle. Lincoln bought a small one-and-a-half story cottage on 8th and Jackson in 1844 to accommodate his growing family. With a firm base in Springfield, Lincoln gradually developed into a political figure of national importance. Lincoln, his family, and the city of Springfield all grew up together.

Built in 1839, the house had a bedroom added on the first floor in 1846 and was enlarged to two stories in 1855-56 to

accommodate the growing Lincoln family. The Lincolns lived in this house during the 1860 presidential election. The Lincoln Home neighborhood was diverse representing many occupations and social and economic levels. For example, though his Lincoln-neighborhood home was part of a city environment, Henson Lyon owned farmland east of Springfield and identified himself as a farmer. Harriet Dean taught school in her neighborhood home. Mary Remann, a widow, helped meet expenses by renting part of her home to boarders. Amos Worthen served as the Illinois state geologist and was conducting a survey of geological features and mineral resources in various parts of the state during the period he resided in the neighborhood. Jameson Jenkins moved goods by wagon. Jared P. Irwin was a bricklayer who helped in the construction of the Capitol building, known today as the Old State Capitol.

Another neighbor, Jesse K. Dubois, had become acquainted with Abraham Lincoln while they were both serving in the state legislature. In 1856, Lincoln championed the nomination of Dubois as the Republican candidate for state auditor. After his election to that office, Dubois moved to Springfield. At the 1860 Republican convention in Chicago, Dubois was a leader in organizing support for Lincoln's presidential nomination. Other neighbors were not Lincoln's political allies. George W. Shutt, for example, spoke at several rallies supporting Democratic presidential candidate Stephen A. Douglas, an opponent of Lincoln in the election of 1860.

Mrs. Lincoln was a close friend with neighbor Julia Sprigg. Mrs. Sprigg's daughter often helped Mrs. Lincoln by looking after the younger Lincoln boys. After Mrs. Lincoln left Springfield and became the First

Lady, she continued to be a friend of the Sprigg family and exchanged letters with Mrs. Sprigg.

Following Mr. Lincoln's assassination in 1865, the home remained in the family's possession, while being leased, until 1887 when Robert Todd Lincoln deeded it to the state of Illinois. From 1952 through 1955, the state of Illinois completed a major restoration of the house and added a privy. The wood shed and carriage house located in the rear of the lot were added in the 1960s, which brought it to its present appearance.

Lincoln Home National Historic Site was formally listed on the National Register of Historic Places on August 18, 1971. The Lincoln Home was recognized as a national historic landmark on December 19, 1960.

The national historic site's cultural history is represented by historic structures, archeological resources, cultural landscapes, and museum collections.

## **HISTORIC STRUCTURES**

With exception of the Lincoln Home, none of the structures within the national historic site have been individually evaluated for their eligibility for inclusion in the National Register of Historic Places, but most have been included in the national register as part of the national register historic district listing.

The following is a list of the historic structures in the Lincoln Home historic district. Table 7: List of Classified Structures identifies the structures on the national historic site's list of classified structures.

### **The Arnold House**

Charles Arnold, a political ally of Abraham Lincoln, resided in this house from 1850-79.

He served twice as the county sheriff on the Whig ticket. The house was used as a school, and in September 1841 the Evangelical Lutheran congregation was organized at this location. Today, the house is open to the public and has exhibits highlighting its preservation. The property includes a reconstructed barn and privy.

### **The Beedle House**

The Beedle House was constructed ca. 1840. In 1860 William H. Beedle and his servant, Kate Tierney, were living at this address. Beedle was a railroad fireman and he rented the house.

### **The Cook House**

The Cook House was constructed in the 1850s with subsequent additions in the 1880s. In 1860 the house was rented by Mrs. Sarah Cook, a widow, who lived there with five family members and two renters.

### **The Corneau House**

The Corneau House was constructed ca. 1849. Charles Corneau was a Springfield druggist. A portion of the Corneau fence appears in an 1860 photo of the Lincoln home. Restoration was completed in 2002. The property includes a reconstructed barn and privy.

### **The Dean House**

The Dean House was constructed in the 1850s. In 1860 the house was owned and occupied by Harriet Dean, a divorcée who was involved in teaching and gardening. There are no historic photos of this property. The Dean House has exhibits on the first floor. The property includes a

Table 7: List of Classified Structures

TABLE 7. LIST OF CLASSIFIED STRUCTURES

PREFERRED STRUCTURE NAME	ADDRESS	STRUCTURE NUMBER	LCS ID NUMBER	PHYSICAL DESCRIPTION
Aitken Barn		HS-16	012604	A wood frame, 18' x 27' barn with loft with both tongue-and-groove horizontal siding and board-and-batten siding. It has a gable roof with exposed rafter tails and molding at the division between the 1st and 2nd floors. There are 6-light windows, and both panel and vertical board doors.
Allen Barn		HS-21	009216	A 45' x 20' gabled 1½-story wood frame building with board-and-batten siding. The west portion of the structure is original to circa 1860.
Arnold House	810 East Jackson Street	HS-20	017004	A small 1½-story wood frame house with a side gable roof with a 1-story gabled ell on the east end. Windows throughout are 6-over-6 wood sash flanked by wood shutters. The house is sheathed with clapboard with cornerboards, and there is an interior brick chimney.
Beedle House	411 South Eighth Street	HS-12	012600	This house is a wood frame 26'2" x 49'6" 2-story Italianate house with hip roof and 1-story front porch. There are three interior brick chimneys, and a rear 1-story gable roofed addition. Architectural details include dentils and scroll brackets. The house sits on a brick foundation.
Conference Center	406 South Eighth Street	HS-30	070021	A 2-story Italianate house with clapboard siding on the east wing and a hip roof. The full-width front porch has Corinthian columns. Wood sash windows are 6-over-6 double-hung with segmental arches, and there is a fanlight over the front door. The eaves are bracketed, and there is a brick chimney.
Cook House	508 South Eighth Street	HS-19	012605	A 24'4" x 55'4" 2-story wood frame Greek Revival with a hip roof, clapboard siding, cornerboards, gables, dormer, and side porch. There is a full-width front porch on concrete block piers, a pressed metal ceiling, and square balusters. The front entry has a tripartite with diamond panes transom.
Corneau House	501 South Eighth Street.	HS-02	009210	A 34'2" x 32'5" 1-story gabled Greek Revival wood frame structure with two rear ells. It is sheathed with clapboard siding with cornerboards and has 6-over-6 windows with shutters. There are three brick chimneys. The front door has a 4-light transom. There is also a rear entrance located between the ells.
Dean House	419 South Eighth Street	HS-13	012601	A 2-story wood frame Italianate house with a hip roof, gable ell, elaborate cornice with brackets, dentils, and pendants. There is a front 2-story bay with a hood and brackets over the door. Porches have turned columns and beaded balusters.



TABLE 7. LIST OF CLASSIFIED STRUCTURES

PREFERRED STRUCTURE NAME	ADDRESS	STRUCTURE NUMBER	LCS ID NUMBER	PHYSICAL DESCRIPTION
Dean Outbuilding		HS-13A	070134	A 12' x 12' 1-story gabled building with board and molded batten siding. There is a paneled door on the east side, and 4-over-4 windows on the north and south. The shed had been an addition to the Dean House but was separated and rehabilitated as part of the Dean House restoration project.
Dubois House	519 South Eighth Street	HS-15	012603	A 26' x 65' 2-story wood frame Greek Revival house with a hip roof over the front portion of the house and a gable roofed rear ell. There is a full-width front porch, and the house is sheathed with clapboard siding with cornerboards. It was restored to an 1880's appearance in 2005.
Eighth and Jackson Streets		HS-29	009221	Paved asphalt streets overlaid with gravel to evoke a 19th century feel. The streets are about 1800' long and 40' wide with oak plank curbing 3" thick. There are iron grates for storm drains. The two unpaved alleys are 570' long and 16' wide. Consistent with streetscape extending beyond national historic site boundaries.
Historic Fences		HS-31	070133	Lincoln Home includes a variety of wooden fences reconstructed using historic photos, including both vertical board and horizontal board styles. The fences follow historic property lines.
Lincoln Home	430 South Eighth Street	HS-01	000866	A 2-story wood frame side gable structure with a rear ell, symmetrical façade, and a 2-story side porch with a wrought iron railing on the upper level. Wood sash windows are 6-over-6 double hung. Architectural details are Greek Revival in style, with cornice returns, brackets, and corner pilasters.
Lincoln Home Brick Walkways		HS-01E	070135	A walkway in front of Lincoln's house consisting of 1,487 square feet of 2.5"x 4"x 8" bricks laid in a herringbone pattern 19'2" wide and 77'6" long. The bricks are mortarless pavers over flexible base laid with sand in dry joints. The reconstructed walkway is 7'2" wider than the original walkway.
Lincoln Home Carriage House / Wood Shed		HS-01A/B	070130	Originally two structures, this reconstructed carriage house is used as one building. The 16' x 48' woodshed has a standing seam copper shed roof and vertical board siding over concrete block walls. The gabled carriage house is 20' x 23' with double doors on the south elevation and louvered gable vents.

Table 7: List of Classified Structures

TABLE 7. LIST OF CLASSIFIED STRUCTURES

PREFERRED STRUCTURE NAME	ADDRESS	STRUCTURE NUMBER	LCS ID NUMBER	PHYSICAL DESCRIPTION
Lincoln Home Privy		HS-01C	009217	A 6'5" x 7'5" side gabled 1-story wood frame privy that is a three-holer with barrels rather than planks for seats. The exterior is sheathed with clapboard siding with cornerboards; there is cornice molding at eaves. There are circular vents near the gable and shuttered side window openings.
Lincoln Home Retaining Wall and Picket Fence		HS-01D	070025	A brick retaining wall topped with a wood picket fence with five stone steps in the middle leading up to house. The center opening is gated. The fence extends 50' on the west side of the lot and 29' on the south. The top of the 40" tall fence stands 7' above the brick walkway.
Lincoln Home Well and Cistern		HS-01F	070132	Two hand pumps of similar wood construction, with wood handles and metal pipes, one each for the well and cistern. Both were historically of the chain-link variety, with a mechanism encased in a flat-topped, box-shaped wooden housing. The historic well and cistern are lined with stone.
Lyon House	413 South Eighth Street	HS-08	009212	A 31'7" x 29'3" wood frame 2 story with a truncated hip roof. The house has clapboard siding with cornerboards, elaborate soffit and front porch with dentils and brackets. Windows include 2-over-2, 2-over-4, and 6-over-6 with shutters. There is a bay window with arched panes on the south elevation.
Miller House	511 South Eighth Street	HS-14	012602	A 36'4" x 50' 2-story wood frame Greek Revival house with a truncated hip roof. There is a rear recessed entrance porch. The house is sheathed with clapboard siding. The asymmetrical front has two paneled doors, and there are detailed window surrounds on the east side. Windows include both 6-over-6 and 1-over-1.
Morse House	818 East Capitol Street	HS-09	009213	A 41'10" x 44'10" 2-story Greek Revival house with a gable roof, clapboard siding, and pedimented cornerboards on brick piers. Windows are a mix of 1-over-1, 6-over-1, and 2-over-2. There are French doors on the south elevation. The house was restored to an 1860's appearance in 2009.
Oak Boardwalk – Eighth and Jackson Streets		HS-27	009220	A reconstruction of 6' x 1,750' pressure-treated oak planks, 2" thick of varying widths on oak sleepers set on sand and gravel bed and anchored with square nails. It totals 12,750 square feet. In addition to the boardwalks along the streets, there are board walkways in backyards in the neighborhood.

TABLE 7. LIST OF CLASSIFIED STRUCTURES

PREFERRED STRUCTURE NAME	ADDRESS	STRUCTURE NUMBER	LCS ID NUMBER	PHYSICAL DESCRIPTION
Robinson House	520 South Eighth Street	HS-10	009214	A 25' x 62' 2-story front gabled Greek Revival wood frame structure. Windows include 4-over-4, 6-over-6, and 6-over-9 with shutters. There is a full-width front porch with square columns and brackets, and a window bay on the south elevation. The foundation is concrete with a brick veneer.
Shutt House	525 South Eighth Street	HS-17	012599	A 37'6" x 47'6" 2-story house a hip roof, 1-story porches front and rear, and details such as dentils and brackets. The house is sheathed with clapboard with cornerboards. There is a square window bay on the south elevation and two interior chimneys, and windows include both 2-over-4 and 2-over-2.
Sprigg House	507 South Eighth Street	HS-11	009215	A 20'8" x 50'1" 1-story brace-framed structure with a front gable roof. The house is sheathed with clapboard siding with cornerboards. Windows are 6-over-6 double hung flanked by wood shutters. There is an exterior brick chimney on the west elevation, as well as an interior brick chimney.
Stuve Carriage House		HS-05A	017002	A 45' x 24' 1-story masonry building. It is brick with half-hipped shingle roof.
Stuve House	526 South Seventh Street	HS-05	009211	A 29' x 55' 2-story brick Italianate house with brick parged and tooled to simulate ashlar. The roof includes both hip and gable sections. The heavy eaves have brackets and pendants. Fenestration includes oval attic windows, and tall 1-over-1 windows with semicircular heads on the lower floors.

reconstructed barn, wash house, and heirloom garden.

### **The Dubois House**

Built in 1859, the Dubois house was the residence of Jesse K. Dubois until 1864. Dubois was the state auditor and a neighbor of Abraham Lincoln. He was also a close friend of Lincoln, and named his son after him. The property includes the Aitken Barn constructed ca. 1920.

### **The Lyon House**

The Lyon House was constructed in the 1850s. In 1860, the house was occupied by Henson Lyon, his son Thomas, Huldah Burge and her three children, and Miss H. M. Sotches. Lyon was a retired farmer and land speculator. There are no historic photos of this property. The Lyon House was restored before NPS acquisition. The property includes a reconstructed privy.

### **The Miller House**

This home is named for Allen Miller, a contemporary and neighbor of Abraham Lincoln. Mr. Miller was a wealthy local dealer in leather, stoves, and tin. Miller, his wife, and three children lived in the home from 1855 to 1864. It is believed that the home was built around 1850. The simple but comfortable wood-frame house was typical for a successful Springfield businessman of that era.

### **The Morse House**

Built in 1855, the James Morse House was home to Mr. James Morse and family from 1855–80. The house has two stories above grade like other structures in the area, including the Lincoln family home.

Restoration of the house was completed in 2009.

### **The Robinson House**

Built between 1863 and 1866, the house was the residence of Henson Robinson, a neighbor of Abraham Lincoln. Robinson was a partner in a Springfield business that sold stoves, furnaces, and other tinware. The business manufactured cups and plates for soldiers during the Civil War.

### **The Shutt House**

Built before 1859, the house was rented to lawyer George Shutt in 1860. Although a neighbor of Abraham Lincoln, Shutt supported Stephen A. Douglas in the presidential campaign of 1860.

### **The Sprigg House**

In 1853 this house was purchased by Julia Sprigg, a friend of Mary Lincoln. It is known that Mrs. Sprigg's daughter cared for the Lincoln's sons. Mrs. Sprigg lived in the home from 1853 to 1869. It is believed that the home was built in 1851 by John B. Weber. The property includes a reconstructed barn and privy.

## **ARCHEOLOGICAL RESOURCES**

Archeological studies in the Lincoln neighborhood began with excavations in the back yard of the Lincoln Home in late summer 1951. Since that time, nearly 41 archeological projects have been carried out within Lincoln Home National Historic Site. The bulk of the excavations that occurred in the past 37 years testify to the ongoing development and changes that have occurred in the Lincoln neighborhood

Archeological studies have been able to provide substantive information regarding the architectural development of not only the Lincoln Home but also of the other structures in the national historic site. In addition to determining previous construction episodes directly related to the individual structures, subsurface remains of other features have been identified.

Excavations throughout the national historic site identified the remains of architectural features and artifacts at the Lincoln, Shutt, Cook, Dean, Robinson, Arnold, Sprigg, Corneau, Carrigan, Dubois, and Morse houses and lots; the Allen Barn; and the conference center. (See Appendix C: Archeological Excavations in the National Historic Site for a complete list of the investigations conducted between 1951 and 2006.) Additional monitoring occurred during construction and demolition, such as that carried out in conjunction with demolition of a modern brick foundation that remained after the Corneau House had been moved to its 1860 location. Extensive excavations have also been made at the Burch, Carrigan, and Miller houses.

## CULTURAL LANDSCAPE

In addition to the structural elements identified above, other important elements of the cultural landscape at the national historic site include circulation features such as Jackson Street, South Eighth Street, the alleys between South Seventh and South Eighth streets, South Eighth and South

Ninth streets, between Edwards Street and Jackson Street, between Jackson Street and Capitol Avenue, the sidewalks, vegetation on the lots and street shoulders, views and vistas of the Lincoln Home from various points in the national historic site, and views of the neighborhood from the Lincoln Home.

## MUSEUM COLLECTIONS

According to the 2006 “Midwest Region Museum Collection Curatorial Facility Plan,” Lincoln Home National Historic Site has the sixth largest collection in the NPS Midwest Region, totaling nearly 500,000 items. The 2006 “Collections Management Report” indicates that the archeological collection totals 77,828 artifacts, 55,497 of which are housed at the Midwest Archeological Center. In addition, there are 7,009 history artifacts and more than 413,000 items in the archival collection. Lincoln Home National Historic Site is one of the few park units in the Midwest Region that has permanent full-time collections management specialists.

Overall, the national historic site has met 95% of the “Checklist for Museum Preservation and Protection” in fiscal year 06. According to the “Curatorial Facility Plan, Lincoln Home,” the collections storage is adequate, although access could be improved through consolidation. The storage capacity is at its maximum; therefore, there is a need for additional space to accommodate future storage needs.

## VISITOR EXPERIENCE

### VISITOR EXPERIENCE AT THE NATIONAL HISTORIC SITE

Visitor experience at the Lincoln Home National Historic Site is focused on ranger-led tours of the Lincoln Home. The first and second floors of the home are included in the tour. The only access to Lincoln Home is with a free ticket for a specific tour time. Tour tickets are distributed at the visitor center information desk.

Tours are limited to 15 people per tour and a maximum of two tours per hour. The visitor center is open every day from 8:30 a.m. to 5:00 p.m., except Thanksgiving Day, Christmas Day, and New Year's Day. School groups, charter groups, or other large groups must reserve Lincoln Home tours in advance through the Springfield Convention and Visitors Bureau.

The peak visitation season for the national historic site extends from March to October. Visitation averages just over 400,000 annually.

Other visitor activities at the national historic site include viewing the film and exhibits in the visitor center, and exploring displays and exhibits throughout the Lincoln-era neighborhood, in the Arnold House, and in the Dean House. The visitor center is home to the site's museum shop, which is operated by Eastern National, a nonprofit cooperating association. Completing a comprehensive visit of the site requires 1½ to 2 hours.

Visitors to the site can also obtain information about Lincoln-related Springfield sites, including the Lincoln-Herndon Law Offices State Historic Site, the Lincoln Depot (Great Western Depot), the Lincoln Tomb State Historic Site, the Old State Capitol State Historic Site, the Abraham Lincoln

Presidential Library and Museum, and the restored log village at Lincoln's New Salem State Historic Site.

### OTHER LINCOLN-RELATED SITES IN SPRINGFIELD AND ILLINOIS

#### Lincoln-Herndon Law Offices State Historic Site

Lincoln practiced law at several locations in Springfield; however, this is the only building that still remains. Lincoln and two of his partners, Stephen Logan and William Herndon, had their offices here. The second and third floors have been restored and furnished to the Lincoln period, depicting typical law offices, the federal district courtroom, related court offices, and meeting rooms.

#### Old State Capitol State Historic Site

The Greek Revival Old State Capitol was built between 1837 and 1853, and served as the Illinois Statehouse until 1876. Self-guided and conducted tours point out the various functions of government, with special attention given to Lincoln's presence as a lawyer and state legislator.

#### Lincoln Depot (Great Western Depot)

This historic railroad depot is the spot where Abraham Lincoln delivered his famous farewell address to the citizens of Springfield before his departure for Washington in February 1861. A small exhibit room in the depot highlights Lincoln's speech. A theater on the upper floor presents a video program focusing on Lincoln's departure and trip to Washington.

### **Lincoln Tomb State Historic Site**

This location in Oak Ridge Cemetery, chosen by Mary Lincoln, is the final resting place of Abraham Lincoln, his wife, and three of their four sons. On-site interpreters provide conducted tours of the interior of the tomb and discuss the return of Lincoln's body to Springfield, his burial, and the history of the tomb.

### **Lincoln's New Salem State Historic Site**

A visitor center offers an indoor theater where an orientation film on Lincoln while he was at New Salem is shown and exhibits that introduce visitors to Lincoln's life in New Salem. A restored log village uses period and reproduction furnishings and living history to further tell the Lincoln story. Visitors tour the site on their own, with talks and demonstrations given at various stops along the route.

### **Lincoln Log Cabin State Historic Site**

Lincoln Log Cabin is the last home of Thomas and Sarah Bush Lincoln, father and stepmother of Abraham Lincoln. Rural life in the 1840s is shown through first-person interpretation, providing visitors a glimpse into the daily lives of the Lincolns. This state site hosts many historical and traditional events throughout the year.

### **Vandalia Statehouse State Historic Site**

Vandalia was the seat of Illinois government from 1820 until 1839. This statehouse was built in 1836. Many significant issues were debated here by Illinois legislators, including Abraham Lincoln and Stephen Douglas. Today, the Vandalia Statehouse displays some original furnishings as well as period pieces.

### **Metamora Courthouse State Historic Site**

Metamora Courthouse was erected in 1845 and is one of two remaining court buildings on the old Eighth Judicial Circuit where Abraham Lincoln (among the prominent attorneys) argued cases. Today, the old courthouse, with its carefully restored courtroom, houses museum exhibits portraying circuit court life in the 1840s and 1850s.

### **Mount Pulaski Courthouse State Historic Site**

Mount Pulaski Courthouse served from 1848 to 1855 as the second Logan County courthouse. The first floor contains six offices used by county officials, and the second floor houses the courtroom where Abraham Lincoln, as a lawyer, practiced when court was in session. The courthouse has been restored and furnished to an 1850s appearance.

### **Postville Courthouse State Historic Site**

Postville Courthouse is a reproduction of courthouse constructed in 1840 that served as Logan County's first seat of government. Until 1848 the original building was one of the courts in which Abraham Lincoln argued cases while traveling the historic Eighth Judicial Circuit. The two-story frame courthouse sits near the center of a landscaped city block. The first floor has a reception and orientation room and an exhibit gallery. On the second floor are rooms representing an 1840s courtroom and county office.

## THE SOCIOECONOMIC ENVIRONMENT

Lincoln Home National Historic Site is in the city of Springfield, Illinois, which serves as both the capital of the state and the seat of government for Sangamon County.

### HISTORY

The area around Springfield was originally settled by trappers and traders who came to the Sangamon River valley in 1818. Originally named Calhoun, the settlement was renamed Springfield in 1832. Springfield replaced Vandalia as the state capital in 1837, due primarily to the efforts of Abraham Lincoln and his political allies in the city.

Springfield grew steadily between 1837 and 1860, a period of growth that paralleled the rise of Lincoln's political fortunes. By the time Lincoln left Springfield to assume the office of the president in 1861, Springfield had made the transition from frontier community to mid-sized city. Springfield prospered during the Civil War as an Industrial center and continued to diversify economically in the post-war years. In addition to serving as Illinois' state capital, Springfield also grew as a hub for industry, agriculture, mining, and railroad development.

### POPULATION

As of July 1, 2006, the population of the Springfield metropolitan statistical area was estimated at 206,112, and the population for Sangamon County was estimated at 193,524.

### EMPLOYMENT AND INCOME

Full-time and part-time employment for Sangamon County totaled 133,370 as of 2005. Of these workers, 32% were in services; 28% were in government; 17%

percent were in retail trade; 6% were in FIRE (fire, insurance, and real estate); 4% were in wholesale trade; 4% were in transport-communications-public utilities; 6% were in construction, mining, and quarrying; and 4% were in manufacturing. The 11 largest employers in Sangamon County are as follows:

- State of Illinois – 17,000
- Memorial Health System – 3,400
- St. John's Hospital – 2,840
- Illinois National Guard – 2,700
- Springfield School District #186 – 2,019
- City of Springfield – 1,707
- Horace Mann Insurance Company – 1,280
- Southern Illinois University School of Medicine – 1,200
- Springfield Clinic, LLP – 900
- SBC/Ameritech – 900
- U.S. Postal Service – 900

Personal income for the county totaled \$6,532,971,000 in 2005. Per capita personal income in 2005 was \$33,904. Average earnings per job totaled \$41,813.

### TOURISM

The focus of tourism in Springfield is on the life, career, and legacy of Abraham Lincoln. In addition to Lincoln Home National Historic Site, other historic sites or museums dedicated to Mr. Lincoln include the Abraham Lincoln Presidential Library and Museum; the Lincoln Tomb State Historic Site; the Old State Capitol State Historic Site; the Lincoln-Herndon Law Offices State Historic Site; the Lincoln Depot (Great Western Depot); and Lincoln's New Salem State Historic Site, a reconstruction of the town where Lincoln lived as a young man.



Visitation in Springfield is dominated by the Presidential Library and Museum, Lincoln Home National Historic Site, and Lincoln Tomb State Historic Site. In its first year of operation, nearly 550,000 visitors experienced the library and museum, which is four blocks north and west of Lincoln Home National Historic Site.

Other attractions in Springfield include U.S. Route 66; the Illinois State Capitol; the Illinois State Museum; the Vachel Lindsey State Historic Site; war memorials; and the Dana-Thomas State Historic Site, one of the best preserved of Frank Lloyd Wright's early "Prairie" houses.

## NPS OPERATIONS

Situated in the heart of downtown Springfield, Illinois, Lincoln Home National Historic Site consists of a four-square-block restored 1860 neighborhood with 14 historic homes and numerous outbuildings and a modern, 8,400-square-foot visitor center.

A physical fitness room for NPS employees engaged in law enforcement and fire fighting is also in this building. The building also serves as the historic site's living history center.

### STAFFING

The NPS staff totals 41.76 FTE (full-time equivalent) employees — which includes 27.52 permanent staff and 14.24 seasonal staff. The staffing breakdown is as follows:

- Superintendent and Administration: 6 FTE
- Interpretation: 13.74 FTE
- Ranger Activities/Protection: 3.50 FTE
- Maintenance: 15.52 FTE
- Cultural Resources: 3 FTE

### FACILITIES

Administrative and interpretive office functions are centered in the Lyon, Dean, and Beedle houses and two small offices in the visitor center. Curatorial staff occupies the Corneau House. Three other buildings provide curatorial storage space. Law enforcement office functions are based in the Sprigg House. Maintenance operations are dispersed among 11 historic and nonhistoric structures within the historic site, with offices in the Dubois House.

The Conference Center provides meeting and training space for staff, a TelNet communication center, and is available for use by local agencies and community groups.

### LEASING PROGRAM

The Shutt, Robinson, and Cook houses are leased with revenues being returned to the historic site to cover utility and maintenance expenses. The Cook and Robinson houses are leased by the federal General Services Administration for their regional offices, and the Shutt House is leased by U.S. Senator Durbin as his Springfield offices. The annual revenues from these three houses totaled \$94,000 in 2008 dollars.

### PARTNERSHIPS

The Springfield Convention Center and Visitors Bureau coordinates the scheduling of all organized bus tour groups at no cost to the national historic site. The *State Journal Register*, which owns the Great Western Depot (Lincoln Depot) (where Lincoln gave his farewell address to the citizens of Springfield), pays the national historic site to staff and interpret it. The Abraham Lincoln National Heritage Area, which encompasses a 42-county area in Central Illinois (including Lincoln Home National Historic Site), was established in 2008. The historic site works cooperatively with the national heritage area in interpreting the Lincoln story.

## **OTHER NPS SITES COMMEMORATING PRESIDENT ABRAHAM LINCOLN AND HIS FAMILY**

The National Park Service manages five other sites that honor the life of President Abraham Lincoln. All these sites have interpretive programs, exhibits, and activities that highlight and commemorate various aspects of the life and family of President Abraham Lincoln. On a regular basis, NPS managers make formal and informal contacts to coordinate each site's activities to reduce duplication and complement stories told at the other sites. These activities would be encouraged and expanded in alternatives 2, 3, and 4 presented in this plan.

### **ABRAHAM LINCOLN BIRTHPLACE NATIONAL HISTORICAL PARK (KENTUCKY)**

This national historical park protects and preserves the significant resources of the birthplace of Abraham Lincoln. The national historical park commemorates the birth and early life of Abraham Lincoln and interprets the relationship of his background and pioneer environment to his service to the country as president of the United States during the crucial years of the Civil War.

### **LINCOLN BOYHOOD NATIONAL MEMORIAL (INDIANA)**

Lincoln Boyhood National Memorial preserves the site associated with the boyhood and family of President Abraham Lincoln, including a portion of the original Tom Lincoln farm and the nearby gravesite

of President Lincoln's mother, Nancy Hanks Lincoln.

### **MOUNT RUSHMORE NATIONAL MEMORIAL (SOUTH DAKOTA)**

This national memorial commemorates our national history and progress through the visages of Presidents George Washington, Thomas Jefferson, Abraham Lincoln, and Theodore Roosevelt. The sculpture busts of the four presidents are significant as commemorations of each of their efforts in addition to the unique creative endeavor of the carvings themselves.

### **LINCOLN MEMORIAL (DISTRICT OF COLUMBIA)**

The Lincoln Memorial is a tribute to the achievements and values of President Abraham Lincoln and the freedoms in the United States. The memorial is a commemorative monument symbolizing Lincoln's lasting contribution of preserving the Union.

### **FORD'S THEATRE NATIONAL HISTORIC SITE (DISTRICT OF COLUMBIA)**

This national historic site preserves Ford's Theater, where President Abraham Lincoln was shot, and the Peterson House where the president died.

*A. Lincoln*



## *CHAPTER 4* *ENVIRONMENTAL CONSEQUENCES*



## INTRODUCTION

The National Environmental Policy Act (NEPA) and the National Historic Preservation Act (NHPA) require that federal agencies consider the environmental impacts and effects of proposed actions in their decision making. In this case the proposed federal action would be adoption of a general management plan for Lincoln Home National Historic Site. The National Environmental Policy Act uses the word “impact” to describe environmental changes, and the National Historic Preservation Act uses the word “effect” to describe cultural changes. Although these two words may be used interchangeably, the analysis that follows uses these words according to their respective acts. The following portion of this document analyzes the environmental impacts of implementing the four alternatives on cultural resources, the visitor experience, the socioeconomic environment, and NPS operations. The analysis is the basis for comparing the beneficial and adverse impacts of implementing the alternatives.

Because of the general, conceptual nature of the actions described in the alternatives, the impacts of these actions are analyzed in general qualitative terms. Thus, this environmental impact statement should be considered a programmatic analysis. If and when site-specific developments or other actions are proposed for implementation subsequent to this *General Management Plan*, appropriate detailed environmental and cultural compliance documentation will be prepared in accord with the NEPA and National Historic Preservation Act requirements.

This chapter begins with a description of the methods and assumptions used for analyzing each impact topic. Impact analysis discussions are organized by alternative and then by impact topic under each alternative. At the end of the chapter there is a brief discussion of

unavoidable adverse impacts; irreversible and irretrievable commitments of resources, and the relationship of short-term uses of the environment and the maintenance and enhancement of long-term productivity. The impacts of each alternative are briefly summarized at the end of chapter 2 in Table 6: Summary of Key Impacts of Implementing the Alternatives.

## CUMULATIVE IMPACT ANALYSIS

A cumulative impact is described in the Council on Environmental Quality’s regulation 1508.7 as follows:

*Cumulative impacts* are incremental impacts of the action when added to other past, present, and reasonably foreseeable future actions, regardless of what agency (federal or nonfederal) or person undertakes such other action. Cumulative impacts can result from individually minor, but collectively significant, actions taking place over a period of time.

To determine potential cumulative impacts, other projects within and surrounding Lincoln Home National Historic Site were identified. The area includes Sangamon County and the city of Springfield. Projects examined as potential cumulative actions included any planning or development activity that was currently being implemented or that would be implemented in the reasonably foreseeable future. Impacts of past actions were also considered in the analysis.

These actions are evaluated in conjunction with the impacts of each alternative to determine if there would be any cumulative impacts on a particular cultural resource, visitor experience, socioeconomic environment, or

NPS operations. This assessment of cumulative impacts is required under 36 CFR 800.5(1) Criteria of Adverse Effect.

## IMPAIRMENT OF NATIONAL HISTORIC SITE RESOURCES AND UNACCEPTABLE IMPACTS

In addition to determining the environmental consequences of implementing the preferred and other alternatives, *NPS Management Policies 2006* (Section 1.4) requires analysis of potential impacts to determine whether or not proposed actions would impair national historic site resources and values.

The fundamental purpose of the national park system, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve park system resources and values. NPS managers must always seek ways to avoid, or to minimize to the greatest degree practicable, adverse impacts on national historic site resources and values. The laws, however, do give the National Park Service the management discretion to allow impacts on national historic site resources and values when necessary and appropriate to fulfill the purposes of the national historic site, as long as the impact does not constitute impairment of the affected resources and values.

A prohibited impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of national historic site resources and values, including opportunities that otherwise would be present for the enjoyment of those resources or values (*NPS Management Policies 2006* 1.4.5). An impact on any national historic site resource or value may constitute an impairment. An impact would be more likely to constitute an impairment to the extent it affects a resource or value whose conservation is

- necessary to fulfill specific purposes identified in the establishing legislation of the national historic site;
- key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or
- identified as a goal in the national historic site's general management plan or other relevant NPS planning documents.

A determination on impairment is made in this chapter in the conclusion section for each required impact topic related to the national historic site's resources and values. An evaluation of impairment is not required for topics related to visitor use and experience, (unless the impact is resource based), the socio-economic environment, and NPS operations.

The National Park Service also considers whether a proposed action would cause an "unacceptable impact," which *NPS Management Policies 2006* describes as "impacts that fall short of impairment, but are still not acceptable within a particular park's environment."

Should there be an adverse impact on the park's resources or values, the decision maker considers the severity, duration, and timing of the impact; the direct and indirect effects of the impact; and the cumulative effects of the impact in question. Criteria from section 1.4.7.1 of the *Management Policies* would be applied to all minor, moderate, and major impacts to determine if an impact is unacceptable. Decision makers considered these criteria from section 1.4.7.1 and section 8.2: Would any of the impacts individually or cumulatively

- be inconsistent with a park's purpose or values, or impede the attainment of a park's desired future conditions for natural and cultural resources as identified through the park's planning process, or

- create an unsafe or unhealthful 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
  - ✓ the atmosphere of peace and tranquility, or the natural soundscape maintained in wilderness and natural, historic, or commemorative locations in the park, or
  - ✓ NPS concessioner or contractor operations or services



## METHODS AND ASSUMPTIONS FOR ANALYZING IMPACTS

The planning team based the impact analysis and the conclusions in this chapter primarily on review of existing literature and studies, information provided by experts in the National Park Service and other agencies, and national historic site staff insights and professional judgment. The team's method of analyzing impacts is further explained below. It is important to remember that all impacts were assessed with the assumption that mitigative measures have been implemented to minimize or avoid impacts. If mitigative measures described in the "Alternatives Including the Preferred Alternative" chapter were not applied, the potential for resource impacts and the magnitude of those impacts would increase.

Director's Order 12, "Conservation Planning, Environmental Impact Analysis, and Decision Making," presents an approach to identifying the duration (short or long term), type (adverse or beneficial), and intensity or magnitude of the impact(s), and that approach has been used in this document. A short-term impact would last less than one year.

Direct and indirect effects caused by an action were considered in the analysis. Direct effects are caused by an action and occur at the same time and place as the action. Indirect effects are caused by the action and occur later in time or farther removed from the place, but are still reasonably foreseeable.

The impacts of the action alternatives describe the *difference between* implementing the no-action alternative (1) and implementing the action alternatives (2, 3, and 4). To understand a complete "picture" of the impacts of implementing any of the action alternatives, the reader must also take into consideration the impacts that would

occur under the no-action alternative as well as actions common to all action alternatives.

## CULTURAL RESOURCES

Potential impacts on historic structures, archeological resources, and cultural landscapes either listed in or are eligible to be listed in the National Register of Historic Places were identified and evaluated in accordance with the National Environmental Policy Act (NEPA) and the Advisory Council on Historic Preservation's regulations implementing Section 106 of the National Historic Preservation Act (36 CFR 800, *Protection of Historic Properties*).

Under the advisory council's regulations, a determination of either *adverse effect* or *no adverse effect* must also be made for affected national register-listed or national register-eligible cultural resources. An *adverse effect* occurs whenever an impact alters — directly or indirectly — any characteristic of a cultural resource that qualifies it for inclusion in the national register; the impact diminishes the integrity (or the extent to which a resource retains its historic appearance) of its location, design, setting, materials, workmanship, feeling, or association. Adverse effects also include reasonably foreseeable effects caused by the alternatives that would occur later in time, be farther removed in distance, or be cumulative (36 CFR 800.5, *Assessment of Adverse Effects*). A determination of *no adverse effect* means there is an effect, but the effect would not diminish the characteristics of the cultural resource that qualify it for inclusion in the national register.

## Definitions of Intensity Levels

- **Negligible** — Impact is at the lowest levels of detection. The determination of effect for Section 106 would be no adverse effect.
- **Minor Adverse** — Alteration of a feature(s) would not diminish the overall integrity of the resource. The determination of effect for Section 106 would be no adverse effect.
- **Moderate Adverse** — Alteration of a feature(s) would diminish the overall integrity of the resource. The determination of effect for Section 106 would be adverse effect. A memorandum of agreement (MOA) is executed among the National Park Service and applicable state or tribal historic preservation officer and, if necessary, the Advisory Council on Historic Preservation, in accordance with 36 CFR 800.6(b) in order to minimize or mitigate adverse effects.
- **Major Adverse** — Alteration of a feature(s) would diminish the overall integrity of the resource. The determination of effect for Section 106 would be adverse effect. Measures to minimize or mitigate adverse impacts cannot be agreed on, and the National Park Service and applicable state or tribal historic preservation officer and/or Advisory Council on Historic Preservation are unable to negotiate and execute a memorandum of agreement in accordance with 36 CFR 800.6(b). Measures identified in the memorandum of agreement would minimize or mitigate adverse impacts reduce the intensity of impact under the National Environmental Policy Act from major to moderate. An adverse effect that is mitigated, however, remains an adverse effect.

## MUSEUM COLLECTIONS

Museum collections (prehistoric and historic objects, artifacts, works of art, archival documents, and natural history specimens) that are generally ineligible for listing in the national register are not subject to Section 106 of the National Historic Preservation Act. Potential impacts on museum collections are described in terms of duration — short-term (less than one year), long term (one year or longer), or permanent. Identified impacts are also described in terms of intensity (the degree or severity of impacts is either negligible, minor, moderate, or major). The definitions of impact intensity for museum collections follow:

- **Negligible** — Impact is at the lowest levels of detection — barely measurable with no perceptible consequences, either adverse or beneficial, to museum collections.
- **Minor** — Would affect the integrity of few items in the museum collection but would not degrade the usefulness of the collection for future research and interpretation.
- **Moderate** — Would affect the integrity of many items in the museum collection and diminish the usefulness of the collection for future research and interpretation.
- **Major** — Would affect the integrity of most items in the museum collection and destroy the usefulness of the collection for future research and interpretation.

## VISITOR EXPERIENCE

This impact analysis considers various aspects of visitor use and experience at Lincoln Home National Historic Site, including the effects on the general quality of the visitor experience, the overall range of visitor opportunities, and the comprehensiveness of interpretive opportunities. The

analysis is based on how visitor use and experiences would change in the different management zones.

Impacts on visitor use and experience were determined considering the best available information, including visitor use data, opinions from neighbors, and information provided by NPS staff. This information was supplemented by data gathered through public involvement during this planning process.

For analysis purposes, impact duration, intensities, and types for visitor experience impact topics were defined as follows:

- **Negligible** — Visitors would likely be unaware of any impacts associated with implementing the alternative.
- **Minor** — Changes in visitor use and/or experience would be slight but detectable, would affect few visitors, and would not appreciably limit or enhance experiences identified as fundamental to the national historic site's purpose and significance.
- **Moderate** — Some characteristics of visitor use and/or experience would change, and many visitors would likely be aware of the impacts associated with implementation of the alternative; some changes to experiences identified as fundamental to the national historic site's purpose and significance would be apparent.
- **Major** — Multiple characteristics of visitor experience would change, including experiences identified as fundamental to national historic site purpose and significance; most visitors would be aware of the impacts associated with implementation of the alternative.

## SOCIOECONOMIC ENVIRONMENT

The National Park Service applied logic, experience, professional expertise, and professional judgment to analyze the impacts on the social and economic situation resulting from implementing actions proposed in each alternative. Economic data, historic visitor use data, expected future visitor use, and future developments of the national historic site were all considered in identifying, discussing, and evaluating expected impacts.

Assessments of potential socioeconomic impacts were based on comparisons between the no-action alternative and each of the action alternatives.

- **Negligible** — Impacts on socioeconomic conditions would be below or at the level of detection. There would be no noticeable change in any defined socioeconomic indicators.
- **Minor** — Impacts on socioeconomic conditions would be slight but detectable.
- **Moderate** — Impacts on socioeconomic conditions would be readily apparent and result in changes to socioeconomic conditions on a local scale.
- **Major** — Impacts on socioeconomic conditions would be readily apparent, resulting in demonstrable changes to socioeconomic conditions in the region.

NPS policy calls for the impacts of the alternatives to be characterized as being beneficial, or adverse in nature. With respect to economic and social impacts, few standards or clear definitions exist as to what constitute beneficial or positive changes, and those considered adverse or negative. For example, rising unemployment is generally perceived as adverse, while increases in job opportunities and average per capita personal income are regarded as beneficial. In many instances, however, changes viewed as favorable by some members of a

community are seen as unfavorable by others. For example, the impact of growth on housing markets and values may be seen as favorable by construction contractors and many homeowners, but adverse by renters and by local government officials and community groups concerned with affordability. Consequently, some social and economic impacts of the alternatives may be described in such a manner to allow the individual reviewer to determine whether they would be beneficial or adverse (impact is indeterminate with respect to “type”).

## **NPS OPERATIONS**

The impact analysis evaluated the impacts of the alternatives on the following aspects of NPS operations, including staffing, infrastructure, visitor facilities, and services.

The analysis was conducted in terms of how NPS operations and facilities might vary under the different management alternatives. The analysis is qualitative rather than quantitative because of the conceptual nature of the alternatives. Consequently professional judgment was used to reach reasonable conclusions as to the intensity, duration, and type of potential impact.

- **Negligible** —The impact would be at or below the lower levels of detection, and would not have an appreciable impact on NPS operations.
- **Minor** — The impacts would be detectable, but would be of a magnitude that would not have an appreciable impact on NPS operations.
- **Moderate** —The impacts would be readily apparent and would result in a substantial change in NPS operations in a manner noticeable to staff and the public.
- **Major** — The impacts would be readily apparent and would result in a substantial change in NPS operations in a manner noticeable to staff and the public and be markedly different from existing operations.

**Type of Impact.** Beneficial impacts would improve NPS operations and/or facilities. Adverse impacts would negatively affect NPS operations and/or facilities and could hinder the staff’s ability to provide adequate services and facilities to visitors and staff. Some impacts could be beneficial for some operations or facilities and adverse or neutral for others.

## IMPACTS OF IMPLEMENTING ALTERNATIVE 1, THE NO-ACTION ALTERNATIVE

### CULTURAL RESOURCES

#### Historic Structures

Under the no-action alternative, existing structures would be maintained as necessary to preserve their historic character and integrity. All stabilization and preservation efforts, as well as daily, cyclical, and seasonal maintenance, would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995). Any materials removed during restoration efforts would be evaluated to determine their value to the national historic site's museum collections and/or for their use in guiding future preservation work at the site. Stabilization, preservation, or restoration of historic houses would result in long-term, negligible to minor, beneficial impacts on the historic structures.

**Cumulative Impacts.** Over the years historic structures in the national historic site have been adversely impacted by natural processes such as weathering and wear and tear associated with aging.

Past development in the national historic site, including the removal of historic structures and the installation of maintenance operations in historic buildings, also adversely affected historic structures by removing historic elements and introducing incompatible uses to remaining historic structures, resulting in long-term, moderate, adverse impacts on historic structures.

As described above, implementation of alternative 1 (no action alternative) would result in long-term, negligible to minor, beneficial impacts on the historic structures. Yet, due to the adverse impacts of other past,

present, or reasonably foreseeable actions the cumulative impact would be long term, minor to moderate, and adverse. Alternative 1, however, would not contribute any adverse impacts to those adverse cumulative impacts.

**Conclusion.** Implementation of alternative 1 (no action alternative) would result in long-term, negligible to minor, beneficial impacts on historic structures. Cumulative impacts would be long term, minor to moderate, and adverse. Alternative 1 would not contribute any new adverse impacts to the adverse cumulative impacts.

Because there would be no major adverse impacts to a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general management plan or other relevant NPS planning documents, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of the no-action alternative would have *no adverse effect* on historic structures.

#### Archeological Resources

Continued management strategies under the no-action alternative would be expected to

have permanent, negligible adverse impacts on archeological resources. Additional archeological surveys and/or monitoring would precede any ground disturbance associated with stabilization of the historic homes. In the extremely unlikely event that effects on such resources could not be avoided, an appropriate mitigation strategy would be developed in consultation with the Illinois state historic preservation officer.

**Cumulative Impacts.** Past actions in the national historic site adversely impacted archeological resources at Lincoln Home. These actions included the restoration of the Lincoln Home; removal of existing modern homes in the historic core; construction of the visitor center, conference center, Lincoln Barn and Carriage House, Carrigan Barn, and Arnold Barn; relocation of the Arnold and Corneau houses to their historic locations; stabilization/rehabilitation and/or restoration of the Beedle, Lyon, Dean, Sprigg, Dubois, Shutt, Robinson, Cook, and Morse houses; and installation of fences and boardwalks. These actions resulted in permanent, moderate, and adverse impacts.

As described above, implementation of alternative 1 (no-action alternative) would result in permanent, negligible adverse impacts on archeological resources. Combined with the permanent, moderate, adverse impacts of other past, present or reasonably foreseeable actions, the cumulative impact would be permanent, moderate, and adverse. Implementation of alternative 1 would only contribute a very small component to the overall adverse cumulative impact.

**Conclusion.** Implementation of alternative 1 (no-action alternative) would result in permanent, negligible, adverse impacts on archeological resources. Cumulative impacts would be permanent, moderate, and adverse. Any adverse impacts on archeological resources resulting from implementation of

alternative 1 would be a very small component of the adverse cumulative impact. There would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general management plan or other relevant NPS planning documents. Thus, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of the no-action alternative would have *no adverse effect* on archeological resources.

In the extremely unlikely event that adverse effects on archeological resources that are listed in or are eligible for listing in the national register could not be avoided, a memorandum of agreement, in accordance with 36 CFR Part 800.6, *Resolution of Adverse Effects*, would be negotiated between Lincoln Home National Historic Site and the Illinois state historic preservation officer (and/or the Advisory Council on Historic Preservation, if necessary). The memorandum of agreement would stipulate how the adverse effects would be mitigated.

### **Cultural Landscapes**

Under the no-action alternative, existing cultural landscape management actions, including maintenance of the remaining historic homes in the national register historic district and maintenance of streets, boardwalks, historic fence lines, and plantings would continue. All stabilization

efforts, as well as daily, cyclical, and seasonal maintenance, would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995). Stabilization and maintenance of historic houses and the maintenance of other landscape features would have long-term, negligible, beneficial impacts on cultural landscapes.

**Cumulative Impacts.** Over the years the cultural landscape has been affected by a number of actions, both before and after establishment of the national historic site. Actions that resulted in beneficial impacts on the landscape include rehabilitation and/or restoration of historic structures, movement of the historic Arnold and Corneau houses to their original locations, and the rehabilitation of circulation patterns such as streets and boardwalks. Actions that resulted in adverse impacts on the landscape include the deterioration or removal of historic structures, construction of nonhistoric replicas of historic elements such as fence lines and outbuildings, and the construction of the visitor center and conference center. The beneficial and adverse impacts resulted in long-term, minor, and adverse impacts.

As described above, the potential effects associated with implementation of alternative 1 (no action alternative) would result in long-term, negligible, beneficial impacts to the national historic site's cultural landscape. The negligible beneficial impacts of alternative 1, in combination with the long-term, minor, and adverse impacts of other past, present, and reasonably foreseeable future actions, would result in a long-term, minor, and adverse cumulative impact on the cultural landscape. Alternative 1, however, would not contribute to the overall adverse cumulative impacts.

**Conclusion.** Implementation of alternative 1 (no-action alternative) would result in long-term, negligible, beneficial impacts on the cultural landscapes. Alternative 1 would

not contribute any adverse impacts to the overall long-term, minor, and adverse cumulative impacts.

Because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general management plan or other relevant NPS planning documents, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of the no-action alternative would have *no adverse effect* on cultural landscapes.

### Museum Collections

Under the no-action alternative, there would be no changes to existing management practices for the national historic site's museum and archival collections. The current facilities require that collections be split between the two facilities at the national historic site and the NPS Midwest Archeological Center. The facilities are inadequate in that they allow no room for growth. The national historic site could not acquire additional artifacts or store any obtained from future restoration projects, nor could it store the Midwest Archeological Center's portion of its collection if this center required the national historic site to take back that portion of the collection. However, the current level of environmental, security, and fire protection standards in the facilities is adequate. This situation would continue to

have long-term, negligible, beneficial, impacts on collections.

**Cumulative Impacts.** Past actions in the national historic site, such as the collection of artifacts through archeological research, acquisition of artifacts and archival materials, and development of the current curatorial space, have had long-term, minor, beneficial impacts on the museum collections at Lincoln Home National Historic Site. However, because this alternative would have no new impacts, it would not contribute to past, ongoing, or reasonably foreseeable future actions and there would be no cumulative impacts on the museum collections.

**Conclusion.** Continued management under the no-action alternative would result in long-term, negligible and beneficial impacts on museum collections. There would be no cumulative impacts, and there would be no impairment of the national historic site's resources and values.

## VISITOR EXPERIENCE

Under the no-action alternative, visitors would continue to experience the national historic site through tours of the Lincoln Home and seeing the films and exhibits in the visitor center and the exhibits in the Dean and Arnold houses, as well as the Lincoln-era neighborhood. These activities would result in long-term, minor, beneficial impacts on the visitor experience.

### Cumulative Impacts

Past actions in the national historic site affecting visitor experience include the deeding of the Lincoln Home for public use and enjoyment; restoration of structures and other elements of the historic neighborhood; acquisition of the museum collection; construction of the visitor center; and develop-

ment of the films, exhibits, and other interpretive media — all of which have had a long-term beneficial impact on the visitor experience. Other factors, such as the presence of Lincoln-related sites in Springfield and development of the Abraham Lincoln Presidential Library and Museum, have also influenced the overall visitor experience. The impacts of the above actions, together with impacts of alternative 1, would result in long-term, moderate, beneficial cumulative impacts. Alternative 1 would contribute a relatively small increment to the overall cumulative impact.

### Conclusion

Continued management under the no-action alternative would result in long-term, minor, beneficial impacts on the visitor experience at the national historic site. There would be moderate, beneficial cumulative impacts. Alternative 1 would contribute a relatively small increment to the overall cumulative impact.

## SOCIOECONOMIC ENVIRONMENT

Continuation of the current management of Lincoln Home National Historic Site would not result in any appreciable additional impacts on the socioeconomic environment of Sangamon County and the city of Springfield. Continuation of NPS operations in the historic district would result in long-term, negligible, beneficial impacts on the local economy.

### Cumulative Impacts

A number of past, present, and reasonably foreseeable actions have affected or are likely to affect the socioeconomic environment of Sangamon County and the city of Springfield. These include establishment of Lincoln Home National Historic Site; the



resulting improvement to the site and addition of NPS employees to the labor force; tourism generated by the national historic site; establishment of the Abraham Lincoln Presidential Library and Museum and the increase in regional visitation; and the increase in visitation associated with the Abraham Lincoln Bicentennial celebration of his birth that began in 2009. This visitation would result in short-term, minor adverse impacts on the socioeconomic environment. These past, present, and reasonably foreseeable actions would have an overall, long-term, moderate, beneficial impact.

The actions under the no-action alternative would contribute a very small beneficial component to the overall long-term, moderate, beneficial cumulative impacts on the socioeconomic environment.

### **Conclusion**

Continued management under the no-action alternative would result in a long-term, negligible, beneficial impact on the local socioeconomic environment. There would be long-term, moderate, beneficial cumulative impacts on the socioeconomic environment.

### **NPS OPERATIONS**

Under the no-action alternative, current management strategies would continue to guide operations and administration at the national historic site. Administrative and interpretive offices would continue to occupy the Lyon, Dean, and Beedle houses and two small offices in the visitor center.

Law enforcement operations would remain based in the Sprigg House. Curatorial staff would remain in the Corneau House, with curatorial storage remaining in three other buildings. Maintenance operations would remain dispersed among 14 historic and nonhistoric structures within the national historic site and with offices in the Dubois House. There would be no increases in staffing levels. The leasing program would remain limited to three houses in the national register historic district. These actions would continue to result in long-term, minor to moderate, adverse impacts on operations.

### **Cumulative Impacts**

No past, ongoing, or reasonably foreseeable future actions by others would, in combination with the impacts just described, result in cumulative impacts on NPS operations. Therefore, there would be no cumulative impacts on NPS operations under alternative 1.

### **Conclusion**

Continued management under the no-action alternative would result in long-term, minor to moderate, adverse impacts on NPS operations. This would be because of ongoing inefficiencies resulting from dispersed operations, communications, and facilities. Existing lease revenues would continue to reduce annual operating costs. There would be no cumulative impacts on NPS operations.

## IMPACTS OF IMPLEMENTING ALTERNATIVE 2, THE PREFERRED ALTERNATIVE

### CULTURAL RESOURCES

#### Historic Structures

Under the preferred alternative, the remaining historic homes in the historic district zones would be rehabilitated or restored. All stabilization, rehabilitation, preservation, and restoration efforts, as well as daily, cyclical, and seasonal maintenance, would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995). Any materials removed during rehabilitation or restoration efforts would be evaluated to determine their value to the national historic site's museum collections and/or for their comparative use in future preservation work at the site. Stabilization, rehabilitation, preservation, or restoration of historic houses would have long-term, negligible to minor, beneficial impacts on historic structures.

Historic structures could suffer wear and tear from increased visitation or the leasing program, but monitoring the user capacity of historic structures could result in the imposition of visitation levels or other constraints that would contribute to the stability or integrity of the resources without unduly hindering interpretation for visitors or other uses. Few, if any, adverse impacts would be anticipated.

As appropriate, lease agreements under the leasing program would require NPS staff to maintain and repair the historic structures in accordance with applicable *Secretary of the Interior's Standards* and other NPS policies, guidelines, and standards. No adverse impacts would be expected.

**Cumulative Impacts.** Over the years historic structures in the national historic site have been adversely affected by natural processes such as weathering and wear and tear associated with aging. Past development in the national historic site, including the installation of maintenance operations in historic buildings, also adversely affected historic structures. Together, these past actions resulted in long-term, minor to moderate, adverse impacts on historic structures.

As described above, implementation of alternative 2 (preferred alternative) would result in long-term, negligible to minor, beneficial impacts on the historic structures. Combined with the long-term, minor to moderate adverse impacts of other past, present or reasonably foreseeable actions the cumulative impact would be long-term, minor, and adverse. Alternative 2, however, would not contribute any new adverse impacts to that adverse cumulative impact.

**Conclusion.** Implementation of alternative 2 (the preferred alternative) would result in long-term, negligible to minor, beneficial impacts on historic structures. Cumulative impacts would be long-term, minor, and adverse. Alternative 2 would not contribute any new adverse impacts to the overall adverse cumulative impact.

Because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general

management plan or other relevant NPS planning documents, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of the preferred alternative would have *no adverse effect* on historic structures.

### Archeological Resources

As required, archeological studies would precede any ground disturbance associated with excavation and construction of contemporary buildings, restoration and/or rehabilitation of historic structures, foundation outlines, the development of new curatorial and maintenance facilities, and/or the installation of wayside exhibits or other media.

Construction of contemporary buildings at the Carrigan, Brown, and Burch properties would almost certainly affect known archeological resources because of the relatively shallow depth of several intact features associated with the original houses. If adverse impacts to those resources could not be avoided during construction, an appropriate archeological data recovery plan would be developed in consultation with the Illinois state historic preservation officer. Construction of a contemporary structure on the Brown lot must be preceded by archeological inventory and evaluative testing, because no archeological investigations have been conducted there to date, and the nature and condition of the original resource is entirely unknown. Additional archeological inventory and evaluation would precede any ground disturbance associated with restoration of the standing historic homes. The construction of foundation outlines on other house lots around the national historic site

would pose a very low risk of impact on intact archeological resources, presuming a relatively shallow depth of ground disturbance would be involved. All ground disturbances would be monitored by a professional archeologist. The preferred alternative would result in permanent, major adverse impacts on archeological resources at the Burch and Carrigan lots and would likely result in permanent, major adverse impacts on archeological resources at the Brown lot. These impacts would result in an overall, minor, adverse impact on archeological resources in the national historic site.

**Cumulative Impacts.** Past actions in the national historic site adversely affected archeological resources at the national historic site. These actions include restoration of the Lincoln Home; removal of existing historic and modern homes from the historic landscape; construction of the visitor center, conference center, Lincoln Barn, and Carriage House, Carrigan Barn, and Arnold Barn; relocation of the Arnold and Corneau houses to their historic locations; stabilization/rehabilitation and/or restoration of the Beedle, Lyon, Dean, Sprigg, Dubois, Shutt, Robinson, Cook, and Morse houses; and installation of fences and boardwalks. These actions have resulted in permanent, moderate, adverse impacts.

As described above, implementation of alternative 2 (preferred alternative) would result in overall, minor adverse impacts on archeological resources. Combined with the permanent, moderate, adverse impacts of other past, present, or reasonably foreseeable actions, the cumulative impacts would be permanent, moderate, and adverse. Adverse impacts on archeological resources resulting from implementing alternative 2 would contribute a measureable component to the overall adverse cumulative impact.

**Conclusion.** The preferred alternative would result in overall, minor, adverse impacts on archeological resources

Cumulative impacts would be permanent, moderate, and adverse. Adverse impacts on archeological resources resulting from implementing alternative 2 would contribute a measureable component to the overall adverse cumulative impacts.

There would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general management plan or other relevant NPS planning documents. Thus, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of the preferred alternative would have *no adverse effect* overall on archeological resources.

In the extremely unlikely event that adverse effects on archeological resources that are listed in or are eligible for listing in the national register could not be avoided, a memorandum of agreement, in accordance with 36 CFR Part 800.6, *Resolution of Adverse Effects*, would be negotiated between Lincoln Home National Historic Site and the Illinois state historic preservation officer (and/or the Advisory Council on Historic Preservation, if necessary). The memorandum of agreement would stipulate how the adverse effects would be mitigated.

### **Cultural Landscapes**

Under the preferred alternative, existing cultural landscape management actions,

such as the rehabilitation and/or restoration of the remaining historic homes in the historic district zones and maintenance of streets, boardwalks, historic fence lines, and plantings would occur. These actions, combined with the removal or reduction of incompatible uses in the historic district such as maintenance functions, would result in long-term, minor to moderate, beneficial impacts on the landscape.

Removal of maintenance operations and employee parking from the historic district zones would diminish modern intrusions into the cultural landscape. Construction of contemporary buildings on the Brown, Burch, and Carrigan lots and foundation outlines on the remaining vacant lots would introduce nonhistoric elements into the landscape, a long-term, negligible to minor, adverse impact. The topography, circulation features, and land use patterns of the existing landscape would remain largely unaltered.

Together, the resulting impacts would be long term, minor, and beneficial.

All stabilization, preservation, and restoration efforts, as well as daily, cyclical, and seasonal maintenance, would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995). Stabilization, preservation, rehabilitation, and/or restoration of historic houses and the maintenance of other landscape features would have no adverse impacts on cultural landscapes.

**Cumulative Impacts.** Over the years the cultural landscape has been affected by a number of actions, both before and after establishment of the national historic site. Actions that resulted in beneficial impacts on the landscape include rehabilitation and/or restoration of historic structures, movement of the historic Arnold and Corneau houses to their original historic locations, and the rehabilitation of circulation patterns such as

streets and boardwalks. Actions that resulted in adverse impacts on the landscape include the deterioration or removal of historic structures, construction of nonhistoric elements such as fence lines and outbuildings, and the construction of the visitor center and conference center. The resulting impacts have been long term, minor, and adverse.

As described above, implementing alternative 2 would result in no long-term, minor, beneficial impacts on cultural landscapes. Combined with the long-term, minor, adverse impacts of other past, ongoing, or reasonably foreseeable actions, the cumulative impacts on the cultural landscape would be long term, negligible, and beneficial. Alternative 2, however, would contribute an appreciable component to these beneficial cumulative impacts.

**Conclusion.** Implementation of alternative 2 (the preferred alternative) would result in long-term, minor beneficial impacts on the cultural landscapes. The cumulative impacts would be long term, negligible, and beneficial. Alternative 2 would contribute an appreciable component to these beneficial cumulative impacts.

Because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general management plan or other relevant NPS planning documents, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part

800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of the preferred alternative would have *no adverse effect* on cultural landscapes.

### Museum Collections

Under the preferred alternative, the national historic site's museum and archival collections would be consolidated in a new facility. This new facility would provide greater curatorial storage capacity, enhance operational efficiency, and provide a greater level of protection for the collection. The new facility would also enable the national historic site to acquire additional artifacts and store the Midwest Archeological Center's portion of its collection if the center required the national historic site to take back that portion of the collection. The national historic site's museum collections would be acquired, accessioned and cataloged, preserved, protected, and made available for access and use according to NPS standards and guidelines. This would result in long-term, minor to moderate, beneficial impacts on collections.

**Cumulative Impacts.** Past actions in the national historic site, such as the collection of artifacts through archeological research, restoration/rehabilitation projects, acquisition of artifacts and archival materials, and development of the current curatorial space, have had long-term, minor, beneficial impacts on the museum collections at Lincoln Home National Historic Site.

As described above, implementation of alternative 2 (preferred alternative) would result in long-term, minor to moderate, beneficial impacts on museum collections. Combined with the long-term, minor, beneficial impacts of other past, present or reasonably foreseeable actions, the cumulative impact would be long term, moderate, and beneficial. Alternative 2

would contribute a substantial beneficial increment to the cumulative impact.

**Conclusion.** The preferred alternative would result in long-term, minor to moderate, beneficial impacts on museum collections. Cumulative impacts would be long term, moderate, and beneficial. Alternative 2 would contribute substantially to these cumulative beneficial impacts.

This would not constitute an impairment of these resources.

## VISITOR EXPERIENCE

Under the preferred alternative, a number of actions in addition to the existing opportunities described in the impacts for alternative 1 would enhance the visitor experience. Restoration of the Lincoln lot, construction of contemporary structures on the Brown, Burch, and Carrigan lots, and rehabilitation of other lots in the historic district would enhance visitor understanding, sense, and appreciation of the visual relationship of the scale, mass, and density among structures in the historic Lincoln neighborhood. Visitors would have a better sense of what Lincoln saw at the core of the site. Expanded technology and interpretive programs — such as living history programs, curriculum-based educational programs, and self-guided tours of the neighborhood — would broaden the opportunities available to visitors to explore the neighborhood and the Lincoln story on their own. Converting the conference center into an educational center, expansion of the visitor center, and developing a new restroom facility with drinking fountains would also enhance visitor comfort and enjoyment of the site. The removal of incompatible activities such as maintenance operations would enhance the visitor's sense of retreat from the modern world. These actions would result in a long-term, moderate, beneficial impact on the visitor experience.

## Cumulative Impacts

Past actions in the national historic site affecting visitor experience include the donation and acquisition of the Lincoln Home for public use and enjoyment; restoration of structures and other elements of the historic neighborhood; acquisition of the museum collection; construction of the visitor center; and development of the films, exhibits, and other interpretive media — all of which have had a long-term, moderate, beneficial impact on the visitor experience. Other factors, such as the presence of Lincoln-related sites in Springfield and development of the Abraham Lincoln Presidential Library and Museum, have also influenced the overall visitor experience. Combined with the long-term, moderate, beneficial impacts of alternative 2, the cumulative impacts would be long term, major, and beneficial. The actions resulting from implementing the preferred alternative would contribute a substantial beneficial component to the overall cumulative impacts on the visitor experience.

## Conclusion

Management under the preferred alternative would result in long-term, moderate, beneficial impacts on the visitor experience at the national historic site. Overall cumulative impacts would be long term, major, and beneficial. Implementing the preferred alternative would contribute a substantial beneficial component to the overall cumulative impacts on the visitor experience.

## SOCIOECONOMIC ENVIRONMENT

Under the preferred alternative, management of the national historic site would undertake a number of actions that could result in appreciable impacts on the socioeconomic environment of Sangamon County and the city of Springfield. These

actions include restoring the remaining historic structures in the historic district; restoring the Lincoln lot and constructing contemporary buildings on the Brown, Burch and Carrigan lots; placing foundation outlines and period landscaping on the remaining vacant lots; converting the conference center into an educational center; remodeling the existing visitor center and constructing an additional new visitor comfort station; constructing new curatorial and maintenance facilities for the site; a boundary adjustment to expand the national historic site's boundaries; and expansion of the site's interpretive program, which could result in increased visitation and some impact on local tourism. Employment and spending related to the construction activities at the national historic site would have a long-term, minor to moderate, beneficial impact on the local economy. This would be offset to a small degree by the fact the land acquired in the boundary adjustment would be removed from the local property tax rolls, but construction of a new NPS facility on South Ninth Street appropriately designed for this urban context, would contribute to civic improvements in this area. Overall, these actions would result in a long-term, minor, beneficial impact on the socioeconomic environment.

### **Cumulative Impacts**

A number of past, present, and reasonably foreseeable actions have affected or are likely to affect the socioeconomic environment of Sangamon County and the city of Springfield. These include the establishment of Lincoln Home National Historic Site and the resulting improvement to the site and the addition of NPS employees to the labor force; tourism generated by the national historic site; establishment of the Abraham Lincoln Presidential Library and Museum and increase in regional visitation; and the increase in visitation associated with the Abraham Lincoln Bicentennial celebration

of his birth that began in 2009. Overall, these impacts would be long term, moderate, and beneficial.

These long-term, moderate, and beneficial actions by others, combined with the long-term, minor, beneficial impact of actions proposed in the preferred alternative, would result in long-term, moderate, beneficial cumulative impacts. The actions under the preferred alternative would contribute an appreciable beneficial component to the overall long-term, moderate, beneficial cumulative impacts on the socioeconomic environment.

### **Conclusion**

Management under the preferred alternative would result in a long-term, minor, beneficial impact on the regional socioeconomic environment. Cumulative impacts would be long term, moderate and beneficial. The actions under the preferred alternative would contribute an appreciable beneficial component to these beneficial cumulative impacts on the socioeconomic environment.

### **NPS OPERATIONS**

Under the preferred alternative, most administrative functions for the national historic site would be consolidated in the rehabilitated Stuve House and Stuve Carriage House. Curatorial functions and storage would be consolidated and moved into a new facility constructed in the southeast corner of the existing national historic site boundary. Maintenance operations would move to a new consolidated facility in the expanded site boundary south of Edwards Street; employee parking would also move to this area. The consolidation of NPS operations would allow expansion of the leasing program to a total of five additional houses (for a total of eight houses), resulting in increased lease revenues and

reduced annual operating costs for the five additional leased historic houses. The expansion of the visitor center would enhance efficiency in this facility. These actions would result in long-term, moderate, beneficial impacts on operations.

### **Cumulative Impacts**

No past, ongoing, or reasonably foreseeable future actions by others would, in combination with the impacts just described, result in cumulative impacts on NPS operations.

### **Conclusion**

Management under the preferred alternative would result in long-term, moderate, beneficial impacts on NPS operations. This would be due to increased efficiencies resulting from consolidated administrative operations and development of modern, efficient facilities for maintenance and curatorial operations. In addition, increased lease revenues would reduce annual operating costs for the five additional leased historic houses.

There would be no cumulative impacts on NPS operations.



## IMPACTS OF IMPLEMENTING ALTERNATIVE 3

### CULTURAL RESOURCES

#### Historic Structures

Under this alternative, remaining historic homes in the historic district would be rehabilitated or restored. All stabilization, preservation, rehabilitation, and/or restoration efforts, as well as daily, cyclical, and seasonal maintenance, would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995). Any materials removed during rehabilitation or restoration efforts would be evaluated to determine their value to the national historic site's museum collections and/or for their use in guiding future preservation work at the site. Stabilization, rehabilitation, preservation, or restoration of historic houses and the removal of incompatible uses such as maintenance operations from historic structures would have long-term, negligible to minor, beneficial impacts on historic structures.

Historic structures could suffer wear and tear from increased visitation or the leasing program, but monitoring the user capacity of historic structures could result in the imposition of visitation levels or other constraints that would contribute to the stability or integrity of the resources without unduly hindering interpretation for visitors or other uses. Few, if any, adverse impacts would be anticipated.

As appropriate, lease agreements under the leasing program would require NPS staff to maintain and repair the historic structures in accordance with applicable *Secretary of the Interior's Standards* and other NPS policies, guidelines, and standards. No adverse impacts would be expected.

**Cumulative Impacts.** Over the years historic structures in the national historic site have been adversely affected by natural processes such as weathering and wear and tear associated with aging. Some modern structures were removed when the National Park Service took over management of the site. Past development in the national historic site, including the installation of maintenance operations in historic buildings, also adversely affected historic structures. Together, these past actions resulted in long-term, minor to moderate, adverse impacts on historic structures.

As described above, implementation of alternative 3 would result in long-term, negligible to minor, beneficial impacts on the historic structures. Combined with the long-term, minor to moderate, adverse impacts of other past, present or reasonably foreseeable actions the cumulative impact would be long term, minor, and adverse. Alternative 3, however, would not contribute any new adverse impacts to those adverse cumulative impacts.

**Conclusion.** Implementation of alternative 3 would result in long-term, negligible to minor, beneficial impacts on historic structures. Cumulative impacts would be long term, minor, and adverse. Alternative 3 would not contribute any new adverse impacts to the adverse cumulative impacts.

Because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general

management plan or other relevant NPS planning documents, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of alternative 3 would have *no adverse effect* on historic structures.

### **Archeological Resources**

As required, archeological studies would precede any ground disturbance associated with excavation and construction of contemporary buildings, restoration and/or rehabilitation of historic structures, foundation outlines, development of new maintenance and curatorial facilities, and the installation of wayside exhibits or other media.

Construction of contemporary buildings on the Burch and Carrigan lots would almost certainly affect known archeological resources because of the relatively shallow depth of several intact features associated with the original houses. Construction of contemporary buildings on the Worthen, Niles, Bugg, Irwin, Roll, Jenkins and Brown lots would likely affect archeological resources. If adverse impacts on those resources could not be avoided during construction, an appropriate archeological data recovery plan would be developed in consultation with the Illinois state historic preservation officer. Construction of contemporary buildings on the Worthen, Niles, Bugg, Irwin, Roll, Jenkins and Brown lots must be preceded by archeological inventory and evaluative testing, because no archeological investigations have been conducted there to date, and the nature and condition of the original resource is entirely unknown. Additional archeological inventory and evaluation would precede any

ground disturbance associated with restoration of the standing historic homes. The construction of foundation outlines on other house lots around the national historic site would pose a very low risk of impact on intact archeological resources, presuming a relatively shallow depth of ground disturbance would be involved. Depending on the level of accuracy desired in the outlines, archeological research might contribute to that effort. All ground disturbances would be monitored by a professional archeologist.

Overall, this alternative would result permanent, moderate to major, adverse impacts on archeological resources.

**Cumulative Impacts.** Past actions in the national historic site adversely affected archeological resources at Lincoln Home. These actions include restoration of the Lincoln Home; removal of existing modern and historic homes from the historic landscape; construction of the visitor center, conference center, Lincoln Barn and Carriage house, Carrigan Barn, and Arnold Barn; relocation of the Corneau and Arnold houses to their historic locations; stabilization/rehabilitation and/or restoration of the Beedle, Lyon, Dean, Sprigg, Dubois, Shutt, Robinson, Cook, and Morse houses; and installation of fences and boardwalks. These actions resulted in long-term, moderate, adverse impacts.

As described above, implementation of alternative 3 would result in permanent, moderate to major, adverse impacts on archeological resources. Combined with the adverse impacts of other past, present or reasonably foreseeable actions, the cumulative impact would be permanent, major, and adverse. Any adverse impacts on archeological resources resulting from implementation of alternative 3 would be a substantial component of the adverse cumulative impact.

**Conclusion.** Alternative 3 would result in permanent, moderate to major, adverse impacts on archeological resources at the national historic site. Cumulative impacts would be permanent, major, and adverse. Adverse impacts on archeological resources resulting from implementation of alternative 3 would be a substantial component of the adverse cumulative impact.

There would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general management plan or other relevant NPS planning documents. Thus, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of alternative 3 would have an *adverse effect* on archeological resources.

In the extremely unlikely event that adverse effects on archeological resources that are listed in or are eligible for listing in the national register could not be avoided, a memorandum of agreement, in accordance with 36 CFR Part 800.6, *Resolution of Adverse Effects*, would be negotiated between Lincoln Home National Historic Site and the Illinois state historic preservation officer (and/or the Advisory Council on Historic Preservation, if necessary). The memorandum of agreement would stipulate how the adverse effects would be mitigated.

## Cultural Landscapes

Under this alternative, cultural landscape management actions, such as the rehabilitation and/or restoration of the remaining historic homes, foundation outlines and period plantings, and maintenance of streets, boardwalks, historic fence lines, and plantings, would occur. All stabilization, preservation, and restoration and/or rehabilitation efforts, as well as daily, cyclical, and seasonal maintenance, would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995). These actions would result in long-term, negligible, beneficial impacts on cultural landscapes.

Removal of most maintenance operations from the historic district would diminish modern intrusions into the cultural landscape, resulting in long-term, negligible to minor beneficial impacts. The construction of contemporary buildings and foundation outlines would introduce nonhistoric elements into the landscape, but would rehabilitate the landscape to more of a semblance of the density and scale of the historic neighborhood. In addition, the contemporary structures would screen the historic neighborhood from modern visual and auditory intrusions. The topography, circulation features, and land use patterns of the existing landscape would remain largely unaltered.

Overall, the impacts of implementing alternative 3 on the cultural landscape would be long term, minor, and beneficial.

**Cumulative Impacts.** Over the years the cultural landscape has been affected by a number of actions, both before and after establishment of the national historic site. Actions that resulted in beneficial impacts on the landscape include rehabilitation and/or restoration of historic structures, movement of the historic Arnold and Corneau houses

to their original locations, and the rehabilitation of circulation patterns such as streets and boardwalks. Actions that resulted in permanent, moderate, adverse impacts on the landscape include the deterioration or removal of historic structures, construction of nonhistoric elements such as fence lines and outbuildings, and the construction of the visitor center and conference center.

As described above, the potential impacts associated with implementation of alternative 3 would result in long-term, minor, beneficial impacts on the national historic site's cultural landscape. Combined with the permanent, moderate, adverse impacts of other past, present, and reasonably foreseeable future actions, the cumulative impacts would be permanent, minor, and adverse. Alternative 3, however, would not contribute to these adverse cumulative impacts.

**Conclusion.** Implementation of alternative 3 would result in a long-term, minor, beneficial impact on the cultural landscapes. Cumulative impacts would be permanent, minor, and adverse. Alternative 3 would not contribute to the adverse cumulative impacts.

Because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general management plan or other relevant NPS planning documents, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part

800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of alternative 3 would have *no adverse effect* on cultural landscapes.

### **Museum Collections**

Under this alternative, the national historic site's museum and archival collections would be consolidated in a new facility. This new facility would provide greater curatorial storage capacity, enhance operational efficiency, and provide a greater level of protection for the collection. The new facility would also enable the national historic site to acquire additional artifacts through donation or purchase or from restoration and/or rehabilitation projects. It would also allow storage of the Midwest Archeological Center's portion of its collection if the center required the national historic site to take back that portion of the collection. The national historic site's museum collections would be acquired, accessioned and cataloged, preserved, protected, and made available for access and use according to NPS standards and guidelines. This would result in long-term, minor to moderate beneficial impacts on collections.

**Cumulative Impacts.** Past actions in the national historic site, such as the collection of artifacts through archeological research, acquisition of artifacts and archival materials, and development of the current curatorial space, have had long-term, minor, beneficial impacts on the museum collections at Lincoln Home National Historic Site. As described above, implementation of this alternative would result in long-term, minor to moderate, beneficial impacts on museum collections. Combined with the long-term, minor, beneficial impacts of other past, present or reasonably foreseeable actions, the cumulative impact would be long term, moderate, and beneficial. Alternative 3 would contribute a substantial

beneficial increment to the cumulative impact.

**Conclusion.** Alternative 3 would result in long-term, minor to moderate beneficial impacts on museum collections. The cumulative impact would be long term, moderate, and beneficial. Alternative 3 would contribute a substantial beneficial increment to these beneficial cumulative impacts.

This would not constitute an impairment of these resources.

## VISITOR EXPERIENCE

Under this alternative, a number of actions in addition to the existing opportunities described in the impacts for alternative 1 would enhance the visitor experience. Construction of contemporary buildings in the historic district would give visitors a more literal sense of the historic Lincoln neighborhood. Expanded interpretive programs, such as living history programs, multiday curriculum-based educational programs, and media for self-guided tours of the neighborhood, would broaden the opportunities available to visitors to explore the neighborhood and the Lincoln story on their own. Converting the conference center into an education center and developing additional new restrooms facilities with drinking water on the east side of the historic would enhance visitor comfort and enjoyment of the site. Removal of incompatible activities such as employee parking and maintenance operations would enhance the visitor's sense of removal from the modern world. These actions would result in long-term, moderate, beneficial impacts on the visitor experience.

## Cumulative Impacts

Past actions in the national historic site affecting visitor experience include the donation and acquisition of the Lincoln Home for public use and enjoyment; restoration of structures and other elements of the historic neighborhood; acquisition of the museum collection; construction of the visitor center; and development of the films, exhibits, and other interpretive media, all of which have had a long-term beneficial impact on the visitor experience. Other factors, such as the presence of Lincoln-related sites in Springfield and development of the Abraham Lincoln Presidential Library and Museum, have also influenced the overall visitor experience. These overall impacts would be long term, moderate, and beneficial.

The combination of these actions and the impacts resulting from implementing the alternative 3 would result in long-term, major, beneficial cumulative impacts. Alternative 3 would contribute a substantial, beneficial component to the overall long-term, major, beneficial cumulative impacts on the visitor experience.

## Conclusion

Management under alternative 3 would result in long-term, moderate, beneficial impacts on the visitor experience at the national historic site. Cumulative impacts on the visitor experience would be long term, major and beneficial. Alternative 3 would contribute a substantial beneficial component to the overall beneficial cumulative impacts on the visitor experience.

## SOCIOECONOMIC ENVIRONMENT

Under this alternative, management of the national historic site would undertake a number of actions that could result in

appreciable impacts on the socioeconomic environment of Sangamon County and the city of Springfield. These actions include restoring the remaining historic structures in the national register historic district; constructing contemporary buildings in the historic district; placing foundation outlines and period landscaping on the remaining vacant lots; remodeling the existing visitor center and constructing an additional new visitor comfort station with drinking water on the east side of the historic site; converting the conference center into an educational center; constructing new curatorial and maintenance facilities for the site; and expanding the interpretive program, which could result in increased visitation and a resultant beneficial impact on local tourism. The construction activities at the national historic site would have a long-term, minor to moderate, beneficial impact on the local economy as a result of expenditures for construction, employment, and improvements to the South Ninth Street streetscape.

### **Cumulative Impacts**

A number of past, present, and reasonably foreseeable actions have affected or are likely to affect the socioeconomic environment of Sangamon County and the city of Springfield. These include the establishment of Lincoln Home National Historic Site, the resulting improvement to the site and addition of NPS employees to the labor force, tourism generated by the national historic site, establishment of the Abraham Lincoln Presidential Library and Museum and an increase in regional visitation, and the increase in visitation associated with the Abraham Lincoln Bicentennial celebration of his birth that began in 2009. Overall, these impacts would be long term, moderate, and beneficial.

Combined with the long-term, minor to moderate beneficial impacts of alternative 3, the actions described above would have a

long-term, major, beneficial cumulative impact on the socioeconomic environment. Alternative 3 actions would contribute an appreciable beneficial component to these cumulative impacts.

### **Conclusion**

Management under alternative 3 would result in long-term, minor to moderate, and beneficial impacts on the local socioeconomic environment. Cumulative impacts would be long-term, major, and beneficial. Alternative 3 actions would contribute an appreciable beneficial component to these cumulative impacts.

### **NPS OPERATIONS**

Under alternative 3, most administrative functions for the national historic site would be consolidated in the rehabilitated Stuve House and Stuve Carriage House. Curatorial functions and storage would be moved into a new facility constructed on the Worthen, Niles, and Bugg lots. Maintenance operations would move to two new facilities, one in the historic district on the Roll and Jenkins lots and one in the boundary expansion area. Consolidation of NPS operations would allow expansion of the leasing program into an additional six houses (for a total of nine houses), which would increase lease revenues and reduce annual operating costs. These actions would result in long-term, moderate, beneficial impacts on operations.

### **Cumulative Impacts**

No past, ongoing, or reasonably foreseeable future actions by others would, in combination with the impacts just described, result in cumulative impacts on NPS operations.

### **Conclusion**

Management under alternative 3 would result in long-term, moderate, beneficial impacts on NPS operations. This would be due to increased efficiencies resulting from consolidated administrative operations and development of modern, efficient facilities

for maintenance and curatorial operations. Increased lease revenues would reduce annual operating costs for the six additional leased historic houses. There would be no cumulative impacts on NPS operations.

## IMPACTS OF IMPLEMENTING ALTERNATIVE 4

### CULTURAL RESOURCES

#### Historic Structures

Under alternative 4, the remaining historic homes in the historic district zones would be rehabilitated or restored. All stabilization, preservation, rehabilitation and/or restoration efforts, as well as daily, cyclical, and seasonal maintenance, would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995). Any materials removed during rehabilitation or restoration efforts would be evaluated to determine their value to the national historic site's museum collections and/or for their use in guiding future preservation work at the site. Stabilization, preservation, rehabilitation and/or restoration of historic houses and the removal of incompatible uses such as maintenance operations from historic structures, would have long-term, negligible to minor, beneficial impacts on historic structures.

Historic structures could suffer wear and tear from increased visitation or the leasing program, but monitoring the user capacity of historic structures could result in the imposition of visitation levels or other constraints that would contribute to the stability or integrity of the resources without unduly hindering interpretation for visitors or other uses. Few, if any, adverse impacts would be anticipated.

As appropriate, lease agreements under the historic leasing program would require NPS staff to maintain and repair the historic structures in accordance with applicable *Secretary of the Interior's Standards* and other NPS policies, guidelines, and standards. No adverse impacts would be expected.

**Cumulative Impacts.** Over the years historic structures in the national historic site have been adversely affected by natural processes such as weathering and wear and tear associated with aging. Some modern structures were removed when the National Park Service took over management of the site. Past development in the national historic site, including installation of maintenance operations in historic buildings, also adversely affected historic structures. Together, these past actions resulted in long-term, minor to moderate, adverse impacts on historic structures.

As described above, implementation of alternative 4 would result in long-term, negligible to minor, beneficial impacts on the historic structures. Combined with the long-term, minor to moderate, adverse impacts of other past, present or reasonably foreseeable actions, the cumulative impact would be long term, long term, minor, and adverse. Alternative 4, however, would not contribute any new adverse impacts to these adverse cumulative impacts.

**Conclusion.** Implementation of alternative 4 would result in long-term, negligible to minor, beneficial impacts on historic structures. Cumulative impacts would be long term, minor, and adverse. Alternative 4 would not contribute any new adverse impacts to the adverse cumulative impacts.

Because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general



management plan or other relevant NPS planning documents, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of alternative 4 would have *no adverse effect* on historic structures.

### Archeological Resources

As required, archeological studies would precede any ground disturbance associated with excavation and construction, the rehabilitation and/or restoration of historic structures, the rehabilitation of the historic landscape, the placement of foundation outlines, the development of new maintenance and curatorial facilities, and the installation of wayside exhibits or other media. Archeological resources that are listed in or are eligible for listing in the national register would be avoided to the greatest extent possible. Permanent, minor, adverse impacts would be anticipated.

**Cumulative Impacts.** Past actions in the national historic site impacted archeological resources. These actions include restoration of the Lincoln Home; removal of existing historic and modern homes from the historic landscape; construction of the visitor center, conference center, Lincoln Barn and Carriage House, Carrigan Barn, and Arnold Barn; relocation of the Arnold and Corneau Houses to their historic locations; stabilization/rehabilitation and/or restoration of the Beedle, Lyon, Dean, Sprigg, Dubois, Shutt, Robinson, Cook, and Morse houses; and installation of fences and boardwalks. The resulting impacts have been permanent, moderate, and adverse.

As described above, implementation of alternative 4 would result in permanent, minor, adverse impacts on archeological resources. Combined with the permanent, moderate, adverse impacts of other past, present or reasonably foreseeable actions, the cumulative impact would be permanent, moderate, and adverse. However, any adverse impacts on archeological resources resulting from implementation of alternative 4 would be a very small component of the adverse cumulative impacts.

**Conclusion.** Alternative 4 would have permanent, minor, adverse impacts on archeological resources. The cumulative impacts would be permanent, moderate, and adverse. Adverse impacts on archeological resources resulting from implementation of alternative 4 would be a very small component of the adverse cumulative impacts.

There would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general management plan or other relevant NPS planning documents. Thus, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of alternative 4 would have *no adverse effect* on archeological resources.

In the extremely unlikely event that adverse effects on archeological resources that are listed in or are eligible for listing in the national register could not be avoided, a

memorandum of agreement, in accordance with 36 CFR Part 800.6, *Resolution of Adverse Effects*, would be negotiated between Lincoln Home National Historic Site and the Illinois state historic preservation officer (and/or the Advisory Council on Historic Preservation, if necessary). The memorandum of agreement would stipulate how the adverse effects would be mitigated.

### Cultural Landscapes

Under alternative 4, cultural landscape management actions, including the rehabilitation and/or restoration of the remaining historic homes in the historic district; placement of foundation outlines and period plantings; and maintenance of streets, boardwalks, historic fence lines, and plantings would occur. Removal of maintenance operations from the historic district would diminish modern intrusions into the cultural landscape. Rehabilitation of the historic landscape, including foundation outlines, would introduce nonhistoric elements into the landscape, but would return the landscape to more of a semblance of its historic appearance and would enhance visitor understanding of the historic landscape. These actions would result in long-term, negligible to minor, beneficial impacts on cultural landscapes. The topography, circulation features, and land use patterns of the existing landscape would remain largely unaltered

All stabilization, preservation, rehabilitation, and restoration efforts, as well as daily, cyclical, and seasonal maintenance, would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995). Stabilization, preservation, or restoration of historic houses and rehabilitation of other landscape features, combined with the other actions described above, would have no adverse impacts on cultural landscapes.

**Cumulative Impacts.** Over the years the cultural landscape has been affected by a number of actions, both before and after establishment of the national historic site. Actions that resulted in beneficial impacts on the landscape include rehabilitation and/or restoration of historic structures, movement of the historic Arnold and Corneau houses to their original historic locations, and the rehabilitation of circulation patterns such as streets and boardwalks. Actions that resulted in adverse impacts on the landscape include the deterioration or removal of historic structures, construction of nonhistoric elements such as fence lines and outbuildings, and the construction of the visitor center and conference center. The resulting impacts have been long term, minor, and adverse.

As described above, the potential impacts associated with implementing alternative 4 would result in long-term, negligible to minor, beneficial impacts on the national historic site's cultural landscape. Combined with the long-term, minor, adverse impacts of other past, present, and reasonably foreseeable future actions, would result in long-term, negligible, beneficial cumulative impacts. Alternative 4, however, would not contribute any adverse impacts to the overall adverse cumulative impacts.

**Conclusion.** Implementation of alternative 4 would result in long-term, negligible to minor, beneficial impacts on the national historic site's cultural landscapes. The cumulative impacts would be long term, negligible, and beneficial. Alternative 4 would not contribute any adverse impacts to these overall adverse cumulative impacts.

Because there would be no major adverse impacts on a resource or value whose conservation is (1) necessary to fulfill specific purposes identified in the establishing legislation of Lincoln Home National Historic Site; (2) key to the natural or cultural integrity of the national historic site

or to opportunities for enjoyment of the national historic site; or (3) identified as a goal in the national historic site's general management plan or other relevant NPS planning documents, there would be no impairment of the national historic site's resources or values.

**Section 106 Summary.** After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes that implementation of alternative 4 would have *no adverse effect* on cultural landscapes.

### Museum Collections

Under this alternative, the national historic site's museum and archival collections would be consolidated in a new facility. This new facility would provide greater curatorial storage capacity, enhance operational efficiency, and provide a greater level of protection for the collection. The new facility would also enable the national historic site to acquire additional artifacts through donations or purchase or from restoration and/or rehabilitation projects. It would also allow the storage of the Midwest Archeological Center's portion of its collection if the center required the national historic site to take back that portion of the collection. The national historic site's museum collections would be acquired, accessioned and cataloged, preserved, protected, and made available for access and use according to NPS standards and guidelines. This would result in long-term, minor to moderate, beneficial impacts on the collections.

**Cumulative Impacts.** Past actions in the national historic site, such as the collection of artifacts through archeological research, restoration/rehabilitation projects, acquisition of artifacts and archival materials, and development of the current curatorial space, have had long-term minor, beneficial impacts

on the museum collections at Lincoln Home National Historic Site.

As described above, implementation of this alternative would result in long-term, minor to moderate, beneficial impacts on museum collections. Combined with the long-term, minor beneficial impacts of other past, present or reasonably foreseeable actions, the cumulative impact would be long-term, moderate, and beneficial. Alternative 4 would contribute a substantial beneficial increment to the cumulative impact.

**Conclusion.** Alternative 4 would result in long-term, minor to moderate beneficial impacts on museum collections. The cumulative impact would be long term, moderate, and beneficial. Alternative 4 would contribute a substantial beneficial increment to the cumulative impact.

This would not constitute an impairment of these resources.

### VISITOR EXPERIENCE

Under this alternative, actions to enhance the visitor experience would include restoration of historic structures described under the no-action alternative. Some new electronic technology for visitor interpretation and interpretive information for each property would be added. Lots would be rehabilitated to enhance a sense of discovery of the neighborhood through the placement of foundation outlines and period landscaping on vacant lots. Redevelopment of space in the visitor center and developing additional restroom facilities with drinking water on the east side of the historic site would enhance visitor comfort and enjoyment of the site. These actions would result in long-term, minor to moderate, beneficial impacts on visitor experience.

## **Cumulative Impacts**

Past actions in the national historic site affecting visitor experience include the donation and acquisition of the Lincoln Home for public use and enjoyment; restoration of structures and other elements of the historic neighborhood; acquisition of the museum collection; construction of the visitor center; and development of the films, exhibits, and other interpretive media — all of which have had a beneficial impact on the visitor experience. Other factors, such as the presence of Lincoln-related sites in Springfield and the development of the Abraham Lincoln Presidential Library and Museum, have also influenced the overall visitor experience. The overall result of these actions has been a long-term, moderate, beneficial impact on the visitor experience. Combined with the actions proposed in alternative 4, the cumulative impacts would be long term, moderate, and beneficial. The actions resulting from implementing this alternative would contribute a very small beneficial component to the overall cumulative impacts on the visitor experience.

## **Conclusion**

Management under this alternative would result in long-term, minor to moderate, beneficial impacts on the visitor experience at the national historic site. The overall cumulative impacts would be long term, moderate, and beneficial. The actions resulting from implementing this alternative would contribute a very small beneficial component to the overall cumulative impacts on the visitor experience.

## **SOCIOECONOMIC ENVIRONMENT**

Under this alternative, management of the national historic site would undertake some actions that could result in impacts on the socioeconomic environment of Sangamon

County and the city of Springfield.

Restoring or rehabilitating the remaining historic structures in the national register historic district, placing foundation outlines and period landscaping on the remaining vacant lots, expanding the existing visitor center, developing an additional new comfort station with drinking water on the east side of the historic site, and constructing new curatorial and maintenance facilities for the site could result in long-term, minor to moderate, beneficial impacts on the local economy from construction costs, increased employment, and improvements along Ninth Street, an important city streetscape.

## **Cumulative Impacts**

A number of past, present, and reasonably foreseeable actions have affected or are likely to affect the socioeconomic environment of Sangamon County and the city of Springfield. These include the establishment of Lincoln Home National Historic Site, the resulting improvement to the site and the addition of NPS employees to the labor force, tourism generated by the national historic site, establishment of the Abraham Lincoln Presidential Library and Museum and an increase in regional visitation, and increase in visitation associated with the Abraham Lincoln Bicentennial celebration of his birth that began in 2009. Overall, these impacts would be long term, moderate, and beneficial.

Combined with the long-term, minor to moderate, and beneficial impacts described above, the actions under this alternative would result in a long-term, major, beneficial, cumulative impact. Alternative 4 would contribute an appreciable component to these overall cumulative impacts on the socioeconomic environment.

### **Conclusion**

Management under alternative 4 would result in a long-term, minor to moderate beneficial impact on the local socioeconomic environment. Cumulative impacts would be long term, major, and beneficial. Alternative 4 would contribute an appreciable component to these overall cumulative impacts on the socioeconomic environment.

### **NPS OPERATIONS**

Under this alternative, most administrative functions for the national historic site would be consolidated in the Stuve House and Stuve Carriage House. Curatorial functions and storage would be consolidated and moved into a new facility in the northeast corner of the site. Maintenance operations would be consolidated and moved to a new facility in the southeast corner of the site. Consolidation of NPS operations would allow for expansion of the leasing program into five additional houses (for a total of eight houses) and increased lease revenues would reduce annual operating costs. Expansion of the visitor center would enhance efficiency

in this facility. These actions would result in long-term, moderate, beneficial impacts on operations.

### **Cumulative Impacts**

No past, ongoing, or reasonably foreseeable future actions by others would, in combination with the impacts just described, result in cumulative impacts on NPS operations.

### **Conclusion**

Management under this alternative would result in long-term, moderate, beneficial impacts on NPS operations. This would be due to increased efficiencies resulting from consolidated administrative operations and development of modern, efficient facilities for maintenance and curatorial operations. Increased lease revenues would reduce annual operating costs for the five additional leased historic houses. There would be no cumulative impacts on NPS operations.

## **OTHER IMPACTS**

### **UNAVOIDABLE ADVERSE IMPACTS**

There would be unavoidable adverse impacts on archeological resources in alternatives 2 and 3.

### **IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES**

Every effort would be made during construction activities to avoid impacting archeological resources either listed in or eligible to be listed in the National Register of Historic Places. Because archeological resources are nonrenewable resources, impacts resulting in the loss of archeological resources would be an irretrievable commitment of resources. As a mitigation

measure, archeological data recovery would occur before an irreversible action.

### **RELATIONSHIPS BETWEEN SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY**

For visitors, the short-term visual intrusions from construction of new facilities and restoration of historic structures would give way to long-term improvements in the historic character of the national historic site, and therefore an enhanced visitor experience.



*A. Lincoln*



## CHAPTER 5

### CONSULTATION AND COORDINATION





## PUBLIC AND AGENCY INVOLVEMENT

This *Draft General Management Plan / Environmental Impact Statement* for Lincoln Home National Historic Site represents input from NPS staff, public agencies, elected officials, and the public. Consultation and coordination among the agencies and the public were vitally important throughout the planning process. The public had three primary avenues to participate during the development of the plan — participation in public meetings, responses to newsletters, and comments entered on the NPS planning website.

### PUBLIC MEETINGS AND NEWSLETTERS

Public meetings and newsletters were used to keep the public informed and involved in the planning process. A mailing list was compiled that consisted of members of governmental agencies, organizations, businesses, legislators, local governments, and interested citizens.

The public involvement process began with a notice of intent to prepare the *General Management Plan / Environmental Impact Statement* that was published in the *Federal Register* on July 21, 2005.

The first newsletter, issued in November 2005, described the planning effort and solicited public input. Scoping meetings with stakeholders and the public were held during November 2005 in Springfield and were attended by a total of 25 people.

The National Park Service received comments in the meetings and in response to the first newsletter. Commenters recommended that the national historic site should maintain the current condition of the Lincoln Home, restore other existing historic homes at the site, reconstruct missing houses from the

Lincoln era, bring the neighborhood alive with living history/costumed staff, and integrate the experience at Lincoln Home with other Lincoln-related sites in the Springfield area. Others recommended that NPS staff work with the local community to promote the historical context of the region, including the African-American story in Springfield. Other reviewers emphasized the need to buffer the site from modern intrusion in the surrounding city, and some requested that the site acquire some of the land to the south. The staff also needs to be ready for commemorating the bicentennial of Lincoln's birth in 2009. These comments were taken into consideration when deciding on issues for the plan to address.

A second newsletter distributed in November 2006 described the preliminary alternative concepts for managing the national historic site. After the newsletter was mailed, three public meetings were held in Springfield to obtain additional public comment on the preliminary alternatives. A total of 37 people attended these meetings. Responses to the newsletter and at the meetings combined support for one alternative or another with comments about specific components of the alternatives. Some reviewers expressed support for the boundary expansion. Other expressed their support for expanded interpretive programs. There were expressions both of support and concern regarding the potential reconstructions of missing houses. Other concerns focused on the costs associated with development proposed under the alternatives.

## **CONSULTATION WITH OTHER AGENCIES/OFFICIALS AND ORGANIZATIONS**

### **Illinois Historic Preservation Officer, Section 106 Consultation**

Agencies that have direct or indirect jurisdiction over historic properties are required by Section 106 of the National Historic Preservation Act of 1966, as amended (16 USC 270, et seq.), to take into account the effect of any undertaking on properties eligible for

listing in the National Register of Historic Places. To meet the requirements of 36 CFR 800, the National Park Service consulted with the Illinois Historic Preservation Agency, state historic preservation officer, during the planning process. In addition to consultation meetings, the deputy state historic preservation officer also participated, along with other federal, state, and local government officials, in the development of management alternatives in a workshop held at the national historic site in the summer of 2006. Copies of consultation letters are shown in appendix D.

## **AGENCIES, ORGANIZATIONS, AND INDIVIDUALS RECEIVING A COPY OF THIS DOCUMENT**

### **FEDERAL AGENCIES**

Advisory Council on Historic Preservation  
Abraham Lincoln Bicentennial Commission

Illinois Department of Natural Resources —  
Bureau of State Museums  
Illinois Historic Preservation Agency  
Illinois Department of Transportation

### **OTHER NPS OFFICES**

Abraham Lincoln Birthplace National  
Historical Park  
Ford's Theater National Historic Site  
Lincoln Boyhood National Memorial  
Mount Rushmore National Memorial  
The National Mall and Memorial Parks

### **STATE OFFICIALS AND AGENCIES**

Honorable Patrick Quinn, Governor  
Honorable Larry Bomke, State Senator, 50th  
District  
Honorable Bill Brady, State Senator, 44th  
District  
Honorable Rich Brauer, State Representative,  
100th District  
Honorable Bill Mitchell, State Representative,  
87th District  
Honorable Raymond Poe, State  
Representative, 99th District  
Illinois Board of Education  
Illinois Department of Commerce and  
Economic Opportunity — Bureau of  
Tourism  
Illinois Department of Natural Resources —  
Bureau of Parks and Recreation

### **LOCAL AGENCIES, ORGANIZATIONS, AND HISTORIC SITES**

City of Springfield Office of Planning and  
Economic Development  
City of Springfield, Downtown Springfield  
Inc.  
Land of Lincoln Planning Commission  
Office of the Mayor of Springfield, IL  
Sangamon County Historic Preservation  
Commission  
Springfield City Council  
Springfield Convention and Visitors Bureau  
Springfield Historic Site Commission  
Springfield-Sangamon County Regional  
Planning Commission

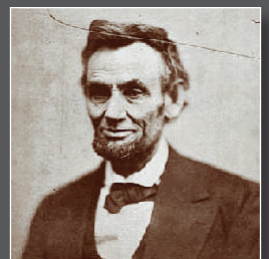
### **SENATORS AND REPRESENTATIVES**

Honorable Roland Burris, U.S. Senator  
Honorable Richard Durbin, U.S. Senator  
Honorable Ray LaHood and Honorable  
Aaron Schock, U.S. Representatives, 18th  
District  
Honorable John M. Shimkus, U.S.  
Representative, 19th District



*APPENDIXES, REFERENCES, PREPARERS,  
CONSULTANTS AND INDEX*

*A. Lincoln*





## APPENDIX A: LEGISLATION

85 STAT.] PUBLIC LAW 92-128—SEPT. 25, 1971

347

Public Law 92-127

### AN ACT

To authorize the Secretary of the Interior to establish the Lincoln Home National Historic Site in the State of Illinois, and for other purposes.

August 18, 1971  
[H. R. 9798]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That, in order to preserve and interpret for the benefit of present and future generations the home of Abraham Lincoln in Springfield, Illinois, the Secretary of the Interior is authorized to acquire by donation, purchase with donated or appropriated funds, or exchange the property and improvements thereon in the city of Springfield, Illinois, within the area generally depicted on the map entitled "Boundary Map, Lincoln Home National Historic Site", numbered LIHO-20,000 and dated April 1970, which he deems necessary for the establishment and administration of a national historic site: *Provided*, That lands or interests in lands owned by such State or city may be acquired by donation only. The map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

Lincoln Home  
National Historic  
Site, Ill.  
Establishment.

SEC. 2. The property acquired pursuant to the first section of this Act shall be known as the Lincoln Home National Historic Site, and it shall be administered by the Secretary of the Interior in accordance with the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented (16 U.S.C. 1, 2-4), and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461-467).

Administration.

SEC. 3. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, but not more than \$2,003,000 (said sum shall include relocation assistance required by Public Law 91-646) for the acquisition of property, and not more than \$5,860,000 (February 1970 prices) for development of the area, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction cost as indicated by engineering cost indexes applicable to the types of construction involved herein.

Appropriation.

84 Stat. 1894.  
42 USC 4601  
note.

Approved August 18, 1971.



## APPENDIX B: CRITERIA FOR SELECTING THE ENVIRONMENTALLY PREFERABLE ALTERNATIVE

NEPA Criterion for Environmentally Preferable Alternative	Alternative 1	Alternative 2	Alternative 3	Alternative 4
(1.) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;	Fully satisfies criterion	Fully satisfies criterion	Fully satisfies criterion	Fully satisfies criterion
(2.) assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;	Somewhat satisfies criterion	Fully satisfies criterion	Fully satisfies criterion	Somewhat satisfies criterion
(3.) attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;	Somewhat satisfies criterion	Fully satisfies criterion	Fully satisfies criterion	Fully satisfies criterion
(4.) preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity, and variety of individual choices;	Somewhat satisfies criterion	Fully satisfies criterion	Somewhat satisfies criterion	Somewhat satisfies criterion
(5.) achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and	Fully satisfies criterion	Fully satisfies criterion	Fully satisfies criterion	Fully satisfies criterion
(6.) enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.	Fully satisfies	Somewhat satisfies	Somewhat satisfies, but to a lesser extent given the potential for more building.	Somewhat satisfies

## APPENDIX C: ARCHEOLOGICAL EXCAVATIONS AT THE NATIONAL HISTORIC SITE

Miller Lot 2006  
Carrigan and Burch Lots 2006

Table 3. Archeological investigations conducted at Lincoln Home National Historic Site

Property	Location	Excavated Area	Excavator and Year	Reference
Lincoln	Backyard	149.0 m <sup>2</sup>	Hagen 1951	Mansberger 1987
	House foundation perimeter	17.6 m <sup>2</sup>	Mansberger 1985	Mansberger 1987
	Basement	1.0 m <sup>2</sup>	Noble 1987	Noble 1988
	<b>Total</b>	<b>167.6 m<sup>2</sup></b>		
Shutt	House foundation perimeter	15.5 m <sup>2</sup>	Mansberger 1985	Mansberger 1987
Cook	House foundation perimeter	30.2 m <sup>2</sup>	Mansberger 1985 Noble 1989	Mansberger 1987 Noble 1989a
Dean <sup>1</sup>	Backyard	82.1 m <sup>2</sup>	Mansberger 1997 <sup>1</sup>	Mansberger 1998
	Carriage House yard	16.0 m <sup>2</sup>	Noble 1989	Noble 1989b
	Foundation and outbuilding	25.0 m <sup>2</sup>	Noble 1991	Noble 1991
	<b>Total</b>	<b>121.1 m<sup>2</sup></b>		
Robinson <sup>2</sup>	East, south, west yards near house	8.6 m <sup>2</sup>	Perry 1981 <sup>2</sup>	Perry 1984
	Yard	23.5 m <sup>2</sup>	Noble 1993	Noble 1993a
	<b>Total</b>	<b>32.1 m<sup>2</sup></b>		
Arnold	Yard	60.5 m <sup>2</sup>	Noble 1991	Noble 1991
	"barn area"	2.0 m <sup>2</sup>		
	"barn area"	2.0 m <sup>2</sup>	Noble 1992	Noble 2001a
	East (1992)	2.0 m <sup>2</sup>		
	West (1992)	2.0 m <sup>2</sup>	Frost 1992	Frost 1997
	<b>Total</b>	<b>68.5 m<sup>2</sup></b>		
Sprigg	Rear ¼ yard	7.0 m <sup>2</sup>	Noble 1992	Noble 2001b
	Backyard	9.0 m <sup>2</sup>	Noble 1993	Noble 2001b
	Backyard, rear of house	20.0 m <sup>2</sup>	Mansberger 1997	Mansberger 1997a
	Privy, side yards	7.7 m <sup>2</sup>		
	Front yard	4.0 m <sup>2</sup>		
	<b>Total</b>	<b>47.7 m<sup>2</sup></b>		
Corneau	Yard	21.0 m <sup>2</sup>	Frost 1995	Frost 1998
	Front porch	35.0 m <sup>2</sup>	Mansberger 1997	Mansberger, personal communication 1999
	West yard	49.3 m <sup>2</sup>		
	Barn	65.5 m <sup>2</sup>		
	Privy	2.2 m <sup>2</sup>		
	Test unit	1.5 m <sup>2</sup>		
	<b>Total</b>	<b>174.5 m<sup>2</sup></b>		
Carrigan	Test units	2.3 m <sup>2</sup>	Mansberger 1997	Mansberger, personal communication 1999
Dubois	Yard	11.0 m <sup>2</sup>	Noble 1993	Noble 1993b
	Rear porch (west)	8.1 m <sup>2</sup>	Mansberger 1999	Mansberger, personal communication 1999
	Front porch (east)	32.8 m <sup>2</sup>		
	Side porch (south)	36.4 m <sup>2</sup>		
	Bay window (south)	3.9 m <sup>2</sup>		
	Summer Kitchen	Not completed		
	<b>Total</b>	<b>92.2 m<sup>2</sup></b>		
Morse	Front porch (north)	22.7 m <sup>2</sup>	Mansberger 1999	Mansberger, personal communication 1999
	Side porch (east)	7.8 m <sup>2</sup>		
	West addition	19.2 m <sup>2</sup>		
	South addition	6.6 m <sup>2</sup>		
	South yard	9.0 m <sup>2</sup>		
	<b>Total</b>	<b>65.3 m<sup>2</sup></b>		
Allen Barn	Shovel-skimmed floor	65.0 m <sup>2</sup>	Mansberger 1985	Mansberger 1987
<b>Total Area Excavated at LIHO</b>		<b>882.0 m<sup>2</sup></b>		

## APPENDIX D: CONSULTATION LETTERS



Illinois Historic  
Preservation Agency

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DEC 14 2005

JP  
12/16/05

1 Old State Capitol Plaza • Springfield, Illinois 62701-1512 • Teletypewriter Only (217) 524-7128  
Voico (217) 782-4836  
Sangamon County  
Springfield  
General Management Plan, Lincoln Home NHS  
418 S. 8th St.  
IHPA Log #031120505  
www.illinois-history.gov

December 14, 2005

James A. Sanders  
Lincoln Home National Historic Site  
National Park Service  
413 S. 8th St.  
Springfield, IL 62701-1905

Dear Mr. Sanders:

It was a pleasure to meet with you and other NPS Planning Staff to tour the site and discuss the upcoming planning process for the Lincoln Home National Historic Site. We look forward to consulting with you in the development of a general management plan.

Please let us know how we may be of assistance to further that goal.

Sincerely,

Anne E. Haaker  
Anne E. Haaker  
Deputy State Historic  
Preservation Officer

Cc: Tom Thomas, National Park Service



IN REPLY REFER TO:

United States Department of the Interior

NATIONAL PARK SERVICE  
DENVER SERVICE CENTER  
12795 W. ALAMEDA PARKWAY  
P.O. BOX 25287  
DENVER, COLORADO 80225-0287



D18 (DSC-P)  
LIHO 104

June 6, 2006

Dear Interested Party:

Reference: Lincoln Home National Historic Site, LIHO 104, Draft General Management Plan/Environmental Impact Statement

Thank you very much for your participation in the management alternatives workshop for the Lincoln Home National Historic Site general management plan. We accomplished a lot in two days and your hard work has helped move the project toward a major milestone. As we discussed, we have compiled the information produced in the workshop and are now sending it out for your review and comment. In the packet you will find the narrative descriptions of our management alternatives and management zones as well as the management alternative maps. We have also included copies of the rough maps produced in the workshop which will allow you to check our finished maps and ensure that we have captured your concepts accurately. Upon completion of your review of the materials enclosed, we will revise the maps and alternative concepts and move ahead with the development of the management alternatives newsletter for public distribution later this year.

Please return your comments to us on or before June 26, 2006. If you have any questions or comments before then, please call me at the number below. Again, we appreciate your effort on behalf of Lincoln Home National Historic Site.

Sincerely,

Thomas A. Thomas, Ph.D.  
Project Manager  
National Park Service, Denver Service Center  
(303) 969-2389

## APPENDIXES

April 14, 2006

A3815 (LIHO)

Ann E. Haaker, Deputy  
State Historic Preservation Office  
Illinois Historic Preservation Agency  
1 Old State Capitol  
Springfield, Illinois 62701

Dear Ms. Haaker:

Lincoln Home National Historic Site is in the process of developing a general management plan. This plan will provide a general framework to guide park management decisions over the next 15-20 years. We have completed the initial steps of this planning process, which included affirming the park's purpose and significance, analyzing its fundamental resources, and gathering comments from the public on what they would like to see at Lincoln Home in the future. Our next step will involve developing the management concepts that will describe alternate ways of achieving the long-term vision for the park. We need your help in this important effort.

We would like to invite you to join us at Lincoln Home NHS for a three-day management alternatives workshop on May 9, 10, and 11, 2006. During this workshop, we will review the park's purpose, its national significance, the potential for public appreciation and enjoyment of the distinctive resources that Lincoln Home NHS protects and preserves, and the fundamental resources that are critical to achieving the park's purpose and maintaining its significance. We will also review the information and comments we have received in our internal and public scoping processes. We will then begin to define specific desirable resource condition and visitor goals for the park's future. Finally, we will design alternate management strategies for achieving those goals. These draft alternatives will then be presented to the public for their review and comment.

The management alternative concepts developed in this workshop will be a critical milestone in the overall planning process. Your input would help us develop a management strategy that would enable us to achieve our goals at Lincoln Home NHS, meet the needs of the American public, and fulfill the National Park Service mission. We look forward to working with you in developing the plan for the future of Lincoln Home NHS. If you are willing and able to participate with us on these dates, please drop me note at the above address, give me a call at (217) 492-4241 ext. 222 or e-mail me at James\_A\_Sanders@nps.gov. If you have any comments or questions regarding our planning process or this workshop, please feel free to contact me.

Sincerely,

James A. Sanders

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- |   |   |   |
|---|---|---|
| <p>Congressional Record — House of Representatives, Subcommittee on National Parks and Recreation of the Committee on Interior and Insular Affairs.</p> <p>1971 Congressional Hearing to Authorize the Secretary of the Interior to Establish the Lincoln Home National Historic Site in the State of Illinois and for Other Purposes, Friday, August 3, 1971.</p> <p>Congressional Record — Senate</p> <p>1971 Congressional Hearing on Lincoln Home National Historic Site, August 3, 1971.</p> <p>Conzen, Michael P., editor</p> <p>1991 <i>The Making of the American Landscape</i>. Harper Collins Academic, London, U.K.</p> <p>National Park Service, U.S. Department of Interior</p> <p>1969 Historical Base Map, Proposed Lincoln Home National Historical Park, Springfield, Illinois” by Edwin C. Bearss. Division of History, Office of Archeology and Historic Preservation. Denver Service Center, Denver, CO.</p> <p>1970 <i>Master Plan: Lincoln Home National Historic Site, Illinois</i>. Prepared by the Eastern Service Center. U.S. Government Printing Office: Washington, D.C.</p> <p>1977 “Historic Resource Study and Historic Structure Report, Historical Data, Blocks 6 and 11, Lincoln Home National Historic Site, Illinois,” by Edwin C. Bearss. Denver Service Center, Denver, CO.</p> <p>1985-86 “Lincoln Home National Historic Site: Various Measured Drawings.” Prepared by the Historic American Building Survey for the Library of Congress. Washington, D.C.</p> | <p>1990</p> <p>1995</p> <p>1996</p> <p>2001</p> <p>2005</p> <p>2005</p> <p>2006a</p> <p>2006b</p> <p>2006c</p> <p>2006d</p> | <p>“Land Protection Plan for Lincoln Home National Historic Site.” 1983, amended 1990. Lincoln Home National Historic Site for NPS Midwest Region.</p> <p><i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i>. Washington, D. C.</p> <p><i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties, with Guidelines for the Treatment of Cultural Landscapes</i>. Washington, D. C.</p> <p>“Archeological Overview and Assessment of Lincoln Home National Historic Site, Sangamon County, Springfield, Illinois.” Prepared by Alan J. Osborn for the NPS Midwest Archeological Center.</p> <p><i>General Management Plan / Environmental Impact Statement, Lincoln Boyhood Home National Memorial</i>. Denver Service Center. Denver, CO.</p> <p>“Lincoln Home National Historic Site Visitor Study.” Social Science Program. University of Idaho Park Studies Unit for the National Park Service.</p> <p><i>General Management Plan / Environmental Impact Statement, Abraham Lincoln Birthplace National Historic Site</i>. Denver Service Center. Denver, CO.</p> <p>“Management Considerations for the Legacy Gardens and the Informal Gardens at Lincoln Home National Historic Site, Springfield, Illinois (draft).” Denver Service Center, Denver, CO.</p> <p><i>Management Policies 2006</i>. Washington, D.C.</p> <p>“Museum Collection Storage Plan.” Midwest Region.</p> |
|---|---|---|

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- 2007b "Park Museum Collection Storage Plan."
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*A. Lincoln*