Purpose & Need for Action

Purpose and Need for Action

Each day at Petersburg National Battlefield, park managers and staff make many decisions that affect its visitors and how resources are protected, used and interpreted. The management direction for these decisions is found in a park's general management plan (GMP). A GMP defines the park's basic approaches to natural and cultural resource management, interpretation, the visitor experience, and partnerships for the next 20 years. In short, a GMP tells park managers what they should be doing, and why.

The National Park Service (NPS) manages all park units in accordance with the mandate in its 1916 Organic Act and other legislation to conserve resources unimpaired for the enjoyment of future generations. To help implement this mandate, the National Parks and Recreation Act of 1978 (Public Law 95-625) and NPS Management Policies (NPS 2001) require each national park to have a broad-scale general management plan.

This draft Petersburg National Battlefield (Petersburg NB) GMP describes the park's vision for preserving nationally significant battlefields, expanding stories associated with the Petersburg Campaign and providing services and facilities that enhance the visitor experience. The plan does not provide specific and detailed answers to every issue or question facing the park. However, the plan does provide a framework for proactive decision making on such issues as battlefield preservation, cultural resource management, and visitor use which allow park managers to effectively address future problems and opportunities.

Many changes have occurred at Petersburg NB, in the surrounding area and in park management since the park's last master plan was approved in 1965. This master plan was primarily a facilities development plan and all of its major recommendations have been completed. In the intervening 38 years, Petersburg NB has transferred surplus park land to the city of Petersburg, added two new units (Grant's Headquarters at City Point and Five Forks), undertaken minor boundary adjustments, and identified battlefield lands critical to the park's mission that lie outside its boundaries. At the same time, the park has experienced threats to physical resources and to the visitor experience from incompatible residential, commercial and industrial development along park borders. Finally, over the past quarter century, modern scholarship and changing public values have revealed limitations in the current visitor experience and the need for new interpretive themes. The current Master Plan provides no long-range guidance on such issues as related lands outside the park, the management of new park areas, or revisions to operations and programming activities. A new plan is essential for providing guidance in the 21st century, and to ensure the preservation of nationally significant battlefields and park resources and opportunities for visitors to have quality park experiences.

In the process of developing a GMP, many different approaches to park use, management and development are examined. This range of proposals is narrowed to a small number of action alternative plans, each of which would allow a park to achieve its mission and mission goals. To help the public and the NPS understand what would happen if an alternative were adopted, the

impacts of each alternative on the natural and cultural environment are described and compared. These descriptions are contained in the Environmental Impact Statement (EIS), which is prepared to satisfy the requirements of the National Environmental Policy Act of 1969 as amended and the National Historic Preservation Act of 1969. After a full range of alternatives has been described, the NPS, in consultation with the public, selects the alternative or combination of alternatives to be implemented.

A Notice of Intent to prepare an EIS was published in the Federal Register on April 1, 1997. From 1997-2000, the park and the Northeast Regional Office were engaged in the first GMP planning process. An internal draft document was produced that focused on minor boundary adjustments to protect existing park resources, expanding the interpretive themes, and developing new facilities. This document was never officially released to the public. As part of the NPS internal review process, it was determined that the park should pursue a boundary expansion in order to protect nationally significant battlefields associated with the Petersburg Campaign. The GMP planning process was redirected and new efforts resulted in scoping and conceptual alternative meetings with the public, consultations with state and federal agencies, and elected officials and development of this draft GMP/EIS.

Virginia's Vanishing Battlefields– A Context Statement for the Petersburg NP GMP

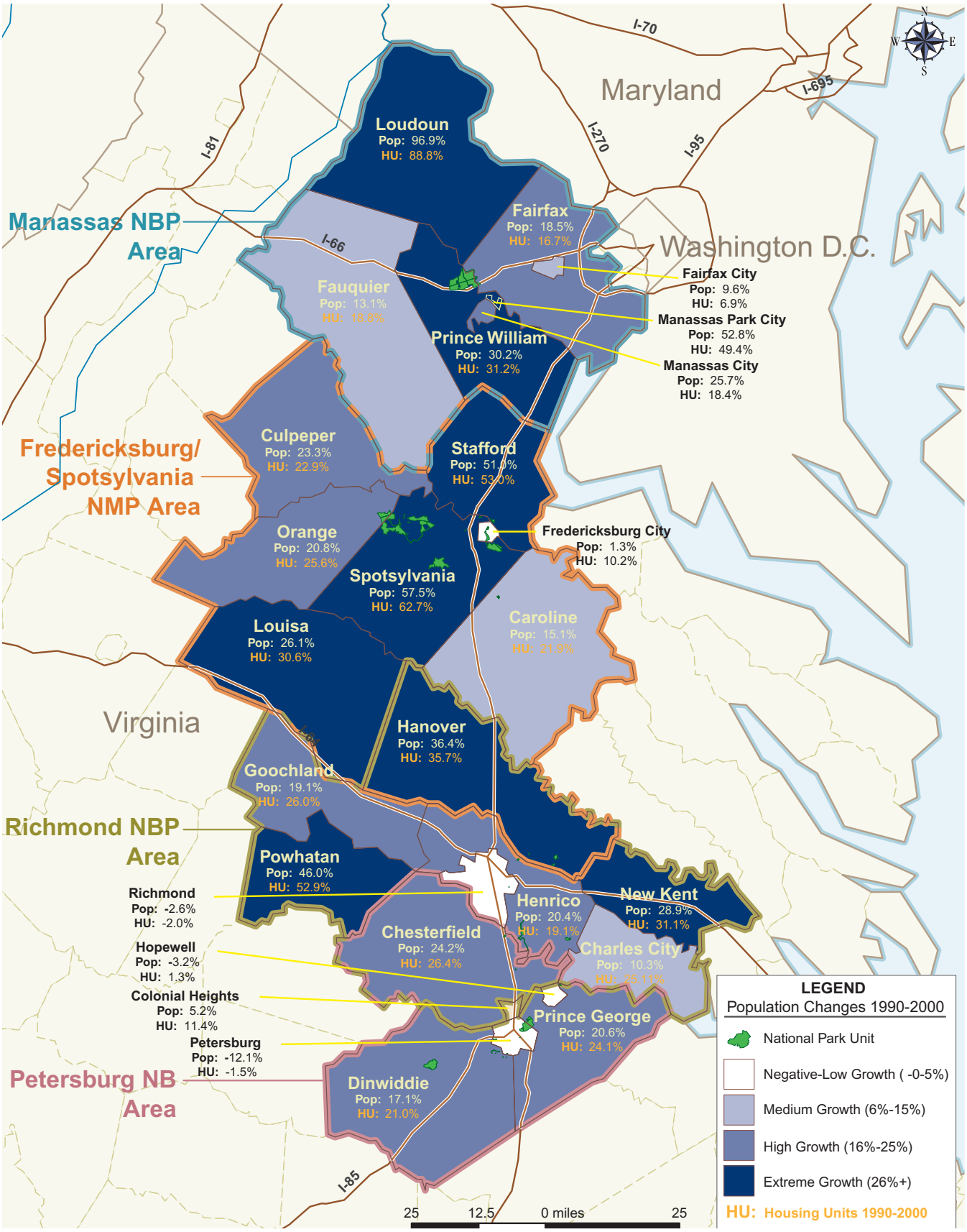
Since the conclusion of the Civil War in 1865, battlefield preservationists have struggled to find a balance between saving these hallowed fighting grounds and the growth of an expanding nation. Immediately following the war, farmers dismantled earthworks and forts, plowed and planted the battlefields and rebuilt homes and farm buildings on the very sites of intense combat and human loss. By 1900, less than 10% of these lands were protected by Congress as national military parks and most of the battlefields reverted to agricultural uses and the threat of landscape change was considered low.

But in the last twenty years, the spread of commercial, residential and industrial development radiating from the Washington DC area and along the Interstate 95 corridor through Virginia has had a dramatic impact on the Civil War battlefields preserved and managed by the National Park Service. In 1988, the proposed construction of a regional shopping mall on 550 acres at the Battle of Second Manassas sparked a national outcry

The Gowan Monument in 1935

The Gowan Monument today surrounded by commercial development

for preservation of the site. Using a "legislative taking", Congress acquired the land at a cost of $134 million dollars. Over the next 15 years, similar high profile preservation efforts to prevent development occurred around battlefield parks in Manassas, Fredericksburg and Richmond. In many cases, an imminent threat from new roads, shopping malls or residential housing construction resulted in last minute efforts to protect the threatened battlefields. Following a grassroots campaign at the Chancellorsville Battlefield in 2003, a dramatic vote by the local county government prevented rezoning of an


Maryland
Washington D.C.
Virginia
I-70
I-695
I-270
I-95
I-81
I-66
I-85
Manassas NBP Area
Fredericksburg/ Spotsylvania NMP Area
Richmond NBP Area
Petersburg NB Area
Loudoun
Pop: 96.9%
HU: 88.8%
Fairfax
Pop: 18.5%
HU: 16.7%
Fauquier
Pop: 13.1%
HU: 18.8%
Prince William
Pop: 30.2%
HU: 31.2%
Fairfax City
Pop: 9.6%
HU: 6.9%
Manassas Park City
Pop: 52.8%
HU: 49.4%
Manassas City
Pop: 25.7%
HU: 18.4%
Culpeper
Pop: 23.3%
HU: 22.9%
Stafford
Pop: 51.0%
HU: 53.0%
Orange
Pop: 20.8%
HU: 25.6%
Fredericksburg City
Pop: 1.3%
HU: 10.2%
Spotsylvania
Pop: 57.5%
HU: 62.7%
Louisa
Pop: 26.1%
HU: 30.6%
Caroline
Pop: 15.1%
HU: 21.9%
Hanover
Pop: 36.4%
HU: 35.7%
Goochland
Pop: 19.1%
HU: 26.0%
Powhatan
Pop: 46.0%
HU: 52.9%
Richmond
Pop: -2.6%
HU: -2.0%
Hopewell
Pop: -3.2%
HU: 1.3%
Colonial Heights
Pop: 5.2%
HU: 11.4%
Petersburg
Pop: -12.1%
HU: -1.5%
Henrico
Pop: 20.4%
HU: 19.1%
New Kent
Pop: 28.9%
HU: 31.1%
Chesterfield
Pop: 24.2%
HU: 26.4%
Charles City
Pop: 10.3%
HU: 25.11%
Prince George
Pop: 20.6%
HU: 24.1%
Dinwiddie
Pop: 17.1%
HU: 21.0%
LEGEND
Population Changes 1990-2000
National Park Unit
Negative-Low Growth (-0-5%)
Medium Growth (6%-15%)
High Growth (16%-25%)
Extreme Growth (26%+)
HU: Housing Units 1990-2000
25
12.5
0 miles
25

adjacent farm—but may not be able to change the development of 225 homes and 55 commercial acres at the site. Many of these battlefields were saved from the "bulldozers at the gate" by the intervention of new coalitions, friends groups, national organizations, and NPS—at high costs. Over these last twenty years, real estate values have consistently risen 5-6% a year placing a heavy strain on non-profit organizations and local, state and federal agencies to raise funds in times of crisis. Recent acquisitions include 455 acres for the Wilderness Battlefield, Fredericksburg and Spotsylvania National Military Park for $6.1 million, 808 acres at Brandy Station for $5.7 million and 519 acres at Malvern Hill for approximately $2 million, both at Richmond National Battlefield Park.

The rates of explosive population growth surrounding Manassas National Battlefield Park, Fredericksburg and Spotsylvania NMP and Richmond NBP will soon reach Petersburg National Battlefield. The 2000 U.S. Census figures on page 4 illustrate the high and extreme growth rates in the counties surrounding these parks. From an astounding 96.9% population increase in Loudoun County northwest of Washington DC to a 46% population increase in Powhatan County west of Richmond, these expanding populations create pressure for new housing, shopping, industry, schools and recreation—often at the expense of battlefield preservation. Petersburg National Battlefield has already experienced the impact of high growth in Prince George and Dinwiddie counties. Significant portions of battlefields have already been lost with the development of an industrial park at Globe Tavern, a steel recycling plant at Peebles Farm and residential housing at Boydton Plank Road. A more detailed description of the battlefields and evaluation begins on page 21.

Through the efforts of Petersburg NB, preservation partners, and with support of local governments, organizations and private citizens, these nationally significant battlefields can be saved. Today, there is an opportunity through this General Management Plan to protect the battlefields associated with the Petersburg Campaign prior to escalating development pressure and real estate costs.

BACKGROUND AND HISTORY OF THE PARK

A Brief History of Petersburg

Petersburg was one of the south's leading industrial and commercial cities before the Civil War. Transportation links made Petersburg a strategic military target in wars fought on American soil in the east, for to occupy Petersburg was to control the movement of goods and people between the production areas of the south and the markets to the north. Consequently, there were battles for Petersburg during the Revolutionary War and the Civil War.

The City of Petersburg has been a transportation hub since its settlement by Europeans in 1645. The historic core of Petersburg, now known as Old Town, was the commercial heart of the Lower Appomattox region. Twenty-three miles south of Richmond, at the "point of Appomattox," this was the destination of 17th and early 18th-century trading parties of Appomattox tribesmen and English "woodsmen" bringing quantities of deerskins for the English market. With a navigable port farthest upstream on the Appomattox River and only eight miles from its confluence with the James River, the city became the regional market for agricultural goods and the point of departure for westward expeditions in the 17th and 18th centuries. As the 18th century progressed, and the English settled southern Virginia and northern North Carolina,

Petersburg became the center of the North American tobacco trade. During the American Revolution, Petersburg was the principal staging point for operations on the southern front. After the Revolutionary War, transportation projects (canals, roads, and some of America's earliest railroads) and manufacturing industries based on tobacco, cotton, flour and iron led to prosperity.

With the advent of railroads in the 19th century, Petersburg became the rail hub among the major cities of the North, and via the port of Wilmington, North Carolina, to

The City of Petersburg, May 1865

the great agricultural regions of the deep South and the interior of Tennessee and Kentucky. In the 20th century, the interstate highway system was developed and connected the southern production and distribution centers with the markets to the north. Petersburg became the junction at which the major north-south road along the eastern seaboard (I-95) and a connector between the northern markets and Atlanta and the southern agricultural areas (I-85) intersected.

At the time of the Civil War, all railroad traffic through Petersburg crossed a single bridge to the north of Old Town. This was the only bridge along the Appomattox for many miles, and the only one to connect all five railroads from the south and west to Richmond and the north. It was railroads that drew General Grant's attention to Petersburg.

Petersburg's Role in the Civil War

After three years of war, the Union army found itself under the command of the newly appointed commander-in-chief of all Federal armies, Lieutenant General Ulysses S. Grant. Up to this point, the main target of the Union Army had been the capital of the Confederacy, Richmond. Now their new leader looked beyond that objective: the simple fact of the matter would be that this conflict would not come to an end until Lee's fighting power was destroyed. Therefore, Grant ordered General George Gordon Meade's Army of the Potomac to follow Lee's army wherever Lee's army went.

When Grant tried to punch through Lee's well-laid defensive works at Cold Harbor, he found to his regret that trench warfare was now changing the tactics both armies were used to and relied on. One man behind a breastwork could hold back three times his attackers. Since Grant could not afford the casualties that resulted from frontal assaults on the battlefield, he would now go after their major supply lines to weaken them. Studying his maps, he soon realized that "the key to Richmond is Petersburg."

Lee, too, knew what the current situation meant to his army's survival. He wrote to another general earlier in the campaign, "We must destroy this Army of Grant's before he gets to the James River. If he gets there it will become a siege and then it will be a mere question of time." Unbeknown to the Confederate commander, Grant was already slipping away from his front virtually undetected and heading for the James. Soon

he would find ferryboats and a 2,220-foot pontoon bridge awaiting the use of his troops. The race for Petersburg had begun.

By 1864, Petersburg continued to play a major role in the Confederate cause. With a population of over 18,000 in 1860, it was the second largest city in Virginia, and the seventh largest in the South. It served as a major railroad transportation center with five lines radiating out to various points: Richmond, City Point, Norfolk, Weldon (North Carolina and Deep South) Lynchburg, and beyond. This mobile system made it a logical point for a major hospital center, which it had been before the siege began. Important industries were here: flour and cotton mills, iron works, a lead smelting plant, nitre works, railroad shops, tobacco warehouses, and other businesses.

Realizing the strategic importance of Petersburg, Confederate authorities had constructed a ten-mile semi-circular defensive line of earthworks around the city. With both flanks resting on the south bank of the Appomattox River, it contained fifty-five artillery batteries spaced at intervals, the works themselves being known as the "Dimmock Line" after the engineer who laid them out, Captain Charles H. Dimmock. Manning these defenses as Grant's forces quickly approached from Cold Harbor was a hodge-podge Southern army commanded by General P. G. T. Beaureguard. As the Louisiana general sent messages to Lee at Richmond that Petersburg was being attacked on June 15, the Confederate commander was still unsure of Grant's intentions. Soon he would realize that Petersburg was indeed the intended target of Union forces.

For four days, from the 15th through the 18th, Grant's army pounded the eastern gates of Petersburg from the Appomattox River to the Jerusalem Plank Road. While the Union forces did gain ground and eventually pushed back the Confederates out of two lines of works, the arrival of Lee on the 18th stabilized the situation as his men fell back to a third and final trench system. The fighting would cost Grant another 10,000 casualties.

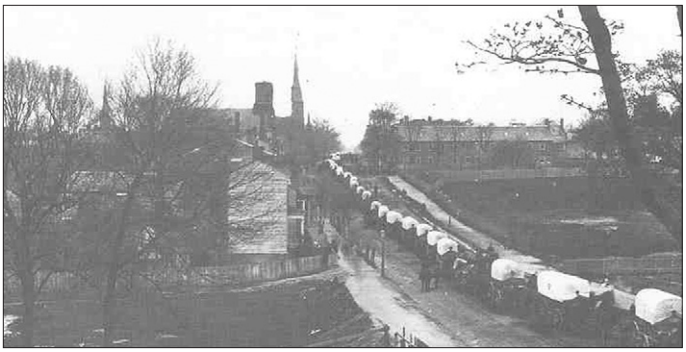
Grant decided to lay siege to Petersburg, a military operation that would be the longest entrenched siege of any city in North America. While under the strict definition, it would never become a true siege (i.e. a total investment or surrounding of the Confederate stronghold). Nevertheless, Grant finally did surround the city on three sides and, most importantly, cut the supply lines feeding Lee's Army.

City Point Waterfront, 1864

As soon as a trench network was in place, the Union army was sent out on what would become a series of eight offensive movements to the south and eventually the west of Petersburg. The Weldon Railroad was the first objective of Grant's movements. While the capture of this supply line was initially unsuccessful in June, Union troops did eliminate the Confederate's use of the Jerusalem Plank Road (June 21-23) and extended their lines to the west of it.

The most famous action in July 1864, was the well-known Battle of the Crater, although strategically the Union Army gained nothing. That evening, the 30th of the month, the lines returned to their former static positions and the northern army had nothing to show for its efforts except another 4,000 casualties.

As the summer waned, Union infantry again went after the Weldon Railroad. This time they gained a foothold on it near Globe Tavern (August 18-21). A few days later while attempting to destroy the track farther south at Reams Station (August 25), the Federal forces were routed from the field. With Federal control of the Weldon Railroad, Lee was forced to bring his supplies from North Carolina as far as Stony Creek Station (16 miles due south of Petersburg). There he was forced to unload them onto wagons for transport toward Dinwiddie Court House,



U.S. Army supply trains leaving Petersburg on Washington Street.

then via the Boydton Plank Road into Confederate lines—a 27-mile route. The Plank Road would serve as an intermediary supply route for Lee's troops.

The autumn was spent with Grant's army again pushing toward the supply arteries. The Battles of Peebles's Farm (September 29-October 2) and Burgess' Mill (October 27) were both attempts to cut the Boydton Plank Road and the nearby South Side Railroad. Again, while not completing their objective, Federal forces did gain more ground and they extended their works. Lee likewise had to lengthen his trenches to guard his right flank and the lifelines, which fed his army. Usually, the arrival of inclement weather brought a halt to the military movements of armies. Such was not the case around Petersburg. In the first week of December (7-12), Union troops staged a raid on the Weldon Railroad and destroyed portions below Stony Creek in the direction of Hicksford (now Emporia). While snow and sleet hampered this effort, Lee would be further inconvenienced in transporting subsistence into the region.

In February 1865, to keep a constant pressure on Southern forces, Grant once again ordered his troops out of the lines and toward the Plank Road. Reaching Hatcher's Run near Armstrong's Mill, the armies battled for three days (February 5-7) in winter weather. Consequently, the Union line extended all the way to this watercourse. As the spring foliage began to blossom in March, Grant moved his army into position for the final blow. Muddy roads would soon be hardening thus allowing massive troop movements. Grant began gathering a force of some 50,000 infantry, cavalry and artillery to break away from the siege lines and seize Lee's remaining supply routes west of the city. Realizing Lee's forces were stretched out in the defensive lines, Grant prepared to act.

Lee had one last surprise for the Federal army. Hoping to draw Grant's built-up force from its westward thrust, the Southern commander decided to execute what would be his only major offensive of the campaign. On March 25, 1865, a large contingent of Lee's men broke through the Union lines at Fort Stedman, east of the city. Although they were initially successful in their dawn assault, newly arriving Federal reinforcements stemmed the attack and recaptured their line. The offensive cost Lee nearly 4,000 casualties, few of whom he could hope to replace. Grant seized the initiative that very afternoon by attacking and securing sections of Confederate picket lines defending Boydton Plank Road.

The battles of Lewis Farm (where the Boydton Plank Road was finally taken), White Oak Road, and Dinwiddie Court House, were all preludes to the climactic

Battle of Five Forks, the "Waterloo of the Confederacy." After the capture of this road junction on April 1, the Union commander ordered an all-out assault at various points along the Confederate lines for the following day. By dark of April 2nd the last rail line, the South Side, was in Federal hands and Lee began his withdrawal from Petersburg. Richmond would fall, and the Confederates holding it had to retreat across the James. Within a week of the fall of Petersburg, Lee surrendered his Army of Northern Virginia to Grant at Appomattox Court House, in effect, closing this dramatic chapter in American history.

Establishment of a National Military Park

Petersburg NB protects and interprets resources associated with the campaign, siege and defense of Petersburg that occurred between June 1864 and April 1865. This includes the encampments, routes of advance and retreat and the earthworks from which Union soldiers attacked (the siege); the encampments, routes of advance and retreat and the earthworks from which Confederate soldiers repelled their attackers (the defense); and the command centers, logistical supply systems, hospitals and other support facilities used by both sides (the campaign). In this document, the events associated with the campaign, siege and defense of Petersburg are referred to as the Petersburg Campaign.

Congress coined the term Petersburg Campaign when it was debating the designation of Civil War national parks at Richmond and Petersburg. For the purposes of managing Civil War resources, Congress assigned battlefield lands associated with Grant's Overland Campaign, the Richmond-Petersburg Campaign, and the Appomattox Campaign, to the new national military parks. Petersburg National Military Park was established in 1926 for the purpose of managing lands related to the "campaign, siege and defense of Petersburg". The lands that were assigned to the park reflected those military actions in the two administrative subdivisions-the Appomattox Campaign and the Richmond-Petersburg Campaign-that occurred south of the James River and before the Battle at Sailor's Creek.

The first national battlefield parks designated by Congress were Antietam (1890), Chickamauga and Chattanooga (1890), Shiloh (1894) and Gettysburg (1895). In an effort to boost interest in establishing a park, the Petersburg National Battlefield Association was organized in 1898 with Stith Bolling, a

Confederate veteran, as its president. The goal of this group was to establish a park that would commemorate the Petersburg Campaign. Although early congressional bills failed (1898, 1900, 1901, 1906, 1908, 1909 and two in 1914), in 1925 Congress appointed a War Department Petersburg National Battlefield Commission to study the feasibility of preserving and marking the battlefields at Petersburg for historical and professional military study.

In 1926, Congress recognized the importance of preserving elements of the Petersburg Campaign, and established the Petersburg

National Military Park and the Petersburg National Military Park Commission. A report by the U. S. House of Representatives noted that:

> "Manassas was, in the largest sense, the beginning of the war; Gettysburg was the high tide of hostilities on both sides, but Petersburg was the final field where the fratricidal struggle was fought to a finish. There, if anywhere, should be a permanent memorial to a restored peace between the states. Such a memorial, in the form of a park, would commemorate the highest ideals and exploits of American valor and strategy, without the taint of bitterness or shame to either side . . .The committee believes that the marking and preservation of the battlefields of the siege of Petersburg, according to the plan recommended by the commission and as embodied in this bill, will serve very practical, educational, historical, military and patriotic purposes, and recommends the passage of the bill."

The Work of the Military Park Commission

The Military Park Commission's first objectives at Petersburg were to open or repair roads deemed necessary for the park; and to designate with historical markers all earthworks, lines of battle, troop positions, buildings and other historical points of interest within the park or in its vicinity. Late in 1926, the Commission recommended the construction of a hard-surfaced road along the lines of both armies, and the acquisition of land that included Union forts Stedman, Haskell, Rice, Sedgwick, Davis, Wadsworth and Fisher, as well as Confederate forts Walker and Gregg, Battery Pegram and the Crater. The road was to be 21 miles long and the park was to encompass 185 acres. In 1928, the Commission recommended the acquisition of all forts, trenches and earthworks contiguous to park roads, the Crater, portions of Camp Lee and additional lands of Battery Five and the site of the opening battle for Petersburg (the Initial Assault).

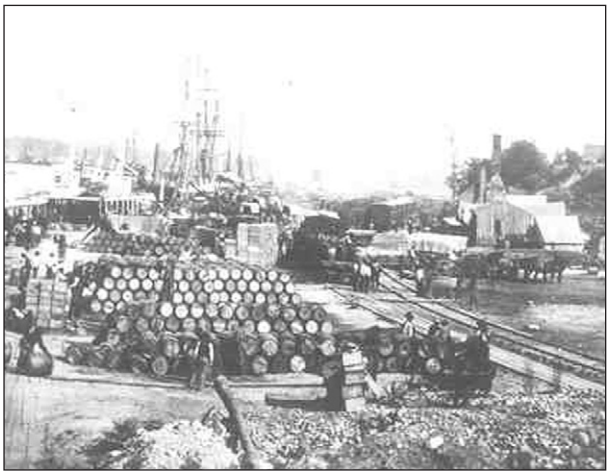
The Secretary of War urged that additional land be acquired, as he believed that the recommended acquisition would not be sufficient to protect battlefield resources. He also urged that the land comprise one continuous strip. A revised proposal for a 480-acre linear park that almost completely encircled the city of Petersburg, was approved by Congress in June of 1929. In July 1929, Congress authorized the transfer of portions of the Camp Lee Military Reservation to the military park.

Changes to Park Boundaries in the NPS Period

In 1933, when all national military parks were transferred from the Department of War to the National Park Service, Department of the Interior, Petersburg National Military Park's boundary encompassed 346 acres. The U.S. Army transferred Poplar Grove National Cemetery to the National Park Service in 1933, and responsibility for its upkeep was assigned to Petersburg NB in 1935. Since then, the park has grown as a result of a number of congressional and presidential actions. In 1949, park boundaries were expanded by 206 acres in a transfer from the Department of the Army authorized by Congress. This was part of a series of land exchanges with the Department of Defense, the Federal Bureau of Prisons and the Veterans Administration that took place around that time. By 1950, the park encompassed approximately 1,530 acres.

In 1962, Congress enacted legislation to change the name of the park from 'national military park' to 'national battlefield' and authorized the acquisition of land at the site of the Battle of Five forks. The 1,116 acres

were acquired in 1990, leading to the establishment of the Five Forks Unit. The most recent legislative action (1978) was for the acquisition of the Eppes Manor and adjacent lands in Hopewell (Grant's Headquarters at City Point), which added 19.8 acres to the park's holdings.
Some 257 acres have been transferred from NPS to the city of Petersburg. Centre Hill Mansion and property along Flank and Defense roads were transferred in the 1970s. Today the park consists of 2,659 acres.



African American laborers at City Point Waterfront, April 1865.

Facility Development

Much of the initial road construction and land clearing was done by the Civilian Conservation Corps (CCC). Accommodations for the crew, which included 50 tent sites and associated facilities, were constructed near Fort Stedman. The CCC marked historic sites, cleared battlefields, planted tree screens and reconstructed and stabilized the Crater tunnel and earthworks.

The road system developed by the CCC in what is now the Eastern Front originally consisted of a series of cul de sacs that provided access to sites from public roads. Some segments of this system have been retained in today's park tour road. Flank and Defense roads were constructed beginning in 1934 and 1935 to reach the Union and Confederate forts. A new entrance and bridge access from U.S. Route 36 was constructed in 1939. The building program spurred by the NPS Mission 66 initiative included the construction of the current maintenance facility and visitor center in 1967. Since the Mission 66 program, a number of other visitor service facilities have been built and several park buildings renovated to accommodate administrative and interpretive uses.

Changes to the Landscapes of the Park

In the 138 years since the end of the Civil War, the battlefields and other landscapes within the park have experienced change.
All have new land uses and all have become more forested. Generally, the units have been affected in the following ways:

- Grant's Headquarters at City Point was transformed from a plantation to a busy port and supply center during the Civil War. It then reverted to residential uses, and is now part of a residential neighborhood and commercial district.
- The Eastern Front has experienced considerable recreational facility development, extensive natural reforestation and substantial dismantling of earthworks and fortifications.
- The sites of the Western Front have been cut off from their larger battlefields and have experienced extensive natural reforestation, but there has been minimal physical dismantling of the fortifications.
- The Five Forks Battlefield has experienced limited development inside the park and considerable natural reforestation.

DESCRIPTION OF THE PARK

Name Changes to Management Units

Park management units are a mechanism by which park managers designate and differentiate discrete geographic units within a park. They do this for a variety of reasons to:

- establish operational units with discrete management organizations and staffing;
- readily identify designated geographic areas to enable quick reference and identification;
- group together like-units in order to better manage them by sharing discipline-specific resources (human and inanimate) that are unique to the resource (urban vs. rural, mountain vs. valley, seashore vs. inland, cultural vs. natural, etc.);
- better segregate and track the allocation of fiscal and material resources.

As part of the GMP process, a recommendation by park interpretive staff to change the current names of individual sites and units to reflect strategic positions or other Civil War usage was adopted. The term "front" is used by many contemporary sources of the Civil War. Used as a general term, the word signifies the direction in which soldiers face when occupying the same relative positions. Knowing of problems encountered by visitors to the park and their misunderstandings of each site's importance, these proposed changes not only are intended to alleviate confusion, but to help with the overall visitor experience. The changes include:

Current Name	New Name
City Point Unit	Grant's Headquarters at City Point
Main Unit	Eastern Front
Outlying Unit	Western Front
Five Forks Unit	Five Forks Battlefield

In addition, under Alternatives C & D, a new management unit entitled the "Home Front" will be designated in Old Town Petersburg in partnership with the city. The Home Front will focus on the civilian siege experience and how the 9 months of conflict around them affected those within the city.

Location

Petersburg NB is located in south central Virginia, 20 miles south of Richmond and

50 miles north of the Virginia/North Carolina border. The park is comprised of 2,659 acres that lay in separate units in a semi-circle east, south and west of the city of Petersburg. It has land in four jurisdictions: Hopewell, Petersburg, Dinwiddie County, and Prince George County. The location, acreage, and a brief description of the four park units follow.

Grant's Headquarters at City Point, in Hopewell, is set on a peninsula overlooking the confluence of the James and Appomattox rivers. The extraordinarily picturesque unit, some 40 feet above mean low water, has been a site of human occupation for more than 10,000 years. It was the home of the Eppes family for 344 years; their plantation

residence, Appomattox Manor, dominates the setting.

The Eastern Front is the largest section of the park and its administrative center. It lies to the east of Petersburg, between two tributaries of the Appomattox River (Harrison Creek and Poor Creek) within the city limits and Prince George County. The unit shares boundaries with Petersburg and Fort Lee U.S. Army base. It presents a park-like appearance to the typical visitor who enters the main gate and drives the four-mile park road.

The Western Front includes the Gowen and Pennsylvania Monuments (two individual sites which total .13 acres) located within Petersburg, and five sites west of Petersburg that follow the battle siege lines along relatively high and level ground. The sites, all in Dinwiddie County, are Union Fort Wadsworth (10.5 acres), Long Flank (22.0 acres), Short Flank (3.4 acres), Fishhook (14.4 acres), Fort Wheaton (1.3 acres) and Confederate Fort Gregg. Poplar Grove National Cemetery (12.8 acres) is also within Dinwiddie County.

The Five Forks Battlefield lies approximately 17 miles southwest of Petersburg in Dinwiddie County. It is a rural area of fields and forests located at the junction of roads that, in the Civil War period, connected the South Side Railroad with the county seat at Dinwiddie Court House.

Access and Circulation

The park visitor center is accessible from both I-95 and I-295, using the Wythe St. and Oaklawn Blvd. exits, respectively. The four park units are accessible via the county and state road system. A visitor planning to see all the units would currently begin at the visitor center in the Eastern Front and branch off to the east to reach City Point or to the west for the Western Front and Five Forks Battlefield. The distance between City Point and Five Forks is 37 miles, or about an hour's drive. The main circulation routes include the following:

- The park tour road in the Eastern Front, four miles in length, is located between Battery Five and the Crater. It is one way, and the park's visitor center is at the entry point. One lane of the park road is reserved for bicyclists, hikers, and parking. Vehicles are restricted to slow speeds. The road is featured as the Battlefield Tour in the park brochure. There are eight interpretive stops on the Battlefield Tour.
- West of the Eastern Front, a loop road and spur link the sites in the Western Front, and connect the unit with Five Forks and the Eastern Front. This comprises the Siege Line Tour in the tour brochure. There are seven interpretive stops on the Siege Line Tour. The driving distance is sixteen miles.
- Local roads and city streets create the connection to City Point from the Eastern Front. The distance between the two units is 6.7 miles.

The park's circulation system also includes the trail system, both informal and formal, that provides recreational opportunities and access to individual sites. Grant's Headquarters at City Point has a number of informal paths that are remnants from the early twentieth century garden and an informal path along the river's edge. The Eastern Front has an extensive system used by joggers, horse riders, walkers and mountain bikers that originate from parking lots at the eastern edge near Fort Lee and the visitor center. A more limited system of walking trails is found in the Western Front and Five Forks Battlefield.

PURPOSE, SIGNIFICANCE AND MISSION OF PETERSBURG NB

Park Purpose Statement

A park's purpose is the reason for which it was set aside and preserved by Congress. It provides the fundamental criteria against which the appropriateness of all plan recommendations, operational decisions and actions are evaluated. The park's purpose is based on interpretation of its authorizing legislation. The purpose of Petersburg NB is:

- to commemorate the campaign, siege and defense of Petersburg, Virginia in 1864 and 1865;
- to preserve the breastworks, earthworks, walls or other defenses or shelters used by the armies;
- to educate the American people about the campaign, siege and defense of Petersburg and its causes, impacts and legacy in the full context of the Civil War and American history; and
- to preserve Poplar Grove National Cemetery and the memorials within Petersburg NB.

Park Significance

A statement of significance defines what makes the park unique - why it is important enough to our cultural heritage to warrant national park designation and how it differs from other parts of the country. Statements of significance are a tool for setting resource protection priorities and for identifying interpretive themes and appropriate visitor experiences. They help focus efforts and funding on the resources and experiences that matter most.

Petersburg NB is nationally significant as the site of:

- The campaign, siege and defense of Petersburg which effectively neutralized the Army of Northern Virginia, eliminated its logistical capabilities and resulted in the evacuation of the Confederate government from Richmond, the capital of the Confederate States of America. It is the longest (both in time and distance) sustained combative military front on American soil. The resources that contribute to and represent this significance are the natural landscape and the man-made features including the extensive and exemplary network of earthen fortifications, trenches, batteries and battlefields as well as roads and buildings that influenced and affected the conduct of the campaign.

Flags adorn headstones on Memorial Day at Poplar Grove National Cemetery.

- City Point served as the logistical headquarters for the Union Army and the headquarters for General Ulysses S. Grant during the entire course of the Petersburg Campaign. This was one of the largest field logistical support operations of the war. During the campaign, it was one of the busiest seaports in the world. The resources that contribute to this significance are the natural features including the Appomattox and James Rivers and the high bluff at their confluence; the river banks that served as the site of the Union port and depot during the siege; and

cultural features including the railroad right-of-ways that served as the vital communication and supply link to the front lines in Petersburg; the Appomattox Manor grounds that served as the site of the tent and cabin quarters for Grant and his staff; the Civil War-era structures associated with Appomattox Manor; and archeological resources.

- City Point also served as the site where discussions between President Abraham Lincoln and General Ulysses Grant took

Cannon located at Confederate Battery Five.

place and played a critical role in developing the terms of surrender offered to the Confederate Army, including peace with honor. The resources that contribute to this significance are the Appomattox Manor grounds and Grant's cabin, the only surviving military structure from the Union's occupation of City Point.

- Poplar Grove National Cemetery, for its association with the Petersburg Campaign, commemorates the valor and sacrifice of more than 6,000 Union soldiers who died during the battles. The features that contribute to the national significance of the cemetery include its design, the superintendent's lodge, stable, cemetery walls, carriage lane, monuments and grave markers.

The Park Mission

The park mission statement sums up NPS' understanding of why Petersburg NB was created and why it matters to Americans:

> *The mission of Petersburg National Battlefield is to preserve the nationally significant resources associated with the campaign, siege and defense of Petersburg and Poplar Grove National Cemetery, and to provide an understanding of the events and their causes, impacts and legacy to individuals, the community and the nation in the full context of American history.*

Mission Goals

Mission goals are the most general of three successively more specific kinds of goals the National Park Service uses to implement the Government Performance and Results Act. Park mission goals, although based on the National Park Service's overall mission goals, are specific to the park and reflect the park's purpose and significance. Mission goals are expressed in terms of desired resource conditions and appropriate visitor experiences.

The alternatives in this draft management plan investigate different ways that park managers may achieve these mission goals. The four mission goals for Petersburg NB are:

Mission Goal One: Preserving and Protecting Resources

The cultural landscapes, historic structures, monuments, grave sites, cemeteries, archeological sites, ethnographic resources and artifacts that are significant to the outcome of the military action or relevant to the understanding of the causes, impacts or legacies of the Civil War and the Petersburg Campaign are protected and maintained in good condition.

Mission Goal Two: Interpretation and Education

The public understands the significant events leading up to, during and arising from the campaign, siege and defense of Petersburg and their impacts on the nation in the full context of American history.

General Grant and his staff at City Point, April 1865.

Mission Goal Three: Visitor Use and Facilities

Visitors safely enjoy high-quality educational experiences that are appropriate to the mission and accessible to all segments of the population.

Mission Goal Four: Organizational Efficiency

The park is a responsive, efficient, flexible and accountable organization, which uses all available resources to accomplish its mission.

DECISION POINTS

Decision points are the major decisions to be addressed in general management level planning and reflect substantially different viewpoints or visions for the future management of park resources and visitors' experiences. While the park's mission, management goals, and other mandates set the parameters for the plan, various approaches to resource protection, use and development are possible.

The following decision points are a distillation of the most relevant issues (concerns, opportunities, interests, expectations and suggestions) that were identified through consultations with park staff and during public workshops and meetings with stakeholders (collectively referred to as scoping). The decision points are the questions that this plan will consider through the development of alternative management concepts, or alternatives, each offering a different approach for managing the park. The decision points reflect choices to be made and evaluated for their respective benefits, environmental impacts and costs. By defining, analyzing, and making these choices, the planning team resolves the broad trade-offs among competing resource values and park experiences.

Decision Points Related to Mission Goal One: Preserving and Protecting Resources

How should the park's natural resources be managed to support the preservation of the park's cultural resources?

The natural and topographic features of the battlefields were the basis for the tactics with which the battles were fought and the trench

warfare that set the precedent for wars to come. These important resources represent a unique relationship between cultural and natural resources, the human-made environment and the native landscape. The historic landscape is a key element to understanding:

- extensive troop movements and battles;
- ground cover patterns and terrain that shaped the events;
- the scale of events and extent of campgrounds and support services;
- the physical conditions of the battlefields before, during, and after the battles; and
- the social stories that are rooted there.

Although the importance of these resources is understood and interpreted, there is no underlying philosophy to guide management of these resources and landscapes. Without active management, a significant feature of the battle landscape, the pattern of open and wooded terrain that determined where the armies moved and camps settled, is obscured. Important vistas and viewsheds are integral to a visitor's understanding of troop movements and events. Vegetation, such as brush and trees, impede not only the view of the earthworks and battlefields, but also accessibility for maintenance, interpretation, and protection of archeological resources from relic hunters. The GMP will evaluate ways to balance the environmental conditions of the park as its historic resources are preserved.

How should the park's collections and archives be managed?

The park has a significant collection of over 4,400 historic objects and artifacts that represent a physical record of battles and the lives and times of the people affected by the Petersburg Campaign. The museum collection at the park includes Civil War-era firearms, ammunition, artillery and equipage, memorabilia, historic furnishings, decorative arts, manuscripts, resource management records, archeological elements, and field collections of archeological artifacts. In addition, more than 1,600 books and thousands of photographs, maps, personal letters, architectural drawings and plans and printed materials are contained in the park's archival collection. These archives are records of the preservation of the battlefields and commemoration of the armies and families that came to Petersburg. Due to the lack of adequate space to consolidate the collections, these items are currently stored in over-crowded and scattered facilities that lack appropriate temperature, humidity, and fire protection controls. These collections are subject to continual degradation and damage until these unfavorable conditions are corrected. Also, there are limited support areas with no secure work area where objects can be spread out for cataloging, study or treatment. This collection is anticipated to expand as research at the park continues. The GMP will explore the development of a new facility to properly store the park's collections and archives.

Recognizing that significant battlefields associated with the Petersburg Campaign are outside current park boundaries, how can these resources and their surrounding landscapes be protected by NPS, individuals, institutions, organizations and other agencies?

Many acres of nationally significant epicenter battle areas associated with the campaign, siege and defense of Petersburg and related to the mission of the park are unprotected. Critical vistas from the park to campaign resources and sites that lie outside

the park are interrupted or blocked by modern development. The localities surrounding the park are experiencing growth and currently have a very strong emphasis on development and business recruitment throughout the entire region. Given current trends, rural counties such as Dinwiddie could be fully built-out by the turn of the next century. The majority of the epicenter battlefields of the Petersburg Campaign are in Dinwiddie County. In 2002, the county updated its Comprehensive Plan and delineated both an Urban Planning Area and Community Planning Area in the northeast corner of the county. These planning areas encompass the proposed boundary expansion lands for the Western Front and Five Forks Battlefield. Together, these planning areas are expected to accommodate approximately 75% of future residential development and 85% of future industrial and commercial development for the entire county. Without action, many of these lands may be lost to development, and currently protected battlefields will serve as "the hole in the doughnut", just as the Eastern Front does in Prince George County and Petersburg. The GMP will evaluate which lands outside the current park boundaries are appropriate for boundary expansion.

Decision Points Related to Mission Goal Two: Interpretation & Education

What is the best way to use the park's nationally significant cultural resources including land, earthworks, structures, archeological resources and collections to convey the complex story of the Petersburg Campaign to the visitor?

Because of the complex nature of the Petersburg Campaign and the diversity of resources within the park, understanding the relationship between these resources, and the park's stories and significant events can be difficult for the average visitor. The park provides a unique opportunity to interpret the social, political, and cultural changes associated with the Civil War. But, the existing configuration of the park units does not maximize the public's interaction with the staff or the resources, including the land, the landscape, and artifacts. The park offers visitors opportunities to explore battlefields and forts, plantation buildings, riverfronts, farm fields and monuments, but they must travel to different settings and different

communities. Two significant units (Grant's Headquarters at City Point and Five Forks Battlefield) were acquired in the past couple of decades, and yet these sites have not been fully integrated into the Petersburg NB experience. Overall, there has been no fundamental change in the presentation of the park's story.

The diversity of stories associated with the 292-day Petersburg Campaign is well documented and diverse. There are thousands of interesting stories about hundreds of historical events that could capture the imagination and interest of the visiting public. Park interpretive staff, visitors and participants at the GMP scoping meetings all expressed interest and support for broadening the themes at Petersburg NB.

What levels and kinds of interpretation and education are appropriate, given the geographically dispersed character of the park units?

Currently there are two primary challenges facing the park interpretive staff at Petersburg NB: the ability to effectively tell the entire story within the limited time most visitors allow to see the park; and the disproportionate visitor use of the various park units.
The Eastern Front has the highest visitation and is viewed by the majority of visitors as the primary park experience. The park provides little interpretation outside Grant's Headquarters at City Point and the Eastern Front. Consequently, many visitors find their experience at the Western Front and Five Forks Battlefield lacking in comparison. There is inadequate interpretive signage, guides and/or personal programming to provide visitors an understanding of the events that took place on these sites.

The museum exhibits and audio-visual program at Petersburg NB were created in the 1960s. Most of the wayside exhibits in the park are site specific to strategic issues and tactical events that took place on the ground within view of the exhibit. While some waysides, publications, and personal services programs are specific to the significant involvement and compelling stories of U.S. Colored Troops at Petersburg, the park does not interpret slavery or even the broader context of the causes of the war well. The GMP will explore the types of visitor experiences and interpretive infra-structure that is best suited to the various units.

Living History program depicting United States Colored Troop Members

Decision Points Related to Mission Goal Three: Visitor Use and Facilities

How should visitors be oriented to the park, given the multiple points of entry from highways and local roads?

Visitors approach the park from multiple road systems and have multiple entrances and multiple units, separated by several miles, to navigate. Primary orientation is at the current visitor center at the Eastern Front. Visitors

have to find their way to the main visitor center, then backtrack a significant distance to pick up the rest of the tour. Very little orientation information is available to visitors who enter the park at the Western Front or Five Forks Battlefield. Currently, the driving tour road is disjointed, poorly signed, and difficult to follow between park units. The existing one-way vehicular transportation pattern is not conducive to longer visitor stays or enhanced understanding of the events or resources. The GMP will consider various methods for improving visitor orientation to the park.

What levels and kinds of visitor facilities are appropriate and where?

The level and type of public facilities have not been updated to meet contemporary needs, such as ADA-compliant building entrances, restrooms, and parking pull-offs for larger vehicles. The number and location of visitor facilities is inadequate. Bathrooms and water are located only at one end of the Eastern Front; Five Forks has one portable bathroom facility. Poplar Grove and the Western Front have services only on a seasonal basis. Additionally, there is no space to convene a large group of visitors and students for hands-on learning. The GMP will look at ways to meet the increased demand for facilities.

Decision Points Related to Mission Goal Four: Organizational Efficiency

What should the park's role be in the preservation and interpretation of related nationally significant Civil War resources outside the park?

Many sites significant to the Petersburg Campaign lie outside park boundaries. The NPS cannot provide adequate resource protection of nationally significant battlefields, nor interpret the events and their context by themselves. A variety of regulatory mechanisms available to local jurisdictions and interested parties could encourage the conservation of historic resources on private property and/or influence the proposals for private land development. But, many landowners, organizations and local governments desire technical assistance from the park experts. The GMP will consider the types of partnerships necessary to provide resource protection and interpretation outside park boundaries.

How can administrative, maintenance, law enforcement and other operational facilities be provided most effectively?

Four noncontiguous units along a 35-mile long tour route traversing an urban/suburban/rural environment in four different jurisdictions present a challenge to interpretation, maintenance, resource protection, and visitor experience. These multiple, dispersed units create a need for a level of service and law enforcement that is greater than a single unit, discreet park area. The GMP will explore various ways to efficiently manage the park.

ANALYSIS OF BOUNDARY ADJUSTMENT CRITERIA

The battlefields associated with the Petersburg Campaign are threatened. When Congress created the park in 1926, only a fraction of the battlefield acreage associated with the 26 major battles of the Petersburg Campaign was included in the original boundary. In the early 1920s, the landscape surrounding the newly created park retained its rural character with many of the Civil War battlefields remaining undeveloped and the threat of change considered low. Seventy-seven years later, gradual but steady, residential and commercial development on the fringes of the park has dramatically lead to the loss of battlefield resources and altered the character of the Civil War landscape. Many of these historic lands are presently in urbanizing settings similar to the situations faced by other battlefield parks and communities such as Fredericksburg and Richmond.

As one of the provisions of Public Law 95-625, the National Parks and Recreation Act of 1978, Congress directed that the National Park Service consider as part of a planning process what modifications of external boundaries might be necessary to carry out park purposes. Subsequent to this act, Congress also passed Public Law 101-628, the Arizona Desert Wilderness Act. Section 1216 of this act directs the Secretary of the Interior to develop criteria to evaluate any proposed changes to the existing boundaries of individual park units. Section 1217 of the Act calls for the NPS to consult with affected agencies and others regarding a proposed boundary change, and to provide a cost estimate of acquisition cost, if any, related to the boundary adjustment.

These legislative provisions are implemented through NPS Management Policies that state the NPS will conduct studies of potential boundary adjustments and may make boundary revisions if authorized by Congress. Boundary adjustments may be recommended if they fulfill at least one of the following criteria:

- To include significant resources or opportunities for public enjoyment related to the purposes of the park.
- To address operational and management issues such as access and boundary identification by topographic or other natural features or roads.
- To protect park resources critical to fulfilling park purposes.

Earthen fort in park.

As a foundation for this evaluation, the park staff relied heavily on the work of the Civil War Sites Advisory Commission (CWSAC). The Commission was created by the U.S. Congress to identify the nation's historically important Civil War sites, determine their relative importance, evaluate their condition, assess threats to their integrity and make recommendations for their conservation and interpretation. In 1993, the CWSAC submitted to Congress, its *Report on the Nation's Civil War Battlefields*. The report addressed hundreds of battlefield sites throughout the country and presented them by state and in alphabetical order. The attempts to capture Petersburg and the Petersburg Campaign consisted of 108 military actions, 26 of which were major

battles that occurred between May of 1864 and April of 1865. While these engagements happened in an area spread over 176 square miles, the CWSAC report identified core areas for the Petersburg battles that encompasses 100,000 acres. The CWSAC Report defines a core area of a battlefield as that area which encompasses all the critical phases defined for the battle. Phases cover the convergence and deployment of opposing force, the development and tactical execution of the battle, and the disengagement and withdrawal of the forces. The core area encompasses those phases that constituted the most intense fighting during the battle, or involved moments or turning points of the battle. Of the 100,000 acres, only 23,000 acres still retain their historic integrity, simply defined as the resemblance of the battlefield landscape to its Civil War appearance.

In January 2002, the park completed its *Assessment of Integrity Report* which details how the park developed and applied a methodology for determining which of the 23,000 acres meet NPS criteria for national significance, integrity and interpretability.

Assessing National Significance

Recognizing that the preservation by the NPS of the 23,000 acres within the core area boundaries cited by the CWSAC is unrealistic, the park initiated an evaluation process to better identify those lands most critical to the historic setting and this dramatic story in American history. Park staff used the following criteria to reduce the acreage by determining the highest priority for protecting lands that related to the park's authorizing legislation. These include:

- Battles that took place south of the Appomattox River that were directly associated with the siege or defense of Petersburg.
- Battles that were identified in the CWSAC report as Class A and Class B.

In the CWSAC report, battles were classified according to their military importance and the impact they had on the outcome of the war. The following definitions were used for this determination:

Class A: Decisive
A general engagement involving field armies in which a commander achieved a vital strategic objective. Such a result might include an indisputable victory on the field or be limited to the success or termination of a campaign offensive. Decisive battle had a direct, observable impact on the direction, duration, conduct, or outcome of the war.

Class B: Major
An engagement of magnitude involving field armies or divisions of the armies in which a commander achieved an important strategic objective within the context of an ongoing campaign offensive. Major battle had a direct, observable impact on the direction, duration, conduct, or outcome of the campaign.

In addition, park staff refined the CWSAC core area acreage by reviewing historical maps and documentation to identify an "epicenter" for each battle. A new term, an epicenter is defined as that portion of the battlefield on which the two armies were directly engaged in hostile combat that had a direct bearing on the outcome of the battle.

After applying criteria for battles associated with the park's authorizing legislation, defining epicenters and using the CWSAC battle classification, park staff narrowed the list of 26 battles to the following (see chart on page 23):

BATTLE	DATE	CLASS
Boydton Plank Road	October 27-28, 1864	B
Crater	July 30, 1864	A
Five Forks	April 1, 1865	A
Fort Stedman/Picket Line Attack	March 25, 1865	A
Globe Tavern	August 18-21, 1864	B
Hatcher's Run	February 5-7, 1865	B
Jerusalem Plank Road	June 21-24, 1864	B
Peeble's Farm	Sept. 30-October 2,1864	B
Petersburg-The Assault	June 15-18, 1864	A
Petersburg-The Breakthrough	April 2, 1865	A
Reams' Station	August 25, 1864	B
White Oak Road	March 31, 1865	B

In order to further validate the significance of those lands identified, the battlefields were evaluated using the *Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields* (Andrus, U.S. Department of the Interior, National Park Service, National Register, History and Education, 1992). Under this methodology, significance is defined by four criteria:

Criterion A *applies to battlefields that are associated with events that have made a significant contribution to the broad patterns of history.*

Criterion B *applies to battlefields that are associated with lives of persons important to our past.*

Criterion C *applies to significant works of architecture or engineering.*

Criterion D *applies to properties that have yielded or are likely to yield, information important to pre-history or history.*

Assessing Integrity

Integrity is the ability of a property to convey its significance. Generally, the most important aspects of integrity for battlefields are location, setting, feeling and association. The best-preserved battlefields appear much as they would have at the time of the battle, making it easy to understand how strategy and results were shaped by the terrain.

The CWSAC report identified 23,000 core acres in close proximity to the park that still retain their historic integrity. Integrity retention was based on the presence of pasture, agriculture use, forest, and National Register properties whose period of significance pre-dated 1865. Battlefields have lost integrity if they are currently covered by urban build-up, are permanently flooded, or are used as quarries or strip mines The park used the following CWSAC report classifications to define integrity:

Good

A battle site with good integrity is essentially unchanged from the historic period with respect to terrain, land use, road network, and mass and scale of buildings.

Fair
A battle site with fair integrity is largely intact with some changes in primary geographical and topographical configuration and mass and scale of the buildings.

Poor
A battle site with poor integrity is significantly altered in terms of its primary geographical and topographical configuration and mass and scale of the buildings. Road construction and changes in land use are usually evident at sites with poor integrity. Sites with poor integrity sometimes retain core parcels (50-200 acres) intact within the generally fragmented landscape.

Lost
A lost site has "changed beyond recognition," meaning that a resident of the time returning to the site today presumably would not recognize his or her surroundings. Lost battlefields may retain small (1-50 acres) parcels suitable for commemoration; however, the ability to interpret the battle on the landscape has been lost.

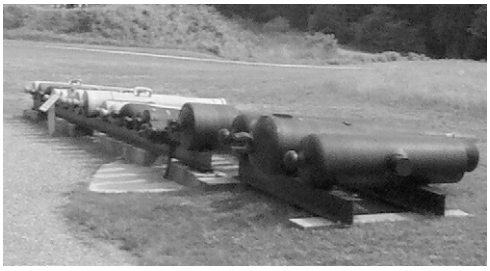
Park staff focused their assessment on the epicenters for the 12 battlefields. Each battlefield was evaluated for: Civil War landscape; modern landscape; KOCOA elements —***K**ey terrain*, ***O**bservation and fields of fire*, ***C**over and concealment*, ***O**bstacles (both natural and man-made)*, ***A**venues of approach;* landscape elements that survive from the Civil War period; landscape elements that are missing from the Civil War period; major landscape interventions since the Civil War period; likelihood of landscape interventions in the future; and adjacency to land with long term protection.

This refined evaluation resulted in the following integrity assessments:

BATTLE	DATE	INTEGRITY
Boydton Plank Road	October 27-28, 1864	Good
Crater	July 30, 1864	Good
Five Forks	April 1, 1865	Good
Fort Stedman	March 25, 1865	Good
Globe Tavern	August 18-21, 1864	Good
Hatcher's Run	February 5-7, 1865	Good
Jerusalem Plank Road	June 21-24, 1864	Good
Peeble's Farm	Sept. 30-October 2,1864	Good
Petersburg-The Assault	June 15-18, 1864	Fair
Petersburg-The Breakthrough	April 2, 1865	Fair
Reams' Station	August 25, 1864	Good
White Oak Road	March 31, 1865	Good

Assessing Interpretability

Finally, park staff evaluated the interpretability of each battlefield. Interpretability was defined as the importance of the events and the ability to provide visitor access to the site. In other words, could a visitor, with access to the battlefield, be able to understand the events that unfolded around them with the assistance of wayside exhibits, walking trails, etc. This idea is important with regard to providing visitors an understanding for the scope and scale of the campaign. Park staff developed and applied the following criteria to assess interpretability:



Artillery display behind Eastern Front Visitor Center.

Good

The landscape is significant to the interpretation of the event, has good integrity and can be accomplished without needing additional staffing.

Fair

The landscape is important to the interpretation of the event, maintains at least fair integrity, but might need additional staffing in order to interpret.

Poor

The landscape does not significantly contribute to the interpretation of the event, its integrity has been compromised and needs additional staff in order to provide effective interpretation.

Lost

The landscape has lost its integrity and cannot be interpreted without major capital investments and staffing.

Based on the assessments, park staff concluded that all 12 battlefields epicenters have good interpretability.

Recommendations

After evaluation of national significance, integrity and interpretability, the park proposed that 12 battlefields totaling approximately 7,238 acres should be considered for boundary expansion at Petersburg NB. The acreage number is based on a recent survey of land records and GIS mapping conducted by park staff and the Northeast Region Lands Division. In addition, four small parcels totaling eight acres are also needed to protect existing resources at Grant's Headquarters at City Point, Poplar Grove National Cemetery and the Eastern Front. The recommended acreage for protection is:

BATTLE	ACRES
Boydton Plank Road	99
Crater	15
Five Forks	1,047
Fort Stedman/Picket Line Attack	879
Globe Tavern	611
Hatcher's Run	1,710
Jerusalem Plank Road	222
Peeble's Farm	88
Petersburg-The Assault	95
Petersburg-The Breakthrough	33
Reams' Station	506
White Oak Road`	1,925
Pecan & Water Street	1
Poplar Grove National Cemetery Road	4
Water Street	2
Winfield Road	1
	7,238

Applying NPS Boundary Adjustment Criteria

Do These Significant Resources or Opportunities Provide for Public Enjoyment Related to the Purpose of Petersburg National Battlefield?

The Petersburg Campaign is the longest, in both time and distance, sustained combative military front on American soil. For more than nine months from June 1864 to April 1865, Confederate and Union forces engaged in 26 battles spread over 176 square miles. The boundary expansion will protect existing park resources, preserve nationally significant battlefields and provide access and opportunities for interpretation. The following battlefields will enable the park to tell a more complete story and enable park visitors to appreciate fully the size and scope of the Petersburg Campaign.

Union soldiers in captured Confederate fortifications, April 1865.

Boydton Plank Road (99 acres)

Description of the Engagement - Directed by Maj. Gen. Winfield Scott Hancock, divisions from three Union corps (II, V and IX) and Gregg's cavalry division, numbering more than 30,000 men, withdrew from the Petersburg lines and marched west to operate against the Boydton Plank Road and the South Side Rail Road. The initial Union advance on October 27 gained the Boydton Plank Road, a major campaign objective. But that afternoon, a counterattack near Burgess' Mill forced a retreat. The Confederates retained control of the Boydton Plank Road for the rest of the winter.

Present Battlefield - Today, much of this original battlefield has been compromised by a post-war rail line (abandoned), traversed by an interstate highway (I-85), and an automobile salvage yard. But the battlefield epicenter retains integrity and the historic feeling. The landscape is excellent for interpreting this important fall offensive move by Grant's army to cut the Boydton Plank Road--which was being used as Lee's intermediate supply line—and the nearby South Side Railroad.

Hatcher's Run (1,710 acres)

Description of the Engagement - On February 5, a Union cavalry division rode out to the Boydton Plank Road via Reams' Station and Dinwiddie Court House in an attempt to intercept Confederate supply trains. The Union V Corps crossed Hatcher's Run and took up a blocking position on the Vaughan Road to prevent Confederate interference. Late in the day, Confederate forces attempted to turn Union forces north of the mill but were repulsed. During the night, Federal forces were reinforced by two divisions. On February 6, Gregg returned to Gravelly Run on the Vaughan Road from his unsuccessful raid and was attacked by elements of Pegram's division and cavalry under W.H.F. Lee. Warren pushed forward a reconnaissance in the vicinity of Dabney's steam sawmill site and was attacked by Pegram's and Evan's divisions. Pegram was killed in the action. Slight skirmishing took place on the 7th but no major attack was made. Although the Union advance was

stopped, the Union forces extended their siege works to the Vaughan Road crossing of Hatcher's Run.

Present Battlefield -This battlefield is divided into two sections: one represents the first day's fight (February 5) and is located a mile north of the second day's fight (February 6-7th). While the fighting covered much territory, the area is still rural and somewhat isolated, helping to retain much of its integrity. The site represents the first Union offensive of 1865 which significantly extended

the Union left flank and set the stage for the spring offensive that would lead to the decisive Union victory for the campaign. The Civil War Preservation Trust owns 170 acres. Possible large-scale development could happen in the future with a current proposal for a gravel quarry adjacent to the first days' battle.

Jerusalem Plank Road, June 21-24, 1864 (222 acres)

Description of the Engagement—On June 21, Union forces crossed the Jerusalem Plank Road and attempted to capture a portion of the Weldon Railroad in order to eliminate one of the major Confederate supply lines into Petersburg. The movement was preceded by two cavalry divisions, which began destroying tracks south of the Confederate defense lines. On June 22, Confederate forces counterattacked and forced Union troops away from the railroad and back to positions on the Jerusalem Plank Road. On June 23, Union forces renewed their offensive and actually reached the Weldon Railroad. Elements of the Union forces were engaged in destroying tracks when the Confederate forces advanced and turned the Federal troops back toward Jerusalem Plank Road. Although the Union Army was driven from their advanced positions at Weldon Railroad, they were able to gain control of Jerusalem Plank Road and extend their siege lines farther to the west in a strong position for launching later offensives to eventually capture the Weldon Railroad.

Present Battlefield -Most portions of this three-day battle have been lost to development, however this epicenter still retains a high degree of historical integrity. This area was also the site of Globe Tavern, an important landmark during the siege. Concurrently, many of the parcels involved in the preservation of this battlefield also include those needed for telling the story of the second battle for the Weldon Railroad. This area is critical to visitor understanding of the significant Union possession of a Confederate supply line and the extension of the front by several miles.

Petersburg—The Breakthrough, April 2, 1865 (33 acres)

Description of the Engagement—With Confederate defeat at Five Forks on April 1, Grant ordered a general assault against the Petersburg lines. On April 2, Lt. Gen. A.P. Hill was killed trying to reach his troops in the confusion. A heroic defense of Fort Gregg by a handful of Confederates prevented the Federal forces from entering the city that night. After dark, Lee ordered the evacuation of Petersburg and Richmond. Grant had achieved one of the major military objectives of the war: cutting off Lee's supply

lines, flushing Lee out of the trenches of Petersburg, which led to the evacuation of Richmond, the Capital of the Confederacy.

Present Battlefield -Because of the expansiveness of this all-day battle, portions of the various engagements comprising it are within multiple epicenters. This parcel is critical to providing visitor understanding of the last series of events that resulted in Lee's evacuation of Petersburg. It is the location where one of General Lee's great commanders, A.P. Hill, was killed after the VI Corps Breakthrough. General A.P. Hill

Graveyard at Oak Grove Methodist Church adjacent to Reams' Station.

commanded the portion of those troops defending Petersburg throughout most of the siege and his tragic death epitomizes the fall of the Confederacy.

Reams' Station, August 25, 1864 (506 acres)

Description of the Engagement—On August 24th, the Union II Corps moved south along the Weldon Railroad, tearing up tracks. On August 25, divisions under Heth's overall command and under division commands of Wilcox and Mahone, attacked in the front while the cavalry under Hampton's overall command and under the division commands of Barringer and Butler attacked the Union left. Hancock's Corps, under the division commands of Gibbon and Miles along with Gregg, were behind a poorly built set of earthworks at Reams' Station and were overwhelmed. The Confederates captured 9 guns, 12 stand of colors, and many prisoners. Hancock's II Corps was shattered and withdrew to the main Union line near the Jerusalem Plank Road.

Present Battlefield -Despite years of timbering operations, this battlefield maintains its 1864 appearance and has good integrity. This epicenter is important for understanding the progression of actions on the expanding front, the impact of the Confederacy's loss of supply lines, and their attempts to overcome the loss.

The Conservation Fund owns 212 acres and the Civil War Preservation Trust owns 83 acres of the total proposed boundary expansion acreage here.

White Oak Road, March 31, 1865 (1,925 acres)

Description of the Engagement—Following the Union victory of Lewis' Farm, the Confederates withdrew to their entrenchments (built during the winter of '65) along White Oak Road. Grant responded by ordering a series of movements designed to flank Lee's army and eventually gain possession of the South Side Railroad. Engagements at both White Oak Road and Dinwiddie Court House were working in combination and occurred on March 31. Lee had shifted reinforcements to meet the Federal movement to turn his right flank. He placed Fitzhugh Lee's cavalry divisions at Five Forks and with Pickett's division on the extreme right. Federal cavalry under Sheridan were moving toward Five Forks via Dinwiddie Court House.

On March 30th, Confederates under the command of Anderson were in their entrenchments along White Oak Road and Federals under Warren's command pushed forward and entrenched a line to cover the Boydton Plank Road. During the 30th, skirmishing was kept up throughout the day. On March 31st, Lee learned that the Union troops were deploying for an assault on his line and had left a part of their line unprotected. Lee ordered a preemptive assault. Confederate brigades attacked the Union lines before they had completed their formation and threw the Union line into a retreat to their previous positions south of Gravely Run. With the assistance of three brigades, the Union forces counter attacked. After a series of Union thrusts against the wavering Confederate positions on the battlefield, Lee's troops retreated to their works along White Oak Road. In their push forward, the Union troops had gained possession of White Oak Road west of the Confederate entrenchments.

Present Battlefield – As a stage-setting battle for the next day at nearby Five Forks, this extremely significant battlefield was determined eligible for listing on the National Register of Historic Places as a historic district (February 1992). This epicenter contains the last vestiges of Lee's entrenched right flank, the primary portion of the Union approach and resulting series of counter attacks. Confederate earthworks including unique single gun artillery redans still exist and would provide an enhanced interpretive opportunity. The Civil War Preservation Trust preserves 74 acres and includes trails, wayside exhibits and a parking lot that would be included in the boundary expansion.

Do These New Lands Proposed for Boundary Expansion Protect Park Resources Critical to Fulfilling the Park's Purposes?

The park is currently comprised of four separate units with a number of individual sites spread over a 37-mile area. Small isolated sites, especially the string of fortifications in the Western Front, have poor access for both resource management and interpretation. These sites have been impacted over the last few years by both residential and industrial development adjacent to the units. Noise, movement and odors from this adjacent development degrades the historic setting and visitor experience in larger units and overwhelms the experience in smaller isolated units. The boundary expansion would protect cultural, natural and scenic resources by preserving lands adjacent to existing NPS sites, and creating greater access for resource management, law enforcement and visitor education.

Crater, July 30, 1864 (15 acres)

Description of the Engagement—On July 30th after weeks of preparation, the Union Army exploded a mine beneath Pegram's Salient. This explosion blew a gap in the Confederate defenses of Petersburg. Soon after, everything deteriorated rapidly for the Union attackers. Unit after unit charged into and around the crater, where soldiers milled in confusion. The Confederates quickly recovered and launched several counterattacks. With the arrival of fresh troops, the break was sealed and the Union forces were repulsed with severe casualties. Ferrero's division of black soldiers was badly mauled. This may have been Grant's best chance to end the Siege of Petersburg.

Present Battlefield -Much of this battlefield, probably the most well known event of the whole campaign, is already preserved by the NPS. This small parcel contains partial remains of Confederate lines north of the Crater itself and located in the confines of Petersburg's Blandford Cemetery, currently under pressure to enlarge. This parcel will

protect the park's existing boundary and an important view shed.

Globe Tavern, August 18-21, 1864 (611 acres)

Description of the Engagement—
In conjunction with Union demonstrations north of the James River at Deep Bottom, Union troops under the command of Warren were withdrawn from the Petersburg entrenchments to operate against the Weldon Railroad. At dawn on August 18th, Warren advanced driving back Confederate pickets until reaching the railroad at Globe Tavern. In the afternoon, the Confederate division under the command of Heth attacked driving the Union Division under the immediate command of Ayres back toward the tavern. Both sides entrenched during the night. On August 19th the Confederate division under the command of Mahone, whose division had been hastily returned from north of the James River, attacked with five infantry brigades and rolled up the right flank of Crawford's Union division. Having heavily reinforced Crawford's Division with Willcox's Division, Warren counterattacked and by nightfall had retaken most of the ground lost during the afternoon's fighting. On August 20th the Federals entrenched a strong defensive line at Globe Tavern with Griffin's Division and with Ayres' and Crawford's Divisions extending east to connect with the main Federal lines at Jerusalem Plank Road. On August 21, A. P. Hill probed the new Federal line for weaknesses but could not penetrate the Union defenses. The Battle of Globe Tavern succeeded in extending the Union siege lines to the west and cutting Petersburg's primary rail connection with Wilmington, North Carolina. The Confederates were now forced to off-load rail cars at Stony Creek Station for a 27-mile wagon haul up Boydton Plank Road to reach Petersburg.

Present Battlefield -This battlefield is crucial to understanding Grant's strategy of cutting Lee's supply lines into Petersburg. Already much of the first two days' fighting (August 18-19) has been lost to an industrial park. The epicenter area to the south and west of it still retains a rural character and holds enough integrity for telling the story of the battle. This battlefield will also protect the park unit at Poplar Grove National Cemetery and maintain the solemnity of the cemetery landscape.

Five Forks, April 1, 1865 (1,047 acres)

Description of the Engagement—Gen. Robert E. Lee ordered Pickett to hold Five Forks at all hazards. At his disposal were brigades from two infantry divisions and two cavalry divisions. At stake was Lee's ability to continue supplying his troops via the South Side Rail Road. Pickett had entrenched along White Oak Road blocking the Union access to Ford's Road with W.H.F. Lee's cavalry covering the right flank to the west and south of White Oak Road. On April 1, 1865, Sheridan's cavalry approached from Dinwiddie Court House with Devin's division following the route of Dinwiddie Court House Road approaching the Confederate's center line of defenses at the Five Forks intersection. Custer's division following the route of Scott's Road approached the Confederate's right.
After the Union success at the Battle of White Oak Road, Warren's Corps was able to approach Five Forks from the east via White Oak Road. While Devin and Custer were attacking the right and center of the Confederate line Sheridan directed Warren to assault the Confederate left flank. Although Warren's approach on the Confederate line was misdirected, he inadvertently flanked and overwhelmed the Confederate left flank with the combined movements of divisions under Ayres, Griffin, and Crawford. With the approach of Crawford's division from the Confederate rear, Pickett withdrew his Confederate troops to the northwest in order to save his army

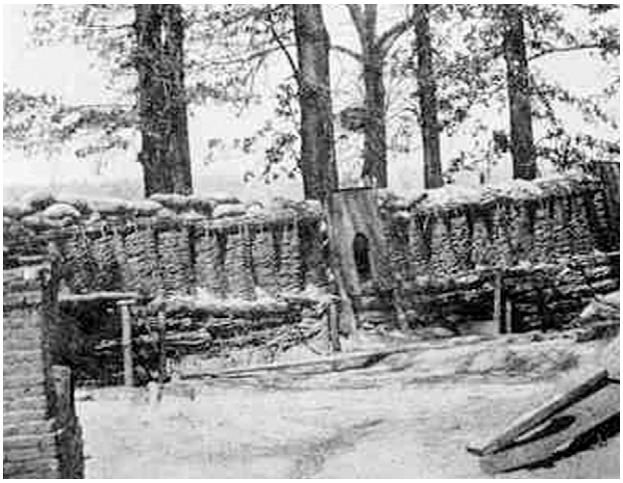
and reunite with the army in Petersburg. The critical rural intersection of Five Forks was lost. This loss opened a direct path to Sutherland Station and the South Side Railroad, Lee's last viable supply line. The next morning, Lee informed Jefferson Davis that Petersburg and Richmond must be evacuated.

Present Battlefield -Considered by contemporary sources as the "Waterloo of the Confederacy," this NPS unit is the most preserved battlefield in the park reflecting the 1865 Civil War landscape. While the current preserved acreage is near the limits set by Congress in establishing the unit, the Izaak Walton League could transfer their 435 acre scenic easement to the NPS for long-term protection of the unit's western boundary. The remaining parcels of the epicenter would protect the unit's eastern boundary and constitute the Federal army marshalling and initial attack area, which will round out the complete interpretation of the battle.

Fort Stedman/Picket Line Attack, March 25, 1865 (879 acres)

Description of the Engagement—With the continual Union build up on the western front, Gen. Robert E. Lee massed nearly half of his army on the Eastern Front in an attempt to break through Grant's defenses and threaten his supply depot at City Point. The pre-dawn assault on March 25 overpowered the garrisons of Ft. Stedman and Batteries X, XI and XII. The Confederates were brought under a killing crossfire, and counterattacks contained the breakthrough, cut off, and captured more than 1,900 of the attackers.Realizing Lee reduced his force on the western front, Grant ordered elements of the II and VI Corps to assault the vulnerable picket lines. The Union success in capturing portions of the picket lines weakened Lee's hold on the Western Front and set the stage for a series of actions that led to the Confederate defeat at Five Forks on April 1 and the fall of Petersburg on April 2-3.

Present Battlefield -The major portion of the Fort Stedman battlefield is preserved at the park's Eastern Front. This new parcel is needed to protect the resources and critical view shed between the park boundary and the eastern portion of Blandford Cemetery. It was used as a marshalling site for the Confederate forces that attacked Fort Stedman and holds the partial remains of the



Interior of Union Fort Stedman, 1865.

Confederate defenses. Approximately seven miles southwest of this parcel is another that played an important role in the aftermath of the Federal victory at Fort Stedman. Simply known as the "Picket Line Attack," the results of this action enabled Federal forces to maneuver themselves into position for the final breakthrough on April 2nd.

Peebles' Farm, September 30-October 2, 1864 (88 acres)

Description of the Engagement—
In combination with Maj. Gen. Benjamin Butler's offensive north of the James River at Fort Harrison, Lt. Gen. Ulysses S. Grant extended his left flank to cut Confederate lines of communication southwest of Petersburg. Two divisions (Potter and

Wilcox) under the command of Parke, two divisions (Griffin and Ayres) under Warren, and Gregg's cavalry were assigned to the operation. On September 30th, the Federals marched via Poplar Spring Church to reach Squirrel Level and Vaughan Roads. The initial Federal attack overran Fort Archer, flanking the Confederates, under the command of Dearing, out of their Squirrel Level Road line. In late afternoon, Confederate reinforcements under the command of Heth arrived and slowed the Federal advance. On October 1st the Federals repulsed a Confederate counterattack. Federal troops resumed their advance on October 2nd, captured Fort MacRae which was lightly defended, and extended their left flank to the vicinity of Peebles' and Pegram's Farms. With these limited successes, the offensive was suspended. A new line was entrenched from the Federal works on Weldon Railroad to Pegram's Farm.

Present Battlefield -Preservation of this battlefield epicenter is critical to protect a string of fortifications, the Fishhook, in the Western Front. A portion of the original battlefield was lost a few years ago with the construction of a steel recycling plant. The Civil War Preservation Trust acquired a 500-foot easement buffer (68 acres) to protect the existing park resources at Forts Fisher, Conahey and Urmston which they would like NPS to assume for long-term protection. One NPS fort site, Union Fort Wheaton (also known as Confederate Fort Archer) does not have public access. By preserving the designated parcels, the remaining portion of this three-day battle will provide visitor access for interpretation. With this epicenter, a solid connection between the Union lines and the breakthrough of the Confederate lines, now preserved by Pamplin Historical Park, will be protected.

Petersburg—The Assault, June 15-18, 1864 (95 acres)

Description of the Engagement—On June 15, leading elements of Butler's Army of the James crossed the Appomattox River near Point of Rocks and attacked the Confederate Dimmock Line. The Dimmock Line was a circle of defensive fortifications that encircled Petersburg with both flanks of the line resting on the Appomattox River. While the Confederate defenders on the river north of Petersburg held their position, elements of the thin Confederate line of 2,200 defenders along other portions to the Confederate right were driven from their first line of entrenchments back to Harrison Creek. On June 16, Union forces captured additional sections of the Confederate line and positions along the river were left vulnerable by the Union occupation of a battery located on an adjacent promontory. Under the cover of darkness, during the evening of the 17th the Confederates withdrew from the riverside section of the Dimmock Line and aligned themselves with the rest of the Confederate line—closer to Petersburg. On June 18 when Union forces attacked the Confederate positions on the river, they found that they had been vacated. The new Confederate line of defense surrounding Petersburg was now heavily manned and the greatest opportunity to capture Petersburg without a siege was lost. Consequently, the siege of Petersburg began.

Present Battlefield -As the first major point of contact between Union and Confederate forces, a large portion of this epicenter is included in the park's Eastern Front. The area proposed as part of the expansion will protect the Eastern Front's northeastern boundary and a key view shed from Confederate Battery Five. This property currently is in agricultural use, but is zoned industrial. If developed and depending on its use, it could impact on park resources.

Pecan and Water Street Parking Lot, City of Hopewell (1 acre)
This property completes NPS ownership and facilitates management of a parking area at the City Point Waterfront. This parcel will also assist with controlling truck traffic and intrusions on existing parkland and provide for more efficient maintenance including mowing, tree and shrub trimming and security.

Poplar Grove National Cemetery Road, Dinwiddie County (4 acres)
Located between Poplar Grove National Cemetery and Poplar Grove National Cemetery Road, this property protects the quiet and contemplative atmosphere by screening the visual and noise intrusion of adjacent highway Virginia Route 675.

Water Street, City of Hopewell (2 acres)
This property would protect the viewshed of the historic City Point Waterfront on the James River where General Grant and the Union Army established its logistical headquarters and support operations from which all subsequent military actions in the Petersburg Campaign were supplied.

Winfield Avenue, Prince George County (1 acre) This property adjacent to the Massachusetts Monument in the Eastern Front, is needed to protect a critical viewshed from the Crater Battlefield. Currently, the trees on this property screen modern development including a motel and major highway inter - change, from visitors on the park's tour road.

The 12 nationally significant battlefield epicenters, and the Poplar Grove National Cemetery Road, Winfield Avenue, and Water Street properties described in this document meet the National Park Service criteria for boundary adjustments and are suitable as potential additions to Petersburg National Battlefield.

Feasibility for Protection

National Park Service policies instruct that any recommendation to expand boundaries be preceded by determinations that the added lands will be feasible to administer considering size, configuration, ownership, cost and other factors, and that other alternatives considered for management and resource protection are not adequate.

Size and Configuration for Management and Ownership
Land tracts and ownership of battlefield epicenters for the potential boundary expansion areas have been identified and mapped through a partnership with the NPS Northeast Region Lands Division. Although not inconsistent with the current management and configuration, park boundaries that would result from implementation of alternatives B, C or D would be more segmented than the existing boundary due to the number and shape of the new battlefields.

Under Alternative B, the 12 battlefield epicenters and four other sites to protect existing resources would include approximately 262 individual parcels and total approximately 7,238 acres. The Water Street parcels can be managed efficiently from Grant's Headquarters at City Point. Three of the battlefields—the Crater, Fort Stedman, and Petersburg—The Assault and the Winfield Road sites—are adjacent to the Eastern Front and could be managed efficiently from that unit. The three battlefields at Globe Tavern, Jerusalem Plank Road, and Peeble's Farm are adjacent to other park fort sites and Poplar Grove National Cemetery and could be managed efficiently from those units. Two battlefields, Hatcher's Run, and Picket Line Attack are within three miles of Poplar Grove National Cemetery and the other NPS fort sites. Ream's Station is five miles away from any of the other Western Front sites and would

be less efficient to manage from current units. Two other battlefields, Boydton Plank Road and White Oak Road are within six miles from the existing Five Forks unit. Proposed additions to the Five Forks Battlefield would protect its eastern and western boundaries. All could be managed efficiently from the current unit.

Under Alternative C, only those battlefield epicenters that protect existing park resources are considered for boundary expansion. These battlefields total approximately 2,030 acres and would include 69 individual parcels. The Water Street parcels can be managed efficiently from Grant's Headquarters at City Point. Three of the battlefields—the Crater, Fort Stedman, and Petersburg—The Assault and the Winfield Road sites—are adjacent to the Eastern Front and could be managed efficiently from that unit. Three battlefields in the Western Front—Globe Tavern, Jerusalem Plank Road and Peeble's Farm—are contiguous with existing park fort sites and could be managed as part of upgraded facilities at Poplar Grove National Cemetery. Proposed additions to the Five Forks Battlefield would be contiguous with its current boundary and could be managed efficiently from this site.

Under Alternative D, the 12 battlefield epicenters would include approximately 262 individual parcels and total approximately 7,238 acres. The Water Street parcels can be managed efficiently from Grant's Headquarters at City Point. Three of the battlefields—the Crater, Fort Stedman, and Petersburg-The Assault and the Winfield Road site—are adjacent to the Eastern Front and could be managed efficiently from that unit. The three battlefields at Globe Tavern, Jerusalem Plank Road, and Peebles' Farm are adjacent to other park fort sites and Poplar Grove National Cemetery and could be managed efficiently from those units. The Picket Line Attack battlefield is within three miles of Poplar Grove National Cemetery and the other NPS fort sites on the Western Front. Two battlefields, Hatcher's Run, and Reams' Station would have new comfort facilities added under this alternative and would require additional maintenance and management. Two other battlefields, Boydton Plank Road and White Oak Road are within six miles from the existing Five Forks unit. Proposed additions to the Five Forks Battlefield would protect its eastern and western boundaries. All could be managed efficiently from that the current unit.

Boundary Expansion Costs

For the purposes of this boundary expansion, the Northeast Region Lands Division prepared a Legislative Cost Estimate for Alternatives B, C and D. A Legislative Cost Estimate is an estimate that outlines the costs associated with acquiring any interest in real property for new park units, proposed park boundary expansions, remainder of tracts to complete existing units, and or changes in estates within existing units. Costs reported in a Legislative Cost Estimate include:

- Estimated real property acquisition and relocation costs on a tract-by-tract basis
- Tax data for Payment in Lieu of Taxes (PILOT) program consideration
- Appraisal contracts
- Mapping contracts
- Title contracts
- Surveying contracts
- Environmental Site Assessment contracts
- Other contract work

Appendix C contains boundary expansion cost estimates for Alternatives B, C and D. As required for this draft GMP, these costs assume 100% fee acquisition by the NPS. Petersburg NB supports partnership efforts through easements and donations that will contribute to lower acquisition costs.

Agricultural and conservation easments are the preferred methods of battlefield preservation. Easements enable protection of these battlefields from inappropriate development while retaining private ownership and compatible use of the land. Where easements are not possible, and there is interest by the landowner, a range of acquisition methods, such as fee simple acquisition from willing sellers and donation, will be utilized for battlefield preservation. The estimated time period for acquisition of these nationally significant lands is 10-15 years.

Parcels that protect current park resources would be the priority for future acquisition. Development of visitor services and interpretation at these new battlefield epicenters would be minimal and include small parking areas, wayside exhibits, trails and other enhancements to the site.

Adequacy of Other Options for Management and Resource Protection

Other than National Park Service administration, conceivable options for protecting the lands and resources identified as nationally significant include: continued private ownership (the no-action) alternative; a local, state or other federal agency; or non-profit conservation organization.

Continued private ownership would not guarantee protection of the battlefield lands in the near or long term. Although many parcels remain in agricultural use or are undeveloped, these properties are being sold and developed. Pressure for commercial, industrial and residential development will continue along the Interstate 95 corridor from northern Virginia. In the three counties surrounding Petersburg NB, there has been an increase in housing units greater than 20% in the last decade. These nationally significant lands are central to the purpose of Petersburg NB and would provide opportunities for a uniform interpretive program and public access to these sites. Efforts to protect these battlefields are greatly enhanced if they are placed within the park's boundary.

Protection of the battlefields by a state agency, county or local government may be a viable option. However, no public entity has expressed interest in this role. Local governments in the Petersburg area view the NPS as an appropriate agency to protect the Campaign resources and battlefields. Therefore, protection of these resources is not a priority for them. The NPS is in the best position to work with the state and local governments to foster cooperative and sensitive planning and protection strategies so that these nationally significant resources will be protected in the future.

Three non-profit organizations, the Civil War Preservation Trust (CWPT), The Conservation Fund, and the Izaak Walton League, are already protecting portions of these battlefield lands. The CWPT owns or holds an easement on 396 acres at Hatcher's Run, Peebles Farm, Reams' Station, and White Oak Road; The Conservation Fund owns 212 acres at Reams' Station; and the Izaak Walton League holds an easement on 435 acres at Five Forks.

This proposed boundary expansion includes these lands currently owned by non-profit organizations in order to ensure the long-term preservation of these nationally significant battlefields. Although land conservation is a primary mission of these organizations, they have different priorities, resource stewardship capacities and sustainability challenges than the NPS. These non-profits do not view interpretation or long-term resource stewardship as a primary mission like the NPS. Typically, these organizations protect land by purchasing and retaining the property until a more permanent arrangement is determined.

Public access for interpretation is often restricted for liability and other reasons. A NPS boundary surrounding battlefields such as Reams' Station would allow for cooperative agreements for resource management, visitor use and long term protection if necessary.

There is no guarantee in the long-term that certain properties owned by non-profit organizations would continue to be protected. Portions of these battlefields that shield important resources from the sights and sounds of development or provide unique interpretive opportunities could be lost. For example, the easement held by the Izaak Walton League protects the viewshed at the Five Forks Battlefield, but is also the location of Burnt Quarter, an existing pre-Civil War plantation that was the scene of intense fighting during the battle.

Currently, the easement allows for limited housing development and does not protect the plantation home site from changes nor is there access for interpretation. If the property should be offered for sale, without the NPS boundary, the NPS would lose the opportunity to participate in the protection of this significant site. Petersburg NB may never need to acquire these lands and easements, but the authority to protect these battlefields if necessary, is an important tool in fulfilling the park's overall purpose.

Aerial view of the Crater Battlefield, circa 1950.

Because these properties proposed for the alternatives in this GMP are nationally significant and deemed appropriate for federal protection, federal land acquisition authority should be established so the NPS can be a viable partner in preservation of these battlefield lands that contribute to the mission of Petersburg National Battlefield.

PARK INTERPRETIVE THEMES

The nine and a half month-long campaign that engulfed this region in 1864-65 had a tremendous impact on the soldiers who fought here, the surrounding communities that were caught up in the conflict and ultimately, the nation. Exploring why the conflict arose, who was involved, whom it affected and how it changed American society are important issues that will aid in the understanding of the Civil War.

Petersburg NB will expand its interpretative themes in order to provide park visitors a more comprehensive understanding of the reasons for which the park was established. Expanding these themes and fostering a more in-depth understanding of the events that occurred here is the most sincere way to commemorate the memory of those whom gave their lives and all who experienced the Campaign events.

An informed constituency understands the value of the resource and is concerned about its fate. Battlefield preservation depends on people who care. One of the best ways to ensure the preservation of the park's resources is to engage the public and help them connect, in their own ways, to the ideas, people and events that occurred here. The more individuals that relate to this story means there will be more who will care about what happened here and, in turn, will seek to preserve these special places. Many of the citizens who attended our public "scoping" meetings for this GMP expressed a desire for the park to provide additional interpretative themes. The City of Petersburg and the State Historic Preservation Officer have expressed the same interest and have endorsed the concept to address a more diverse audience. Discussions on broadened themes at national battlefield parks to include a cross-section of the public including students, women and minorities, families and the elderly have been going on for many decades. At a conference of NPS park historians in 1940, interpreters and historians realized that visitors to Civil War parks and commemorative areas appreciate more encompassing stories rather than detailed accounts of specific battles and tactics geared to the "enthusiast", "Civil War buff" and specialist. The 1998 report from the superintendents of Civil War battlefields, *Holding the High Ground: Principles and Strategies for Managing and Interpreting Civil War Battlefield Landscapes,* recommends placing battlefield stories within the social,

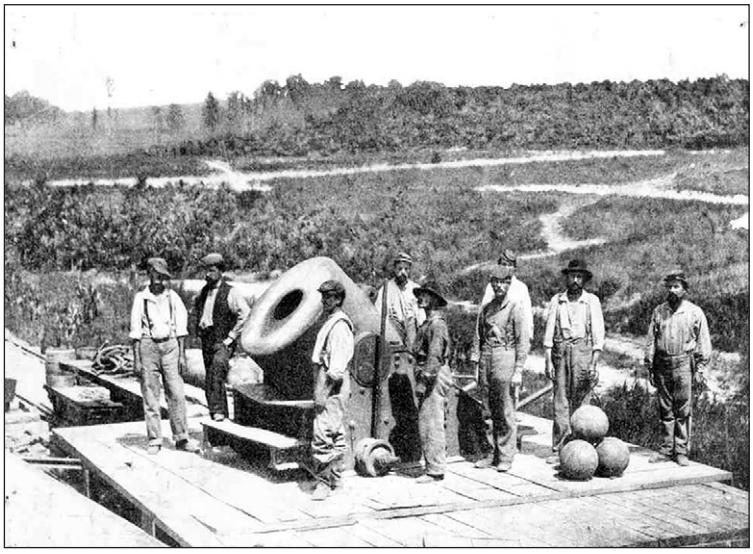
Living History program at Siege Encampment exhibit.

economic and political context of the period. Congress also recognized the need for changes and added language to an appropriations bill that encourages national battlefield parks to offer more interpretation about the causes of the American Civil War. To a large degree, the park's current audience is comprised of Civil War enthusiasts. Although this audience is respected and appreciated, a far larger audience exists that will find value and significance in this important chapter in American history.

Six themes will be used by the park as the foundation of its interpretative program. They touch on various aspects, experiences and viewpoints that surrounded the siege of Petersburg.

Theme One: A Young Nation in Transition
Through the local citizens, and especially the Eppes family, you can explore the many dimensions of the founding and development of a nation that was torn apart by political, economic and social differences and issues not yet fully resolved. The objectives for the interpretive media and programming would include:

- Articulating, in terms of the Eppes, enslaved people, local citizens, soldiers, and politicians, the multiple points of view on the causes of the Civil War



Huge Seacoast mortar "The Dictator", 1864.

- Contrasting the Eppes family as slaveholders with other members of the local community who did not own enslaved people.
- Using the City of Petersburg and its inhabitants as a microcosm of events which led up to the war through primary source materials

Interpretive opportunities included are:
- Causes of the War
- Plantation and Enslaved Life
- Civilian Life and Impacts
- Women in the Petersburg Campaign
- African American Experience

Theme Two:
Leadership of Commanders Grant and Lee
During the Civil War, Grant and Lee faced each other as opposing Generals for 11 months. The Petersburg Campaign consumed 9 1/2 of those 11 months. In an attempt to wear down and destroy Lee's army, Grant applied "unrelentless" pressure and continual contact in a campaign of a magnitude and concentration unprecedented before or since on American soil. The strengths and weaknesses of the generals and their resources ultimately determined the fate of a nation. The objectives for the interpretive media and programming would include:

- Recognizing how the Union strategy under Grant differed from that implemented by previous Union commanders.
- Describing how the Union military strategy at Petersburg exacerbated war weariness in the North and influenced the 1864 presidential election.
- Explaining the Confederate strategic response and its impact on Lee's army.
- Describing the City Point discussions between Abraham Lincoln and his commanders, and how this influenced the terms of the surrender at Appomattox Court House.
- Describing how the Civil War and the Petersburg Campaign changed the political use of war and affected military strategy into the 20th century.

Interpretive opportunities included are:
- Leadership and Command
- Supply and Logistics
- Importance of Railroads
- Soldier Life and Trench Warfare

Theme Three:
Military Strategy, Logistics and Tactics

The importance of railroads in the logistics and support of armies define the objectives of the campaign and Petersburg's role in shaping the course of American history. Military strategy, battlefield tactics, logistics operations, weapons and fortifications reflected the evolution from the Napoleonic rules of war toward a more modern, all encompassing, approach. The objectives for the interpretive media and programming would include:

- Comparing the conditions under which Union and Confederate soldiers lived, and their feelings about the war as the campaign progressed.
- Conveying how the wounded were cared for, and where the dead were buried and commemorated.
- Identifying the strategic importance of Petersburg to the Confederate cause, and understanding the Union goal of cutting the supply lines to Richmond and keeping unceasing pressure on Lee's army.
- Defining the rules of war and articulating the distinctions among military strategy, tactics and logistics.
- Explaining which tactical principles field commanders used during the major battles of the campaign.

Interpretive opportunities included are:

- Importance of Railroads
- Supply and Logistics
- Soldier Life
- Military Tactics

Union Depot Field Hospital Cemetery at City Point.

Theme Four: Role of African Americans

During the Petersburg Campaign, African Americans finally took their place as full participants in the army and the Civil War, although not in society as a whole. The objectives for the interpretive media and programming would include:

- Explaining the evolution and deployment of the United States Colored Troops.
- Explaining how some African Americans supported the Confederate army and describing their lives during the Petersburg siege.

- Understanding the political and military decisions affecting African American participation at Petersburg, and in other military actions.
- Contrasting the status and freedoms African Americans experienced in the Union Army with their experiences in general society during and after the war.
- Describing the transformation in African Americans' attitudes, expectations and physical condition from before the War through the late 19th century.

Interpretive opportunities included are:

- African American Experience
- African American Soldier Life
- National Reunification/Reconstruction

Theme Five: Life During the War

Living under constant fire, the combatants and non-combatants at Petersburg represent a cross-section of old and young, white and black, enslaved and free, men and women, soldiers and civilians, each with different views on the causes, effects, and results of the war. The objectives for the interpretive media and programming would include:

- Describing the daily experience of farmers whose land became battlefields, and of city dwellers and villagers before, during and after the campaign.
- Articulating opposing opinions about the war, slavery and the role of government, citing the experiences of military commanders, soldiers, city civilians, and the families at City Point, Eastern Front, Home Front, Western Front and Five Forks units.

Interpretive opportunities included are:

- Civilian Life and Impacts
- Causes of the War
- African American Experience
- Women in the Petersburg Campaign
- National Reunification/Reconstruction.

Theme Six: The Last Full Measure: Poplar Grove National Cemetery

The headstones of Poplar Grove National Cemetery represent not only those seemingly anonymous soldiers who made the ultimate sacrifice for their nation on the fields of battle around Petersburg, but also the individual cost of war in the form of a son, father, brother, or best friend. The objectives for the interpretive media and programming would include:

- Explaining the post-war development of this National Cemetery for the interment of Northern dead from the Petersburg to Lynchburg battlefields.
- Contrasting this Federal cemetery and its operation with that of Petersburg's Blandford Cemetery where Confederate soldiers are buried
- Describing the role that the Union hospitals at City Point and Point of Rocks played and the eventual establishment of City Point National Cemetery for their dead.
- Conveying how soldiers viewed and dealt with death in the battlefields around Petersburg
- Conveying the commitment these soldiers possessed to be willing to make the ultimate sacrifice for their beliefs.
- Describing how their families were impacted by these deaths and how the families dealt with the loss.
- Explaining the cost of war not only in terms of communities, towns, and cities, but to America as a whole.

Interpretive opportunities included are:

- "The Last Full Measure…"
- Soldier Life and Trench Warfare
- Civilian Life and Impacts

RELATIONSHIP TO OTHER PLANS AND PROJECTS

Several NPS plans, either underway or recently completed, have influenced the management and facility/development recommendations in this draft GMP. They are:

Draft Long Range Interpretive Plan (2000)
The park is beginning to reexamine the interpretive themes of the park in light of this GMP and the long range planning processes of the Government Performance and Results Act of 1993 (GPRA). The park is examining visitor survey information, recent scholarship and the changing focus of NPS interpretation on providing broader context in this effort. In 1997, the park identified the mission goal for the park. They then inventoried their goals, the messages provided at each location and the information contained in their programs, exhibits, publications and other media. The GMP provided the park with an opportunity to examine the themes in light of this mission. The preliminary themes are identified in this document. The park staff has continued to refine these themes and is developing a Long-Range Interpretive Plan for the entire park. The outline has been completed and the draft document is expected within the next eighteen months.

City Point Development Concept Plan (1986) and City Point: An Amendment to the Development Concept Plan (1992)
Completed in 1992, this public planning effort evaluated the resources at City Point and developed interpretive, facility development and personnel recommendations to guide future action. Most recommendations have been integrated into this plan. Specific development proposals have been modified to accommodate the broader planning perspective provided by this park-wide management planning effort, and to respond to subsequent research and archeological information uncovered since the DCP was completed.

Earthworks Management Plans
In 1976, 1988, 1996 and 1997, four consultants examined the earthworks management strategies the NPS and the park were using to develop a protocol to provide visual access for interpretation and to protect the physical resources. The first report, "*An Interpretive Earthworks Preservation Guide*" (1976), confined itself to Forts Stedman and Fisher. The second effort "*Earthworks Management Manual*", 1988 provided useful insights into the broad issues required to balance preservation with interpretation; however, many of the specific recommendations have proven to be extremely expensive and difficult to implement. As many of the earthworks are under forest cover, a forester was consulted to examine earthworks covered by trees. The resulting report *"Earthworks Management Under Forest Cover"*, 1996 provided guidance for Petersburg NB as well as other parks.

In 2001, the park finalized a planning document entitled "*Preservation of Civil War Earthen Fortifications/Environmental Assessment*." The environmental assessment for the project was initiated to identify and assess the impacts of management options for preserving earthen fortifications at the Eastern Front and the Western Front. The park also prepared a manual entitled "*Earthwork Management at Petersburg NB*". It describes management objectives, conditions, impacts, treatments and maintenance for earthworks in the park.

Government Performance and Results Act Strategic Management Plan 1997
In 1997, each unit of the National Park System developed a strategic management plan in response to the GPRA. As a part of the planning effort, Petersburg NB developed

a new significance statement, purpose statements and mission goals. The elements were then refined by the staff and planning team during the GMP planning process. The actions included in this document are based upon these elements.

Draft Collection Storage Plan and Archives Survey, 2003

As part of the GMP process, the Northeast Museum Services Center conducted on-site surveys in 1997 and 2000 to determine the extent of the park's unexhibited collections and archives. Both the Collections Storage Plan and Archives Survey report on existing conditions, identify NPS curatorial standards for storing objects, describe acceptable storage alternatives, and recommend a preferred alternative.

City of Hopewell Comprehensive Land Use Plan, 2001

The City of Hopewell Planning Commission prepared a comprehensive land use plan adopted by the City Council in December 2001. This plan preserves cultural resources through the designation of a Historic District that is designed to "bring attention to the architectural excellence and historic importance of certain buildings, structures, and places and areas of the city".
The Historic District currently only applies to the City Point community including the designated area of Petersburg National Battlefield. The district is administered as an overlay zone and regulations focus primarily on the external architectural appearance of buildings with the purpose of maintaining the historic appearance of the neighborhood.

City of Petersburg Comprehensive Plan, 2000

Petersburg first adopted a comprehensive plan in 1968; the most current plan was adopted by the City Council in December 2000. The preservation of the city's cultural resources is focused on 18th and 19th century industrial, commercial and domestic structures, buildings, sites and streetscapes. In 1972, the city enacted a Historic Zoning Ordinance that designated historic districts, six of which are on the National Register of Historic Places, and established a Board of Historic Review to review all changes to buildings within the districts. A dedicated staff person to historic preservation efforts in the city is based in the Department of Planning and Community Development and coordinates the Architectural Review Board and other related activities.

Dinwiddie County Comprehensive Plan, 2002

The Dinwiddie County Planning Commission undertook a complete revision of the 1996 comprehensive plan that resulted in the Dinwiddie Comprehensive Plan Update in 2002. The plan designated three planning areas, Community, Urban and Rural Conservation, and projected levels of growth for each over the next 10 years. Although the plan supports Petersburg NB and the preservation of battlefields and related Civil War resources, there is currently a lack of preservation zoning ordinances or other mechanisms for protection.

Prince George County Comprehensive Plan, 1998

The Prince George County Comprehensive Plan was first adopted in 1978 and most recently updated in 1998. The park is located within the Prince George Planning Area and contains the majority of the residential, commercial and industrial land use in the county. The plan encourages the preservation of the historical character of designated landmarks, including Petersburg NB, by balancing new development with the conservation of cultural and historical structures and landscapes. There is currently a lack of preservation zoning ordinances or other mechanisms for protection.