



Final  
Management Plan

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# FORT CIRCLE PARKS

Washington, D.C.





**Final  
Management Plan**

September 2004

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## SUMMARY

The Fort Circle Parks consist of parts of three Washington, D.C., area National Park Service (NPS) units — George Washington Memorial Parkway, Rock Creek Park, and National Capital Parks–East. These parks contain Civil War earthworks that originally were to have been connected by a Fort Circle Drive in accordance with the 1902 *McMillan Commission Report*. Although begun, the drive never was completed, and the forts and parcels of land purchased for the drive were divided among the three parks to manage.

Although the Fort Circle Drive was never completed, the importance of the historic earthworks and the greenbelt of parks along the ridge surrounding the city make this a significant open-space element in the nation's capital.

The park sites contain the remains of forts, batteries, and rifle trenches that deterred the invasion of the nation's capital during the Civil War, including the remains of forts that were engaged in the Battle of Fort Stevens, the only battle that took place in the District of Columbia.

This plan provides broad direction for the use, management, and development of the Fort Circle Parks. An earlier plan, the *Fort Circle Parks Master Plan* of 1968, was developed to provide similar guidance, but it never was fully implemented.

The focus of this document is on managing cultural and natural resources, visitor use, recreation, interpretation, and education. The draft plan presented three alternatives and analyzed the consequences of each alternative. Following review by the public and various agencies, the National Park Service concluded that combining alternatives 2 and 3 into a new preferred alternative would be the best course of action. A finding of no significant impact was then prepared, and the provisions of the preferred alternative became the plan described herein.

The greenbelt of public space provided by the parks enhances the aesthetics of the nation's capital and the quality of life for its citizens. These areas have become part of the cityscape and now serve as community parks.

Significant natural features are preserved in the Fort Circle Parks, including mature hardwood forests, geologic and aquatic resources, and important habitat for plants and animals that are unusual in an urban setting. Natural resources will be managed to maintain the greenbelt around the city for its natural, cultural, and scenic values.

The management of the Fort Circle Parks will continue to be divided among the three parks, but funding and staffing needs will be coordinated among the parks to ensure that the level of maintenance, facilities, and interpretation will be similar across park boundaries. The three superintendents will coordinate efforts to develop a Fort Circle Parks logo and to install similar signs, street furniture, and interpretive materials to let visitors know when they are in the Fort Circle Parks.

Park management will focus on both cultural resources and recreation. The individual parks will tell the stories of the Civil War defenses of Washington and how the nation's capital was protected from attack. Visitors will be able to make personal connections with the historic events these sites commemorate.

The National Park Service will manage recreation and offer interpretation and educational programs so that all visitors can experience the park resources in ways compatible with protecting significant cultural and natural resources.

Recreational opportunities and facilities will be improved. A new trail will be developed to connect the historic earthworks and link most of the fort sites. Brochures and interpretive signs will guide the way, enhancing visitor awareness

SUMMARY

of the historic importance of these cultural resources.

Bicycle use will be limited. A visitor center will be developed in the vicinity of Fort Stevens to offer orientation and interpretation.

An education center at Fort Dupont will offer programs in cultural history, natural resources, and environmental education.

More site-specific analyses will be needed as actions are undertaken.

# CONTENTS

## Context for the Plan

Purpose of and Need for the Plan	1
Purpose	1
Need	1
National Capital Planning Commission Policies	2
Legislation	2
Introduction	6
The Fort Circle	6
National Park Service Sites	6
Sites Outside NPS Ownership	6
Previous Planning Efforts	6
Purpose and Significance	6
Interpretive Themes	6
Desired Visitor Experience	6
Desired Resource Conditions	6
Planning Issues and Challenges	6
Cultural Resource Issues	6
Natural Resource Issues	6
Visitor Use Issues	6
Park Administration/Operations Issues and Challenges	6
Issues Beyond the Scope of this Plan	6

## Zoning and Basic Strategies

Zoning	6
Introduction	6
Potential Management Prescriptions	6
Cultural Resource Zone	6
Connecting Corridor Zone	6
Recreation Zone	6
Natural Resource Zone	6
Visitor Services Zone	6
Special Use Zone	6
Administrative Zone	6
Basic Management Strategies	6
Preservation Planning	6
Historic Resource Study	6
Comprehensive Interpretive Plan	6
Cultural Landscape Report	6
Archeological Inventory and Evaluation	6
Visitor Use Study	6
Carrying Capacity	6
Safety	6
Access for Visitors with Disabilities	6

## The Plan

Overview	6
Management Actions	6
Cultural Resources	6
Natural Resources	6
Recreation	6
Visitor Use and Development	6

CONTENTS

Park Management and Operations 6  
Alternatives Considered but Not Analyzed Further 6  
    Overview 6  
    Changing the Name 6  
    Establishing the Fort Drive 6  
    Developing a Continuous Bicycle/Foot Trail 6  
    Restoring or Reconstructing Forts 6  
    Establishing a Separate NPS Unit 6  
    Adding a Major Visitor Center 6

**Appendixes / References / Study Team**

Appendixes

A: Legislation 6  
B: Compliance with Federal and State Laws, Executive Orders, and Regulations 6  
C: Civil War Defenses of Washington Fort Sites Outside NPS Ownership 6  
D: Cost Estimates 6  
E: Fort Circle Parks — National Park Service Sites 6

References Cited 6

Preparers of Document 6

**Maps**

Vicinity 4  
Historic Map of 1865 5  
The Plan 9  
The Plan, section 1 29  
The Plan, section 2 31  
Battle of Fort Stevens Walking Tour 33  
The Plan, section 3 35  
The Plan, section 4 37

CONTEXT  
FOR  
THE PLAN





## PURPOSE OF AND NEED FOR THE PLAN

### PURPOSE

The purpose of this *Management Plan* for the Fort Circle Parks of Washington, D.C. is to provide a unified management concept for significant historic resources associated with the Civil War defense of Washington that will allow these resources to be preserved for future generations and interpreted in a coherent, easily understandable manner. The plan will guide the management of the parks over the next 10–15 years. This includes the management of cultural and natural resources, visitor use and development, park operations, and land use.

The plan was begun with the understanding that the Fort Circle Parks would be evaluated for inclusion in the national park system as a separately authorized unit. That option is briefly explained in the section on “Alternatives Considered but Not Analyzed Further,” page 6.

. . . to provide for the preservation and improvement of certain spots of exceptional beauty, like the chain of abandoned forts encircling the District . . . (1902, Senate Park Commission Plan)

### NEED

The Fort Circle Parks are a collection of historic Civil War resources and the remnants of what was originally envisioned as a parkway with a historical focus, but that was never completed. (Appendix A contains legislation pertaining to the Fort Circle Parks.) Even in Washington, they are not well known. Individual areas may be heavily used by neighbors but not understood to be a part of the national park system. This plan is needed to help build a consistent image that distinguishes the Fort Circle Parks as a part of the national park system.

The Fort Circle Parks are under the management of three separate units — Rock Creek Park, the National Capital–East, and George Washington Memorial Parkway umbrella of parks. Each has

its own staff, management guidance, and priorities. Uniformity of interpretation, maintenance, and recreational activity does not exist among the three units. This plan is needed to provide such guidance to management, allowing a seamless transition from parcel to parcel. Visitors should not see a difference when traveling from one management unit to another.

The *Fort Circle Parks Master Plan*, was completed in 1968 to help guide the management of the parks. Actions proposed in that plan now either have been implemented or are no longer deemed appropriate. This plan will help to ensure that management goals, objectives, and practices will not differ among the three parks and that all actions will be taken in accordance with National Park Service (NPS) policies and guidelines.

The direction for future park management is based on the purpose and significance of the resources described below. These elements in turn are the foundation for the park interpretive topics and management objectives. Collectively, these pieces provide the context and philosophical direction for the alternatives considered. The approved management plan will provide broad direction for park management and allow specific action plans to be developed later to spell out the details for implementation.

Within this framework, the focus of this document is on the management of cultural and natural resources, visitor use, interpretation and education, and recreational services. The National Park Service will comply with applicable laws, executive orders, and regulations (see appendix B).

The draft plan presented and analyzed three alternatives describing different management scenarios. Following review by the public and various agencies, the National Park Service decided that combining alternatives 2 and 3 into a preferred alternative would be the best course of action. A finding of no significant impact was

then prepared. The provisions of the preferred alternative became the plan described herein.

## **NATIONAL CAPITAL PLANNING COMMISSION POLICIES**

The National Capital Planning Commission provides guidance to all federal land managing agencies through its *Comprehensive Plan*. The parks, open space, and natural features element was updated during 1999 and 2000 and was formally adopted on February 1, 2001.

The plan contains the following policies pertaining to Fort Circle Parks:

### **Protecting Federal Open Space**

The regional significance of federal land continues to grow. Many of the federal parks, such as the C&O Canal, Rock Creek Park, Anacostia Park, and the Fort Circle Parks, extend for great distances and are linear in nature. Federal open spaces radiate throughout the Region in a manner that provides regional integration, not only with other federal lands, but also with lands under jurisdiction of neighboring states, local governments, or non-profit entities. These existing and potential greenway interconnections provide significant opportunities for continuous passive and active recreational activities such as bicycling, walking and jogging, and wildlife observation. Various initiatives at the national, regional, and local level are underway to create, preserve, and improve these connections. These efforts are essential to maintaining enjoyment of the green city qualities that distinguish the Nation's Capital.

### **Natural Features**

Encourage and plan for the development of a continuous trail system for pedestrians and bicyclists by connecting the shoreline parks of the Anacostia and Potomac Rivers, Rock Creek Park, the Fort Circle Parks, and other points of interest within the Nation's Capital with other regional, state, and local park systems in the Region as a means of strengthening their recreational and ecological values.

### **Policies for Historic Parks**

The Fort Circle Parks should continue to be enhanced and completed. Development and enhancement of the Fort Circle Parks should be compatible with the important natural features contained within, as well as the important function they serve as a landscape feature as viewed from the Monumental Core. In addition, the important scenic and historic elements of these Civil War Forts and panoramic views should be preserved, where appropriate. Community-oriented recreational opportunities and a well-delineated trail in park-like setting — utilizing the McMillan Plan park connections — should be provided throughout the system.

### **Policies for Trail Systems**

The Fort Circle Parks trail system should be completed as a continuous trail, linking the historic Civil War Fort sites within the District. Existing street rights-of-way shall be used where delicate cultural and natural features will not support a trail alignment unimpaired. The existing hiking trail through Glover-Archbold Park should be upgraded and link the Fort Circle trail system with the C&O Canal trail, if practicable.

## **LEGISLATION**

The act of June 6, 1924, "An Act providing for a comprehensive development of the park and playground system of the National Capital," set up the National Capital Park Commission to acquire lands in the District of Columbia, Virginia, and Maryland for the development of the National Capital park, parkway, and playground system and

... to preserve the flow of water in Rock Creek, to prevent pollution of Rock Creek and the Potomac and Anacostia Rivers, to preserve forests and natural scenery in and about Washington . . .

The Capper-Cramton Act of May 29, 1930, as amended was

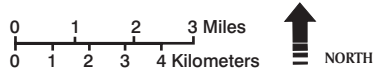
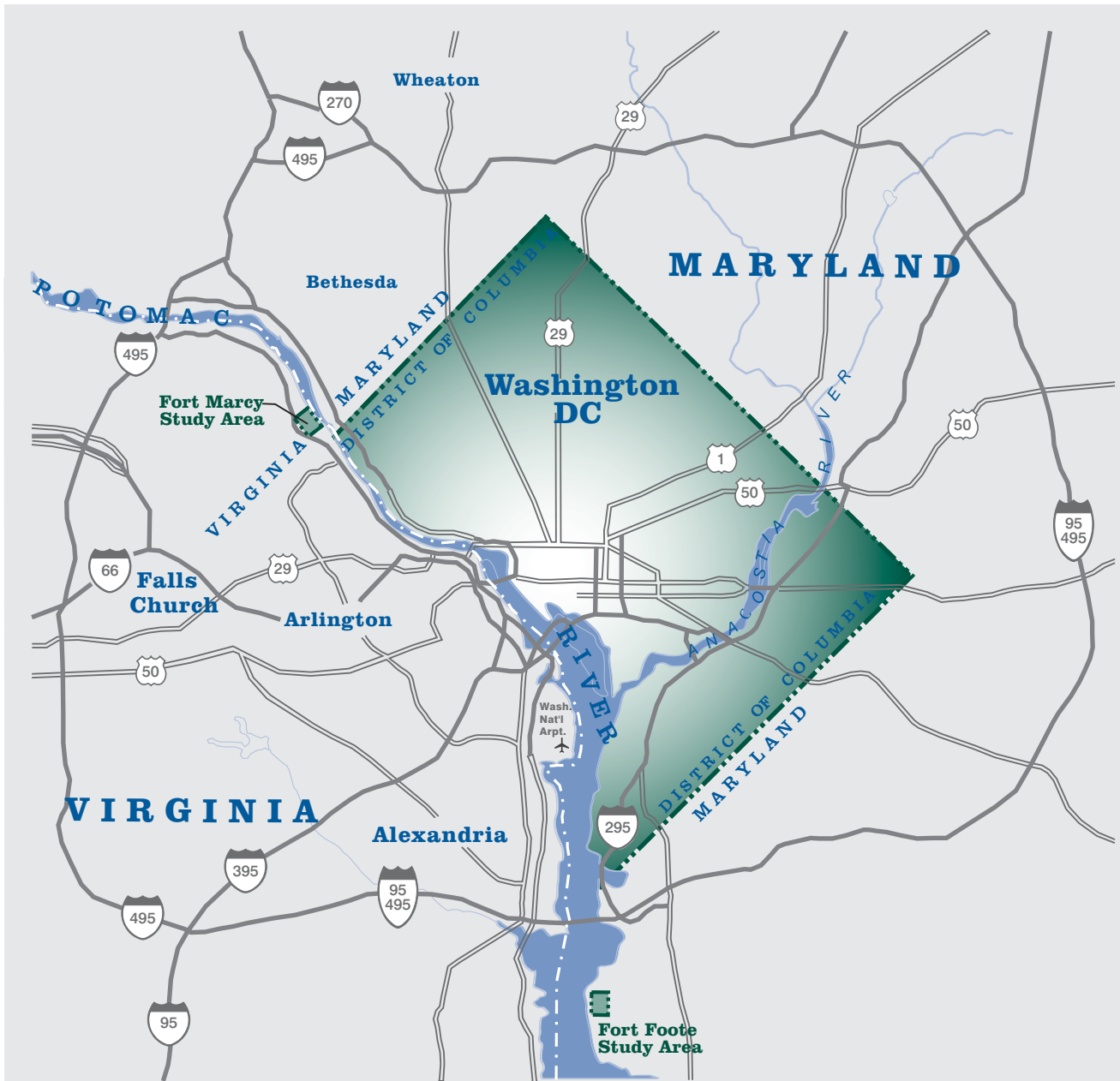
an Act for the acquisition, establishment, and development of the George Washington Memorial Parkway along the Potomac from Mount Vernon and Fort Washington to the Great Falls, and to provide for the acquisition of lands in the District of Columbia and the states of Maryland and

Virginia requisite to the comprehensive park, parkway, and playground system of the National Capital.

The Capper-Cramton Act, as it relates to the Fort Circle Parks, appropriated funds for the further acquisition of

. . . such lands in the District of Columbia as are necessary and desirable for the suitable development of the National Capital park, parkway, and playground system . . .

Executive Orders 6166 and 6228 of June 10, 1933, and July 28, 1933, transferred to the National Park Service the jurisdiction of Battleground National Cemetery and the functions of various commissions and agencies, among which were the public buildings and public parks of the National Capital.



  
**Vicinity**  
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## INTRODUCTION

### THE FORT CIRCLE

With the outbreak of the Civil War, Washington turned into the training ground, arsenal, supply depot, and nerve center for the Union's cause. Newly formed regiments encamped in every quarter and streets reverberated under the wheels of cannon. Cattle for meat grazed on the Mall; sacks of flour, stacked against siege, surrounded the U.S. Treasury. To protect the city and vital supply routes from enemy hands, the Union army built a ring of earthen fortifications on the ridges surrounding it.

The remains of those fortifications, preserved by the National Park Service, make up the Fort Circle Parks. When constructed in the 1860s, the system of forts and connecting roads were on the city's edge. The development of the city and nearby neighborhoods ultimately absorbed most of the sites, but the names of neighborhoods, playgrounds, parks, and other places throughout the area have origins in the Civil War fortifications.

When the Civil War began, only one fortification served as the capital's defense. Fort Washington, nearly 12 miles down the Potomac River, was built to guard against enemy ships following the War of 1812. It took the rout of federal forces at Manassas in July 1861 to reveal how truly vulnerable the city was. Taking command of and reorganizing the Army of the Potomac, Maj. Gen. George B. McClellan appointed Maj. John G. Barnard of the Corps of Engineers to build new forts to protect the city of Washington.

Selecting sites a few miles outside the city limits, Barnard's engineers picked high points that overlooked major turnpikes, railroads, and shipping lanes. Natural fords upriver from the city, allowing the enemy to cross the Potomac

during low water, spurred the building of more forts and batteries. Rifle pits filled in the gaps.

By spring 1865 the defense system totaled 68 forts and 93 batteries, with 807 cannons and 98 mortars in place. Twenty miles of rifle trenches flanked the bristling strongholds, joined by more than 30 miles of military roads over which companies of soldiers and guns could move as reinforcements. Washington, D.C., had become the most heavily fortified city in the world. As a result, only once during the war were Washington's defenses tested and that occurred at Fort Stevens.

Today, 0.5 mile north of Fort Stevens on Georgia Avenue (the Seventh Street Road that carried Early's men to the assault), Battleground National Cemetery, one of the smallest national cemeteries, has 41 headstones for victims and veterans of the 1864 action near the fort. Regimental memorials honor the soldiers from New York, Pennsylvania, and other northern states, who fell on July 11 and 12 fighting to save the nation's capital.

At the war's end in 1865 the forts and batteries were dismantled, the lumber and other materials were sold at auction, and much of the land was returned to prewar owners. Fort Foote, an active army post until it was abandoned as a fort in 1878, was the last of the city's Civil War defenses to close.

#### **FORT CIRCLE PARKS**

##### **National Park Service Sites**

Fort Marcy, Fort Foote, Fort Greble;  
Fort Chaplin; Fort Carroll;  
Fort Ricketts; Fort Mahan; Fort Dupont;  
Fort Slocum; Fort Stevens; Fort Totten;  
Battery Kemble; Fort Bunker Hill;  
Fort Bayard; Fort Davis; Fort Stanton;  
Battleground Cemetery; and  
greenbelt connecting corridor

## NATIONAL PARK SERVICE SITES

Remnants of the fortifications can be found along the topographic ridge surrounding the city. They range from landmarks such as Military Road, where only the name suggests its origins, to partial reconstructions such as Fort Stevens and the stabilization and rearmament of Fort Foote. At many of these sites, interpretive markers tell their stories. Others require some sleuthing to locate and recognize them for what they are.

Today some remnants of Washington's Civil War defenses are administered by the National Park Service as part of already established parks at George Washington Memorial Parkway, Rock Creek Park, and National Capital Parks—East (see The Plan map, p. 6).

George Washington Memorial Parkway administers Fort Marcy, perched high above the Potomac in Virginia, where it protected against enemy forces crossing Chain Bridge and attacks from northern Virginia land routes.

Rock Creek Park administers a semicircle of Civil War sites, where fortifications guarded against threats to the water supply and invasion from the west or north. Beginning at Chain Bridge Road, the ring starts with Battery Kemble and continues to Fort Bayard, Fort Reno, Fort DeRussy in Rock Creek Park itself, Fort Stevens, Fort Slocum, Fort Totten, and ending with Fort Bunker Hill beside the Franciscan monastery in the northeast part of the city.

Along the hilltops southeast of the Anacostia River, the chain of forts from east to west guarded bridges, Capitol Hill, and naval installations from likely enemy approaches from southern Maryland.

Portions of the Fort Circle Parks managed by National Capital Parks—East include Fort Mahan, Fort Chaplin, Fort Dupont, Fort Davis, Fort Ricketts next to Fort Stanton, Fort Carroll, and Fort Greble.

Fort Foote, also managed by National Capital Parks—East, is in Maryland just south of the city.

On Rosier Bluff overlooking the Potomac River, two 15-inch Rodman cannons, the heaviest guns of the war, remain as evidence of the important role the fort played in defending the nation's capital against any river attack.

## SITES OUTSIDE NPS OWNERSHIP

A number of forts that are not in national park system units are owned and managed by other public agencies in the Washington area. These agencies are potential partners for coordinated interpretive and other programs that would relate to the entire Civil War defense system surrounding Washington. See appendix C for a list and description of those sites in public ownership but outside NPS boundaries.

## PREVIOUS PLANNING EFFORTS

The 1902 *McMillan Commission Report* to Congress proposed creation of a "Fort Drive" connecting the Civil War circle of forts and earthen fortifications surrounding the city of Washington. This was to be a modern roadway through a landscaped corridor providing leisurely access to each fort site. In 1902, the drive would have been just outside the city.

Between 1930 and 1965 the National Capital Park and Planning Commission continued to pursue the Fort Drive concept, which included acquiring fortification sites and land for parks. Some lands were purchased under the Capper-Cramton Act of May 29, 1930; some were acquired following street closure by the District of Columbia; some were transferred by other government agencies; and some lands were donated. Those properties were transferred to the National Park Service. In 1933 the publicly owned forts administered by the War Department were transferred to the National Park Service. In 1937 the Civilian Conservation Corps (CCC) reconstructed a portion of Fort Stevens, and in 1959 the National Park Service acquired Fort Marcy.

The most recently approved management plan for the Fort Circle Parks was the 1968 *Fort Circle Parks Master Plan*. While recognizing the historic importance of the Fort Circle Parks,

the plan proposed “a continuous flow of visitor use around the inner city of Washington.”

Visitors would be afforded opportunities for “active and passive recreation as well as historical and natural history interpretation.”

The key to this connection of recreational opportunities was to be a continuous bikeway and foot trail, with interpretation of the historic fort sites along the way. The bicycle/pedestrian trail was proposed in lieu of the original fort drive concept because “by this time it has become obvious that the concept of developing a continuous Fort Drive ‘parkway’ is impossible and impractical.” By then, the residential development of the city had grown to surround the Fort Circle Drive ring. Further, the National Capital Planning Commission, in conjunction with the National Park Service, reevaluated the Fort Park system in 1965 and determined that what would best serve the city and the resources would be to retain the concept of the McMillan Commission to “foster the memorialization aspects of the old fort sites into a continuous ribbon of park land in terms of present-day needs and conditions, without a road” (NPS 1968).

The *Master Plan* made various recommendations for treatment of the fort sites, including stabilizing Forts Mahan, Chaplin, Totten, and Battery Kemble; preserving Fort DeRussy; rehabilitating Battery (Fort) Ricketts; and restoring Fort Dupont and partially restoring Forts Stevens, Davis, Greble, and (Battery) Carroll.

During the intervening years since the approval of the 1968 *Master Plan* only a portion of the hiking/bicycle trail connecting the fort sites has been constructed. Restoration and rehabilitation recommendations were not implemented. Today some of the remaining fort sites are in need of attention. While essential preservation needs have been met at some sites, portions of others have deteriorated to the point where preservation efforts are needed.

## PURPOSE AND SIGNIFICANCE

### Purpose

Purpose statements normally are defined by a park’s enabling legislation. Although the Fort Circle Parks are not a specifically legislated unit of the national park system, they were acquired under broad legislative authorities and need to be protected and preserved. The following purpose statements have been developed to guide management decisions for protecting the resources related to the system of forts and connecting corridors of the Fort Circle Parks.

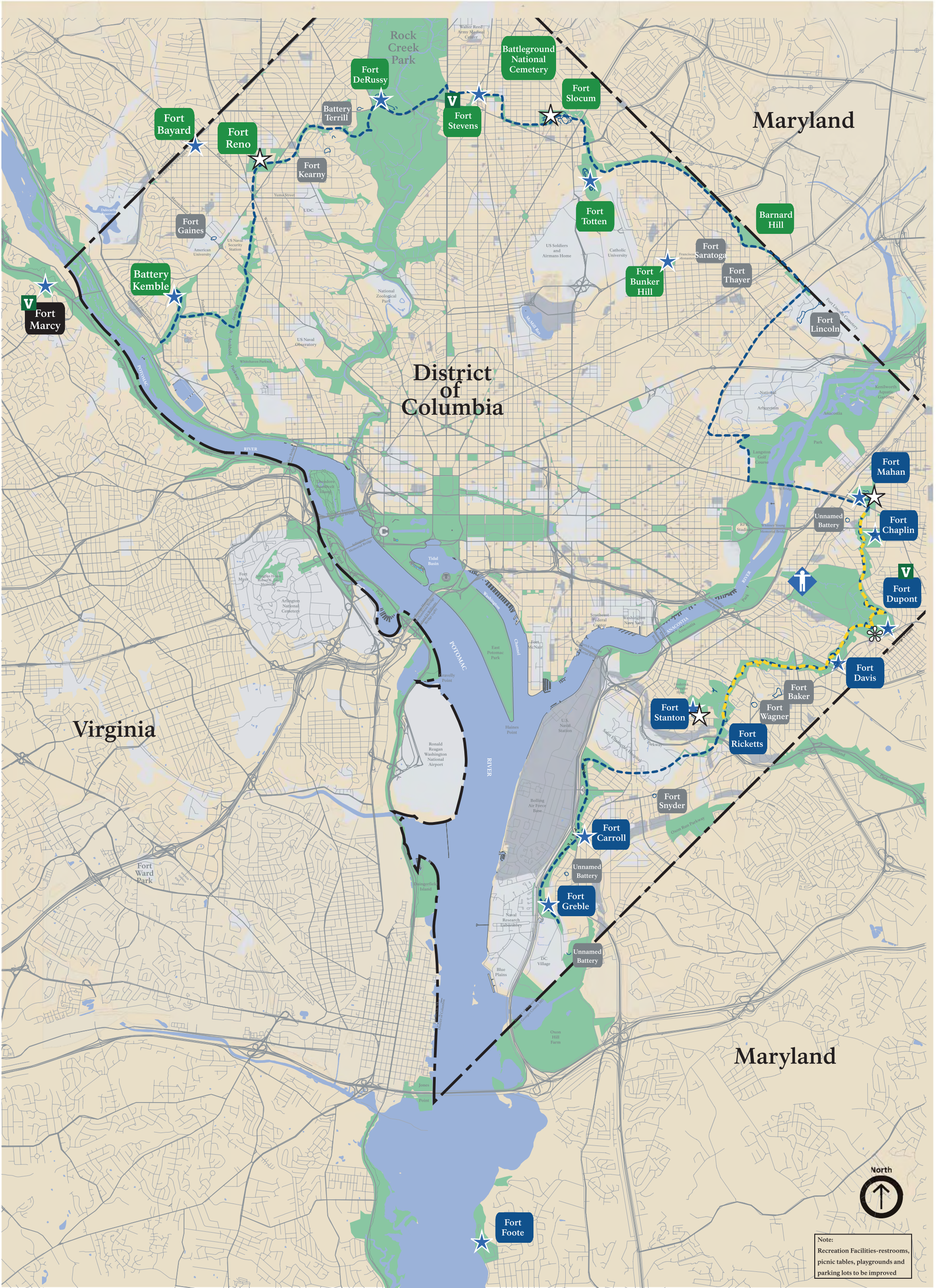
The purposes of the Fort Circle Parks are as follows:

- to preserve and interpret historical resources related to the Civil War defenses of Washington.
- to conserve this linkage of urban green spaces that contribute to the character and scenic values of the nation’s capital
- to provide recreational opportunities compatible with historic and natural resource values

### Significance

Significance statements define the most important things about a park’s resources and values, creating a tool for park managers to use in setting resource protection priorities and identifying primary park interpretive themes and desirable visitor experiences. The following significance statements for Fort Circle Parks reflect the importance of park resources.

- The park sites contain remains of the defense sites (e.g., forts, batteries, rifle trenches) that effectively deterred the invasion of the nation’s capital during the Civil War.



- NPS Land
- NPS site - National Capital Parks - East
- NPS site - Rock Creek Park
- NPS site - George Washington Memorial Parkway
- Non NPS ownership
- V Proposed Visitor Contact Facility
- ★ Earthworks (existing)

- ★ Earthworks (No longer extant)
- † Activity Center / Education Center
- ✿ Fort Dupont Improvements

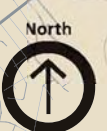
- Existing Trail (Hiking / Biking)
- Walking Trail (Route shown is conceptual)

Note:  
Recreation Facilities-restrooms, picnic tables, playgrounds and parking lots to be improved

## The Plan

### FORT CIRCLE PARKS

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CONTEXT FOR THE PLAN

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- The Fort Circle Parks include the remains of forts that were engaged in the Battle of Fort Stevens in July 1864 — the only Civil War battle in the District of Columbia and the only time a sitting U.S. president has come under enemy fire in warfare.
- The pattern (greenbelt) of public space of Fort Circle Parks represents an element of one of the earliest urban planning efforts for public recreation in the United States (as first suggested in the 1902 *McMillan Commission Report* and the 1926–1927 *National Capital Planning Commission Plan*). Today it enhances the aesthetics of the nation’s capital and the quality of life for its citizens.
- The Fort Circle Parks preserve significant natural features, including substantial acreage of mature native hardwood forest, geologic and aquatic resources, and a diversity of important habitat for indigenous flora and fauna that are unusual in an urban setting and that contribute to the uniqueness of the nation’s capital.

## INTERPRETIVE THEMES

The overall goal of interpretation is to ensure that all visitors have opportunities to make intellectual and emotional connections with the many meanings reflected in park resources. It is the public’s direct and indirect exposure to park resources, their experiences, and the meanings and values they associate with the resources that provide their will for stewardship. Interpretive themes provide a framework for developing interpretive programs and media. They are derived from and reflect the purpose and significance of a park area. The following themes encompass the important stories to be told about the defense sites.

- During the Civil War, Washington was not only the national capital, it was also a symbol of the Union and the nerve center of Union military operations. The city was threatened throughout the war.
- Washington is in a topographic bowl, and the strategic heights around it had to be protected to prevent the enemy from

locating cannons there and firing on the city. The system of forts was constructed on the elevated positions from which to fire at attacking enemy troops to give support to the flanks of the other forts and to protect the heights from enemy occupation.

- The defense sites contain green space that represents one of the earliest urban planning efforts for public recreation in the United States. This public space, or greenbelt, affords prominent views of the city, as recognized in the 1902 *McMillan Commission Report* and in the subsequent *National Capital Planning Commission Plan*. Today the defense sites enhance the aesthetics of the nation’s capital and the quality of life for its citizens and visitors.
- General Early’s raid on Washington was the only Civil War battle in the District of Columbia and the only time a sitting U.S. president came under enemy fire.
- After the Civil War, the redistribution of land and facilities associated with the fort system affected the pattern of development of the city and the growth of urban communities.
- The forts were proposed for protection as part of the 1902 *McMillan Commission Report* for “Fort Drive.” Today they serve as important green spaces in the city.
- The Fort Circle Parks contain significant natural corridors that offer opportunities to learn about native flora, fauna, and other natural features in the urban area.

## DESIRED VISITOR EXPERIENCE

Desired visitor experience statements describe the fundamental visitor experiences that the National Park Service most wants to facilitate at the Civil War defense sites. In planning facilities, exhibits, trails, waysides, activities, personal services, outreach, and publications, park staff would work to create and enhance the opportunities for these experiences. By facilitating a variety of opportunities for people to experience the parks in their own ways, the

National Park Service hopes to foster in visitors a sense of stewardship for the Fort Circle Parks resources.

Visitors to the Fort Circle Parks should have the opportunity to do the following:

- interact with the Fort Circle Parks' cultural and natural resources in ways that do not damage or derogate those resources and provide safe, satisfying experiences
- readily access orientation and activity-planning information and easily find their way around park sites
- enjoy the park sites through passive and active recreational experiences in social or solitary ways
- learn about or simply enjoy the diversity of the sites' natural resources
- learn about and contemplate the Battle of Fort Stevens and the important role that the Civil War defenses played in the war
- appreciate the vulnerability of the sites' natural and cultural resources to human activities inside and outside park boundaries, and actively participate in helping to preserve and protect park resources
- interact with park employees and/or volunteers who are courteous and knowledgeable
- access interpretive information about the parks without visiting them
- continue learning about Fort Circle Parks resources after visiting the parks

### **DESIRED RESOURCE CONDITIONS**

The preservation of the significant cultural and natural resources that make up the Fort Circle Parks is fundamental to an appreciation of the interpretive themes and the overall visitor experience. The decision-making for Fort Circle

Parks will be guided by the following principles, which are prescribed in law and NPS policy:

- Earthworks will be maintained in accordance with the draft *Guide to Sustainable Earthwork Management* (NPS 1998a).
- Archeological resources will be inventoried and evaluated, and an "Archeological Overview" will be produced.
- Management strategies and interpretive guidelines will be developed to resolve conflicts between the requirements for preservation and the impacts of interpretation and visitor use of the earthworks.
- Earthworks and other features will be mapped with the use of global positioning and geographic information systems technologies.
- Cultural landscapes will be defined, and measures will be taken to preserve those cultural landscapes consistent with the needs of natural resources and other cultural resources.
- Properties, sites, or landscapes in the Fort Circle Parks that are eligible in their own rights for inclusion in the National Register of Historic Places will be identified. These will be properties whose significance has been redefined in light of new information or through reevaluation of existing significance.
- Natural resources will be preserved to the extent possible consistent with the preservation of cultural resources, and appropriate measures will be taken to prevent avoidable damage to such resources.
- Measures will be undertaken to prevent vandalism through education and to quickly repair any damage identified.

## PLANNING ISSUES AND CHALLENGES

### CULTURAL RESOURCE ISSUES

Balancing the desires of today's urban dwellers for recreation and aesthetically pleasing green space and the need to preserve and protect the remaining Fort Circle resources for future generations is a significant challenge for resource managers today.

Many of the fort sites, batteries, rifle trenches, and associated weaponry have disappeared from the landscape of the Fort Circle Parks. Much of the high ground surrounding the city has been impacted by development, although forests cover much of the Fort Circle Parks. These green spaces are a mere shadow of the once continuous protective shield that surrounded the nation's capital.

Today the remaining Civil War fort sites and associated earthworks have become important recreation areas for city residents. Local neighborhood parks have taken the place of military parade grounds and picnic shelters, and gardens now occupy some of the high ground once diligently protected by Union soldiers. Some families have recognized certain fort sites as yearly gathering spots for reunions through generations. In some locations, inappropriate recreational activities are having a detrimental effect on the historic resources.

The challenges that exist today to preserve and protect the remaining cultural resources related to the Civil War lie in recognizing the changing face of the urban landscape. Land once considered indispensable for the protection of the nation's capital in the latter half of the 19th century has evolved into a landscape deemed indispensable for recreation and for the preservation of natural and historic resources in the crowded urban landscape of the 21st century.

### NATURAL RESOURCE ISSUES

Natural resource issues include the invasion of native plant communities by aggressive exotic

plants, city development, streams "blown out" by uncontrolled runoff generated from impervious surfaces in the surrounding urban areas, soil compaction and erosion, and large-scale dumping of household and other wastes.

Preservation efforts to save the Civil War defenses could have a secondary negative effect on the sites' natural resources. Balancing the need for the preservation of historic sites and the preservation of natural areas in an urban setting challenges natural and cultural resource managers to reach mutually beneficial decisions related to the defense sites.

### VISITOR USE ISSUES

Providing adequate and consistent interpretation, education, and visitor services at the defense sites is another challenge for park managers, as is balancing the demand for recreation with the need for resource preservation. Many recreational visitors to one or more of the sites do not know that they are in a national park, nor do they recognize the individual park as being part of a larger system of parks that protect the remains of historic forts, batteries, and rifle trenches. Visitor services are extremely limited at most sites, with few restroom facilities, poor or inadequate signs, and no onsite orientation available. Few interpretive and educational programs are offered at the sites, and interpretive media are virtually nonexistent.

Another challenge to managers is to establish a balance between passive and informal recreational use of open spaces and intensive use by organized sports leagues. At some sites the sports leagues represent an influx of park users from outside the surrounding neighborhoods, whereas members of the local communities are more likely to use the parks for passive recreation such as picnics and children's play. Because there is a finite amount of green space in the District of Columbia, there is fierce competition among user groups for such space.

Safety is also a major concern. Many neighbors to the sites are concerned that some forested and secluded areas provide cover for illicit activity. U.S. Park Police concur with this view. In addition, neighbors are concerned that preservation efforts will limit neighborhood uses of park areas such as community gardening and picnicking. Some people are also concerned that raising the profile of these parks will bring strangers into their neighborhoods, causing traffic congestion, parking problems, and other possible issues of concern.

### **PARK ADMINISTRATION/OPERATIONS ISSUES AND CHALLENGES**

The Fort Circle Parks are managed by three different administrative units. Because the fort sites are not a unit unto themselves, funding for preservation, maintenance, and interpretation programs compete with other park needs within the three units now managing the sites.

Interpretive rangers and maintenance staffs of each of the administering parks also work in the Fort Circle Parks. Whereas George Washington

Memorial Parkway manages one fort site, Rock Creek Park and National Capital Parks–East manage multiple sites. This has created differing approaches and emphases for managing the fort sites among the three managing park units.

Ever-changing park priorities and the distinctions in the needs and desires of the communities surrounding the fort sites make it difficult at best to coordinate preservation, maintenance, security, and/or interpretive and educational programs across the Fort Circle Parks system.

### **ISSUES BEYOND THE SCOPE OF THIS PLAN**

This management plan does not address site-specific planning or implementation strategies for each individual defense site. Rather, those plans and designs will be developed after this plan has been adopted and a strategy for management is in place.

ZONING  
AND  
BASIC  
STRATEGIES





# ZONING

## INTRODUCTION

The National Park Service uses zoning to provide a framework for decisions about use and development. Each park is divided to indicate the specific management emphasis — recreation, natural, or cultural resource preservation, or special use — in that zone.

*Management prescriptions* are developed for each zone. A management prescription is an approach for administering or treating the resources or uses of a specified area. These actions are based on the desired outcomes. This section contains descriptions of all the management prescriptions that could be applied to the Fort Circle Parks.

In each management prescription are target goals or objectives for one or more resources or visitor experiences present in the prescription area. The Fort Circle Parks consist of multiple zones with different management prescriptions.

The management prescriptions described herein define the desired resource conditions and visitor experiences, including the appropriate kinds and levels of management, use, and development. Together, all the management prescriptions meet the goals of the Fort Circle Parks. Different physical, biological, and social conditions are emphasized in each zone. These factors then indicate the types of activities or facilities that are appropriate in each zone.

Regardless of the target visitor experience or resource condition, all management prescriptions conform to all park-specific purpose, significance, and mission goals and to the servicewide mandates and policies described earlier in this document. For example, an archeological site will be protected regardless of the zone it is in. However, the use of that site for interpretive or educational purposes might vary, depending on the management prescription applied to its area.

## POTENTIAL MANAGEMENT PRESCRIPTIONS

### Cultural Resource Zone

The cultural resource zone contains lands that are managed primarily for the preservation, protection, and interpretation of their cultural resource values, but the zone also could require management consideration of preserving natural resource values. Typically, lands in this zone will include key cultural resources related to the significance and purposes of the parks. Examples of such resources are earthworks and any associated archeological features.

**Desired Visitor Experience.** Visitors will have the opportunity to learn about and contemplate the Civil War resources in the parks and gain a sense of their significance. They will learn about the resources mainly through brochures, wayside exhibits, or other nonpersonal services. A visitor can expect a low to moderate number of encounters with other visitors or NPS personnel.

**Desired Resource Condition.** Archeological and historic features will be protected and preserved to the extent possible. All cultural resources in the zone will be document and interpreted.

Cultural landscapes in this zone generally will be managed to reflect their historical design or to lend stability to ruins or remnant resources. Nonnative plant species generally will be avoided or used sparingly if consistent with management objectives.

The management of natural resources will be compatible with the programs and procedures aimed at preserving cultural resources. Natural processes will be maintained wherever possible.

**Appropriate Kinds of Activities or Facilities.** Activities will be limited to those compatible with maintaining the integrity of the featured cultural and/or natural resources. The placement

of facilities in these areas will be minimized to ensure the preservation of archeological resources and to retain the existing (often natural) landscape surrounding the earthworks.

### **Connecting Corridor Zone**

The connecting corridor zone will contain areas of the Fort Circle Parks that were purchased for the construction of a parkway connecting fort resources. Historic earthworks will not be included in this zone, which will be made up mainly of small parcels of manicured lawn and trees maintained as green space.

This zone will constitute a pleasant corridor through a mix of trees and open spaces with limited views of the surrounding city. Landscapes will be maintained in a sustainable fashion, and the defining features of this zone will be preserved.

**Desired Visitor Experience.** A visitor can drive, bicycle, or walk along a well-maintained paved road, sidewalk, or designated trail (often unpaved) through the park. The experience will be linear and sequential. Visitors entering this zone may gain a sense of decompression and relaxation. The rate of encounter with other visitors in this zone may be high at times, and temporarily heavy traffic will be accepted.

**Desired Resource Condition.** The landscape in the connecting corridor zone will be substantially modified from natural conditions. A mix of exotic and native plant materials will be used to create an aesthetically pleasing landscape in keeping with the historic parkway design.

**Appropriate Kinds of Activities or Facilities.** Visitor activities in the connecting corridor zone will involve driving, jogging, bicycling, walking, and skating. Landscape management will be more intensive than in natural zones, including such activities as mowing and trimming, tree planting or removal, and exotic plant control. Some intersections or other points will be rehabilitated for visitor safety or aesthetics, but the redesign will avoid increasing the capacity of the roadway or encouraging higher speeds.

### **Recreation Zone**

The recreation zone will contain areas where recreational facilities have been developed or those that have been designated for specific activities; for example, picnic areas, community gardens, or baseball, basketball, or softball/soccer fields, along with associated parking areas. These will be relatively small nodes of intense activity in portions of the Fort Circle Parks that are not associated with the Civil War defenses and do not contain earthworks or other historic or archeological resources. The background setting will consist of heavily manicured lawns and well-maintained vegetation and structures.

The community gardens will be set aside for use by neighborhood gardeners. Trails around or through this zone will allow visitors to connect with other zones in the Fort Circle Parks.

**Desired Visitor Experience.** The recreation zone will encompass both (a) areas of intense activity where large groups of people actively use the facilities or passively watch the activities of others and (b) areas of relative quiet where community gardens are tilled as a comparatively solitary endeavor. There will be a high tolerance for noise and activity around ballfields and picnic areas in this zone, with less noise in community garden areas. Most of the visitation in this zone will be local or regional. National visitors probably will pass through on a designated trail.

**Desired Resource Condition.** Ballfields and picnic areas will be intensively maintained to keep them in good condition while allowing for concentrated visitor use.

Community gardens will be carefully maintained and attractive. Tools, supplies, and other items necessary for gardening will be brought in and removed each day to maintain an attractive appearance.

**Appropriate Kinds of Activities or Facilities.** Organized and informal recreational activities will be the primary use of the recreation zone. Facilities will be highly specialized and

designed for high use. Parking and restroom facilities will be appropriate in this zone.

Community gardens will be a specialized area in the recreation zone. Utilities such as water may be provided.

### **Natural Resource Zone**

The natural resource zone comprises areas of the parks that are managed primarily to maintain forests and natural scenery, but they may also contain cultural resources. Natural processes will predominate except where intervention is needed to protect or restore disturbed systems or to preserve cultural resources. Such areas might be stream valleys, woods, prominent forest corridors, and other sensitive natural areas not included in the cultural resource zone. Resources can be minimally modified for visitor needs (such as trail improvements) or for visitor safety, but only after careful review of alternatives consistent with the environmental compliance process. The tolerance for resource degradation in this zone will be low. This will be the largest zone in the Fort Circle Parks.

**Desired Visitor Experience.** Visitors in the natural resource zone can hike along a trail that lets them feel they are in a forest without leaving the city. The trails will be mostly unpaved, as opposed to the mostly paved sidewalks in the connecting corridor zone. Scenic quality and natural sound will be essential. The probability of encountering other visitors and NPS staff will be moderate. The interpretive media in this zone, which will be as unobtrusive as possible, will be anchored to adjacent, more intensive use zones where possible. Some natural areas (stream valleys, topographically challenging areas) will remain free of new trails or development.

**Desired Resource Condition.** Natural processes will predominate in the natural resource zone except when thorough examination of alternatives shows that some manipulation is needed for safety, resource protection, or habitat restoration. The prominent forested ridgelines that serve as backdrop for the cityscape will be maintained as contiguous corridors. Clearings and

new facilities that interrupt these contiguous corridors will be avoided if possible.

**Appropriate Kinds of Activities or Facilities.** Birding, walking, jogging, and nature study will be appropriate activities for the natural resource zone. Appropriate facilities will be maintained, and any new trails and maintenance roads will be unpaved. Orientation and subtle interpretive signs will be appropriate, especially if they are directly adjacent to more developed zones. Other structures will be appropriate only if they are required to preserve cultural or natural resources.

### **Visitor Services Zone**

The visitor services zone will present information, orientation, interpretation, and education about the Fort Circle Parks, as well as other visitor services. Such services can be offered in commercial structures outside park boundaries or in adapted historic or nonhistoric structures in any of the Fort Circle Parks units — Rock Creek Park, George Washington Memorial Parkway, or National Capital Parks–East. (If visitor services are developed outside the boundaries of the Fort Circle Parks units, there will be no need for this zone.)

**Desired Visitor Experience.** Visitor services in this zone will be safe, convenient, inviting, and easily accessible. The kind of orientation and interpretive background offered will allow visitors to enjoy the parks on their own or with a guide brochure or to take advantage of park programs from which they can gain a greater understanding of the parks' natural and cultural resources. The probability of encountering other visitors and NPS staff will be high.

**Desired Resource Condition.** In the visitor services zone, special attention will be paid to compatibility with the surrounding park landscape and with historic and natural features.

**Appropriate Kinds of Activities or Facilities.** Appropriate facilities in the visitor services zone will be kiosks, visitor centers, visitor contact stations, restrooms, and staging areas. Also

appropriate will be small amphitheaters designed to offer orientation to the Fort Circle Parks, directions to other units, and interpretation of the overall importance of the forts. Parking areas might be appropriate at some sites. Any structures will blend with their natural and cultural environments.

### **Special Use Zone**

The special use zone encompasses the areas of the Fort Circle Parks that are given over to facilities or uses not fully under the control of the National Park Service. Examples are the water reservoirs at Forts Reno and Stanton, schools and playgrounds, the Anacostia Museum, and recreational centers operated by the District of Columbia.

**Desired Visitor Experience.** Visitor services in this zone will not be under NPS control, and visitors may not be appropriate in some of these areas. Where visitors are welcome, the experience will be compatible with the Fort Circle Parks experience — safe, convenient, inviting, and easily accessible, complementing the experience in other zones of the Fort Circle Parks.

**Desired Resource Condition.** To the extent possible, facilities in the special use zone will be designed to be compatible with surrounding park landscape and historic and natural features. Noise levels can be higher than those in other zones of the Fort Circle Parks.

**Appropriate Kinds of Activities or Facilities.** Appropriate activities in the special use zone are those that are already permitted.

### **Administrative Zone**

The administrative zone covers NPS areas that are an important component of the Fort Circle Parks but are not normally seen by visitors, such as offices, maintenance areas, and U.S. Park Police facilities.

**Desired Visitor Experience.** It is unlikely that visitors will spend time in the administrative areas.

**Desired Resource Condition.** Because the administrative zone will contain support facilities, it will consist mainly of low natural and cultural resource integrity, such as previously disturbed or developed areas. These areas will be landscaped to be as unobtrusive as possible. Maintaining the scenic quality of the surrounding area is important. Noise levels in this zone can be higher than elsewhere, particularly if maintenance activities are involved.

**Appropriate Kinds of Activities or Facilities.** The facilities in the administrative zone are those necessary to the operation of the Fort Circle Parks but not generally used by visitors, such as offices, maintenance and maintenance storage facilities, internal roads, and staff parking.

## BASIC MANAGEMENT STRATEGIES

The need for a comprehensive framework for cultural, natural, and recreational resource management and interpretation is recognized as a major component of this planning effort. These actions are related to historic resource preservation planning (including specific park management plans), carrying capacity, safety issues, and access for visitors with disabilities.

### PRESERVATION PLANNING

The Fort Circle Parks contain remnants of forts, trenches, and earthworks that protected the nation's capital from Confederate attack during the Civil War. Most of the fort sites and related features were dismantled after the war or have slowly but steadily disappeared with the city's expansion.

The remaining 18 defense sites listed in the National Register of Historic Places consist mainly of earthworks and the remains of rifle trenches. The greenbelt connecting corridor designated "Fort Circle Drive" by the National Capital Parks and Planning Commission reflects the original communication routes between the fort sites, as well as aspects of 20th century urban planning philosophies. (The District of Columbia historic preservation officer considers these green spaces eligible for listing in the National Register of Historic Places.)

In the 1930s the Civilian Conservation Corps reconstructed Fort Stevens, the most historically significant of the defense sites. Deterioration from natural elements and vandalism threaten the resources at Fort Stevens and many other sites. Although essential preservation needs have been met at some sites, portions of others have deteriorated to the point where preservation efforts are needed.

**Recommendation:** Park managers recognize that to properly maintain and interpret the defense system of historic, natural, and recreational resources, the National Park Service must take a holistic approach to its preservation. Therefore,

managers from the three parks administering the defense sites will work together to develop a comprehensive preservation plan to address detailed protection and preservation needs at each site. The plan also will include criteria to identify the sites where there is the most immediate need for stabilization and preservation. The plan also will outline cyclic maintenance needs and schedules to meet preservation goals for all the park sites within the boundaries.

The managers of the three parks will work together to plan and carry out other functions necessary to administering these sites holistically, such as managing cultural and natural resources, managing museum collections, and interpretation. To appropriately accomplish these management functions, the following plans are especially needed: a historic resource study, a comprehensive interpretive plan, a cultural landscape report, and an archeological overview and evaluation.

#### Historic Resource Study

On June 19, 1973, the District of Columbia Joint Commission on Landmarks designated the entire Fort Circle Parks as "Landmarks of the Nation's Capital." This designation included the forts themselves, along with the greenbelt connectors purchased by the National Capital Parks and Planning Commission for the "Fort Drive."

The Fort Circle Parks were placed on the National Register of Historic Places on July 15, 1974.

On February 9, 1998, the District of Columbia historic preservation office reaffirmed the significance of the "Civil War fort sites" and suggested that the "Fort Circle Park System" was eligible for the national register in its own right, citing the Fort Circle Parks system as a major element of the 1902 McMillan Commission plan for the city of Washington.

A historic resource study is underway to identify the historic context for the development and evolution of the Civil War defenses of Wash-

ington. Information contained in the report will be used to update the national register nomination for the defenses and to identify the relationship of early urban planning efforts to the evolution of the fort sites and adjacent corridor surrounding the city of Washington.

### **Comprehensive Interpretive Plan**

An interpretive plan is needed to guide the development of interpretive programs specifically related to the defense sites. The plan will be used by the staff and volunteers in conjunction with the development of exhibits and wayside media. It also will provide specific guidance for preparing an exhibit plan.

In related NPS efforts, interpretive plans are underway for Rock Creek Park and Anacostia Park (a unit of National Capital Parks–East). Recommendations in those documents will supplement the more specific guidance of such a plan for the Fort Circle Parks.

### **Cultural Landscape Report**

The National Park Service completed a cultural landscape inventory of the defense sites in 1996 (NPS 1996) as part of this planning effort. The work in the cultural landscape inventory lays the groundwork for the completion of a cultural landscape report. The information in a cultural landscape report will provide the basis for any recommendations to amend the national register nomination, including contributing and noncontributing features, suggested treatments for cultural resource preservation, and the provision of management guidelines appropriate for national register properties. Potential vistas will be identified.

### **Archeological Inventory and Evaluation**

Associated with some of the earthworks were ancillary features or structures that served as encampments, signal corps facilities, and headquarters. Also possible could be evidence of hospitals or aid stations, temporary graves, or unmarked interments. Many of these show up on

military maps of the period. However, still unknown is whether such features still exist, their state of preservation, or the impact of visitation on them.

NPS policy and section 110 of the National Historic Preservation Act of 1966, as amended, require that all cultural resources — archeological, historic, architectural, and landscape architectural — be inventoried and evaluated for possible inclusion in the National Register of Historic Places. Until that can be completed, The National Park Service will undertake individual surveys of each area that would be affected by the actions of this plan. At each site where ground disturbance will occur, the National Park Service will carry out archeological testing and other methods that use low impact techniques to minimize any possible adverse impact.

### **VISITOR USE STUDY**

A comprehensive visitor use study is needed to understand who the visitors to the Fort Circle Parks are and how they use the parks. Such a study will help the parks to meet visitors' expectations and provide better services, more knowledgeable staff, and facilities appropriate to visitors' needs. The study also will help to identify where park resources should be focused.

### **CARRYING CAPACITY**

No carrying capacity studies have been conducted for the Fort Circle Parks.

Visitor carrying capacity defines the appropriate level of resource use beyond which the resource is damaged. Each cultural or natural resource area is evaluated to determine how the resource is used and to identify indicators of possible damage. These indicators could be such things as erosion, extensive soil compaction, creation of "social trails" (informal trails), damage to trees, shrubs, or cultural resources, or an inability of visitors to properly enjoy the site due to crowding.

Carrying capacity is difficult to measure at most of the defense sites. Visitor access is difficult to

control in urban parks. The use of the parklands associated with the sites is primarily by city residents living near the sites. In addition, the primary use on associated parklands is active recreation, rather than appreciation of the historic resources.

Although overcrowding does not appear to be an issue, the misuse of the resources (such as the creation of “social” trails and climbing on earthworks) is significant. This is an enforcement issue rather than a carrying capacity issue.

**Recommendation:** A carrying capacity study should be conducted for the Fort Circle Parks to better understand how visitors use each site, what visitor expectations and demands are, and what effects visitation causes on each historic resource (see indicators described in the “Zoning” section).

## SAFETY

Safety issues in Fort Circle Parks are of two basic varieties. First is the need for visitors to be safe while in the parks. Many of the large wooded areas are used for illicit activities, and visitors are legitimately concerned about their personal safety. The U.S. Park Police may need to increase their patrolling of the parks, but they cannot be expected to make them totally safe. As more activities are scheduled and more people use the parks, visitors will feel less uncomfortable.

The second safety concern is the protection of visitors from slips, trips, and falls resulting from lack of maintenance or other unsafe conditions.

**Recommendation:** A study of possible activities at the Fort Circle Parks should be undertaken, in keeping with the historic and recreational significance of the parks. It is important to fill

the parks with life in order to take them back for use by law-abiding citizens. More Park Police patrols should be added.

## ACCESS FOR VISITORS WITH DISABILITIES

A significant part of the mission of the National Park Service is providing for visitor enjoyment. All visitors should enjoy NPS parks and facilities. Visitors come in all ages, sizes, and capability levels. An increasing number have special physical needs and requirements to be able to enjoy our national parks.

As outlined in the policies of the National Park Service, *Management Policies 2001*, the National Park Service will provide the highest feasible level of physical access to historic properties for people with disabilities, consistent with the preservation of the properties’ significant historical attributes. Access modifications will be designed and installed that will least affect the features of a property that contribute to its significance.

All nonhistoric buildings and structures associated with the Fort Circle Parks will be made fully accessible to people with disabilities, and every effort will be made to accommodate visitors with disabilities at the historic fort sites while balancing the maintenance of the historic integrity of each site. All visitor services will be adapted to accommodate visitors with special needs.

**Recommendation:** An evaluation of each site and facility should be undertaken to determine what actions will be necessary to enhance accessibility, consonant with the preservation of significant resources.



THE PLAN





## OVERVIEW

In the *Draft Management Plan / Environmental Assessment*, three alternatives addressing concerns and issues about the future management of the Fort Circle Parks were evaluated. Purpose and significance statements, identification of significant resources, and input received during public meetings guided the development of the alternatives.

After the draft plan was published and following agency and public review, the planning team, in response to comments received, combined the previous alternatives 2 and 3 to form a new preferred alternative. A finding of no significant impact was issued in September 2003. That document indicated that the agency's preferred alternative also is the environmentally preferable alternative and would become the management plan for the Fort Circle Parks.

The management of the Fort Circle Parks will focus on both cultural resources and recreation. Cultural resource management will focus on the story of the Civil War defenses of Washington, with special emphasis on the battle of Fort Stevens and on the ring of forts that protected the city of Washington during the Civil War. These sites are nationally significant because

they effectively protected the nation's capital from Confederate attack, influencing the outcome of the Civil War.

A significant part of the mission of the National Park Service will be to improve local and regional recreation. Recreation management will be compatible with the protection of significant cultural and natural resources of the parks. It will involve linking sites through interpretation, designating a new foot trail linking some of the fort sites and the connecting green corridor of the Fort Circle Parks system, designating auto tour routes, and producing a driving tour guide and other publications (see The Plan maps sections 1, 2, 3, and 4.)

The Fort Circle defenses and the natural areas that have grown up around them have become part of the local cityscape and now function as community parks. The National Park Service will offer interpretation and educational programs so that all visitors can experience park resources in ways compatible with preserving those resources. Visitors will have opportunities to make personal connections with the historic events these sites commemorate.

## MANAGEMENT ACTIONS

### CULTURAL RESOURCES

The focus for managing cultural resources in the Fort Circle Parks will be on the national significance of the battle of Fort Stevens and the ring of forts and batteries that protected the city during the Civil War. Other foci will be on the activities of the Civilian Conservation Corps (CCC) at various sites during the 1930s, the McMillan Plan, and early 20th century city planning and parks/parkway design concepts.

Preservation actions for historic resources will entail stabilizing earthworks, controlling erosion, and managing vegetation. Vegetation will be cleared from selected areas in Fort Foote and Fort Totten following archeological evaluation. This will enhance the interpretation of the critical role played by the system of forts during the Civil War.

The CCC-era reconstruction of Fort Stevens will be preserved, and Fort Stevens will be recommended for national recognition as a national battlefield, national historic landmark, or national historic site in its own right.

A walking tour of the battle of Fort Stevens, between Battleground National Cemetery and Fort Stevens, will be developed to encourage visitors to use the proposed side trail to the National Cemetery (see the map on p. 6). A brochure will be prepared to interpret the defense sites system, the significance of the Battle of Fort Stevens, and the evolution of preservation efforts related to the fort sites and the greenbelt connecting them.

### NATURAL RESOURCES

Natural resources will be managed to maintain the greenbelt around the city for its natural, cultural, and scenic values. Preservation actions will involve emphasizing the removal of exotic vegetation to ensure habitat for native plant and animal species, retaining the forest canopy over earthworks, and surveying and monitoring park

boundaries to prevent encroachments. Steps will be taken to eliminate illegal dumping, manage stormwater, and control erosion. The use of adjacent lands will be monitored, and zoning will be used to protect park resources.

Opportunities to correct stormwater impacts from nonpark sources will be sought and implemented, and feasible environmental enhancements will be undertaken. These actions will improve the opportunities for interpreting natural resources.

### RECREATION

Existing recreational opportunities and facilities will be improved where needed. Such improvements might include rehabilitating selected ballfields, basketball and tennis courts, picnic areas, and other existing facilities as needed. Proposals for added new facilities will be carefully evaluated.

A new trail will be developed to link most of the fort sites and to connect the green corridor of the Fort Circle Parks system. A separate planning effort will be necessary to develop the new trail. The National Park Service will consult with the District of Columbia and other governmental and private organizations to develop a route. Existing trail segments will be used, as will city sidewalks, with some minor construction to connect existing trail segments. It is proposed that the trail extend the entire 23 ± miles around the city.

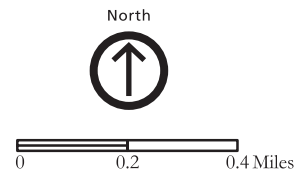
In the Shepherd Parkway area, the trail will go primarily along city sidewalks to avert the impacts of a new trail in narrow wooded corridors and to avoid important wildlife habitat.

Appropriate signs will be placed along the greenbelt corridor connecting most of the fort sites. Where possible, bicycles will be allowed on the new trail so long as cultural and natural resources can be sufficiently protected. Existing bicycle use of the trail between Fort Mahan and Fort Stanton can continue, but because of the

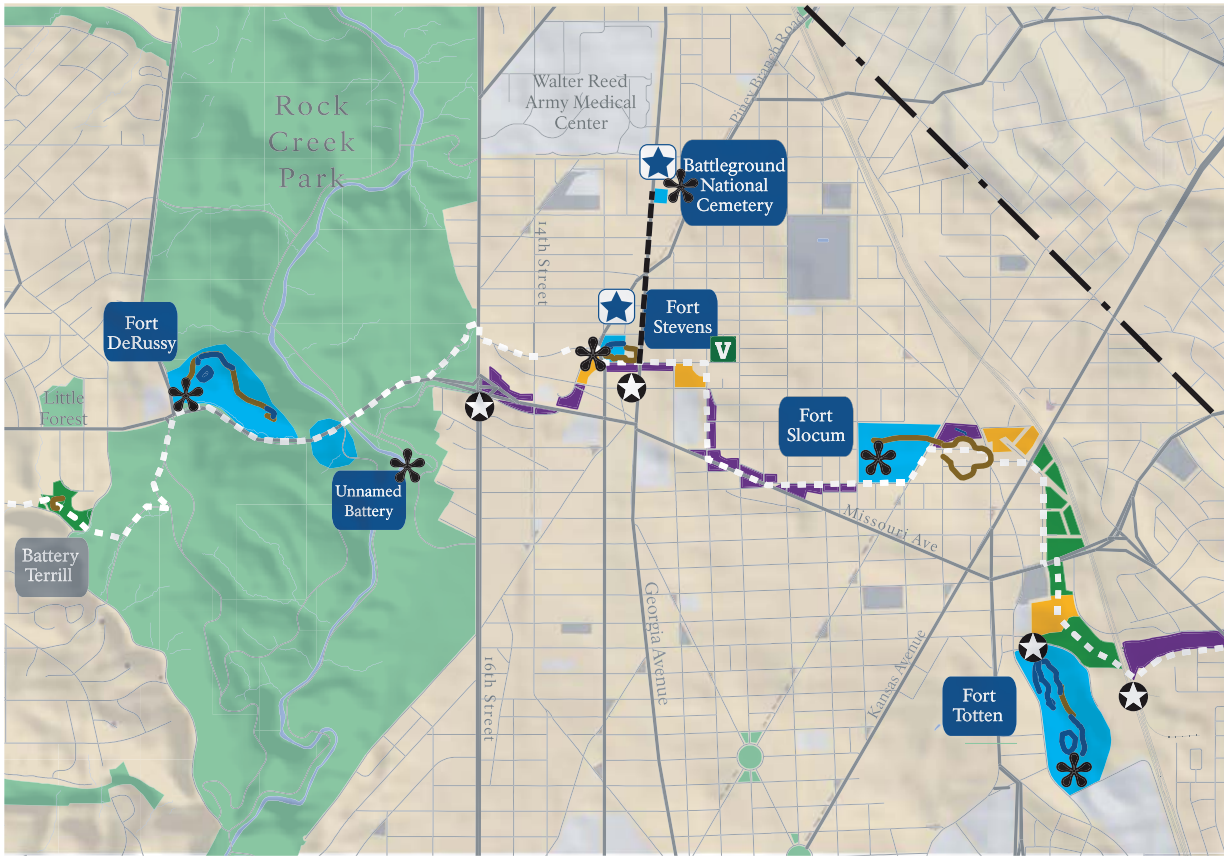


- Earthworks (existing)
- Earthworks (presumed location)
- NPS site
- Non NPS ownership
- Self-guided walking tour (Construct Trail where feasible route shown is conceptual)
- Visitor Contact Facility
- NPS Lands

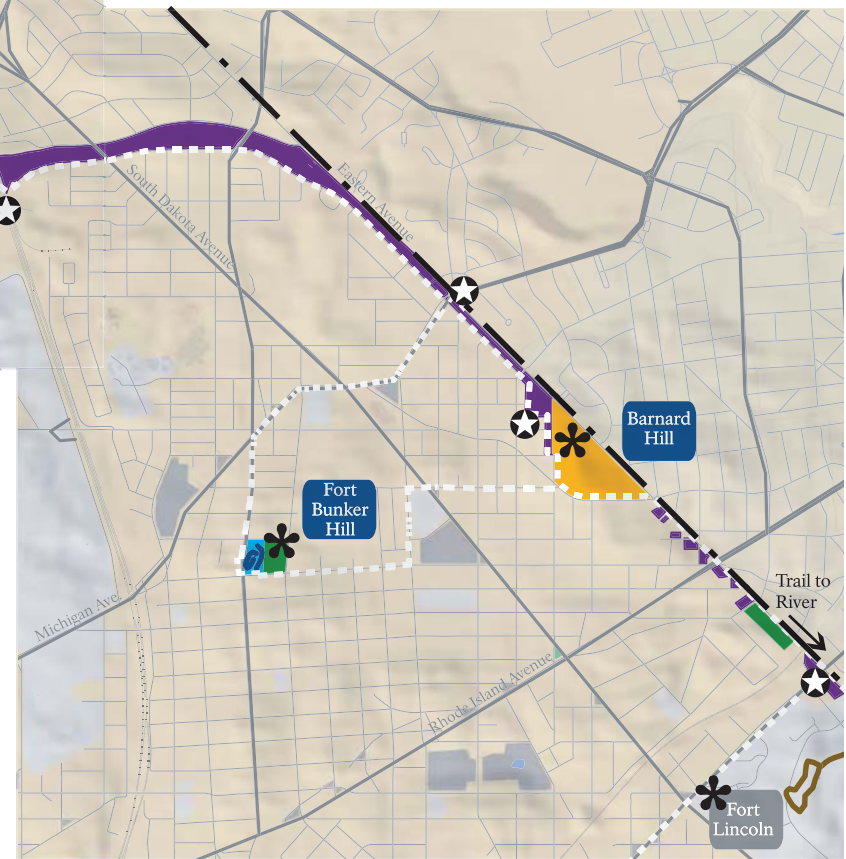
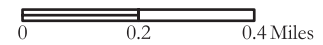
- Management Zones**
- Administrative zone
  - Cultural zone
  - Connecting corridor zone
  - Recreational zone
  - Special use zone
  - Natural zone



**The Plan (Section 1)**  
**FORT CIRCLE PARKS**  
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**The Plan (Section 2)**  
**FORT CIRCLE PARKS**  
 United States Department of the Interior, National Park Service  
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- NPS site
- Non NPS ownership
- Earthworks (existing)
- Earthworks (presumed location)
- New Interpretive Sign (along trail where feasible)

- Battle of Fort Stevens Walking Tour
- Self-guided walking tour (Construct Trail where feasible route shown is conceptual)
- Interpretive Sign
- Visitor Contact Facility
- Wayside Improvements (Update Information and customize at each site)
- NPS Lands

- Management Zones**
- Administrative zone
  - Cultural zone
  - Connecting corridor zone
  - Natural zone
  - Recreational zone
  - Special use zone





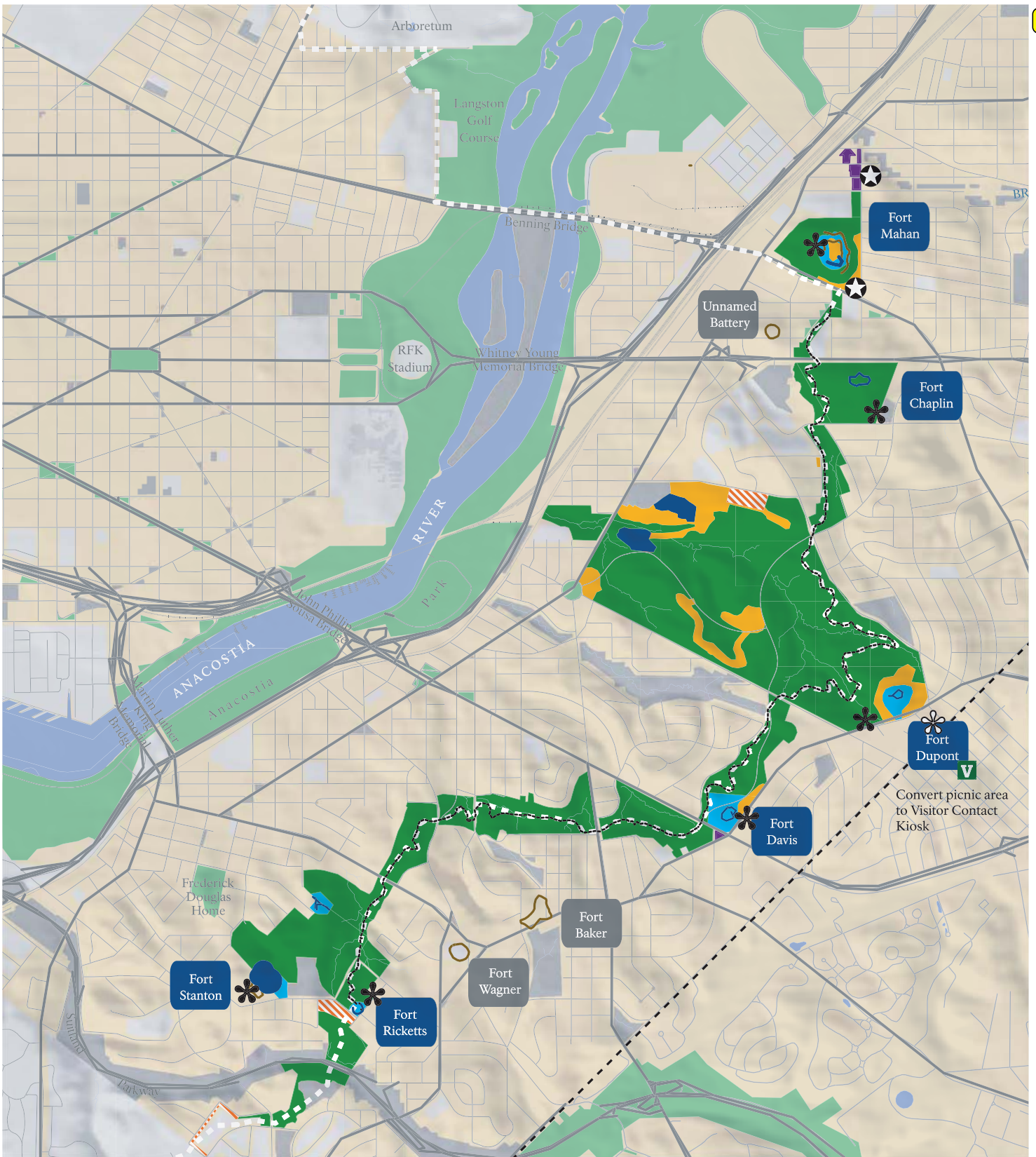
-  NPS site
-  Earthworks (existing)
-  Earthworks (presumed location)
-  Battle of Fort Stevens Walking Tour
-  Self-guided walking tour (Rehabilitate Trail where necessary - route shown is conceptual)
-  Interpretive Sign
-  Proposed Visitor Contact Facilities
-  NPS Lands

**Battle of Fort Stevens**  
**Walking Tour**  
**FORT CIRCLE PARKS**

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North



-  NPS site
-  Non NPS ownership
-  Earthworks (existing)
-  Earthworks (presumed location)
-  New Interpretive Sign (along trail where feasible)
-  NPS Lands

-  Trail (Existing)
-  Self-guided walking tour (Rehabilitate Trail where necessary - route shown is conceptual)
-  Interpretive Sign
-  Visitor Contact Facility
-  Wayside Improvements (Update Information and customize at each site)
-  Fort Dupont Improvements

- Management Zones**
-  Administrative zone
  -  Cultural zone
  -  Connecting corridor zone
  -  Natural zone
  -  Recreational zone
  -  Special use zone


**The Plan (Section 3)**

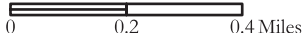
**FORT CIRCLE PARKS**

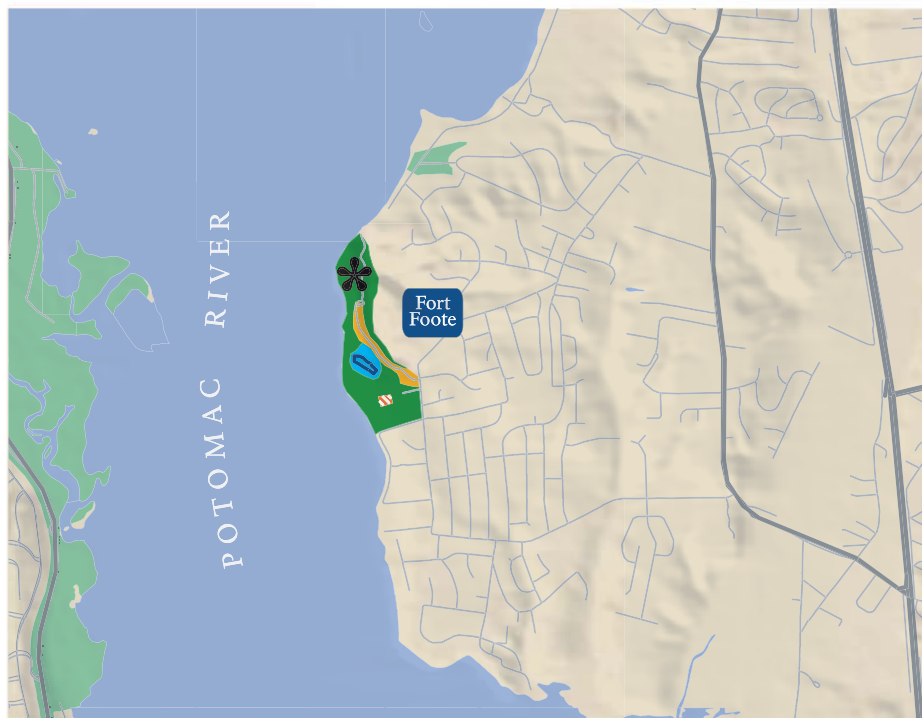
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North








-  NPS site
  -  Non NPS ownership
  -  Earthworks (existing)
  -  Earthworks (presumed location)
  -  New Interpretive Sign (along trail where feasible)
  -  NPS Lands
  -  Trail (Existing)
  -  Self-guided walking tour (Rehabilitate Trail where necessary - route shown is conceptual)
  -  Interpretive Sign
  -  Visitor Contact Facility
  -  Wayside Improvements (Update Information and customize at each site)
- ### Management Zones
-  Administrative zone
  -  Cultural zone
  -  Connecting corridor zone
  -  Natural zone
  -  Recreational zone
  -  Special use zone

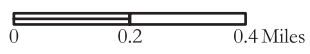
## The Plan (Section 4)

### FORT CIRCLE PARKS

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North





0 0.2 0.4 Miles



alternating urban and rustic nature of existing trails, as well as the environmental damage and aesthetic changes that would be caused by a “combination” trail, the rest of the trail will be limited to walking only.

Sidewalks will need to be replaced or constructed in some areas along the trail route. Pushbutton streetlights will have to be installed to allow visitors to cross busy streets safely. Bridges will be necessary to cross long expanses of water such as the Anacostia River or parkways such as the Suitland Parkway. Such locations will be identified and appropriate measures taken after the separate trail study is completed.

Based on the history of Fort Circle Drive and its various incarnations over the past 90+ years, this trail will maintain the identity of the defenses of Washington as a “system” that protected the city and that, in our time, offers recreational opportunities for local residents and visitors. The trail will become the physical manifestation of the site’s history.

Like previous planning efforts, this trail reflects the original proposal in the 1902 *The Improvement of the Park System in the District of Columbia* to preserve the original fort sites and maintain a greenbelt of parkland around the inner periphery of the District of Columbia. (NPS Civil War sites are listed in appendix E.)

A brochure will be issued to cover the trail route, and appropriate interpretive and directional signs will be placed at appropriate intersections to guide users and to explain the historic communications and supply uses of the original connecting corridor between fort sites. Opportunities for traditionally passive forms of recreation such as birding and nature walks will be enhanced by the trail improvements and through interpretation.

In 1989 Congress authorized the Potomac Heritage Trail, which will extend from Chesapeake Bay to Pennsylvania, connecting the cultural resources of the Potomac River corridor. A city council resolution directed the mayor to develop a plan for an alignment of the Potomac Heritage

Trail in Washington D.C. Congress designated the C & O Canal a segment of the trail; however, the concept of the Potomac Heritage Trail is that of a braided trail system that can be composed of side trails as well. Thus, the Fort Circle Trail could be made part of the Potomac Heritage Trail if the District of Columbia nominated it to the secretary of the interior.

## VISITOR USE AND DEVELOPMENT

A comprehensive interpretive plan will be developed for the Fort Circle Parks. This plan will call for partnerships with Monocacy National Battlefield and other Civil War sites (such as Fort Ward), both federally and nonfederally managed (see appendix C). It will contain plans for interpretive staffing, visitor center exhibits, publications, wayside exhibits, and other interpretive media such as a video and an audio-tour tape.

A small year-round visitor contact facility will be developed in the vicinity of Fort Stevens. This will become a focal point of the system, offering visitor orientation and interpretation and serving as the start of a driving tour of the forts.

Existing services such as restrooms, picnic tables, and parking lots will be improved to raise the quality of the visitor experience. The three superintendents will make a coordinated effort to develop a Fort Circle Parks logo and to purchase similar signs, site furniture, and interpretive materials as a way to make the Fort Circle Parks more visible and let visitors know when they are in the Fort Circle Parks.

The activity center at Fort Dupont will be redeveloped into an education center for school and community groups, offering programs in cultural history, natural resources, and environmental education. The center also will promote community partnerships, helping schools within walking distance of the fort sites to use these areas as local outdoor classrooms for cultural and environmental education.

Fort Marcy will be a key location for introducing national visitors to the fort system be-

## THE PLAN

cause of its prominent location on the George Washington Memorial Parkway. This will not involve a new structure; rather, it represents a change in the interpretive focus to emphasize the entire system of forts and to encourage people to visit them.

A kiosk near the earthworks at Fort Dupont will be a site for the interpretation of the fortifications of the southern and eastern quadrants. This is a central, easily accessible location for visitors to learn about the forts and how to find them, and a starting place for their exploration.

### **PARK MANAGEMENT AND OPERATIONS**

The management responsibility for the fort resources will continue to be divided among Rock Creek Park, National Capital Parks–East,

and George Washington Memorial Parkway. However, funding and staffing needs will be coordinated among the parks. This will ensure that the level of maintenance, facilities, and interpretation is similar across park boundaries and that the visitor experience is seamless regardless of park boundaries.

The staff will have to be increased to operate proposed year-round contact facilities and to offer orientation and interpretive programs focusing on the history of the forts. Additional law enforcement patrols will be needed to help ensure a safe visit for park users.

Funding also will have to be increased to cover preservation, stabilization, and restoration activities, as well as more staff. Appendix D contains a cost estimate.

## ALTERNATIVES CONSIDERED BUT NOT ANALYZED FURTHER

### OVERVIEW

Planning for the preservation and use of the forts and their associated lands has been a long ongoing process that has evolved with changing urban realities and priorities. A proposal to establish a “Fort Drive,” a road including connections with some of the Civil War fortifications, was included in the *District of Columbia Highway Plan* of 1898. Starting around the turn of the century (1900), there were numerous efforts to preserve at least some of the forts, including congressional consideration of bills to establish a Fort Stevens–Lincoln National Military Park (NPS 1996). Most of the major proposals of these early actions have not been implemented, but they included elements that merited consideration in the development of the management alternatives for the present plan.

### CHANGING THE NAME

The possibility of changing the name of the Fort Circle Parks has been seriously considered. During public review the name “Civil War Fort Circle Parks” was suggested to emphasize the importance of the events that occurred here during the Civil War. Another possible name considered, in keeping with the significance of the Civil War earthworks, and in an effort to give new focus to the resources, was “Civil War Defenses of Washington.” The idea was that this name would give visitors a better understanding of what resources are available in these parks and focus the attention of local residents more on the Civil War resources and less on the local recreational aspects of the parks.

The naming of a national park is not within the purview of the National Park Service. Changing the name of the Fort Circle Parks to any other name would require review and would involve an act of Congress. Although the name change has been discussed, such a decision is outside the scope of this plan.

### ESTABLISHING THE FORT DRIVE

A parkway connecting the fort sites, to be known as the Fort Drive, was an important component of early 20th century plans for the city of Washington. Much of the land needed to construct the drive was originally acquired. However, efforts to construct the drive met with strong community opposition, and the proposal did not receive congressional funding for construction. By 1962 it was concluded that the parkway was no longer a valid concept because of changed urban conditions, right-of-way limitations, and traffic increases on the cross streets that the road would have intersected. The conditions precluding the development of a parkway have continued to the present.

### DEVELOPING A CONTINUOUS BICYCLE/FOOT TRAIL

In the 1960s a study by the National Capital Planning Commission, with the cooperation of the National Park Service, recommended that the original Fort Drive concept be revisited and that the parkway be developed as a “fort park system” emphasizing park recreation. One of the primary features would have been a continuous “bicycle and pedestrian way,” which would have been a significant recreational asset. Such a bicycle/hiking trail would have provided access to the other recreational and cultural opportunities (Fred Tuemmler and Asso. 1965).

The National Park Service followed this concept and prepared the *Fort Circle Parks Master Plan* in 1968. That plan was approved in 1974. Detailed plans were prepared for the continuous bikeway and foot trail, but few sections were actually constructed. A “hiker-biker” trail about 3 miles long was constructed through the eastern section of fort parks, connecting Fort Mahan, Fort Chaplin, Fort Dupont, Fort Davis, and Fort Stanton. In 1971 this trail, the only part of the proposed trail ever constructed, was designated a national recreation trail.

Completing the bicycle portion of the bicycle and pedestrian way was contemplated during the planning for this document, but it was determined to be undesirable for several reasons. Palisade Park, Glover Archbold Park, and Rock Creek Park are intimate in scale, with narrow, often one-lane paths. In some places visitors must step from stone to stone or climb a steep set of stairs. Making those trails fully accessible for bicycles would have required additional bridges, and switchbacks or tunnels would have been needed. This would have resulted in a loss of the sense of wildness that currently exists. Trails in those three parks would have had to be widened to 10 feet to accommodate both hikers and bicyclists. (The 10-foot width is the minimum width recommended by the American Association of State Highway Transportation Officials for a shared use trail.)

The removal of some trees would have been required, and some excavation and construction of walls along the valley slopes would have been necessary. Larger, more substantial bridges would have been needed. The trails would have had to be paved, and this would have significantly changed the appearance and character of the trails that now exist.

The existing portions of the hiker-biker trail in National Capital Parks–East would have needed to be upgraded to the same standards as those for the new sections of trail. These standards have changed since the hiker-biker trail was constructed, and that trail, too, would have had to be widened and paved to be consistent with the new sections. This would have resulted in some of the same impacts noted above. The right-of-way in some residential areas is so narrow that more land would have had to be acquired to construct a bikeway to NPS standards.

## **RESTORING OR RECONSTRUCTING FORTS**

The management policies of the National Park Service define three levels of treatment for historic structures that would be applicable to the Fort Circle Parks earthworks, from *preservation* to *reconstruction*.

*Preservation* allows a structure to be preserved in its present condition provided that (1) satisfactory protection, maintenance, use, and interpretation can be achieved or (2) another treatment is warranted but cannot be accomplished until some future time. Stabilization is one such treatment.

*Restoration* allows a structure to be returned to an earlier appearance provided that (1) restoration is essential to public understanding of the cultural associations of the park, and (2) sufficient data exist to permit restoration with minimal conjecture.

*Reconstruction* produces a new structure identical in form, features, and details to a historic structure that no longer exists. Reconstruction can be implemented when (1) it is essential to public understanding of the cultural associations of the park established for that purpose, (2) sufficient data exist to permit reconstruction on the original site with minimal conjecture, and (3) significant archeological resources will be preserved in situ or their research values will be realized through data recovery.

Restoring selected forts was an alternative mentioned during the public involvement process, but it was rejected from consideration. Although the existing fort resources no longer contain a high percentage of their original historic fabric, drawings of each fort exist in the National Archives, which would have made restoration feasible. However, considering the amount of historic fabric remaining, the result, if done, might have been closer to reconstruction rather than restoration.

The National Park Service considers reconstruction always a last-resort measure for addressing management objectives. Policy reviews and specific approvals would be required for the reconstruction of the forts. Such reconstruction would have resulted in the damage or destruction of the remaining original fabric. Extensive archeological investigation and mitigation would have been required before construction, and the whole process would have been very costly. In addi-

tion, reconstructed sites would be more likely to attract vandalism.

The National Park Service has restored or reconstructed earthworks at many areas within a two-hour drive of Washington, D.C., notably Fredericksburg and Spotsylvania County Battlefields National Military Park, Richmond National Battlefield Park, and Petersburg National Battlefield. Fort Ward Museum and Historic Site, owned and operated by the city of Alexandria, Virginia, has been partially reconstructed and is within a 45-minute drive of most locations in the Fort Circle Parks. Fort Ward, although it is not part of the Fort Circle Parks, was one of the forts that originally made up the Civil War defense system of Washington. With ample opportunity to see a restored military earthwork in the Washington area, restoring or reconstructing any Fort Circle earthworks seems unnecessary.

A secondary reason for rejecting this alternative is that to restore forts that are in a forested environment, large numbers of trees would have had to be removed and some wildlife habitat would have been eliminated. Such restoration also would have eliminated the forested canopy that provides a scenic backdrop to the nation's capital.

#### **ESTABLISHING A SEPARATE NPS UNIT**

The establishment of a separate national park system unit for the Fort Circle Parks was briefly evaluated. It was dismissed from consideration for the following reasons:

- Although the forts were listed on the National Register of Historic Places on July 15, 1974, and the national register boundary was

expanded September 13, 1978, the significance level was "local" rather than the "national" or "national landmark" level of significance normally required for a property to become a unit of the National Park Service in its own right.

- The properties are being preserved at present as part of their current respective park affiliations and are in no danger of loss or destruction.
- Interpretation and visitor use of the sites can be coordinated across the three existing parks without the need to create a separate park unit.
- The operation and management of the individual fortification remnants, covering all four quadrants of the city, would have been unwieldy and logistically difficult to maintain. There would have been a redundancy with other units in the city, and the actions would have resulted in duplication of resources.

#### **ADDING A MAJOR VISITOR CENTER**

Consideration was given to establishing a major visitor center that would interpret the overall theme of Washington, D.C., during the Civil War. This objective has merit but is somewhat beyond the scope of this plan. In the future, additional consideration should be given to coordinating NPS and other resources related to the Civil War. At present, Fort Ward in Alexandria, Virginia, is providing a museum related to the Civil War defenses of Washington. This presents an excellent introduction to the fort system, and it should not be duplicated elsewhere by the National Park Service.



APPENDIXES  
REFERENCES  
STUDY TEAM





## APPENDIX A: LEGISLATION

1. Reorganization of Government, excerpts from Executive Order No. 6166 of June 10, 1933 (5 U.S.C. secs. 124-132).

### Executive Order

#### Organization of Executive Agencies

Whereas section 16 of the act of March 3, 1933 (Public, No. 428, 47 Stat. 1517), provides for reorganizations within the executive branch of the Government; requires the President to investigate and determine what reorganizations are necessary to effectuate the purposes of the statute; and authorizes the President to make such reorganizations by Executive order; and

Whereas I have investigated the organization of all executive and administrative agencies of the Government and have determined that certain regroupings, consolidations, transfers, and abolitions of executive agencies and functions thereof are necessary to accomplish the purposes of section 16;

Now, therefore, by virtue of the aforesaid authority, I do hereby order that:

\* \* \* \* \*

#### Section 2. *National Parks, Buildings, and Reservations*

All functions of administration of public buildings, reservations, national parks, national monuments, and national cemeteries are consolidated in an Office of National Parks, Buildings, and Reservations<sup>1</sup> in the Department of the Interior, at the head of which shall be a Director of National Parks, Buildings, and Reservations; except that where deemed desirable there may be excluded from this provision any public building or reservation which is chiefly employed as a facility in the work of a particular agency. This transfer and consolidation of functions shall include, among others, those of the National Park Service of the Department of the Interior and the National Cemeteries and Parks of the War Department which are located within the continental limits of the United States. National cemeteries located in foreign countries shall be transferred to the Department of State, and those located in insular possessions under the jurisdiction of the War Department shall be administered by the Bureau of Insular Affairs of the War Department.

The functions of the following agencies are transferred to the Office of National Parks, Buildings, and Reservations of the Department of the Interior, and the agencies are abolished:

Arlington Memorial Bridge Commission  
Public Buildings Commission  
Public Buildings and Public Parks of the National Capital  
National Memorial Commission  
Rock Creek and Potomac Parkway Commission

Expenditures by the Federal Government for the purposes of the Commission of Fine Arts, the George Rogers Clark Sesquicentennial Commission, and the Rushmore National Commission shall be administered by the Department of the Interior.

\* \* \* \* \*

#### Section 19—*General Provisions*

Each agency, all the functions of which are transferred to or consolidated with another agency, is abolished.

The records pertaining to an abolished agency or a function disposed of, disposition of which is not elsewhere herein provided for, shall be of, disposition of which is not elsewhere herein provided for, shall be

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<sup>1</sup> “National Park Service” was substituted for “Office of National Parks, Buildings, and Reservations” by Act of March 2, 1934 (48 Stat. 389), see excerpt, page 13.

transferred to the successor. If there be no successor agency, and such abolished agency be within a department, said records shall be disposed of as the head of such department may direct.

The property, facilities, equipment, and supplies employed in the work of an abolished agency or the exercise of a function disposed of, disposition of which is not elsewhere herein provided for, shall, to the extent required, be transferred to the successor agency. Other such property, facilities, equipment, and supplies shall be transferred to the Procurement Division.

All personnel employed in connection with the work of an abolished agency or function disposed of shall be separated from the service of the United States, except that the head of any successor agency, subject to my approval, may within a period of four months after transfer or consolidation, reappoint any of such personnel required for the work of the successor agency without reexamination or loss of civil-service status.

Section 20. – *Appropriations*

Such portions of the unexpended balances of appropriation for any abolished agency or function disposed of shall be transferred to the successor agency as the Director of the Budget shall deem necessary.

Unexpended balances of appropriations for an abolished agency or function disposed of, not so transferred by the Director of the Budget, shall, in accordance with law, be impounded and returned to the Treasury.

Section 21. – *Definitions*

As used in this order—

“Agency” means any commission, independent establishment, board, bureau, division, service, or office in the executive branch of the Government.

“Abolished agency” means any agency which is abolished, transferred, or consolidated.

“Successor agency” means any agency to which is transferred some other agency or function, or which results from the consolidation of other agencies or functions.

“Function disposed of” means any function eliminated or transferred.

Section. 22—*Effective Date*

In accordance with law, this order shall become effective 61 days from its date; *Provided*, That in case it shall appear to the President that the interests of economy require that any transfer, consolidation, or elimination be delayed beyond the date this order becomes effective, he may, in his discretion, fix a later date therefor, and he may for like cause further defer such date from time to time.

FRANKLIN D. ROOSEVELT.

The White House,  
*June 10, 1933.*

[No. 6166]

- 2. Reorganization of Government, Executive Order No. 6228 of July 28, 1933, to make more explicit and to interpret Section 2 of Executive Order No. 6166 of June 10, 1933 (5 U.S.C. secs. 124-132)**

**Executive Order**

ORGANIZATION OF EXECUTIVE AGENCIES

Whereas executive order No. 6166 Dated June 10, 1933, issued pursuant to the authority of Section 16 of the Act of March 3, 1933 (Public No. 428—47 Stat. 1517) provides in Section 2 as follows:

“All functions of administration of public buildings reservations, national parks, national monuments, and national cemeteries are consolidated in an office of National Parks, Buildings, and Reservations in the Department of the Interior, at the head of which shall be a Director of National Parks Buildings, and Reservations; except that where deemed desirable there may be excluded from this provision any public building or reservation which is chiefly employed as a facility in the work of a particular agency. This transfer and consolidation of functions shall include, among others, those of the National Park Service of the Department of

the Interior and the National Cemeteries and Parks of the War Department which are located within the continental limits of the United States. National Cemeteries located in foreign countries shall be transferred to the Department of State, and those located in insular possessions under the jurisdiction of the War Department shall be administered by the Bureau of Insular Affairs of the War Department.”

and;

Whereas to facilitate and expedite the transfer and consolidation of certain units and agencies contemplated thereby, it is desirable to make more explicit said Section 2 of the aforesaid executive order of June 10, 1933, insofar as the same relates to the transfer of agencies now administered by the War Department:

Now, Therefore, said executive order No. 6166, date June 10, 1933, is hereby interpreted as follows:

1. The cemeteries and parks of the War Department transferred to the Interior Department are as follows:

#### NATIONAL MILITARY PARKS

Chickamauga and Chattanooga National Military Park, Georgia and Tennessee.  
Fort Donelson National Military Park, Tennessee.  
Fredericksburg and Spotsylvania County Battle Fields Memorial, Virginia.  
Gettysburg National Military Park, Pennsylvania.  
Guilford Courthouse National Military Park, North Carolina.  
Kings Mountain National Military Park, South Carolina.  
Moore’s Creek National Military Park, North Carolina  
Petersburg National Military Park, Virginia.  
Shiloh National Military Park, Tennessee.  
Stones River National Military Park, Tennessee.  
Vicksburg National Military Park, Mississippi.

#### NATIONAL PARKS

Abraham Lincoln National Park, Kentucky.  
Fort McHenry National Park, Maryland.

#### BATTLEFIELD SITES

Antietam Battlefield, Maryland.  
Appomattox, Virginia.  
Brices Cross Roads, Mississippi.  
Chalmette Monument and Grounds, Louisiana.  
Cowpens, South Carolina.  
Fort Necessity, Wharton County,<sup>2</sup> Pennsylvania.  
Kenesaw Mountain, Georgia.  
Monocacy, Maryland.  
Tupelo, Mississippi.  
White Plains, New York.

#### NATIONAL MONUMENTS

Big Hole Battlefield, Beaverhead County, Montana.  
Cabrillo Monument, Ft. Rosecrans, California.

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<sup>2</sup> Wharton Township, Fayette County.

APPENDIXES

Castle Pinckney, Charleston, South Carolina.  
Father Millet Cross, Fort Niagara, New York.  
Fort Marion, St. Augustine, Florida.  
Fort Matanzas, Florida.  
Fort Pulaski, Georgia.  
Meriwether Lewis, Hardin County, Tennessee.  
Mound City Group, Chillicothe, Ohio.  
Statue of Liberty, Fort Wood, New York.

MISCELLANEOUS MEMORIALS

Camp Blount Tablets, Lincoln County, Tennessee.  
Kill Devil Hill Monument, Kitty Hawk, North Carolina.  
New Echota Marker, Georgia.  
Lee Mansion, Arlington National Cemetery, Virginia.

NATIONAL CEMETERIES

Battleground, District of Columbia.  
Antietam, (Sharpsburg) Maryland.  
Vicksburg, Mississippi.  
Gettysburg, Pennsylvania.  
Chattanooga, Tennessee.  
Fort Donelson, (Dover) Tennessee.  
Shiloh, (Pittsburg Landing) Tennessee.  
Stones River, (Murfreesboro) Tennessee.  
Fredericksburg, Virginia.  
Poplar Grove, (Petersburg) Virginia.  
Yorktown, Virginia.

2. Pursuant to Section 22 of said executive order it is hereby ordered that the transfer from the War Department of national cemeteries other than those named above be, and the same is hereby postponed until further order.

3. Also pursuant to Section 22 of said executive order it is hereby ordered that the transfer of national cemeteries located in foreign countries from the War Department to the Department of State and the transfer of those located in insular possessions under the jurisdiction of the War Department to the Bureau of Insular Affairs of said Department be, and the same are hereby postponed until further order.

FRANKLIN D. ROOSEVELT

The White House,  
*July 29, 1933.*

[No. 6228]

**SIXTY-EIGHTH CONGRESS. Sess. I. CH. 270. 463**

CHAP. 270.-An Act Providing for a comprehensive development of the park and playground system of the National Capital.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That to preserve the flow of water in Rock Creek, to prevent pollution of Rock Creek and the Potomac and Anacostia Rivers, to preserve forests and natural scenery in and about Washington, and to provide for the comprehensive systematic, and continuous development of the park, parkway, and playground system of the National Capital, there is hereby constituted a commission, to be known as the National Capital, Park Commission, composed of the Chief of Engineers of the Army, the Engineer Commissioner of the District of Columbia, the Director of the National Park Service, the Chief of the Forest Service, the officer in charge of public buildings and grounds and the chairmen of the Committees on the District of Columbia of the Senate and House of Representatives. At the close of each Congress the Presiding Officer of the Senate and the Speaker of the House of Representatives shall appoint, respectively Senator elect and a Representative elect to the succeeding Congress to serve as members of this commission until the chairmen of committees of the succeeding Congress shall be chosen: The officer in charge of public building sand grounds shall be the executive and disbursing officer of said commission.

Sec. 2. Said commission or a majority thereof is hereby authorized and directed to acquire such lands as in its judgment shall be necessary and desirable in the District of Columbia and adjacent areas in Maryland and Virginia, within the limits of the appropriations made for such purposes, for suitable development of the National Capital park, parkway, and playground system. That said commission is hereby authorized to acquire such lands by purchase when they can be acquired at prices reasonable in the judgment of said commission, otherwise by condemnation proceedings, such proceeding to acquire lands within the District of Columbia to be in accordance with the provisions of the Act of Congress approved August 30, 1890, providing a site for the Government printing Office (United States Statutes at Large, volume 26, chapter 837), the Chief of Engineers of the Army being, for the purposes of this Act, hereby clothed with all the power vested by the said Act of August 30, 1890, in the board created by the Act. Said commission is hereby authorized to acquire such lands, located in Maryland or Virginia, either by purchase or condemnation proceedings, by such arrangements as to acquisition and payment for the lands as it shall determine upon by agreement with the proper officials of the States of Maryland Virginia shall be subject to the approval of the President of the United States.

Sec. 3. That there is authorized to be appropriated, each year hereafter, in the annual District of Columbia Appropriation Act a sum not exceeding one cent for each inhabitant of the continental United States as determined by the last preceding decennial census, said sum to be used by said commission for the payment of its expenses and for the acquisition of the lands herein authorized to be acquired by said commission for the purposes named, the compensation for the land, the expense of surveys, ascertainment of title, condemnation proceedings, if any, and necessary conveyancing to be paid from said appropriations. The funds so appropriated shall be paid from the revenues of the District of Columbia and the general funds of the Treasury in the same proportion as other expenses of the District of Columbia. The land so acquired within the District of Columbia shall be a part of the park system of the District of Columbia and be under control of the Chief of Engineers of the United States Army; that areas suitable for playground purposes may in the discretion of said Commission, be assigned to the control of the Commissioners of the District of Columbia for playground purposes. That the land so acquired outside the District of Columbia shall be controlled as determined by agreement between said commission and the proper officers of the State of Maryland and Virginia, such agreements to be subject to the approval of the President.

Sec. 4. Said commission shall report to Congress annually on the first Monday of December the lands acquired during the preceding fiscal year, the method of acquisition, and the cost of each tract. It shall also submit to the Bureau of the Budget on or before and the cost of each tract. It shall submit to the Bureau of the Budget on or before September 15 of each year its estimate of the total sum to appropriated for expenditure under the provisions of this Act during the succeeding fiscal year.

Approved, June 6, 1924

**CAPPER-CRAMTON ACT**

Act of May 29, 1930 (46 Stat. 482), as amended by the Act of August 8, 1946 (60 Stat. 960), Section 3 of the Act of July 19, 1952 (66 Stat. 781, 791), and the Act of August 21, 1958 (72 Stat. 705).

An Act for the acquisition, establishment, and development of the George Washington Memorial Parkway along the Potomac from Mount Vernon and Fort Washington to the Great Falls, and to provide for the acquisition of lands in the District of Columbia and the States of Maryland and Virginia requisite to the comprehensive park, parkway, and playground system of the National Capital.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that there is hereby authorized to be appropriated the sum of \$13,500,000, or so much thereof as may be necessary, out of any money in the Treasury not otherwise appropriated, for acquiring and developing, except as in this section otherwise provided, in accordance with the provision of the Act of June 6, 1924, entitled "An Act providing for a comprehensive development of the park and playground system of the National Capital," as amended, such lands in the States of Maryland Virginia as are necessary and desirable for the park and parkway system of the National Capital in the environs of Washington. Such funds shall be appropriated as required for the expeditious, economical, and efficient development and completion of the following projects:

(a) For the George Washington Memorial Parkway, to include the shores of the Potomac, and adjacent lands, from Mount Vernon to a point above the Great Falls on the Virginia side, except within the City of Alexandria, and from Fort Washington to a similar point above the Great Falls on the Maryland side except within the District of Columbia, and including the protection and preservation of the natural scenery of the Gorge and the Great Falls of the Potomac, the preservation of the historic Patowmack Canal, and the acquisition of that portion of the Chesapeake and Ohio Canal below Point of Rocks, \$7,500,00; Provided, That the acquisition of any land in the Potomac River Valley for park purposes shall not debar, limit, or abridge its use for such works as Congress may in the future authorize for the improvement and the extension of navigation, including the connecting of the upper Potomac River with the Ohio River, or for flood control irrigation or drainage, or for the development of hydroelectric power.

The title to the lands acquired hereunder shall vest in the United States, and said lands, including the Mount Vernon Memorial Highway authorized by the Act approved May 23, 1928, upon its completion, shall be maintained and administered by the Director of Public Buildings and Public Parks of the National Capital, who shall exercise all the authority, power, and duties with respect to lands acquired under this section as are conferred upon him within the District of Columbia by the Act approved February 26, 1925; and said director is authorized to incur such expenses as may be necessary for the proper administration and maintenance of said lands within the limits of the appropriations from time to time granted therefor from the Treasury of the United States, which appropriations are hereby authorized.

The National Capital Park and Planning Commission is authorized to occupy such lands belonging to the United States as may be necessary for the development and protection of said parkway and to accept the donation to the United States of any other lands by it deemed desirable for inclusion in said parkway. As to any lands in Maryland or Virginia along or adjacent to the shores of the Potomac within the proposed limits of the parkway that would involve great expense for their acquisition and are held by said commission not to be essential to the proper carrying out of the project, the acquisition of said lands shall not be required, upon a finding of the commission to that effect.

Said parkway shall include a highway from Fort Washington to the Great Falls on the Maryland side of the Potomac and a free bridge across the Potomac at or near Great Falls and necessary approaches to said bridge; Provided, That no money shall be expended by the United States for lands for any unit of this project until the National Capital Park and Planning Commission shall have received definite commitments from the State of Maryland or Virginia, or political subdivisions thereof or from other responsible sources for one-half the cost of acquiring the lands in its judgment necessary for such unit of said project deemed by said commission sufficiently complete, other than lands now belonging to the United States or donated to the United States;

Provided, That in the discretion of the National Capital Park and Planning Commission, upon agreement duly entered into the State of Maryland and Virginia or any political subdivision thereof to reimburse the United States as hereinafter provided, it may advance the full amount of the funds necessary for the acquisition of the lands in any such unit referred to in this paragraph, such agreement providing for reimbursement to the United States to the extent of one-half of the cost thereof within interest within no more than eight years from the date of any such expenditure; Provided further, That in the discretion of the National Capital Planning Commission, upon agreement duly entered into between that Commission and the Maryland National Capital Park and Planning Commission, an agency of the State of Maryland, created by chapter 448 of the laws of Maryland of 1927, as amended, such portion of the said \$7,500,000 authorized to be appropriated under this paragraph as the said Federal and Maryland agencies may determine may be appropriated for the purposes set forth under paragraph (b) of this section and subject to the conditions imposed by that paragraph. The appropriation of the amount necessary for such advance, in addition to the contribution by the United States, is hereby authorized from any money in the Treasury not otherwise appropriated.

(b) For the extension of Rock creek into Maryland, as may be agreed upon between the National Capital Park and Planning Commission and the Maryland National Capital Park and Planning Commission, for the preservation of the flow of water in Rock Creek, for the extension of the Anacostia Park system up the valley of the Anacostia River, Indian Creek, Paint Branch and Little Paint Branch, the Northwest Branch and Sligo Creek; of the Oxon Run Parkway from the District of Columbia line to Marlboro Road; and of the George Washington Memorial Parkway up the valley of Cabin John Creek, Little Falls Branch, and Willet Run, as may be agreed upon between the National Capital Park and Planning Commission and the Maryland National Capital Park Commission, \$1,500,000; Provided, That no appropriation authorized in this subsection shall be available for expenditure until a suitable agreement is entered into by the National Capital Park and Planning Commission and the Washington Suburban Sanitary Commission as to sewage disposal and storm water flow; Provided further, That no money shall be contributed by the United States for any unit of such extensions until the National Capital Park and Planning Commission shall have received definite commitments from the Maryland National Capital Park and Planning Commission for the balance of the cost of acquiring such unit of said extensions deemed by said commission sufficiently complete, other than lands now belonging to the United States or donated to the United States; Provided further, That in the discretion of the National Capital Park and Planning Commission upon agreement duly entered into with the Maryland National Capital Park and Planning Commission to reimburse the United States as hereinafter provided, it may advance the full amount of the funds necessary for the acquisition of the lands required for such extensions referred to in this paragraph, such advance, exclusive of said contribution \$1,500,000 by the United States, not to exceed \$3,000,000, the appropriation of which amount from funds in the Treasury of the United States not otherwise appropriated is hereby authorized, such agreement providing for reimbursement to the United States of such advance, exclusive of said Federal contribution, without interest within not more than eight years from the date of any such expenditure. The title to the lands acquired hereunder shall vest in the State of Maryland. The development and administration thereof shall be under the Maryland National Capital Park and Planning Commission and in accordance with plans approved by the National Capital Park and Planning Commission.

(c) For the extension of the park and parkway system of the National Capital in the Virginia environs of Washington, as may be agreed upon between the National Capital Planning Commission and a park authority established under the Park Authorities Act of the State of Virginia (and such other public bodies as may be authorized under the laws of the State of Virginia), up the valleys of Hunting Creek, Cameron Run, Homes Run, Tripps Run, Four Mile Run, Pimmit Run, Accotink Creek, and tributaries of such streams, and over other desirable lands, \$4,500,000. No part of such sum shall be expended by the United States for any unit or such extension until the National Capital Planning Commission has received definite commitments from such park authority (and other public bodies, and the State of Virginia for two-thirds of the cost of acquiring the lands in its judgment necessary for such unit of the extension deemed by the Commission sufficiently complete. The title to the lands acquired hereunder shall vest in, and the development and administration thereof shall be under, such park authority or the State of Virginia in accordance with plans approved by the National Capital Planning Commission. Such lands shall not be used for any purpose other than the development and completion of the park and parkway system provided for in this paragraph, except with the approval and consent of the National Capital Planning Commission. No appropriation authorized in this paragraph shall be available for expenditure

until a suitable agreement has been entered into between the National Capital Planning Commission and the appropriate local authority as to sewage disposal and storm-water flow.

Sec. 2. Whenever it becomes necessary to acquire by condemnation proceedings any lands in the States of Virginia or Maryland for the purpose of carrying out the provisions of this Act, such acquisition shall be under and in accordance with the provisions of the Act of August 1, 1888 (U.S.C., p. 1302, sec. 257). No payment shall be made for any such lands until the title thereto in the United States shall be satisfactory to the Attorney General of the United States.

Sec. 3. Whenever the use of the Forts Washington, Foote, and Hunt, or either of them, is no longer deemed necessary for military purposes they shall be turned over to the Director of Public Buildings and Public Parks of the National Capital, without cost, for administration and maintenance as a part of the said George Washington Memorial Parkway.

Sec. 4. There is hereby further authorized to be appropriated the sum of \$16,000,000, or so much thereof as may be necessary, out of any money in the Treasury of the United States not otherwise appropriated, for the acquiring of such lands in the District of Columbia as are necessary and desirable for the suitable development of the National Capital park, parkway, and playground system, in accordance with the provisions of the said Act of June 6, 1924, as amended, except as in this section otherwise provided. Such funds shall be appropriated for fiscal year 1931 and thereafter as required for the expeditious, economical, and efficient accomplishment of the purposes of this Act and shall be reimbursed to the United States from any funds in the Treasury to the credit of the District of Columbia follows, to wit: \$1,000,000 on the 30<sup>th</sup> day of June, 1931; and \$1,000,000 on the 30<sup>th</sup> day of June each year thereafter until the full amount expended hereunder is reimbursed without interest.

The National Capital Park and Planning Commission shall, before purchasing any lands hereunder for playground, recreation center, community center, and similar municipal purposes, request from the Commissioners of the District of Columbia a report thereon. Said commission is authorized to accept the donation to the United States of any lands deemed desirable for inclusion in said park, parkway, and playground system, and the donation of any funds for the acquisition of such lands under this act.

Sec. 5. The right of Congress to alter or amend this Act is hereby reserved.

Sec. 6. Section 4 of Public Act 297 of the Seventieth Congress entitled "An Act authorizing the Great Falls Bridge Company, its successors and assigns, to construct, maintain, and operate a bridge across the Potomac River at or near Great Falls," approved April 21, 1928, as amended, is hereby amended by adding at the end of said section the following:

"Provided, That after the George Washington Memorial Parkway is established and the lands necessary for such parkway at and near Great Falls have been acquired by the United States, the United States may at any time acquire and take over all right, title, and interest in such bridge, its approached and approach roads, and any interest in real property necessary therefore, by purchase or by condemnation, paying therefor not more than the cost of said bridge and its approaches and approach roads, as determined by the Secretary of War under section 6 of this Act plus 10 per centum."

**An Act to facilitate the management of the National Park System and miscellaneous areas administered in connection with that system, and for other purposes, approved August 8, 1953 (67 Stat. 495)**

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That, in order to facilitate the administration of the National Park System and miscellaneous areas administered in connection therewith, the Secretary of the Interior is hereby authorized to carry out the following activities, and he may use applicable appropriations for the aforesaid system and miscellaneous areas for the following purposes:

1. Rendering of emergency rescue, fire fighting, and cooperative assistance to nearby law enforcement and fire prevention agencies and for related purposes of the National Park System and miscellaneous areas.

2. The erection and maintenance of fire protection facilities, water lines, telephone lines, electric lines, and other utility facilities adjacent to any area of the said national Park System and miscellaneous areas, where necessary, to provide service in such area.

3. Transportation to and from work, outside of regular working hours, of employees of Carlsbad Caverns National Park, residing in or near the city of Carlsbad, New Mexico, such transportation to be between the park and the city, or intervening points, at reasonable rates to be determined by the Secretary of the Interior taking into consideration, among other factors, comparable rates charged by transportation companies in the locality for similar services, the amounts collected for such transportation to be credited to the appropriation current at the time payment is received: *Provided*, That if adequate transportation facilities are available, or shall be available by any common carrier, at reasonable rates, then and in that event the facilities contemplated by this paragraph shall not be offered.

4. Furnishing, on a reimbursement of appropriation bases, all types of utility services to concessioners, contractors, permittees, or other users of such services, within the National Park System and miscellaneous areas: *Provided*, That reimbursements for cost of such utility services may be credited to the appropriation current at the time reimbursements are received.

5. Furnishing, on a reimbursement of appropriation basis, supplies, and the rental of equipment to persons and agencies that in cooperation with, and subject the approval of, the Secretary of the Interior, render services or perform functions that facilitate or supplement the activities of the Department of the Interior in the administration of the National Park System and miscellaneous areas: *Provided*, That reimbursements hereunder may be credited to the appropriation current at the time reimbursements are received.

6. Contracting, under such terms and conditions as the said Secretary considers to be in the interest of the Federal Government, for the sale, operation, maintenance, repair, or relocation of Government-owned electric and telephone lines and other utility facilities used for the administration and protection of the National Park System and miscellaneous areas, regardless of whether such lines and facilities are located within or outside said system and areas.

7. Acquiring such rights-of-way as may be necessary to construct, improve, and maintain roads within the authorized boundaries of any area of the said National Park System and miscellaneous areas, and the acquisition also of land and interest in land adjacent to such rights-of-way, when deemed necessary by the Secretary, to provide adequate protection of natural features or to avoid traffic and other hazards resulting from private road access connections, or when the acquisition of adjacent residual tracts, which otherwise would remain after acquiring such rights-of-way, would be in the public interest.

8. The operation, repair, maintenance, and replacement of motor and other equipment on a reimbursable basis when such equipment is used on Federal projects of the said National Park System and miscellaneous areas, chargeable to other appropriations, or on work of other Federal agencies, when requested by such agencies. Reimbursement shall be made from appropriations applicable to the work on which the equipment is used at rental rates established by the Secretary, based on actual or estimated cost of operation, repair, maintenance, depreciation, and equipment management control, and credited to appropriations currently available at the time adjustment is effected, and the Secretary may also rent equipment for fire control purposes to State, county, private, or other non-Federal agencies that cooperate with the Secretary in the administration of the said National Park System and other areas in fire control, such rental to be under the terms of written cooperative agreements, the amount collected for such rentals to be credited to appropriations currently available at the time payment is received. (16 U.S.C. § 1b.)

Sec. 2. (a) The term "National Park System" means all federally owned or controlled lands which are administered under the direction of the Secretary of the Interior in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended, and which are grouped into the following descriptive categories: (1)

National parks, (2) national monuments, (3) national historical parks, (4) national memorials, (5) national parkways, and (6) national capital parks.

(b) The term “miscellaneous areas” includes lands under the administrative jurisdiction of another Federal agency, or lands in private ownership, and over which the National Park Service, under the direction of the Secretary of the Interior, pursuant to cooperative agreement, exercises supervision for recreational, historical, or other related purposes, and also any lands under the care and custody of the National Park Service other than those heretofore described in this section. (16 U.S.C. § 1c.)

Sec. 3. Hereafter applicable appropriations of the National Park Service shall be available for the objects and purposes specified in the Act of August 7, 1946 (60 Stat. 885). (16 U.S.C. § 1d.)

An Act To amend the Federal Property and Administrative Services Act of 1949, as amended, and for other purposes, approved June 13, 1957 (71 Stat. 69)

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Federal Property and Administrative Services Act of 1949, as amended, is hereby further amended as follows:

By designating paragraphs (2) and (3) of subsection (a) of section 507 as paragraphs (3) and (4) and adding a new paragraph (2) to read as follows:

“(2) to direct and effect the transfer to the National Archives of the United States of any records of any Federal agency that have been in existence for more that fifty years and that are determined by the Archivist to have sufficient historical or other value to warrant their continued preservation by the United States Government, unless the head of the agency which has custody of them shall certify in writing to the Administrator that they must be retained in his custody for use in the conduct of the regular current business of the said agency.” (44 U.S.C. § 697).

## APPENDIX B: COMPLIANCE WITH FEDERAL AND STATE LAWS, EXECUTIVE ORDERS, AND REGULATIONS

When implementing the actions described in the *Draft Management Plan / Environmental Assessment*, the National Park Service will adhere to applicable laws, executive orders, and regulations (except where noted and explained in the alternatives). These precepts include the following:

### GENERAL

- The Architectural Barriers Act of 1968 (42 USC 4151 et seq.); the Rehabilitation Act of 1973 (29 USC 701 et seq.); and the Americans with Disabilities Act of 1990 (PL 101-336, 104 Stat. 327)

The above acts require that all developed facilities and programs be made as accessible as possible to special populations.

- Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-income Populations

Under policy established by the secretary of the interior to comply with this executive order, departmental agencies should identify and evaluate, during the scoping and/or planning processes, any anticipated effects, either direct or indirect, from the proposed project or action on minority and low-income populations and communities, including the equity of the distribution of the benefits and risks. None of the impacts of any of the alternatives would fall disproportionately on either the minority or low-income members of the region. The following facts contributed to this conclusion:

None of the alternatives would result in any identifiable adverse human health effects. Therefore, there would be no direct or indirect negative or adverse effects on any minority or low-income population or community.

The impacts on the natural and physical environment that would result from implementing one of the alternatives would not appreciably and adversely affect any minority or low-income population or community.

The proposed action would not result in any identified effects that would be specific to any minority or low-income community.

The National Park Service has had an active public participation program to solicit information and comments and has equally considered all public input regardless of age, race, income status, or other socioeconomic or demographic factors.

Impacts on the socioeconomic environment that would result from implementing alternatives 2 or 3 would be marginally positive. These impacts would not occur all at one time but would be spread over a number of years.

### CULTURAL RESOURCES

- The National Historic Preservation Act of 1966, as amended (16 USC 470 et seq.)

The National Park Service is mandated to preserve and protect cultural resources as stated in the act of August 25, 1916, which established the National Park Service, and in specific legislation such as the Antiquities Act of 1906, the National Environmental Policy Act, and the National Historic Preservation Act. The cultural resources of the Fort Circle Parks are to be managed in accordance with these acts and in accordance with NPS *Management Policies*, NPS-28, *Cultural Resource Management Guideline*, the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*, and other policy directives.

Section 106 of the National Historic Preservation Act of 1966, as amended, defines the obligations of the federal government regarding activities proposed for or affecting properties on or eligible for listing on the National Register of Historic Places. Federal agencies are required to take into account the potential effects of their activities on protected resources and to allow the Advisory Council on Historic Preservation and the state historic preservation officer an opportunity to comment. Actions are determined to have no effect, an adverse effect, or an effect that is not adverse on cultural resources. Before this plan is implemented, the National Park Service would work with the historic preservation officers of Washington, D.C., the commonwealth of Virginia, and the state of

Maryland, as well as the Advisory Council on Historic Preservation, to meet the requirements of section 106.

An internal section 106 form (“Assessment of Actions Having an Effect on Cultural Resources”) will be completed following the approval of this plan but before the implementation of the individual proposed actions. The form will document project effects, outline actions to mitigate such effects, and document that the proposed action flowed from an approved plan meeting section 106 requirements. Cultural resource management specialists will review and certify all proposed actions affecting cultural resources.

As part of the cultural resource management responsibilities mandated by section 110 of the National Historic Preservation Act, as amended, the National Park Service inventories and evaluates all cultural resources on land under its jurisdiction or that could be affected by agency actions. Cultural resources are evaluated by applying the criteria for inclusion on the National Register of Historic Places.

Until a complete archeological inventory and evaluation of the Fort Circle Parks can be completed, all ground-disturbing actions will be preceded by an archeological evaluation to determine the level of investigation required before construction can begin.

Because all alternatives recommend a course of action that might affect cultural resources listed on the National Register of Historic Places, the National Park Service will work closely with the historic preservation officers of the District of Columbia, the commonwealth of Virginia, and the state of Maryland, as well as with the Advisory Council on Historic Preservation and the National Capital Planning Commission to determine a course of action that will avoid, reduce, minimize, or mitigate adverse effects. Local community, park neighbors, park users, D.C. Area Neighborhood Councils, local government preservation, park and planning agencies, also will be involved in reviewing and commenting on this plan.

## NATURAL RESOURCES

- National Environmental Policy Act of 1969

This act sets forth the federal policy to preserve important historic, cultural, and natural aspects of our national heritage. It requires federal agencies to use a systematic, interdisciplinary approach that integrates

natural and social sciences in planning and decision-making that may impact the human environment. This environmental assessment was prepared pursuant to this act and its implementing regulations and guidelines. Implementing this plan will require ongoing adherence to the National Environmental Policy Act.

- Section 118 of the Clean Air Act, as amended (42 USC 7401 et seq.)

Washington, D.C., is in a class II clean air area. Under the Clean Air Act, as amended, maximum allowable increases of sulfur dioxide, particulate matter, and nitrogen oxide beyond baseline concentrations established for class II areas cannot be exceeded. Section 118 of the Clean Air Act requires all federal facilities to comply with federal, state, and local air pollution control laws and regulations. National Park Service staff would coordinate with the appropriate District of Columbia, Commonwealth of Virginia, and State of Maryland offices to ensure that all project activities would meet the requirements of federal and local air quality programs.

- Executive Order 11988, Floodplain Management

Executive Order 11988 directs agencies to avoid development in floodplains whenever there is a practicable alternative. The NPS *Floodplain Management Guideline* provides requirements for implementing floodplain protection and management actions in units of the national park system. However, the guideline does not apply to certain park functions near water for the enjoyment of visitors and for activities that do not involve overnight use such as trails and picnic areas.

- Endangered Species Act of 1973, as Amended (16 USC 1531 et seq.)

Section 7 of the Endangered Species Act requires all federal agencies to consult with the U.S. Fish and Wildlife Service to ensure that any action authorized, funded, or carried out by the agency does not jeopardize the continued existence of listed species or critical habitat. Consultation with the Fish and Wildlife Service has revealed federally listed threatened, or endangered species in the vicinity of the Fort Circle Parks. Appropriate measures would be taken to avoid adverse impacts on these species as a result of implementing actions in this management plan.

- Permits

The District of Columbia, Prince Georges and Montgomery Counties in Maryland, and Arlington County in Virginia have permit requirements affecting the sites. The sites must meet sanitary and storm water criteria that are applicable for projects in Washington, D.C., and Prince Georges, Montgomery, and Arlington Counties. Any other activities related to construction will be conducted in compliance with all applicable state and federal regulations.

- Section 404 of the Clean Water Act (33 USC 1344) and Section 10 of the Rivers and Harbors Act of 1899 (33 USC 401 et seq.)

The U.S. Army Corps of Engineers issues permits for work affecting navigable waters and wetlands of the United States. Section 404 of the Clean Water Act regulates the discharge of dredged material into U.S. waters, including both navigable waters and wetlands of the United States. If proposed actions would impact U.S. waters — surface water resources in and near the Fort Circle Parks — these actions would be subject to review by the U.S. Army Corps of Engineers; a 404 permit, which is issued by the Corps of Engineers, would be required.

NPS management policies require the National Park Service to examine impacts on water resources, specifically impacts on the preservation, use, and quality of water originating, flowing through, or adjacent to park boundaries. The National Park Service seeks to restore, maintain, and enhance the quality of all surface water and groundwater within the parks, consistent with all other federal, state, and local laws and regulations. In addition, the 1972 Federal Water

Pollution Control Act, as amended by the Clean Water Act of 1977, is a national policy to restore and maintain the chemical, physical, and biological integrity of the nation's waters; enhance the quality of water resources; and prevent, control, and abate water pollution.

- Storm Water Rule

Under the 1987 amendments to the Clean Water Act, a storm water rule has been promulgated to regulate storm water discharges. The storm water rule (40 CFR, parts 122, 123, and 124) requires that a national pollution discharge elimination system (NPDES) storm water permit be obtained for construction activities affecting over 5 acres. The District of Columbia, which has been granted authority to administer NPDES permits by the Environmental Protection Agency, administers the storm water permitting program.

- Executive Order 11990, Protection of Wetlands

Executive Order 11990 requires federal agencies to avoid, where possible, impacts on wetlands. Any permitting required under section 404 of the Clean Water Act and any state requirements for proposed actions will be met.

Any impacts on wetlands could only occur under the guidance provided within Director's Order 77-1, which may include more stringent requirements than permits required only under section 404 of the Clean Water Act.

## APPENDIX C: CIVIL WAR DEFENSES OF WASHINGTON FORT SITES OUTSIDE NPS OWNERSHIP

### INTRODUCTION

A number of forts that are not within NPS units are owned and managed by other public agencies in the Washington, D.C., area. These agencies are potential partners for coordinated interpretive and other programs that would relate to the entire Civil War defense system surrounding Washington. Most of the Civil War forts and batteries have been lost to urban and suburban development, but the following in public ownership have survived to the present.

#### Fort Ward

Historic Fort Ward and the Fort Ward Museum are within a 45-acre site in the city of Alexandria, Virginia. The city initiated the preservation of the fort in 1961 as a Civil War Centennial project and has completely restored the fort's northwest bastion. The other remaining earthworks have been preserved, and the ceremonial gate and officers' hut have been reconstructed. The Fort Ward Museum, adjacent to the fort, interprets the site's history and features exhibits about the fort system and a variety of Civil War topics. The museum also contains a research library and a collection of Civil War artifacts, and it offers educational and interpretive programs throughout the year, including an interpretive video. This restored bastion presents the capital area's best demonstration of how the Civil War forts appeared, and the museum and research collection are a source of extensive information on the Civil War defense system.

#### Fort C. F. Smith

Fort C. F. Smith is on a 19-acre estate that Arlington County, Virginia, acquired in 1995 and opened to the public in 1997. Plans are to preserve and interpret the earthworks in their existing condition. The tree canopy and stabilizing ground cover will be maintained. The park interprets the Civil War, the fort, the defenses of Washington, and the prehistory of the sites, landscape, archeology, and natural resources.

#### Fort Ethan Allen

Arlington County also owns and manages Fort Ethan Allen. Earthworks and trenches are evident in this location. Interpretive markers have been placed in the

site, which is in a historic district. Few visitors come who are interested in the history of the fort.

The Virginia Civil War Trail Project has provided uniform signs for the forts listed above. To encourage tourism to the historic sites, maps and literature are being produced that will identify over 200 Virginia Civil War sites.

#### Fort Whipple

Fort Whipple occupied the site of present-day Fort Myer, adjacent to Arlington National Cemetery. Although there are no remnants of the original defenses, an interpretive sign was placed at the site in the spring of 1998, and there are plans to acquire a cannon to mark the site.

#### Fairfax County Sites

A number of remnant Civil War fortifications are in Fairfax County, Virginia, but very little preservation or interpretation has been accomplished. The sites include unstabilized earthworks remaining at Fort Willard and a six-gun battery position near the location of Fort Farnsworth. A sign has been placed at a partial reconstruction of what is known as "Fort Freedom Hill" in Vienna, Virginia, which was a fortified position.

#### Battery Bailey

Battery Bailey is the sole remnant of the Civil War Defenses in Montgomery County, Maryland. The Maryland National Capital Park and Planning Commission purchased the property in 1951, and the Montgomery County Department of Parks manages the site. The battery is in a park adjacent to the Westmoreland Hills Recreation Center. The earthworks have been stabilized, and split-rail fencing surrounds the site to prevent foot traffic on the earthworks. A historical marker has been erected and an interpretive display faces the battery.

#### Other Related Sites

A number of Civil War related historic sites in the Washington, D.C., area could be interpreted in

relation to the Civil War Defenses of Washington. These are listed below:

- Arlington House, the Robert E. Lee Memorial, served as a headquarters for the Union Army generals who commanded the system of forts. The memorial is managed by the George Washington Memorial Parkway and is within Arlington National Cemetery, not far from the site of Fort Whipple.
- President Lincoln and Soldiers' Home National Monument includes Anderson Cottage, on the grounds of the U.S. Soldiers' and Airmen's Home. Anderson Cottage was President Lincoln's summer White House and retreat from the city. He spent approximately one-fourth of his presidency at the site, and it was there that he wrote the final draft of the Emancipation Proclamation. The cottage is about a mile from Fort Stevens. Lincoln traveled from there to witness the battle in 1864.
- The Montgomery County Department of Parks manages sites associated with the Battle of Fort Stevens. Confederate officers during the battle occupied the Jessup Blair House. At the nearby "Silver Spring" a shell from the fort killed a Confederate soldier. In Woodside Park, at Georgia Avenue and Spring Street, a plaque has been placed interpreting the attack of Jubal Early's forces.
- The graveyard of Grace Episcopal Church, several miles north on Georgia Avenue, is the burial site of unknown Confederate soldiers killed in the Battle of Fort Stevens.
- Walter Reed Medical Center also has a site associated with the Battle of Fort Stevens. A sign marks the site of the "sharp-shooter tree" used by Confederate soldiers during the battle. There is also a medical museum containing Civil War era exhibits.

## APPENDIX D: COST ESTIMATES

The cost estimates below are “Class C” cost estimates. Because the plan is conceptual, these represent a “best guess” estimate and have a relatively low degree of accuracy. These estimates, which are based on the cost of similar construction, provide a means of comparing the alternatives but should not be used for funding requests.

Once design planning begins, the scope of work necessary will be reevaluated. A second, somewhat more accurate, “Class B” estimate will be made following preliminary design. A third, “Class A” estimate will be made at the end of design and with completed construction documents in hand.

Like the “Class C” cost estimate, the “life cycle costs” shown below are for comparison purposes only. They provide a means of indicating the yearly and total costs over the life of the plan for each alternative but are subject to the same low degree of accuracy attendant at this stage of development.

In the *Draft Management Plan / Environmental Assessment*, the ONPS item was inadvertently left off the cost estimate table for alternative 3. That amount would have been \$375,000, and the ongoing operating cost for that alternative would have been \$566,000. This document presents a cost estimate table for the approved plan, a combination of the previous alternatives 2 and 3.

**THE PLAN — COMBINED ALTERNATIVES 2 AND 3**

Element	Initial Capital Costs	Ongoing Operating Costs (\$ per year)
Designate foot trail linking forts; produce interpretive materials	\$1,330,000	\$110,000
Repair and/or upgrade recreational facilities (ballfields, basketball and tennis courts, picnic areas)	290,000	25,000
Stabilize selected earthwork and perform selected vegetation management	260,000	114,000
Upgrade existing restrooms, street furniture, and parking	633,000	50,000
Restore the CCC-era Fort Stevens earthworks	125,000	17,000
Develop logo, audiotape, and videotape for Fort Circle Parks	345,000	3,000
Purchase furnishings for visitor contact facility to be developed near Fort Stevens	76,000	4,000r
Additional ONPS (Operation of the National Park Service funds (include staff salaries) per year (currently \$1.04 million)*)	none	320,000
<b>Total anticipated costs</b>	<b>\$3,059,000</b>	<b>\$643,000</b>
* ONPS, or “Operation of the National Park Service” funds include staff salaries. None of the three parks breaks out staff time and costs specifically for the Fort Circle Parks.		

**APPENDIX E: FORT CIRCLE PARKS —  
NATIONAL PARK SERVICE SITES**

<b>Site</b>	<b>Description</b>	<b>Location</b>	<b>Condition</b>
<b>Fort Foote</b>	Rural forested site on the Potomac River; Rodman cannons; interpretive signs; trail; picnic area; river access	Prince Georges County, MD	Earthworks in good condition
<b>Fort Greble</b>	Wooded area; interpretive sign; remains of rifle trenches	I-295, near Elmira St. and Nichols Ave. SW	Vegetation and understory are overgrown
<b>Fort Carroll</b>	Mixed forested area; small picnic area and pavilion; interpretive sign; remains of rifle trenches	I-295, near South Capitol St. and Martin Luther King Blvd. SW	Vegetation and understory are overgrown
<b>Fort Stanton</b>	Mixed forest with open fields; partial ruins of substantial fort site; hiker/biker trail; interpretive sign	W Street, Good Hope Rd. and Fort Dr. SE	Fort ruins overgrown with vegetation; hiker/biker trail eroded
<b>Battery Ricketts</b>	Mixed forest with open field; small picnic area and pavilion; interpretive sign; remains of rifle trenches	W Street, Good Hope Rd. and Fort Dr. SE	Rifle trenches are overgrown with vegetation and understory
<b>Fort Circle Corridor East</b>	Largely wooded corridor; hiker/biker trail	Battery Ricketts to Fort Davis, Fort Davis to Fort Dupont, Fort Dupont to Fort Chaplin, Fort Chaplin to Fort Mahan	Hiker/biker trail eroded in sections
<b>Fort Davis</b>	Mixed forest and mowed field; basketball court; hiker/biker trail; interpretive sign; Fort Davis Dr.; small fort ruins	Near Pennsylvania Ave. and Alabama Ave. SE	Fort ruins overgrown but in good condition; hiker/biker trail eroded
<b>Fort Dupont</b>	Mixed forest, fields, and transition areas; picnic areas, community gardens, activity center; amphitheater; ice rink; hiker/biker trail; Fort Davis and Fort Dupont Drs., Randall Circle within park boundaries; interpretive trail and signs; picnic area with tables; fort ruins	Bounded by Alabama, Massachusetts, Minnesota Aves. and Ridge Rd.; fort site entrance on Alabama Ave. SE	Fort ruins overgrown but in good condition; picnic area and road encroach on historic resource
<b>Fort Chaplin</b>	Mixed forest with open areas; D.C. day camp; picnic tables; hiker/biker trail; interpretive signs; fort ruins	East Capitol St. and Texas Ave. SE	Fort ruins in good condition; lack of interpretation and designated access to historic resource
<b>Fort Mahan</b>	Mixed forest and fields; ballfield; picnic tables; interpretive sign; perimeter trail; hiker/biker trail; rifle trenches	Benning Rd. and 42nd St. NE	Remaining historic fort and rifle trenches overgrown; hiker/biker trail eroded
<b>Fort Bunker Hill</b>	Mixed forest and fields; picnic table; amphitheater; interpretive sign; fort remains	Between 13th and 14th Sts. and Otis and Perry Sts. SE	Partial remains of fort small, but in good condition
<b>Barnard Hill</b>	Mixed forest and fields; loop road with picnic area; interpretive sign	Eastern Ave. and Bunker Hill NE	Mixed woods and green fields in good condition
<b>Fort Circle Corridor at Gallatin and Galloway Streets</b>	Mowed green strip with wooded areas; baseball field; identification sign	Between Gallatin and Galloway Sts. from Eastern Ave. to Fort Totten NE	Mowed areas in good condition adjacent to wooded strips with thick understory

<b>Site</b>	<b>Description</b>	<b>Location</b>	<b>Condition</b>
<b>Fort Totten</b>	Mixed forest with open fields; picnic tables; community gardens; interpretive sign; earthworks	Adjacent to Fort Totten Metro station, Fort Totten Dr. and Gallatin St. NE	Significant erosion of original earthworks
<b>Fort Circle Corridor — Fort Totten to Fort Slocum</b>	Mowed green strip with mixed woods; community gardens; identification sign	Between Fort Drive and 1st St., between Gallatin St., 3rd St., and Oglethorpe St. NE	Mowed grassy areas in good condition
<b>Fort Slocum</b>	Mixed forest with open fields; picnic pavilion; interpretive sign; rifle trenches	Kansas Ave. and Madison St. NW	Few remains of rifle trenches overgrown
<b>Fort Circle Corridor — Fort Slocum to Fort Stevens</b>	Mowed green strip; community gardens; identification sign	From 3rd St. and Piney Branch Rd. to Fort Dr. and Missouri Ave. NW	Mowed grassy areas in good condition
<b>Fort Stevens</b>	Partially reconstructed fort with earthworks; two cannons; monuments and plaques	Piney Branch Rd. and Quackenbos Rd. NW	Partially reconstructed fort needs rehabilitation; earthworks in fair condition
<b>Battleground Cemetery</b>	National military cemetery; pavilion and flagpole; historic caretaker lodge	Georgia Ave. between Van Buren and Whittier Sts. NW	Cemetery and caretaker's lodge in good condition
<b>Fort Circle Corridor — Fort Stevens to Fort DeRussy</b>	Mowed green strip with wooded area; community gardens	Between Fort Stevens and Oregon Ave. near Military Rd. NW	Mowed grassy areas in moderately good condition; some erosion from foot traffic
<b>Fort DeRussy</b>	Mixed forest; monument; interpretive sign; earthworks	Rock Creek Park NW	Extensive erosion of earthworks; overgrown with vegetation
<b>Fort Circle Corridor — Fort DeRussy to Fort Reno</b>	Mixed forest and mowed areas	Along Fort Dr, between Fort DeRussy and Nebraska Ave. NW	Wooded and open fields in good condition
<b>Fort Reno</b>	Recreation fields, multiple-use ballfields; some trees; community gardens; DC reservoir; interpretive sign	Chesapeake and 40th Sts. NW	Playing fields in good condition
<b>Fort Bayard</b>	Playground, ballfield	Western Ave. and River Road NW	Playground and ballfield in good condition
<b>Fort Circle Corridor — Fort Reno to Battery Kemble</b>	Mowed grassy parcels	Nebraska Ave. NW	Parcels in good condition
<b>Battery Kemble</b>	Wooded ravine; recreation trail; picnic tables; interpretive sign	Near Chain Bridge Rd. NW	Areas overgrown but in good condition
<b>Fort Marcy</b>	Mixed forest with open areas; parking lot; picnic tables; interpretive signs; cannon; rifle trenches; earthworks	George Washington Memorial Pkwy, Fairfax County, VA.	Earthworks and rifle trench in excellent condition

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