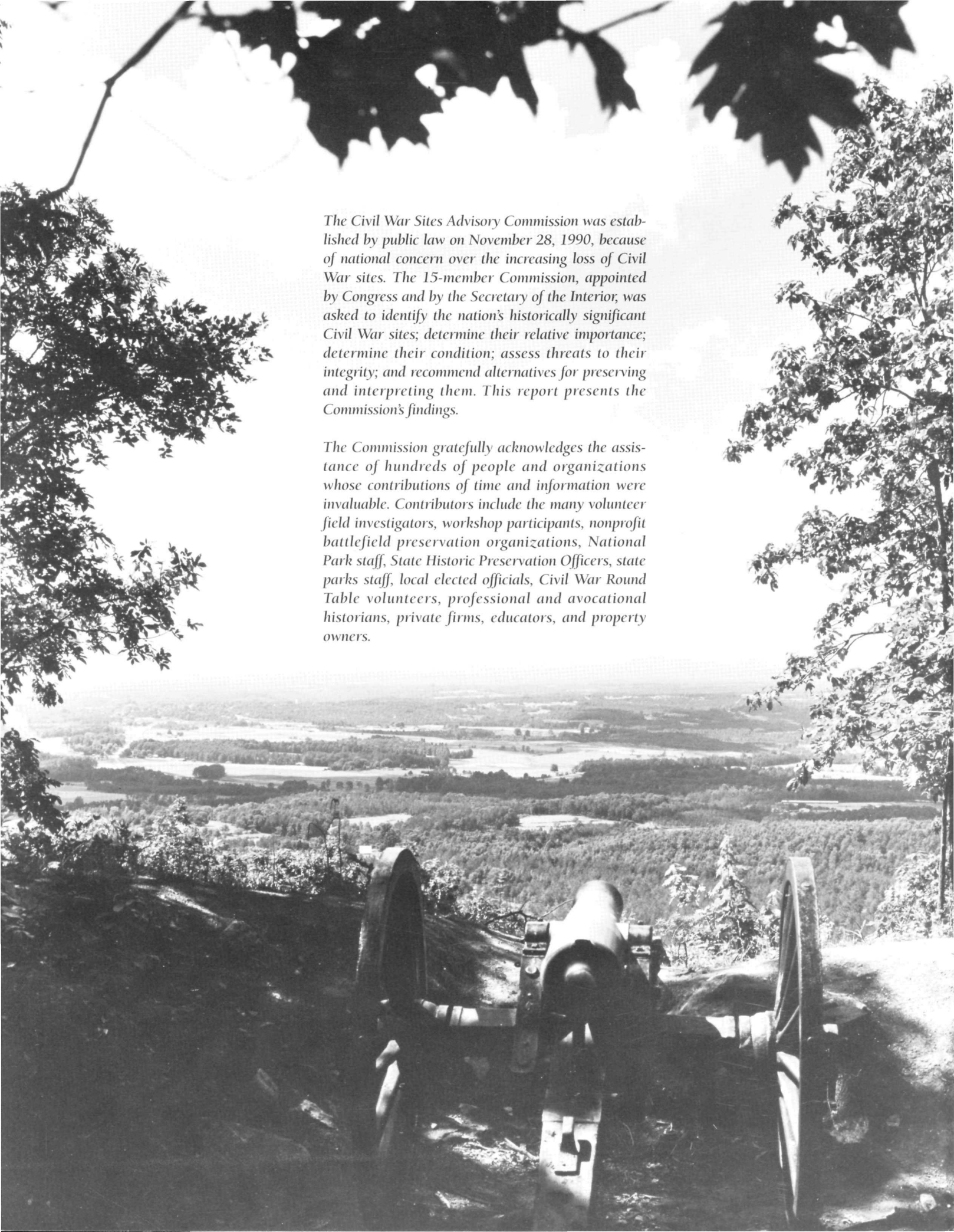


Civil War Sites Advisory Commission Report on the Nation's Civil War Battlefields



A black and white photograph of a Civil War-era cannon on a hillside overlooking a valley. The cannon is in the foreground, pointing towards the horizon. The valley below is filled with trees and fields, with a small town visible in the distance. The sky is bright, and the overall scene is peaceful.

The Civil War Sites Advisory Commission was established by public law on November 28, 1990, because of national concern over the increasing loss of Civil War sites. The 15-member Commission, appointed by Congress and by the Secretary of the Interior, was asked to identify the nation's historically significant Civil War sites; determine their relative importance; determine their condition; assess threats to their integrity; and recommend alternatives for preserving and interpreting them. This report presents the Commission's findings.

The Commission gratefully acknowledges the assistance of hundreds of people and organizations whose contributions of time and information were invaluable. Contributors include the many volunteer field investigators, workshop participants, nonprofit battlefield preservation organizations, National Park staff, State Historic Preservation Officers, state parks staff, local elected officials, Civil War Round Table volunteers, professional and avocational historians, private firms, educators, and property owners.

Civil War Sites Advisory Commission Report on the Nation's Civil War Battlefields

Prepared for the
Committee on Energy and Natural Resources,
United States Senate

Committee on Natural Resources,
United States House of Representatives

The Secretary of the Interior



Volunteer cavalryman (Brady, 1862; Library of Congress)

1993
Civil War Sites Advisory Commission
c/o National Park Service
P.O. Box 37127
Washington, DC 20013-7127

Foreword


The Civil War Sites Advisory Commission was established by Congress because the nation's Civil War heritage is in grave danger. It is being demolished and bulldozed at an alarming pace. It is disappearing under new buildings, parking lots, and highways. Especially impacted are the battlefields because of their relatively large size, generally open character, and frequent proximity to today's expanding population centers. The nation needs a solution to this problem.

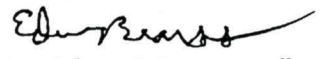
The Commission sought advice from the public, government officials, and experts in many fields of land protection and preservation. The scholarship and data researched by Federal, state, and local historians provided a strong base for the education and decision process of the Commission. The extraordinary trips to Civil War sites, augmented by hearing local views and experiences, expanded and challenged the Commissioners' knowledge. A conflux of feelings, intelligence, conservation, and care for the future of the Civil War heritage of the United States is the result.


Senator Dale L. Bumpers of Arkansas and former Congressman James R. Olin of Virginia initially proposed the act establishing the Commission. They were joined by many other members of Congress, especially members of the Sunbelt Caucus, and by former Secretary of the Interior Manuel Lujan, Jr., in establishing this study of the Nation's Civil War heritage. We are all grateful for their foresight and dedication.


Respectfully Submitted:



Dr. Holly A. Robinson, Chair
(Georgia)

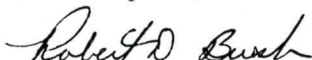

Mr. Hyde H. Murray, Vice-Chair
(District of Columbia)



Mr. Edwin C. Bearss, ex officio
(District of Columbia)



Dr. Mary Frances Berry
(Pennsylvania)


Hon. Charles H. Taylor
(North Carolina)


Mr. Ken Burns
(New Hampshire)


Dr. Robert D. Bush, ex officio
(District of Columbia)


Mr. Howard J. Coffin
(Vermont)


Dr. William J. Cooper, Jr.
(Louisiana)

On behalf of the Commissioners, I would like to thank all who contributed their time, expertise, energy, and enthusiasm. National Park Service staff have been diligent in their support, enthusiasm, and organization of a vast amount of research material. We are grateful, too, for the assistance of many State

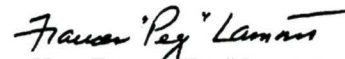
Historic Preservation Offices, state park agencies, and local friends groups. I give special recognition to the Commissioners who spent many volunteer hours on this prodigious effort to safekeep and preserve our unique national historical heritage — sites of the American Civil War.


In the words of Mary A.H. Gay of Decatur, Georgia:

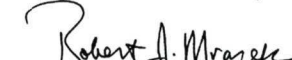
I would resurrect the loftiest patriotism from the most humble graves in the Southern land, and prove by heroic deeds and noble acts that valor on the battle-field was as often illustrated by the humble soldier whose name has not been preserved in "storied urn," as by the gallant son of chivalrous ancestors who commanded the applause of an admiring multitude.¹

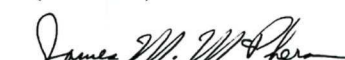
All Americans have an important and urgent duty to perform in preserving these battlefields. This is an investment in the education of present and future generations of Americans about events that changed forever America's ideas about individual freedom and national unity.


Holly A. Robinson, Chair
Civil War Sites Advisory Commission


Hon. Frances "Peg" Lamont
(South Dakota)


Mr. J. Roderick Heller, III
(District of Columbia)


Hon. Robert J. Mrazek
(New York)


Dr. James M. McPherson
(New Jersey)


Hon. William J. Wright
(Georgia)

July 10, 1993

¹Mary A.H. Gay, *Life in Dixie During the War*. Constitution Office, Atlanta, 1892, pages 253-54.

Executive Summary

This nation's Civil War heritage is in grave danger. It is disappearing under buildings, parking lots, and highways. Recognizing this as a serious national problem, Congress established the Civil War Sites Advisory Commission in 1991. The Commission was to identify the significant Civil War sites, determine their condition, assess threats to their integrity, and offer alternatives for their preservation and interpretation. Because of limited time and resources, the Commission concentrated on battlefields as the central focus of the Civil War, and of many contemporary historic preservation decisions.

Protecting these battlefields preserves an important educational asset for the nation because:

- Seeing the battlefield is basic to an understanding of military campaigns and battles while the latter are crucial to comprehending all other aspects of the Civil War.
- To be upon a battlefield is to experience an emotional empathy with the men and, in fact, the women who fought there.
- Clashing convictions and the determination to defend them cost the nation 620,000 lives.
- The values tested and clarified in that great conflict are what continue to bind the nation together today.

Today, more than one-third of all principal Civil War battlefields are either lost or are hanging onto existence by the slenderest of threads. It is not too late to protect the remaining battlefields if the nation acts swiftly. If it does not act now, however, within 10 years we may lose fully two-thirds of the principal battlefields.

The Primary Battlefield Findings

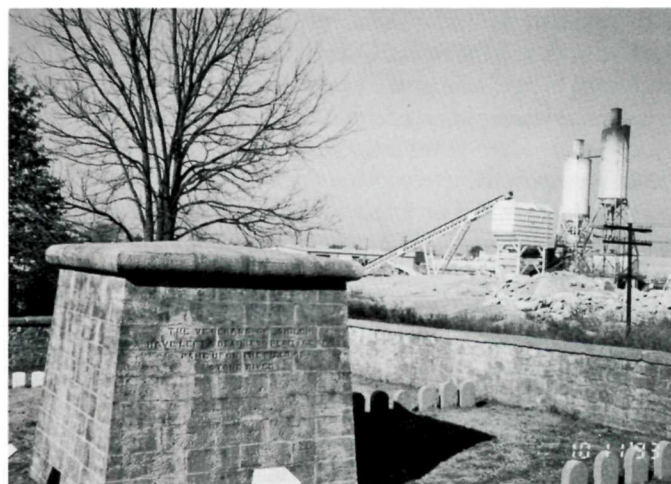
The Battlefield Sites: Some 10,500 armed conflicts occurred during the Civil War ranging from battles to minor skirmishes; 384 conflicts (3.7 percent) were identified as the principal battles and classified according to their historic significance.

Class A and B battlefields represent the principal strategic operations of the war. Class C and D battlefields usually represent operations with limited tactical objectives of enforcement and occupation.

- 45 sites (12%) were ranked "A" (having a decisive influence on a campaign and a direct impact on the course of the war);
- 104 sites (27%) were ranked "B" (having a direct and decisive influence on their campaign);
- 128 sites (33%) were ranked "C" (having observable influence on the outcome of a campaign);
- 107 sites (28%) were ranked "D" (having a limited influence on the outcome of their campaign or operation but achieving or affecting important local objectives).



Visitors return to the battlefield at Fisher's Hill, Virginia. (Association for the Preservation of Civil War Sites)

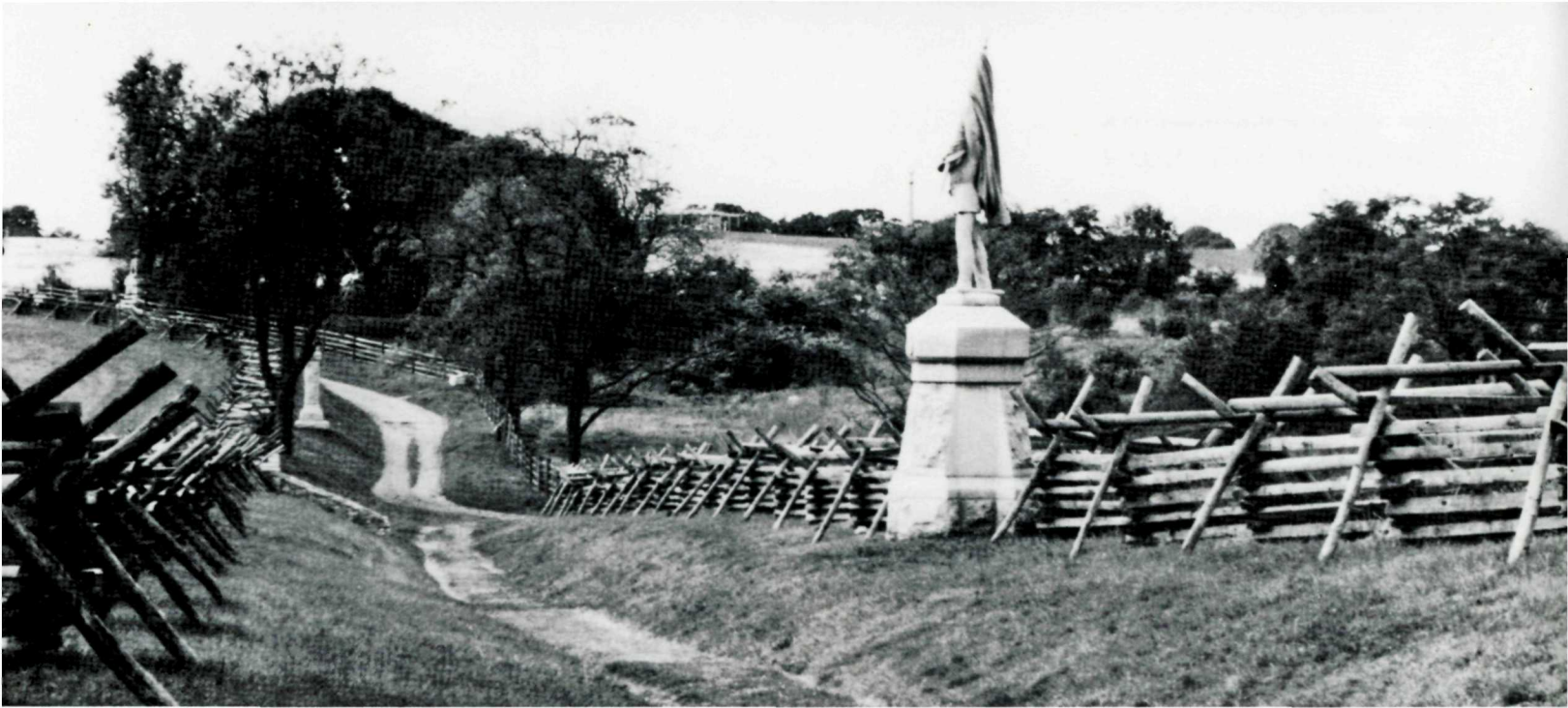


The Hazen monument — one of the nation's oldest Civil War memorials — at Stones River National Battlefield now stands in the shadow of a cement factory. Only 10 percent of the battlefield is protected; the remainder is fragmented by development. The city and county governments and the park are now working together to protect some of the remaining land. (NPS)

The 384 principal battles occurred in 26 states. States with fifteen or more include: Virginia (123), Tennessee (38), Missouri (29), Georgia (28), Louisiana (23), North Carolina (20), Arkansas (17), and Mississippi (16).

Some counties, such as Henrico and Dinwiddie counties in Virginia and Charleston County in South Carolina have a great concentration of battlefields. Yet, even in Virginia, where two great armies fought for most of four years, only one-third of the counties have any of the principal Civil War battlefields.

Forty-three percent of the battlefields are completely in private ownership. An additional 49 percent are under multiple kinds of



ownership (e.g., private, state, and Federal). Only 4 percent of the principal battlefields are owned primarily by the Federal, state, or local governments.²

Their Condition: Nineteen percent (71) of the Civil War battlefields are already lost as intact historic landscapes. Half of the 232 principal battlefields that currently are in good or fair condition are now experiencing high or moderate threats. Most of these sites will be lost or seriously fragmented within the coming 10 years, many very soon. Only one-third of the principal battlefields currently face low threats.

Their Preservation: Some 22 percent of the principal battlefields (84) have been listed in, or determined eligible for, the National Register of Historic Places.

Sixteen battlefields are designated National Historic Landmarks; 58 are partly or entirely included within the boundaries of National park units; 37 principal battlefields have some state park ownership. Many of these parks protect only very small areas of the battlefield.

Principal Recommendations

The Commission has concluded that by implementing the recommendations outlined below for a period of at least seven years, the most important sites (Priority I) that still remain can be protected. Through this effort, a ground swell of community support can be stimulated, a new appreciation of history can be generated in the schools and communities, and thousands of individual citizens will contribute to the preservation of their past. These efforts then should carry over into the protection of the remaining battlefields in Priorities II, III, and IV.

The Sunken Road at Antietam National Battlefield retains much of its rural character of 1862 when 4,000 men died during a single September day. Despite the protection of 3,245 acres, more than 2,000 acres of battlefield surrounding the park are in the path of development from nearby Washington, D.C. (NPS)

Government Leadership:

- The Federal and state governments need to define directions for battlefield protection. In particular, the national goal should be to provide a national assemblage of key battlefield locations consisting of as many of the 384 sites in the Commission's inventory as can be protected. Such an assemblage of sites is a vital national resource for conveying basic American themes and values that keep us from fragmenting into competing cultures.

- Because of their strategic character and national significance, the Class A and B sites should be an interest or responsibility of the Federal government as well as state and local governments, non-profits, and other private entities.

- The Class C and D battlefields, representing tactical operations, usually were of state or local significance and should be a primary interest or responsibility of state or local governments, or of private entities.

- The Federal government should continue to provide technical support to non-Federal battlefield protection groups. Also, it should work with Federal agencies that own battlefields to ensure they are properly managed.

Preservation Priorities:

- The Commission recommends adopting the four priority groups covering the 384 battlefields in its inventory. Priority I consists of 50 Class A and B sites in good or fair condition fac-

²Data on the remaining 4 percent of sites was not available at the time this report was completed.

ing high or moderate threats. These should be the principal focus of Civil War battlefield preservation efforts until the year 2000.

- With the Commission's overview, national and state park systems should define the extent of battlefields that should be brought into their management. The remainder would be the focus of private and non-profit organizational efforts. This will clarify intentions among preservation organizations and end piecemeal approaches to battlefield protection.

- National and state battlefield park agencies should refine their park boundary recommendations in light of recent historical research by the Commission and others. They also should work with local governments to prepare comprehensive plans for the protection of battlefield parks from external threats to their integrity.

- The Resolution Trust Corporation and similar Federal agencies should have authority to transfer significant battlefield lands to the National Park Service, state or local governments, or to qualified non-profit organizations.

Private Sector Preservation:

- Battlefield land owners need better incentives and opportunities to be effective stewards. Present Federal tax policies largely discourage preservation of Civil War battlefields, and several specific changes are recommended.

- States need to help owners who want to be more economically competitive with their historic land; among the possibilities are transfer of development rights and exemptions from property taxes for land under permanent conservation easements.

- The Federal and state governments also could create opportunities for owners to take more direct responsibility for maintenance of historic features through a program of long-term contracts. These would remunerate owners for some active service associated with protecting the battlefield. This approach extends the area of resource protection without removing land from either private ownership or local tax rolls.

- The Federal and state governments should cooperate to design and adopt a uniform recreational use statute to provide effective tort liability limitations for private owners wishing to permit access to their land by the public seeking to view and enjoy historic battlefields.

- Private Civil War battlefield land holding and management organizations would address several current problems: the fact that there are a large number of significant battlefields that are not protected, that governments all have severe budget problems and are not likely to create many new park units, and that there are regions with significant local resistance to additional Federal or state land acquisition.

- All of the significant battlefields, whether protected or not, need a "friends" group to develop community support for preservation and to articulate the needs of "their" battlefield to government or private organizations that can help bring about preservation.

Preservation and Local Jurisdictions:

- In order for local governments to effectively integrate battlefield protection into local plans for educational, economic, and environmental development, it is essential that they have access to authoritative information on the location and significance of battlefield historic features. The Commission is arranging for its records to be available through the National Park Service, but these materials still need refinement.

- With adequate information in hand, local governments should work closely with battlefield park authorities and private owners to protect sites through coordination with state or local plans for open space or recreation areas, zoning, historic districts, and other land uses. Communities should weigh carefully the relative costs of allowing development to impinge on historic battlefields versus channeling such development away and protecting the authentic historic site. If communities do this, they retain the basis for an additional local industry in the form of heritage tourism.

- Heritage tourism is a frequently successful means of preserving important parts of the nation's historic heritage while also bringing jobs and revenue to a community. Above all, it depends on retaining an authentic historic resource. States and communities have many tools available to help private and non-profit owners maintain an authentic historic environment: property tax abatement, revolving funds, guaranteed loans, conservation easements, earmarking the use of certain tax revenues for preservation, and more.

Public and Private Funding:

- For Federal and state battlefield acquisition to move forward successfully and not create new divisions, agencies should acquire land only from willing sellers except in the rarest of circumstances.

- Federal and state park authorities need to continue to acquire battlefield park lands they have already authorized.

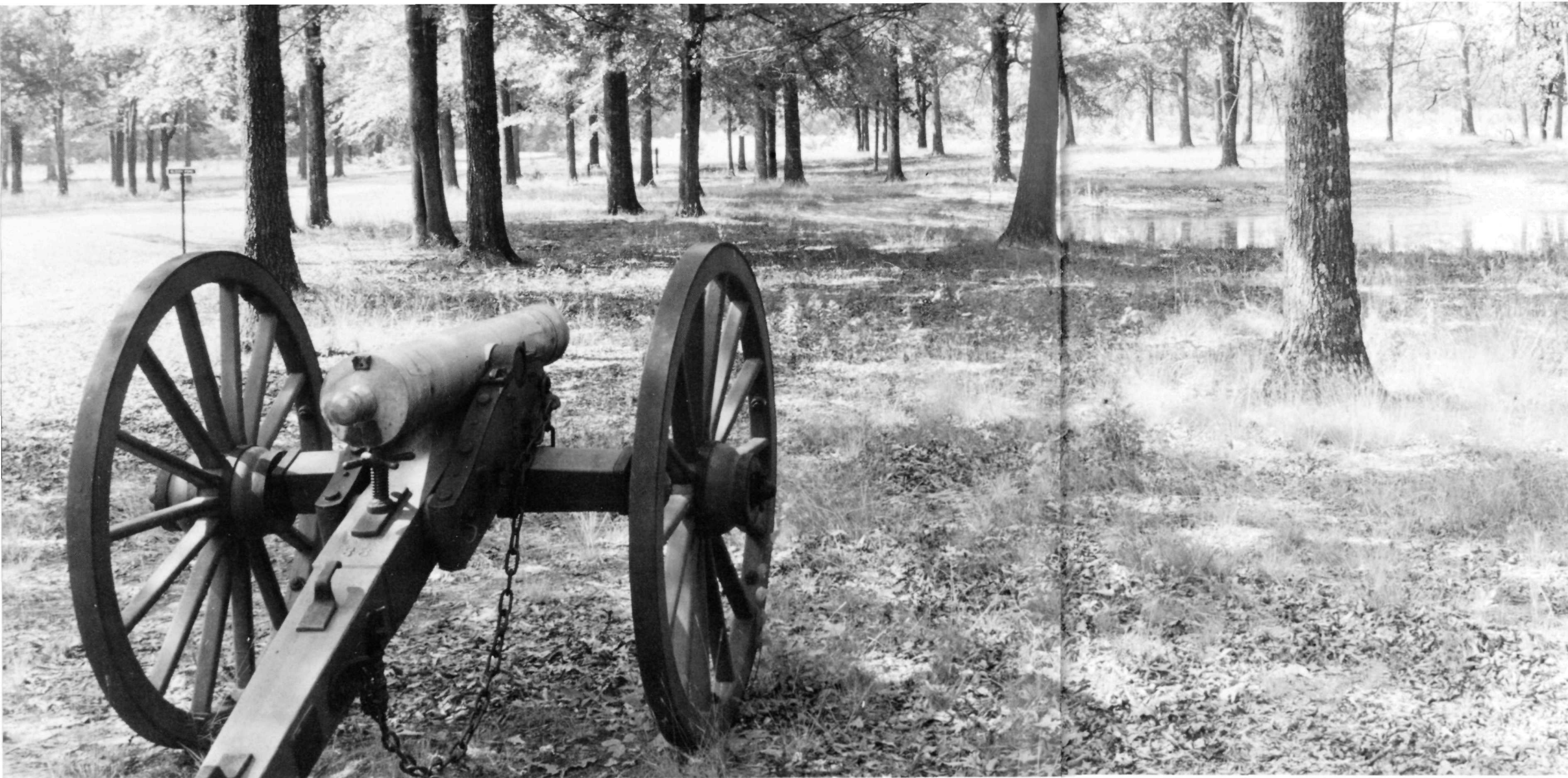
- Federal and state governments also need to contribute financially to non-governmental protection programs; often the need is only to legitimize the recipient's program. In virtually all cases, such assistance should be on a matching basis and should go toward protection of the Priority I sites.

- Local and private groups should also seriously look at the Federal Intermodal Surface Transportation Efficiency Act (ISTEA) as a source of acquisition and development funds.

- Private sector fund-raising should occur nationally, as well as locally. The Civil War Battlefield Commemorative Coin Act of 1992 will begin to produce revenue in 1995 for battlefield land acquisition. Battlefield protection fund-raising has for some time been based on specific philanthropic benefactors. We hope this will continue, but it also is time for battlefield protection to benefit from nationwide marketing.

Technical Support:

- The National Park Service has been providing technical support to Federal and non-federal agencies and groups on all aspects of battlefield resource documentation, planning, man-



Shiloh is one of the nation's very few substantially protected battlefields. The National Military Park, established in 1894, contains more than 95 percent of the historic site. (NPS)

agement, resource protection, and interpretation. This should continue; it is a vital component of the locally-based programs developing in many places.

- Where appropriate, State Historic Preservation Officers and the National Park Service should consider nominations of battlefields in the Commission's inventory for the National Register of Historic Places and National Historic Landmark designation.

- Civil War battlefields and related sites hold an abiding interest for adults. They also are important resources for educating children. Heritage education lesson plans for local schools and other educational activities are important for building the local consensus for battlefield preservation over the long-term.

- The National Park Service and National Trust for Historic Preservation heritage education program "Teaching with Historic Places" is an excellent model for use in local schools to teach the significance of Civil War sites, including battlefields.

Immediate Action Recommendations to Congress and the Secretary of the Interior:

- Enact a "Civil War Heritage Preservation" law that supplements existing historic preservation and park land acquisition programs and includes the following new provisions.

A. Adopt a national policy to protect these principal battlefields and related sites through cooperative efforts of Federal, state, and local governments and private groups and individuals using, whenever possible, the established National historic preservation partnership. The Commission suggests the following language be considered as embodying its findings.

The Congress finds and declares that:

1. Historically significant sites and structures in the United States associated with the Civil War should be preserved as a living part of our community life.
2. The preservation of such an irreplaceable part of our

heritage is in the public interest so that the Civil War's vital legacy of cultural, military, historic, educational, environmental, inspirational, and economic benefits will be maintained for future generations of Americans.

3. Historically significant Civil War sites and structures are being lost, altered or damaged, often inadvertently, with increasing frequency; and governmental and non-governmental programs and activities are inadequate to insure future generations a genuine opportunity to appreciate and enjoy this rich aspect of our Nation's heritage.

4. The increased knowledge of our Civil War resources, the establishment of better means of identifying them, and the encouragement of their preservation will improve the planning and execution of Federal and federally assisted projects and will assist economic growth and development.

5. It is necessary and appropriate for the Federal government to accelerate its Civil War preservation programs and activities, to support and work in partnership with non-profit agencies undertaking such preservation by pri-

vate means, and with state and local governments to expand and accelerate their Civil War preservation programs and activities.

It shall be the policy of the Federal government in cooperation and partnership with the states, local governments, private organizations and individuals to:

1. Provide leadership, including provision of financial support and technical assistance, for the protection, preservation, and interpretation of our nation's Civil War heritage.

2. Administer federally owned or controlled Civil War parks, monuments, sites and other resources in a spirit of stewardship for the inspiration and benefit of present and future generations.

3. Support and work in partnership with private non-profit agencies, states and local governments to expand and accelerate their efforts to protect, preserve, and interpret our nation's Civil War heritage.

4. Encourage and recognize the efforts of individual members of the public to protect, preserve, and interpret our nation's Civil War heritage.

B. Establish an Emergency Civil War Battlefield Land Acquisition Program from the Historic Preservation Fund (HPF). This program would authorize appropriations at a Federal:non-Federal matching ratio of 50:50 for grants for non-Federal acquisition assistance. The grants would be directed at the Priority I sites (Table 7). This program should be funded at least at \$10 million per year for a period of seven years. With the 50:50 matching ratio, the program should generate a total of \$140 million with only a net Federal investment of \$70 million out of the HPE. In addition to states, the authorization should qualify as grantees those major Civil War battlefield preservation non-profit organizations that are working closely with the Federal government to implement battlefield protection.

C. Establish a Civil War Battlefield Stewardship Pilot Program. The Federal government would enter into long-term (seven year) contractual agreements with private property owners at Priority I or II battlefields (Table 7) to restore or maintain historic settings, provide interpretive access, or other preservation and interpretation amenities. This pilot program should be authorized and funded at \$2.5 million per annum for a trial period of at least seven years. The National Park Service should prepare a report to Congress on the effectiveness of this program after five years of operation and make recommendations about its continuation. This program should be modeled on and implemented, if possible, in cooperation with the Department of Agriculture's Conservation Reserve Program.



Rapid development surrounding Gettysburg National Military Park is drastically altering its historic rural character. (NPS)

D. Ensure public retention of significant battlefield lands by authorizing the Resolution Trust Corporation (RTC), the Federal Deposit Insurance Corporation (FDIC), and other Federal institutions to transfer to the Department of the Interior, state, or local governments or to qualified non-profit battlefield preservation organizations, lands or contracts under their control for parcels encompassed within the Commission's inventory of 384 principal battlefields. The Commission estimates Federal revenue losses from this provision to not exceed \$3-5 million.

E. Ensure the study of several highly significant campaigns and interpretive themes that currently are not protected in the National Park System (Table 4) by appropriating to the National Park Service funds needed to conduct studies of appropriate campaigns, themes, and sites to determine their suitability and feasibility for addition to the park system. Alternatively, the Service should determine whether some or all of these battlefields can be better protected through assistance to state park systems where such parks exist. Such a study of all campaigns and themes on Table 4 performed as a group should not require more than \$500,000.

F. Ensure that acceptance of important battlefield lands that are outside currently authorized boundaries but are proposed for donation to the National Park System is not thwarted by procedural delays. Congress should devise a "fast-track" process for use in those rare instances when time is of the essence and other criteria are satisfied such as proximity to existing authorized boundaries, and support from the appropriate local governments.

G. Ensure continuing independent oversight of the implementation of these recommendations by authorizing the biennial reconstitution of the Commission for a brief period to review progress with Federal, state, local, and private agencies and individuals over the next seven years, and to report these findings to the Congress and the Secretary of the Interior.

- Enact revisions to the United States tax code to provide incentives and remove disincentives for private owners to preserve significant battlefields.

A. Permit an executor or heirs to make a "post mortem" easement donation up to two years following a decedent's death to avoid forced sale of historic battlefield land.

B. Modify Section 2032(a) of the Estate Tax Code for Civil War battlefield owners to eliminate the dollar limitation and require that the decedents and beneficiaries materially participate in farming or business activities.

C. Convert the current Federal income tax deduction for charitable donation of historic land into an income tax credit.

D. Allow the full deduction for donation of appreciated historic property including land and conservation easements for individuals paying the alternative minimum tax.

E. Repeal the percentage of income limitation and the annual carry-forward limitations to allow full deduction of charitable gifts of appreciated property.

**Priority I Civil War Battlefields—
Sites With A Critical Need For Coordinated Nationwide Action By The Year 2000**

| PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) | PUBLIC AGENCY | INTEGRITY/ THREAT | PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) | PUBLIC AGENCY | INTEGRITY/ THREAT |
|---|-----------------------------|---------------|-------------------|--|-----------------------------|---------------|-------------------|
| I.1 Class A, good or fair integrity, high or moderate threats, less than 20% of core area protected. | | | | I.3. Class B, good or fair integrity, high or moderate threats. | | | |
| Gaines' Mill | (VA017) | NPS | G/H | Brandy Station | (VA035) | — | G/H |
| Malvern Hill | (VA021) | NPS | G/H | Monocacy | (MD007) | NPS | G/H |
| Port Hudson | (LA010) | VA/STATE | G/H | Port Gibson | (MS006) | STATE | G/H |
| Cold Harbor | (VA062) | NPS | F/H | Spring Hill | (TN035) | — | G/H |
| Fort Donelson | (TN002) | NPS | F/H | Bristoe Station | (VA040) | — | F/H |
| Bentonville | (NC020) | STATE | G/M | Chaffin's Farm/New | | | |
| Perryville | (KY009) | STATE | G/M | Market Heights | (VA075) | NPS | F/H |
| Petersburg | (VA089) | NPS | F/H | Chickasaw Bayou | (MS003) | — | F/H |
| Cedar Creek | (VA122) | — | F/M | 1st Kernstown | (VA101) | — | F/H |
| Glorieta Pass | (NM002) | NPS | F/M | Honey Springs | (OK007) | STATE | F/H |
| Mobile Bay | (AL003) | AF/STATE | F/M | Kennesaw Mtn | (GA015) | NPS | F/H |
| | | | | Raymond | (MS007) | — | F/H |
| | | | | Allatoona | (GA023) | COE | G/M |
| | | | | Brices Cross Rds | (MS014) | NPS | G/M |
| | | | | Glendale | (VA020) | NPS | G/M |
| | | | | Mill Springs | (KY006) | — | G/M |
| | | | | Newtonia | (MO029) | — | G/M |
| | | | | Prairie Grove | (AR005) | STATE | G/M |
| | | | | Rich Mountain | (WV003) | — | G/M |
| | | | | South Mountain | (MD002) | NPS | G/M |
| | | | | White Oak Road | (VA087) | — | G/M |
| | | | | Boydton Plank Rd | (VA079) | — | F/M |
| | | | | Corinth | (MS016) | — | F/M |
| | | | | Fisher's Hill | (VA120) | — | F/M |
| | | | | Fort Davidson | (MO021) | STATE | F/M |
| | | | | Harpers Ferry | (WV010) | NPS | F/M |
| | | | | Mine Run | (VA044) | — | F/M |
| | | | | North Anna | (VA055) | — | F/M |
| | | | | Ringgold Gap | (GA005) | FS | F/M |
| | | | | Secessionville | (SC002) | — | F/M |
| | | | | 2nd Deep Bottom | (VA071) | — | F/M |
| Spotsylvania CH | (VA048) | NPS | G/H | | | | |
| Chancellorsville | (VA032) | NPS | F/H | | | | |
| Vicksburg | (MS011) | NPS | F/H | | | | |
| Wilderness | (VA046) | NPS | F/H | | | | |
| Antietam | (MD003) | NPS | G/M | | | | |
| Chickamauga | (GA004) | NPS | G/M | | | | |
| Gettysburg | (PA002) | NPS | G/M | | | | |
| 2nd Manassas | (VA026) | NPS | G/M | | | | |
| Chattanooga | (TN024) | NPS | F/M | | | | |

¹See Table 7 in report for explanation of column headings and codes.

... generations that we know not, heart-drawn to see where
and by whom great things were suffered and done for them,
shall come to this deathless field, to ponder and dream.

—Joshua L. Chamberlain¹



The original landscape of battle: Petersburg, April 2, 1865. (Library of Congress)

¹Address of Gen. Joshua L. Chamberlain at the Dedication of the Maine Monuments, Battlefield of Gettysburg, October 3, 1889, Lakeside Press, Portland, Maine, 1898.

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Introduction

The American Civil War in its social, political, economic, diplomatic, and military dimensions remains visible to the nation today in thousands of historic sites, structures, and objects. Though primarily located east of the Mississippi River, a substantial number are westward across the prairies of the central and southern plains states, and scattered intermittently elsewhere.

Concerned by growing instances of Civil War sites being damaged or destroyed by urban and suburban development, the Civil War Sites Advisory Commission was established to:

- Identify the nation's historically significant Civil War sites;
- Determine their relative importance;
- Determine their condition;
- Assess threats to their integrity; and
- Recommend alternatives to preserve and interpret them.

With the findings and recommendations from this study it will be possible to adopt a national strategy for Civil War battlefield preservation based on a comprehensive evaluation of the sites and of the tools available to accomplish protection.

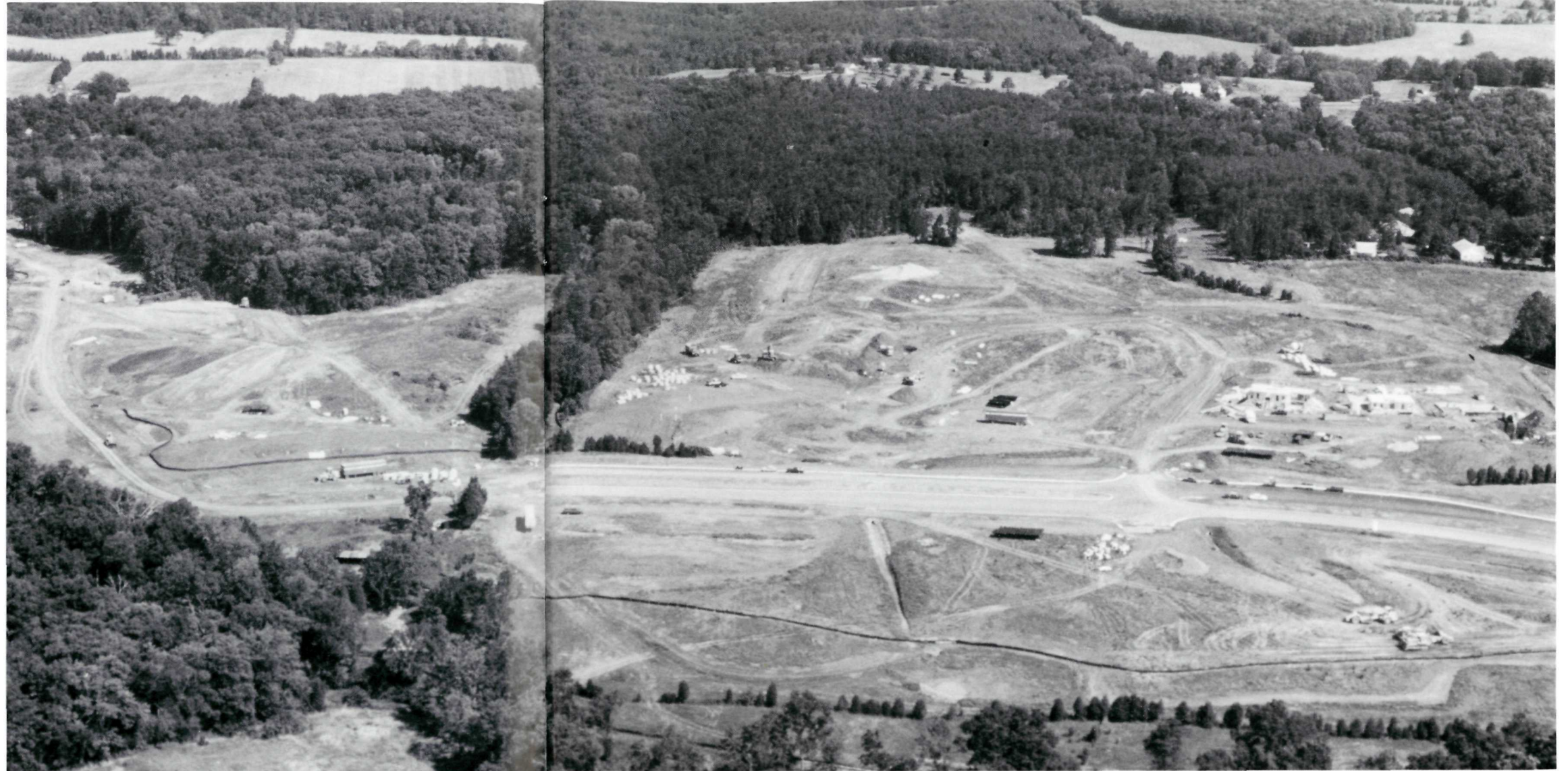
Commission Activities

Public Law 101-628 (Appendix A) established the Commission on November 28, 1990, and authorized 13 members (later increased to 15 in Public Law 102-166). Members were appointed in the summer of 1991 (Appendix B).¹

The report of findings is required to be made to the Committee on Energy and Natural Resources (United States Senate), the Committee on Interior and Insular Affairs (now the Committee on Natural Resources, United States House of Representatives), and to the Secretary of the Interior. The Commission's authority expires 90 days after submitting its report.

Since the first meeting, held on July 17, 1991, a total of 16 public meetings have been conducted in 11 states. Testimony has been received from more than 120 public and private witnesses. In addition, four workshops were held to gather advice from experts in numerous specialized areas of open space and related preservation. The assistance of all the participants and witnesses is gratefully acknowledged here, and they are identified in Appendixes C and D.

The Commission as a body visited 53 sites. Commission staff and representatives visited all but 16 of the 384 battlefield sites in our inventory. State and local government officials and many private individuals were consulted about many of these battlefields. At the same time, the Commission's visits served, as in Georgia, Kentucky, Mississippi, and Tennessee, as a direct catalyst for significant local preservation action.



The Shenandoah Valley of Virginia was excluded from the Commission's authority because it was studied recently by the National Park Service. Nevertheless, the principal Shenandoah Valley sites are included in the Commission's inventory.

The Commission's Approach

The Civil War did not occur exclusively on battlefields; there are many other important locales. These include hospitals and prisons, mining and industrial sites, towns and villages, farms and plantations, and more. Unable to study all these thousands of sites in such a short time, the Commission devoted its principal effort toward battlefields because of their great historical importance and contemporary preservation challenges.

Battlefields, as large historic landscapes, increasingly are the focus of intense modern-day social, economic, and political con-

flict. For example, the recent threat of shopping center construction on lands associated with the Battle of **Second Manassas**, necessitated costly Federal acquisition and led, in part, to the Commission's creation.

There are few well-tested and widely-applied preservation solutions for large open land settings such as battlefields. Most historic preservation efforts today focus on sites, structures, buildings, objects, and districts of relatively modest size for which many effective tools exist. However, local officials, owners, developers, and preservationists often believe there is no way to work together to preserve a battlefield while accommodating some changes in land use.

The Commissioners, therefore, decided to examine comprehensively the state of battlefield preservation, to identify the urgent and immediate needs, and to recommend concepts and techniques for coping better with this challenge. One product of the

Development threats to significant battlefield land at Manassas spurred a modern preservation battle and made clear the need for a comprehensive approach to the preservation of Civil War battlefields and for public/private cooperation. (NPS)

Commission's study and public hearings is compelling evidence that preservation of battlefield sites produces often overlooked economic benefits including jobs and tourist dollars.

The Commission urges the National Park Service's American Battlefield Protection Program and the historic preservation community at large to continue evaluating the preservation needs of other Civil War sites throughout the nation. Toward this end, the Commission also has prepared a preliminary inventory of such other Civil War sites with potential historic significance as a starting point (Appendix J).

¹The appendixes to the Civil War Sites Advisory Commission report are located in a separate technical volume, available from the National Park Service.

Why Save Civil War Sites?

More than 620,000 American soldiers, sailors, and marines died in the Civil War. If the same proportion of our population were killed today, five million Americans would die! The casualties at **Antietam** on September 17, 1862, totaled three times the American casualties on D-Day, June 6, 1944. The Civil War destroyed the Confederacy and the South sank from being one of the wealthiest to being one of the poorest regions in the United States.

This terrible trauma should not be celebrated, nor should it be blotted from the national memory. And for good reason. That second American Revolution of 1861-1865 radically changed America while settling two fundamental, festering issues left unresolved by the first Revolution of 1776: whether the precarious experiment of the democratic republic federated in a union of states would survive; and whether slavery would continue to mock the ideals of this boasted land of liberty.

The Civil War transformed a loose federation of states into a unified and confident nation that launched into the 20th century as the world's leading economic producer and foremost democratic nation.

Yet, while acknowledging all this, some have asked: Why do anything more to protect the battlefields? Are not the principal battlefields already preserved in National and state parks? Can we not understand the important political and social changes that resulted from the war without studying the battles? Does not this preoccupation with "hallowed ground" romanticize violence and glorify war? These questions deserve answers.

First, an understanding of military campaigns and battles is crucial to comprehending all other aspects of the Civil War. Lincoln said in his second inaugural address that on "*the progress of our arms . . . all else chiefly depends.*" Individual battles swayed elections, shaped political decisions, determined economic mobilization, brought women into the war effort, and influenced decisions to abolish slavery as well as to recruit former slaves in large numbers as soldiers.

The **Seven Days** battles prevented an early Union victory and changed the conflict from a limited to a total war; **Antietam** forestalled European recognition of the Confederacy and prompted the Emancipation Proclamation; **Vicksburg**, **Gettysburg**, and **Chattanooga** reversed a tide of Confederate victories that had threatened the Northern will to keep fighting; Sherman's capture of **Atlanta** and Sheridan's victories in the **Shenandoah** secured Lincoln's reelection, confirmed emancipation as a Northern war aim, and ensured continuation of the war to unconditional victory. A different outcome to any of these as well as other battles might have changed the course of the war — and perhaps of the world's history.

So the battles were important. But do we need to preserve the battlefields to appreciate that truth? Can we not learn by reading books about campaigns and battles? The Commission has concluded the answer is "No." In part, this is simply a matter of being able to visualize how geography and topography shaped a battle — the pattern of fields and woods, hills and valleys, roads and rock outcroppings, and rivers and streams. This cannot be done if the historical landscape has been paved over, cluttered with buildings, or carved into a different shape.

Those who have read about the ill-fated Pickett-Pettigrew charge at **Gettysburg**, but have not seen the place where it occurred, cannot understand it until they go there. Not until they view the three-quarters of a mile of open fields and walk the ground those Confederate soldiers trod, can they truly comprehend the courage needed to press onward, and why the assault, which cost some 10,000 Confederate casualties, failed.

If they could similarly view and walk the attack route of Union troops against **Missionary Ridge** in Chattanooga, they would be able to understand why that attack, seemingly more hopeless than at **Gettysburg**, succeeded spectacularly. Sadly though, **Missionary Ridge** now is built over.

But understanding Civil War battles is more than a matter of grasping their topographical and tactical details. Being present on a battlefield, we can experience an emotional empathy with the men who fought there. With a little imagination we can hear the first rebel yell at **Manassas**, imagine the horror as brush fires overtook the wounded at **Wilderness**, experience the terror of raw recruits at **Perryville**, share the anguish of the families of 800 or more unknown soldiers buried in a mass grave at **Cold Harbor**, or hear the hoarse yells of exhausted survivors of the Twentieth Maine as they launched a bayonet charge at **Gettysburg's** Little Round Top.

Every visitor to a Civil War battlefield has experienced such feelings. Proper educational and interpretive programs aid the visitor to visualize these dramatic scenes and to comprehend their meanings.

These experiences help us to understand what the Civil War was all about. This is not a matter of glorifying or romanticizing war. Quite the contrary; it is a matter of comprehending its grim reality. The battlefields are monuments to the gritty courage of the men who fought and died there. None condemned war more than those who suffered the horror and trauma of battle. In 1862, a Confederate veteran of **Shiloh** wrote home: "*O it was too shocking too horrible. God grant that I may never be the partaker in such scenes again . . . When released from this I shall ever be an advocate of peace.*"

Yet these men soldiered on through three more years of even bloodier battles than **Shiloh**. Most Civil War soldiers were volunteers. They fought not for glory, nor for money, but for a



cause in which they believed deeply. They longed for peace and for a safe return to their families. But many of them reenlisted at least once, determined to fight for that cause even though they hated war.

A Confederate officer wrote in 1864 that “I am sick of war” but “were the contest again just commenced I would willingly undergo it again for the sake of our country’s independence and liberty.” An Ohio corporal in the trenches before *Atlanta* wrote, also in 1864: “There is nothing pleasant about this life, but I can endure its privations because there is a big idea at stake.” And an African-American soldier wrote “If roasting on a bed of coals afire would do away with the curse of slavery, I would be willing to be the sacrifice.”

These clashing convictions and the deadly determination to fight for them explain why the war lasted four long years and cost 620,000 lives. They also explain why Civil War veterans took the lead in creating the first National battlefield parks in the 1890s—not to glorify the war, but to commemorate the sacrifice of friends they had lost. “In our youth our hearts were touched with fire” wrote the thrice-wounded veteran Oliver Wendell Holmes, Jr., “It was given to us to learn at the outset that life is a profound and passionate thing.”

Americans cannot afford to forget this lesson. It is perhaps the most important legacy of the Civil War. And the battlefields are the tangible monuments of that legacy. The Civil War touched the lives of everyone at the time, and it continues to do so today. Americans by the millions visit those relatively few battle sites

The charge of Irwin’s Brigade at Dunker Church, Antietam. (NPS)

that are accessible. Most come to share in a renewal of values and to understand more about the war, its profound meaning for themselves, and its lessons for our diverse nation — such as our ideals of tolerance.

Today many people know, or would like to know, of specific battlefields where some three million of their own ancestors participated in the historic events. The ability for so many to identify such a personal connection with one of the most memorable events in the American consciousness sets the Civil War and its battlefield sites apart from most historical events.

Communities, too, take great pride in their proximity to battlefields. A connection exists between a community and large national themes. Relationships forged by the Civil War — among its battlefields, its consequences, and our people and communities today — form a seamless web of American values, traditions, and priorities.

And finally, as with many historic properties significant in our national history, the principal Civil War battlefields need to be preserved and protected as places to answer important questions not yet asked and for purposes not yet perceived.

In this manner, and for these reasons, Civil War battlefields are a crucial link in the historical traditions that bind our nation together — today and for the future.

Which Are The Nation's Principal Civil War Battlefields?

Civil War battles tended to be fought in proximity to major transportation routes and intersections whether rail, road, or water. To a significant degree, today's pattern of surface transportation routes and associated communities follows that same mid-19th Century pattern. As a result, present-day population and community expansion often are channeled toward the same, formerly unaffected, rural landscapes that were the sites of Civil War battlefields for the past 130 years.

The recent review by The Conservation Fund of approximately 130 battlefields¹ dramatically demonstrated first, that important sites are unprotected and disappearing, and second, that there are many important sites still to be protected beyond the relatively few in public ownership.

Unanswered, however, was the question of how many more important battlefields there might be. If the nation addressed the latest list of 130, would there then be a following list of more? Just what is the universe of American Civil War battlefields worthy of protection?

The Commission's research has attempted to identify all of the principal Civil War battlefields, evaluate their importance and condition, and determine if they face any threats to preservation. Finally, after evaluating these characteristics the Commission recommends the relative preservation priorities among these principal battlefields. Through this means, the policy debates may proceed knowing the full scope of the nation's battlefield preservation needs.

How Many Sites Are There?

There were about 10,500 Civil War armed conflicts, ranging from major battles to minor skirmishes. Using military significance criteria, the Commission identified 384 such conflicts, or 3.7 percent of the total. These sites encompass virtually all of the principal land battles that were of special strategic, tactical, or thematic importance to local operations, campaigns, theaters, or to the war as a whole.

The Commission was asked not to include the Shenandoah Valley of Virginia in its study, because this would duplicate a separate National Park Service study. The Commission has included the Service's data on Shenandoah sites, however, to ensure a complete national inventory of principal battle sites.

The more than 10,000 conflict sites excluded from our inventory were relatively unimportant as individual military actions. These conflicts were the venues and actions that implemented the war between and beyond the dramatic major engagements. These sites often are important to local history and many may well be eligible for listing in the National Register of Historic Places.

The 384 battles in the Commission's inventory represent all of the primary military campaigns and operations of the Civil War. Documentary research and field inspections were carried out to determine the significance of each battle, whether its site still exists, its current condition, and other circumstances. These sites are recommended as the appropriate focus of nationwide interest.²

The Commission has striven to use an evaluation approach consistent with that of the only uniform nationwide historic site evaluation system, the National Register of Historic Places.³ National Register evaluation can deal with a much broader scope of historical significance than just military issues. The Register also includes historic properties that are significant at the state or local levels; national significance is not a requirement. Our evaluation of battlefields deals only with military significance and does not limit the potential for a site to be significant in additional thematic areas, or preclude the battlefields with less than national significance from National Register eligibility.

After the Commission's work has concluded, the inventory and other data will be maintained and further enhanced by the National Park Service's American Battlefield Protection Program (ABPP). Like the National Register, ABPP will review against established criteria any appeals for reclassification of specific sites. The important matter is not whether there are differences of opinion about a battlefield — these can be resolved. The important thing is that there now is an up-to-date overview of the "big picture" for the principal Civil War battlefields (Table 1).

How Significant Are the Sites?

The Commission ranked military importance of the 384 battles (and their associated battlefield sites) according to the relative influence each had on the outcome of its operation, campaign, or on the war. The Class A and B battlefields represent the principal strategic operations of the war. The Class C and D battlefields usually represent operations with limited tactical objectives of enforcement and occupation.

- **45 sites (12%) were ranked "A"** (having a decisive influence on a campaign and a direct impact on the course of the war);

¹Frances H. Kennedy, (editor), 1990, *The Civil War Battlefield Guide*, Houghton Mifflin Company.

²Explanation of how the survey was done as well as classification definitions may be found in Appendix E. Specific data on each site may be found in Appendix L.

³See Patrick W. Andrus, 1992, "Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields," *National Register Bulletin 40*, Government Printing Office, Washington, DC.



The Civil War Sites Advisory Commission's staff, with the help of many volunteers, assembled information on the history, location, and current condition of each of the 384 principal Civil War battlefields. (NPS)

- 104 sites (27%) were ranked "B" (having a direct and decisive influence on their campaign);
- 128 sites (33%) were ranked "C" (having observable influence on the outcome of a campaign);
- 107 sites (28%) were ranked "D" (having a limited influence on the outcome of their campaign or operation but achieving or affecting important local objectives).

Because of their strategic character and national significance, the Class A and B sites should be an interest or responsibility of the Federal as well as state and local governments, non-profits, and other private entities. Generally, the Class C and D battlefields, representing tactical operations, were of state or local significance and should be a primary interest or responsibility of state or local governments, or of private entities.

In addition, Civil War battlefields possess important educational and interpretive dimensions that also contribute to their significance. Therefore, the Commission also classified the battlefields in terms of related areas of military, economic, and social significance and the exceptional interpretive potential that each site

might have (see Appendix M for the full classification). The most frequently identified issues and topics were:

- Loss of a significant military figure;
- Exceptional casualties;
- Important lessons in strategy or tactics;
- Unusual importance of the battle in the public mind;
- Effect on national politics or strategy;
- Significant involvement of minority troops; and
- High archeological potential.

Where Are the Sites?

Many believe that Civil War sites are primarily found in the middle Atlantic and southeastern United States. In fact, the 384 battlefields are found in 25 states and the District of Columbia (Table 2). Nearly one-third of the inventory's battlefields (123) are in the Commonwealth of Virginia. The next greatest numbers of battlefields are in Tennessee (38), Missouri (29), Georgia (28), Louisiana (23), North Carolina (20), Arkansas (17), and Mississippi (16). The remaining 90 sites occur in 18 other states.

Table 1:
A Profile of the Principal Civil War Battlefields¹

| | THEATERS ² | | | | | TOTAL |
|---|-----------------------|----------------|--------------|------------|---------|-----------------|
| | Main Eastern | Lower Seaboard | Main Western | Trans-Miss | Pacific | |
| GENERAL: | | | | | | |
| Principal campaigns & operations | 34 | 17 | 39 | 26 | 1 | 114 |
| Principal battlefields | 160 | 30 | 118 | 75 | 1 | 384 |
| States with battlefields | 6 | 4 | 14 | 10 | 1 | 26 ³ |
| Battlefields in MSAs ³ | 67 | 22 | 38 | 24 | 0 | 151 |
| MILITARY SIGNIFICANCE: | | | | | | |
| Class A | 21 | 3 | 16 | 5 | 0 | 45 |
| Class B | 51 | 8 | 31 | 14 | 0 | 104 |
| Class C | 52 | 7 | 42 | 26 | 1 | 128 |
| Class D | 36 | 12 | 29 | 30 | 0 | 107 |
| DESIGNATIONS and PROTECTION: | | | | | | |
| National Historic Landmarks ⁴ | 12 | 3 | 10 | 1 | 0 | 26 |
| National Register of Historic Places ⁴ | 25 | 10 | 32 | 17 | 0 | 84 |
| Battlefields all or part in National Park system | 34 | 9 | 12 | 3 | 0 | 58 |
| Battlefields partly in state park systems | 8 | 3 | 11 | 15 | 0 | 37 |
| OWNERSHIP: | | | | | | |
| Public | 8 | 1 | 5 | 2 | 0 | 16 |
| Private | 85 | 10 | 40 | 29 | 0 | 164 |
| Mixed | 59 | 19 | 69 | 39 | 1 | 187 |
| Unknown | 8 | 0 | 4 | 5 | 0 | 17 |
| CONDITION: | | | | | | |
| Good | 62 | 7 | 39 | 20 | 1 | 129 |
| Fair | 43 | 9 | 24 | 30 | 0 | 106 |
| Poor | 28 | 6 | 21 | 9 | 0 | 64 |
| Lost | 21 | 8 | 30 | 12 | 0 | 71 |
| Unknown | 6 | 0 | 4 | 4 | 0 | 14 |
| THREATS: | | | | | | |
| High | 38 | 3 | 27 | 6 | 0 | 74 |
| Moderate | 34 | 6 | 30 | 17 | 0 | 87 |
| Low | 60 | 13 | 27 | 35 | 1 | 136 |
| Not Applicable or Unknown | 28 | 8 | 34 | 17 | 0 | 87 |
| PRESERVATION RISKS — CLASS A BATTLEFIELDS: ⁶ | | | | | | |
| Good/Fair Condition & High/Moderate Threats | 11 | 1 | 7 | 1 | 0 | 20 |
| Good/Fair Condition & Low Threats | 6 | 1 | 3 | 3 | 0 | 13 |
| Poor Condition & High/Moderate Threats | 3 | 0 | 3 | 0 | 0 | 6 |
| Poor Condition & Low Threats | 0 | 1 | 0 | 0 | 0 | 1 |
| Lost | 1 | 0 | 3 | 1 | 0 | 5 |

| | THEATERS ² | | | | | |
|--|-----------------------|----------------|--------------|------------|---------|-------|
| | Main Eastern | Lower Seaboard | Main Western | Trans-Miss | Pacific | TOTAL |
| PRESERVATION RISKS, CLASS B BATTLEFIELDS: ⁶ | | | | | | |
| Good/Fair Condition & High/Moderate Threats | 15 | 1 | 10 | 4 | 0 | 30 |
| Good/Fair Condition & Low Threats | 17 | 4 | 7 | 6 | 0 | 34 |
| Poor Condition & High/Moderate Threats | 12 | 2 | 2 | 2 | 0 | 18 |
| Poor Condition & Low Threats | 0 | 0 | 0 | 0 | 0 | 0 |
| Lost | 7 | 1 | 11 | 1 | 0 | 20 |
| PRESERVATION RISKS, CLASS C BATTLEFIELDS: ⁶ | | | | | | |
| Good/Fair Condition & High/Moderate Threats | 14 | 1 | 14 | 6 | 0 | 35 |
| Good/Fair Condition & Low Threats | 20 | 4 | 12 | 13 | 1 | 50 |
| Poor Condition & High/Moderate Threats | 8 | 2 | 8 | 1 | 0 | 19 |
| Poor Condition & Low Threats | 0 | 0 | 0 | 0 | 0 | 0 |
| Lost | 6 | 0 | 7 | 4 | 0 | 17 |
| PRESERVATION RISKS, CLASS D BATTLEFIELDS: ⁶ | | | | | | |
| Good/Fair Condition & High/Moderate Threats | 7 | 2 | 6 | 4 | 0 | 19 |
| Good/Fair Condition & Low Threats | 14 | 2 | 4 | 12 | 0 | 32 |
| Poor Condition & High/Moderate Threats | 2 | 0 | 7 | 5 | 0 | 14 |
| Poor Condition & Low Threats | 3 | 1 | 1 | 1 | 0 | 6 |
| Lost | 7 | 7 | 9 | 6 | 0 | 29 |
| PRESERVATION RISKS, ALL BATTLEFIELDS: ⁶ | | | | | | |
| Good/Fair Condition & High/Moderate Threats | 47 | 5 | 37 | 15 | 0 | 104 |
| Good/Fair Condition & Low Threats | 57 | 11 | 26 | 34 | 1 | 129 |
| Poor Condition & High/Moderate Threats | 25 | 4 | 20 | 8 | 0 | 57 |
| Poor Condition & Low Threats | 3 | 2 | 1 | 1 | 0 | 7 |
| Lost | 21 | 8 | 30 | 12 | 0 | 71 |

NOTES:

¹Source is Commission research; see appropriate appendixes.

²States in each theater of operations. *Main Eastern:* District of Columbia; Maryland; North Carolina; Pennsylvania; Virginia; West Virginia. *Lower Seaboard/Gulf Approach:* Alabama; Florida; Georgia; Louisiana; South Carolina. *Main Western:* Alabama; Arkansas; Georgia; Indiana; Kentucky; Louisiana; Mississippi; Missouri; North Carolina; Ohio; South Carolina; Tennessee; Virginia. *Trans-Mississippi:* Arkansas; Colorado; Kansas; Louisiana; Missouri; Montana; New Mexico; North Dakota; Oklahoma; Texas. *Pacific Coast:* Idaho.

³MSA = Metropolitan Statistical Area (U.S. Bureau of the Census).

⁴Listings and designated acreage often do not reflect current historical research.

⁵Numbers do not add to 26 because some states were in more than one theater of operations.

⁶Risk totals do not add to 384 because of missing information for 16 sites.



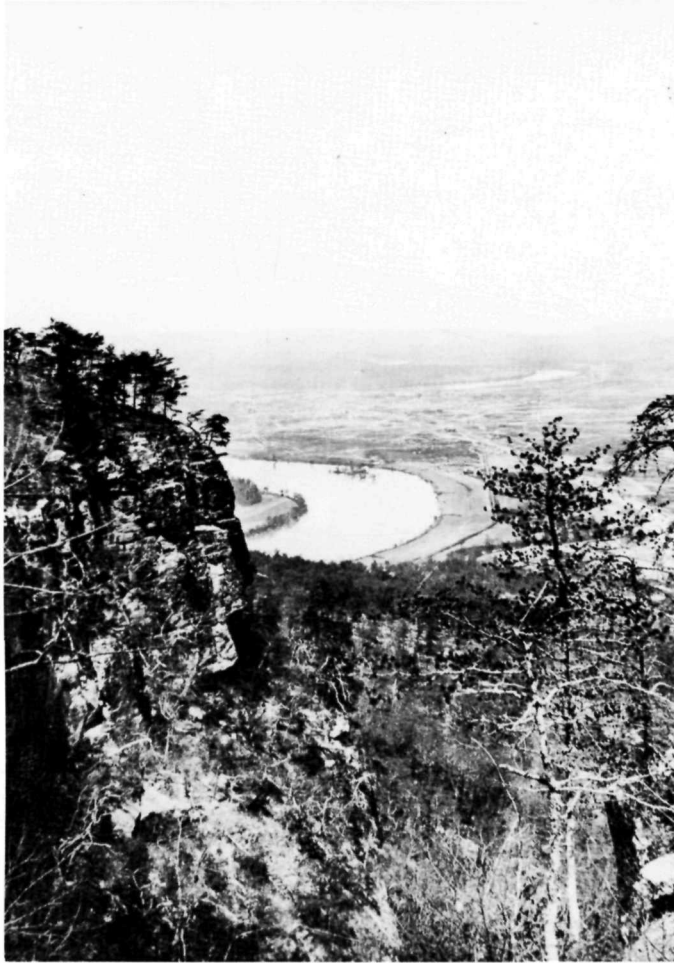
(Above) McDowell's remote location near the Shenandoah Valley has helped preserve its lush landscape. Civil War battlefields are found in 26 states, from the east coast to Idaho and New Mexico. (Association for the Preservation of Civil War Sites)

(Right) Pigeon's Ranch was a key position at Glorieta Pass, New Mexico. The Santa Fe Trail, which bordered the ranch, is now a state highway that threatens the stability of the remaining building. (Ben Wittick, 1880; Museum of New Mexico)



Corinth, Mississippi's critical position as a railroad junction led to the siege and battle in 1862. The city also housed a major "contraband camp" of escaped slaves during the war. (NPS)





The Chattanooga Valley was the site of four Civil War battles; two of these have been completely lost to urban expansion. (National Archives)

Major Civil War battlefields are not literally everywhere. Even in Virginia, which contains the largest number of principal battlefield sites, only one-third of the county-level jurisdictions hold any of the major Civil War battlefields. Despite this, major concentrations of sites do exist, like the 26 battlefields clustered near Richmond and Petersburg, Virginia. Similarly, Charleston County, South Carolina, contains 11 battlefields.

What Was Considered a Site?

Battlefields were documented by the Commission at two levels based on careful examination of official records and other sources as well as using established survey and evaluation criteria (Appendix E); these levels are the **Study Area** and **Core Area**.

- The **study area** of a battlefield includes all places related or contributing to the battle event: where troops deployed and maneuvered before, during, and after the engagement; it is the maximum delineation of the historical site and provides more of the tactical context of a battle than does the core area.

- The **core area** of a battlefield is within the study area and includes only those places where the combat engagement and key associated actions and features were located; the core area includes, among other things, what often is described as “hallowed ground.”

This distinction of study and core areas is important when planning a protection and preservation plan especially for the Class B, C, and D sites. The core area is generally the part that should remain undisturbed, with less stringent and more diverse protection techniques usually appropriate for the remainder of the study area.

How Large are the Sites?

Civil War battlefields typically encompass large historic landscapes. The average size of all battlefield study areas in the Commission inventory is approximately 4,200 acres, ranging from 247 acres at **Barbourville** to 34,674 acres at **Chickamauga**.

- Average study area sizes for the 149 Class A and Class B battlefields is 6,898 and 6,092 acres respectively. Their associated core areas average 2,960 and 2,147 acres respectively.

- Average study area sizes for the 235 Class C and Class D battlefields are much smaller; they are 2,597 and 2,407 acres respectively. Their core areas average 835 and 1,020 acres in size respectively.

Who Owns the Sites?

Commission representatives were able to determine types of ownership on all but 17 (four percent) of the 384 battlefields (Appendix N).

- Four percent (16 battlefields) are owned principally by the Federal government or by other public agencies.

- Forty-three percent (164 battlefields) are completely in private ownership.

- An additional forty-nine percent (187) are under some combination of Federal, state, local, or private ownership, although predominantly the latter.

What is the Condition of the Sites?

There are 235 battlefields (61 percent) remaining in good or fair condition. Nineteen percent (71) of the battlefields are lost as coherent landscapes; they have changed beyond the ability of a participant in the battle to recognize the site. An additional 17 percent (64) of the battlefields are in poor condition, meaning they have been significantly modified and very little additional change will eliminate an authentic perception of a battle's setting. Sixty-one percent (235) of the principal battlefields remain in fair or good condition (Appendix O). Virginia, Tennessee, and Missouri have suffered the greatest losses (15, 14, and 8 battlefields, respectively). Thirteen other states have lost one or more battlefields (Table 2).

While some “lost” battlefields are truly obliterated (**Chantilly**, for example), important remnants of others still exist, such as at **Nashville**, **Beaverdam Creek**, and **New Berne**. Although poor and lost condition sites (Appendix Q) as a whole have become highly fragmented and to varying degrees no longer convey an authentic sense of the sweep and setting of the battle, they often

Table 2:
Civil War Battlefields in Each State

| STATE | MILITARY IMPORTANCE CLASS | | | | TOTAL SITES | SITES LOST ¹ | LISTED IN NR ² |
|----------------------|---------------------------|---------|---------|---------|----------------|----------------------------|------------------------------|
| | CLASS A | CLASS B | CLASS C | CLASS D | | | |
| ALABAMA | 2 | 2 | 2 | 1 | 7 | 2 | 2 |
| ARKANSAS | 1 | 4 | 7 | 5 | 17 | 2 | 10 |
| COLORADO | - | 1 | - | - | 1 | - | - |
| DISTRICT OF COLUMBIA | - | 1 | - | - | 1 | 1 | 1 |
| FLORIDA | - | 1 | 2 | 3 | 6 | 2 | 2 |
| GEORGIA | 2 | 10 | 14 | 2 | 28 | 4 | 5 |
| IDAHO | - | - | 1 | - | 1 | - | - |
| INDIANA | - | - | 1 | - | 1 | - | 1 |
| KANSAS | - | - | 4 | - | 4 | 2 | 1 |
| KENTUCKY | 1 | 3 | 4 | 3 | 11 | 3 | 3 |
| LOUISIANA | 3 | 4 | 9 | 7 | 23 | 4 | 4 |
| MARYLAND | 1 | 2 | 1 | 3 | 7 | - | - |
| MINNESOTA | - | - | 2 | - | 2 | - | 1 |
| MISSISSIPPI | 3 | 9 | 3 | 1 | 16 | 3 | 11 |
| MISSOURI | 3 | 3 | 7 | 16 | 29 | 8 | 5 |
| NEW MEXICO | 1 | 1 | - | - | 2 | - | 1 |
| NORTH CAROLINA | 2 | 2 | 7 | 9 | 20 | 5 | 3 |
| NORTH DAKOTA | - | - | 2 | 3 | 5 | - | - |
| OHIO | - | - | 1 | 1 | 2 | - | - |
| OKLAHOMA | - | 2 | 1 | 4 | 7 | 1 | 2 |
| PENNSYLVANIA | 1 | - | 1 | - | 2 | - | 1 |
| SOUTH CAROLINA | 1 | 4 | 2 | 4 | 11 | 2 | 4 |
| TENNESSEE | 6 | 7 | 10 | 15 | 38 | 14 | 8 |
| TEXAS | - | 2 | 1 | 2 | 5 | 2 | - |
| VIRGINIA | 18 | 42 | 41 | 22 | 123 | 15 | 17 |
| WEST VIRGINIA | - | 4 | 5 | 6 | 15 | 1 | 4 |
| TOTALS | 45 | 104 | 128 | 107 | 384 | 71 | 86 |

NOTES:

¹The number of the "Total Sites" in a state that are lost as complete battlefields.

²Number of a state's battlefields that have been listed in the National Register of Historic Places.

retain important areas suitable for interpretation, museums, and commemoration.

This distinction is important. While its mandate emphasizes the need for preserving sites that still convey the full nature of important battles, the Commission does not wish to downplay or undercut the importance of local preservation efforts at poor condition or lost battlefields where worthwhile elements and features remain. Although parts of the battlefields at Nashville have been overtaken by urban development, important battlefield fragments still exist that can be used to tell the dramatic story of Hood's Middle Tennessee Campaign. Exceptionally

worthwhile efforts are underway there by private groups and local government to protect Fort Negley and Shy's Hill as well as to develop interpretive programs and a heritage trail. Important local campaigns also are underway to save surviving elements of Beaverdam Creek, 1st Winchester, and Fort Fisher.

Protection of some poor condition or lost sites may be justified in conjunction with other community land preservation objectives such as parks, forests, wetlands, recreation areas, and other uses. In some cases, the best course of action may be to invest in detailed archeological and structural documentation of remaining battlefield features before they are completely lost.



(Above) At North Anna battlefield, very significant Confederate earthworks and gunpits, once under threat, have been deeded to the county for a public park by a local quarry company in exchange for the rezoning of nearby property. (CWSAC)

(Right) Five major roads divide Kennesaw Mountain National Battlefield Park and feed into Interstate 75 to Atlanta. Road-widenings and new construction will increase the already heavy traffic, placing greater pressure on historic resources. (NPS)

(Far right) Chickamauga was the first authorized Federal Civil War battlefield park (together with Chattanooga) and is the largest battlefield in the Commission inventory. (National Archives)



How Many Battlefields are Threatened?

Subtracting the 71 lost and 16 sites for which threats estimates are not available, 54 percent (161) of the remaining 299 battlefields in all integrity categories are currently experiencing moderate to high levels of threat. These battlefields are expected to suffer substantial losses within the next ten years, *many of them very soon* (Table 1). Such a magnitude is independently reflected by the fact that a similar number of battlefields is located in U.S. Bureau of the Census Metropolitan Statistical Areas (Table 1). The Commission's condition and threat evaluations are based on current circumstances; any of these conditions could turn from good to bad at any time.

By far the most common threats to Civil War battlefields are from roads and from residential and commercial development. Other impact sources were found, however, including dam construction (Fort Henry), dredging (Drewry's Bluff), quarrying (Malvern Hill, Fort Fisher), toxic waste disposal (Stones River), and water and air pollution (Wilson's Creek and Port Hudson).

Battlefield site impacts from residential or commercial construction are well-known and generally obvious. Less obvious to the public, perhaps because they are usually at or near ground level, are impacts from roads. Although the significance of a roadway as a visual detriment depends on topographic factors, high volume roadways through battlefields create a surprisingly intrusive noise disturbance as well as hazards and inconvenience for visitors. They also can constitute major distractions from the historic setting, and they divide historic sites into artificial segments.

Continuing moderate use of historic roads on battlefields can be appropriate to an authentic setting. However, allowing or expanding such roads to carry high volumes of traffic (as at Manassas and Kennesaw), or constructing interstate highways through historic battlefields (as in the Shenandoah Valley) causes major degradation of integrity, and often desecration as well.



How Are Battlefields Protected Now?

Before the Civil War had ended, battlefield preservation began with the erection of monuments at **Manassas**, **Stones River**, and **Vicksburg**. By 1864, the **Gettysburg** Battlefield Memorial Association had begun its long-term effort to acquire and protect battlefield land (see Appendix K).

Additional memorials and monuments were erected at many sites over the next thirty years and veterans organizations were established. By the last decade of the 19th century, the first Federal Civil War battlefield park was authorized at **Chickamauga** and **Chattanooga**.

Since then, most battlefield protection has been predicated on National parks supplemented by state parks. The last major study requested by Congress to identify Civil War battlefields for protection was conducted by the U.S. Army War College in 1926-32, some 60 years ago. Policy and decisions made at that time were premised on the fact that most battlefields were in

rural areas sustaining agricultural land uses much like those in place during the war. Indeed, it was not until after World War II that the historic character and setting of previously unaffected Civil War battlefields began to change.

By the 1960s, pressures for converting land to higher density uses (usually highway and building construction) were becoming more evident at many battlefields. Some large scale park land acquisition took place such as at **Wilson's Creek** and **Pea Ridge** battlefields. Since then, the National Park Service has conducted several boundary studies to improve identification of historic areas to be protected at certain of the Park System's authorized Civil War battlefields, although more boundary studies are needed.

In recent years, the rapidly increasing pace of encroachment and dangers to historic battlefields has been met principally through ever more intensive focus on using traditional approaches: primarily public parklands acquisition. Although there are a variety of other preservation approaches, none have been so pervasive as the idea of Federal or state battlefield ownership as the chief protection tool.



The U.S. Forest Service owns about half of Camp Allegheny, including these stone foundations of soldiers' winter quarters. (NPS)

Current Laws and Public Programs to Protect Battlefields

Most Federal laws (Appendix R) that currently exist to protect historic properties apply exclusively to Federal agencies and generally impose a planning or a management requirement. These laws do not directly preclude agencies from damaging or destroying historic sites, but do require that first they evaluate what areas would be affected, how seriously, and what options there are to avoid the damage.

In addition, all Federal land managing agencies, not just the National Park Service, are required to care for historic resources as part of their general land management responsibilities regardless of the agency's mission. In some cases this has benefited battlefield preservation handsomely as in the U.S. Forest Service's stewardship of part of the **Camp Allegheny** battlefield and the **Cheat Mountain** battlefield. Other Federal laws prohibit, and establish penalties for, individuals entering Federal lands and either vandalizing historic properties or stealing artifacts. These are used at Federal Civil War battlefields to prevent digging and collection of artifacts.

State laws relevant to battlefield and historic preservation are relatively numerous. All states have agencies responsible for his-

toric preservation planning, survey, inventory, and technical assistance. States also grant powers that authorize local governments to protect historic resources through zoning, planning, establishing preservation commissions and historic districts, and so on. The effectiveness of these powers varies from state to state.

In the last two decades nearly all states have enacted recreational use statutes. These laws intend to limit the liability private land owners have toward persons whom they permit to enter their land for recreational purposes provided no fee is charged and there is no willful misconduct by the owner. The policy expectation from these laws is that they will limit litigation while expanding the range of opportunities for the public to engage in recreational activities while simultaneously minimizing the financial pressure on governments to provide such opportunities. The scope of recreational use statutes varies, but those in 20 of the 26 states containing major battlefields include a provision for "viewing or enjoying historical, archeological or scientific sites." However, recreational use statutes have been unsuccessful, generally, in achieving this policy goal because of ambiguities in the laws and their application and because there are not many collateral incentives for property owners, such as property tax benefits, for making property available for limited public use.¹

¹See N.L. Goldstein, Frances H. Kennedy, and K.H. Telfer, "Recreational Use Statutes: Why They Don't Work," Exchange, The Journal of the Land Trust Alliance, Spring, 1990.

Local jurisdictions control most public decisions about land use on battlefields. However, Civil War battlefields, especially those with no protection program or public ownership, usually are not well integrated into state and local planning or regulatory processes. The primary reason for this is because the site locations have not been included in historic resource inventories, their features mapped, and their significance documented in a form readily available to the public and to officials.

There is a substantial body of Federal, state, and local environmental protection and land use law in existence that should benefit Civil War battlefields. There also is abundant evidence of these laws and programs not being properly used to protect battlefield sites. For example, state and Federal highway construction frequently has occurred directly through significant battlefields, as at **Kennesaw** and several of the **Shenandoah Valley** sites. Urban encroachment unconstrained by zoning or other regulation has occurred at many sites with **Nashville**, **Richmond**, **Gettysburg**, **Stones River**, and the **Atlanta** campaign being only a few instances. Confederate trenches and earthworks on private land at **Port Hudson** are being used for a landfill, water pollution was reported in streams flowing into the **Wilson's Creek** site, large poultry sheds dominate much of the battlefield viewshed at **Prairie Grove**, and only the most heroic efforts prevented shopping mall construction on the **Manassas** battlefield.

At times, our laws and programs provide too narrow a policy; at other times they offer insufficient legal authority. Some expect too much from available funding and staffing. We offer the following examples.

1. Current Federal, state, and local tax policies, with their usual focus on maximizing revenue, offer few economic incentives to encourage private landowners to preserve their own Civil War battlefield land or to donate land or easements to public parks. Estate taxes may force heirs to sell open land to pay those taxes. Current tax benefits for land donations are impractical for most private owners of battlefield lands; their only choices are to find an economically productive use for the land, or to find a buyer. Most private owners who wish to retain ownership and see the land retain its open character lack acceptable, business-like options in tax codes.

2. Civil War battlefield lands occasionally have come into the hands of the Resolution Trust Corporation (RTC) from failed thrift institutions. The Commission staff, with assistance from RTC, has examined loan records for the seven states with the largest number (276) of significant battlefield sites in our inventory. Several hundred possible records were examined with the result of finding one property (421 acres) owned by RTC. It is associated with the **Wilderness** and has an appraised value of \$650,000.



Commercial strips, unfettered by zoning or sign ordinances, erode the character of Gettysburg and other battlefields. (NPS)

In addition, RTC holds a \$1.75 million mortgage on a battlefield property (350 acres) near **Richmond** appraised at \$4.4 million. The Commission is advised that the value of these properties that potentially would be recoverable by RTC is substantially less than the appraised amounts.

Despite this, the RTC, the Federal Deposit Insurance Corporation, and other government financial institutions currently are not authorized to transfer title for such lands to the Department of the Interior, state or local governments, or to appropriate non-profit groups on such lands included within the Commission's inventory of 384 significant battlefields.

3. The Commission acknowledges the important work of the existing national historic preservation partnership comprising the National Park Service, State Historic Preservation Officers, Certified Local Governments, the Advisory Council on Historic Preservation, Federal Agency Historic Preservation Officers, the National Trust for Historic Preservation, and the many non-profit preservation organizations.

These agencies, however, usually must deal with all historic preservation issues; they are unable to focus on the urgent problems of preserving Civil War battlefields when their efforts must be diluted by attending to the needs of many other historic resources. It is appropriate, therefore, to have specialized attention to provide the necessary supplemental technical and administrative support the nation needs to attend to Civil War sites. Lately some such organizations have been emerging in the Federal, state, and private non-profit sectors.

The National Park Service's American Battlefield Protection Program (ABPP) is the only program at the Federal level focused on battlefield preservation. ABPP

encourages formation of “friends” groups and provides technical support for historical research and documentation, field mapping, earthworks stabilization, preparing protection and management plans, and other technical aid.

National non-profit battlefield preservation organizations include the Association for the Preservation of Civil War Sites (APCWS), the Civil War Trust, and the Conservation Fund’s Civil War Battlefield Campaign. The Trust and the Conservation Fund have focused on Class A and B sites while the APCWS emphasizes Class A, Class B, and Class C sites.

In addition to these national efforts, state Civil War sites commissions have been formed recently in Georgia, Maryland, Mississippi, and Oklahoma. These states contain 68 of the principal battlefields in the national inventory.

Finally, with highway construction and improvement being one of the leading threats to Civil War battlefield integrity, it is important to note the recent Federal enactment of the Intermodal Surface Transportation Efficiency Act (ISTEA). This act sets aside for “enhancements” 10 percent of each state’s surface transportation program through the year 1996. “Enhancements” denote a variety of activities including acquisition of scenic easements and historic sites, historic and archeological preservation, and other actions designed to protect open land and amenities. Although this is a new program, ISTEA enhancement matching funds already have been used to outstanding effect by Kentucky, to aid land acquisition at **Perryville**, and by West Virginia, to aid land acquisition at **Rich Mountain**. These two projects alone will bring nearly \$3 million into battlefield land protection.

Battlefields Protected as Parks

Only 16 sites (4 percent) of the principal battlefield inventory are in exclusive public ownership. Another 187 battlefields (49 percent) are in mixed public/private ownership; parts of a little less than half of these sites are held for national or state park purposes (Tables 3 and 5). The remainder are only coincidentally on public lands that often are already developed for some other purpose as, for example, the county airport and industrial park at **Brandy Station**.

National parks: Altogether, 58 of the 384 principal battlefields fall within or overlap the boundaries of 31 existing units of the National Park System (Table 3). Most of these (49) are Class A or Class B battlefields; 9 are Class C or D battlefields usually acquired incidental to the primary reason for establishing the park. For example, the Appalachian Scenic Trail cuts across

South Mountain battlefield and Gulf Islands National Seashore includes the **Santa Rosa Island** battlefield. The National Park Service, like all Federal land managing agencies, however, is responsible for managing all the significant historic properties on lands under its jurisdiction (Appendix R).

We were unable to determine the precise intersection and overlap between park boundaries and historic battlefields in time for use in this report. Table 3 summarizes what is known at this time — which battlefields are found at NPS units and how large are the actual areas under management (as opposed to the authorized potential areas) of the park units. It seems obvious from inspecting Table 3 that only very limited areas of some battlefields can presently be protected in National park units; in most cases the historic acreage far exceeds the authorized park acreage and even more so the actual areas under NPS management. The Commission estimates that the core areas of only 8 of the NPS Civil War battlefields² are substantially complete in the area preserved through ownership or easement.

Of the 31 NPS park units containing Civil War battlefields, several still have authorized boundaries encompassing areas significantly smaller than the minimum core area recognized by the Commission. **Richmond National Battlefield Park** is the most important example of a park that urgently needs much better delineation. The park presently protects and interprets only 5 percent of the acreage of the 10 major battlefield core areas found there. **Fort Donelson** and **Brices Cross Roads** also have an urgent need for up-to-date boundary studies, and improvements in detail are needed at others.

But even in advance of adequate boundary studies, an extensive need still exists to protect land within currently authorized National Park boundaries. The Commission was unable to determine a precise estimate of how many authorized acres still remain to be acquired in fee or less than fee because of imprecise boundaries at **Richmond** and other uncertainties, but the amount exceeds 7,500 acres. In recent years, the annual Land and Water Conservation Fund appropriation to the National Park Service for acquisition has ranged between \$5-10 million. This amount will not permit acquisition of all of the authorized National Park System battlefield lands until far into the future, by which time many of those lands very likely will no longer be suitable for park purposes.

Although authority for the Secretary of the Interior to accept land donations exists in the Historic Sites Act of 1935 (HSA) and in several other laws, Congress and the National Park Service view this authority as limited in application to lands within authorized park boundaries or to minor technical corrections of recently authorized boundaries. Any conceptual change to an authorized boundary is required to go through the legisla-

²Appomattox, Chickamauga, Five Forks, Fort Pulaski, Pea Ridge, Santa Rosa Island, Shiloh, Yorktown.



At Cold Harbor, the appeal of open park land has attracted adjacent development, ironically threatening the very resources — historic and natural — that draw buyers. (NPS)

tive process. All of these factors reinforce the need for the NPS to request funds to improve their boundary studies where appropriate.

Finally, we note that at least 6 nationally significant campaigns and 5 major interpretive themes in the Commission's inventory are not presently represented by any Civil War battlefield in the National Park System (Table 4). These include such highly significant military operations as Sherman's March to the Sea and Jackson's Valley campaign. Several of the key associated sites are state battlefield parks already and may be adequately managed as such, but in most cases insufficient historic area is protected.

State parks: There are 33 state parks currently protecting acreage at 37 of the principal Civil War battlefields (Table 5). Often these are small commemorative parcels rather than true battlefield preservation, but there are notable exceptions in the long-term programs at such state parks as **Prairie Grove, Port Hudson, Perryville, Honey Springs, Droop Mountain**, and others.

Unlike battlefields in the National Park System, many state-owned battlefield parks have recreation as a major mission rather than protection and interpretation of the battlefield. While there are some parts of battlefields where anything other than historic preservation and interpretation are inappropriate, the Commission does not believe there is any fundamental incompatibility between battlefield protection and recreation so long as the mutual requirements are carefully thought out and the management plan provides a clear guide for appropriately using the various parts of the site.



Fort Donelson National Battlefield contains much of the Confederate battle positions, but few of the Union Army's. Pictured here is a Union troop position outside the park. (CWSAC)

The emphasis in state park protection of Civil War battlefields is approximately the opposite of that in the National Park System. Whereas 84 percent of the National system consists of Class A and Class B sites, only 47 percent of the battlefields at state parks are Class A and B sites; the majority are Class C battlefields (Tables 3, 5, 6). More than 74 percent of the National Park System Civil War battlefields are associated with the Main Eastern and the Lower Seaboard and Gulf Approach theaters, and 26 percent are associated with the Main Western and Trans-Mississippi theaters (Table 1). Conversely, 69 percent of the state battlefield parks are associated with the Main Western and Trans-Mississippi theaters and only 31 percent with east coast battlefields. Neither of these statistics follows the actual distribution of Class A through D sites over the four principal theaters (Table 1), so they must reflect de facto policy trends in the Federal and state governments.

Finally, Civil War battlefields at state parks generally are in better preservation circumstances than are those at National Parks. While 77 percent of NPS battlefields have good or fair integrity, 89 percent of the state park battlefields are in similar condition. While 23 percent of NPS Civil War battlefields have poor integrity or are lost, only 11 percent of state park battlefields have poor integrity and none are lost. And while 64 percent of NPS battlefields face high or moderate threats, only 39 percent of state park battlefields are similarly threatened (Table 1). This latter statistic probably tells the story; the National Park sites are predominantly Class A and B sites which are, on average, about 3 times the size of Class C battlefields. In addition, the majority of NPS battlefields are on the eastern seaboard which, relative to the regions west of the Appalachians, is facing more intensive development.

Table 3:
Civil War Battlefields at National Parks

| NATIONAL PARK NAME | BATTLEFIELD (Reference No.) | MILITARY CLASS | INTEGRITY/ THREATS ¹ | MGMT ACRES ² |
|-----------------------------------|----------------------------------|-------------------|------------------------------------|----------------------------|
| Antietam NB ³ | Antietam (MD003) | A | G/M | 2382 |
| Appalachian NST | South Mountain (MD002) | B | G/M | NMF ⁴ |
| Appomattox Court House NHP | Appomattox Courthouse (VA097) | A | G/L | 1323 |
| Arkansas Post NMem | Arkansas Post (AR006) | C | P/H | 389 |
| Brices Cross Roads NBS | Brices Cross Roads (MS014) | B | G/M | 1 |
| Cape Hatteras NS | Hatteras Inlet Batteries (NC001) | C | P/H | NMF |
| Chesapeake & Ohio Canal NHP | Williamsport (MD004) | C | F/L | NMF |
| Chickamauga & Chattanooga NMP | — | — | — | 8089 |
| | Chattanooga (TN024) | A | F/M | — |
| | Chickamauga (GA004) | A | G/M | — |
| Colonial NHP | — | — | — | NMF |
| | Williamsburg (VA010) | B | F/L | — |
| | Yorktown (VA009) | B | G/L | — |
| Fort Caroline NMem | St. Johns Bluff (FL003) | D | L/— | NMF |
| Fort Donelson NB | Fort Donelson (TN002) | A | F/H | 525 |
| Fort Pulaski NM | Fort Pulaski (GA001) | B | G/L | 5365 |
| Fort Sumter NM | — | — | — | 194 |
| | Fort Sumter (SC001) | A | G/L | — |
| | Fort Sumter (SC008) | B | F/L | — |
| | Charleston Harbor (SC004) | C | F/L | — |
| | Charleston Harbor (SC009) | B | F/L | — |
| Fredericksburg & Spotsylvania NMP | — | — | — | 6218 |
| | Chancellorsville (VA032) | A | F/H | — |
| | Fredericksburg (VA028) | A | P/M | — |
| | 2nd Fredericksburg (VA034) | B | P/M | — |
| | Salem Church (VA033) | B | P/H | — |
| | Spotsylvania (VA048) | A | G/H | — |
| | Wilderness (VA046) | A | F/H | — |
| Gettysburg NMP | Gettysburg (PA002) | A | G/M | 3954 |
| Gulf Islands NS | Santa Rosa Island (FL001) | C | G/L | NMF |
| Harpers Ferry NHP | Harpers Ferry (WV010) | B | F/M | 2159 |
| Jean Lafitte NHPP | New Orleans (LA002) | B | P/H | NMF |
| Kennesaw Mountain NBP | — | — | — | 2880 |
| | Kennesaw (GA015) | B | F/H | — |
| | Kolb's Farm (GA014) | C | F/H | — |
| Manassas NBP | — | — | — | 4356 |
| | 1st Manassas (VA005) | A | G/L | — |
| | 2nd Manassas (VA026) | A | G/M | — |
| Monocacy NB | Monocacy (MD007) | B | G/H | 1014 |
| Pea Ridge NMP | Pea Ridge (AR001) | A | G/L | 4279 |
| Pecos NHP | Glorieta Pass (NM002) | A | F/M | NMF |
| Petersburg NB | — | — | — | 1529 |
| | Crater (VA070) | A | G/L | — |
| | Five Forks (VA088) | A | G/L | — |
| | Globe Tavern (VA072) | B | P/H | — |
| | Peebles' Farm (VA074) | B | F/L | — |
| | Petersburg (VA063) | A | G/L | — |
| | Petersburg (VA089) | A | F/H | — |

| NATIONAL PARK NAME | BATTLEFIELD (Reference No.) | MILITARY CLASS | INTEGRITY/ THREATS ¹ | MGMT ACRES ² |
|--------------------|-----------------------------------|-------------------|------------------------------------|----------------------------|
| Richmond NBP | — | — | — | 772 |
| | Beaver Dam Creek (VA016) | B | L/— | — |
| | Chaffin's Farm (N Mkt Hts)(VA075) | B | F/H | — |
| | Cold Harbor (VA062) | A | F/H | — |
| | Drewry's Bluff (VA012) | B | G/L | — |
| | Fort Stedman (VA084) | A | G/L | — |
| | Gaines' Mill (VA017) | A | G/H | — |
| | Glendale (VA020b) | B | G/M | — |
| | Malvern Hill (VA021) | A | G/H | — |
| | Proctor's Creek (VA053) | B | P/H | — |
| | Ware Bottom Church (VA054) | C | F/H | — |
| Rock Creek Park | Fort Stevens (DC001) | B | L/— | NMF |
| Shiloh NMP | Shiloh (TN003) | A | G/L | 3908 |
| Stones River NB | — | — | — | 380 |
| | Murfreesborough (TN037) | D | F/M | — |
| | Stones River (TN010) | A | P/H | — |
| Tupelo NB | Tupelo (MS015) | B | L/— | 1 |
| Vicksburg NMP | Vicksburg (MS011) | A | F/H | 1613 |
| Wilson's Creek NB | Wilson's Creek (MO004) | A | G/L | 1750 |

NOTES:

¹Integrity key: G, F, P, L = Good, Fair, Poor, Lost. Threats key: H, M, L, — = High, Moderate, Low, Not applicable. Explanation in Appendix L.

²Mgmt Acres = Portion of authorized boundary actually under NPS management.

³National park abbreviations:

| | |
|--|------------------------------|
| NB = National Battlefield | NM = National Monument |
| NBS = National Battlefield Site | NMem = National Memorial |
| NBP = National Battlefield Park | NMP = National Military Park |
| NHP = National Historical Park | NS = National Seashore |
| NHPP = National Historical Park and Preserve | NST = National Scenic Trail |

⁴NMF = No meaningful figure; park authorization based on multiple resources with individual battlefields not specifically identified in NPS data.

Local and privately-owned parks: The newest feature of contemporary battlefield preservation is that of sites being owned by private, non-profit organizations for preservation and interpretation purposes. Typically this is done by a “friends” group or a local public institution as at **Byram's Ford**, **New Market**, **Rich Mountain** and **Mill Springs**. However, the Association for the Preservation of Civil War Sites is emerging as a national non-profit organization with a mission of operating as well as acquiring Civil War battlefields; they hold and manage parcels at **Fisher's Hill**, **McDowell**, and **Petersburg** (Pamplin Park).

Other Historic Designations

The scenario at **Spring Hill**, in which information about the Civil War battle may not have been presented at hearings for the proposed new Saturn automobile assembly plant, has been repeated again and again.³ Grass roots preservation campaigns typically



Levee construction threatened Byram's Ford, until the Kansas City government, Army Corps of Engineers, and local “friends” group negotiated a compromise, which includes creating a city battlefield park. (NPS)

Table 4:
**Major Campaigns and Interpretive Themes Not Represented
in the National Park System**

| A. CAMPAIGNS and OPERATIONS: | ASSOCIATED MAJOR SITES: ¹ |
|---|---|
| 1. Operations in Indian Territory, 1861 & 1863 | Chustenahlah (OK007) Honey Springs (OK003) ² |
| 2. Savannah Campaign (March to the the Sea), 1864 | Griswoldville (GA025) Fort McAllister (GA028) ² |
| 3. Red River Expedition, 1864 | Mansfield (LA018) ² Fort DeRussy (LA017) Pleasant Hill (LA019) |
| 4. Price's Missouri Expedition, 1864 | Newtonia (MO029) |
| 5. Carolinas Campaign, 1865 | Bentonville (NC020) ² |
| 6. Shenandoah Valley, 1862-1864 | —— ³ |
| B. INTERPRETIVE THEMES: | ASSOCIATED MAJOR SITES: ¹ |
| 1. Naval Operations (R) ⁴ | Hampton Roads (VA008) |
| 2. Cavalry Operations (H) | Brandy Station (VA035) |
| 3. Exceptional Individual and Group Bravery — African-American (J,N,O) | Chaffin's Farm/New Market Heights (VA075) |
| 4. Partisan Operations (F,C) | Corydon (IN001) ² |
| 5. International (A) | Palmeto Ranch (TX005) ² |

NOTES:

¹The most important Class A or B battlefields still in existence from the respective campaigns or themes that also are in good condition. These sites have not been studied to determine whether any meet established National Park System suitability and feasibility criteria.

²These sites already have state parks protecting some of the battlefield (Table 5) except Corydon, which is partly a county park, and Palmeto Ranch, which is partly owned by the U.S. Fish and Wildlife Service.

³Recommendations of major battlefields associated with Shenandoah Valley campaigns may be found in "Study of Civil War Sites in the Shenandoah Valley of Virginia, pursuant to Public Law 101-628," expected to be submitted by the Secretary of the Interior to Congress in Fiscal Year 1993 (i.e., before October 1, 1993).

⁴Letters in parentheses refer to classification of Interpretive Themes used in Appendixes L and M.

develop too late — when protection or preservation threats have already matured. Thus, an essential step toward protecting battlefields and other historic sites is to include them in inventory and historic designation programs. While inventory and designations provide little direct protection, it is through them that Federal, state, and local agencies and developers are alerted to the existence of these important places as they carry out their regulatory, planning, and construction programs. Through such designations, intense controversies as occurred at **Manassas** and **Brandy Station** can be avoided or be better managed. Fewer battlefields will be lost to progressive attrition and more preservation and development options will be available when their existence is known early in a planning process.

Although there are some state and local inventories and registers, the National Register of Historic Places is the only nationwide listing, based on uniform criteria, of historic and archaeological properties worthy of preservation. The National Register includes sites of state and local significance as well as of national significance. National significance is officially determined only by the Secretary of the Interior (National Historic Landmarks) or by Congress (establishing units of the National Park System). When a majority of private owners do not concur with listing their property in the National Register, the NPS is required by law to make a “determination of eligibility” for the Register. This helps to ensure that Federal agencies avoid needless historic property destruction.

Only 116 of the 384 principal battlefields are “designated” either through listing in the National Register or through establishment of a battlefield park; some sites may be designated in State or local registers but information on this is not available. Because it once was common to nominate only small commemorative areas many of these National Register listings do not include the entire area of historic significance thereby defeating much of the practical purpose of Register listing. The Commission assumes all of the sites in its battlefield inventory that still exist probably could qualify for listing in the National Register of Historic Places. Further, only 26 battlefields currently are designated National Historic Landmarks even though it is likely that all of the Commission’s Class A sites and many of the Class B sites would meet those standards.

The Commission reviewed and discussed on several occasions the Fifth Amendment to the U.S. Constitution. Property rights are indeed to be respected, and the Federal, state, and the local governments must ensure due process of law and just compen-

sation when appropriate. Public testimony was received by the Commission, primarily at its meeting in Richmond, Virginia (Appendix D), to the effect that historic designation or inclusion in a national park study area depresses property values. The Commission has received no documentation or analyses showing this to be a generally occurring problem. Recent reviews by Scenic America and the National Trust for Historic Preservation, as well as ongoing work by the Conservation Fund’s Civil War Battlefield Campaign, identified several communities in which it has been shown that significant appreciation in land value occurs within historic districts and adjacent to park or other open space — even agricultural — which is in a permanent conservation or zoning status that will maintain its open character.⁴

Indeed, the Conservation Fund uses this very relationship between higher values in developed land when adjacent to conserved land to drive an economically viable and environmentally beneficial project at Elkhorn Slough in California. There, residential buyers gain assurance of a protected and attractive adjacent natural setting.

The other studies available to the Commission (see Appendix G) generally confirm this finding — that historic and/or open space designations generally increase property values. While this does not preclude designations from lowering value at specific locations, the likelihood appears to be small. Moreover, any such possibility probably would be avoidable through advance consultation between owners, local officials and the Federal, state, or local designating authority to clarify the real or perceived implications of a designation.

The existence of significant Civil War history at any given place is a matter of fact. We cannot pretend it does not exist, and property owners usually are pleased to know of such historic significance. It has been suggested that the experiences in Virginia with historic designations may not be applicable elsewhere. Whether or not this is so, these questions are complicated and need more study.⁵ With this caveat, it is the Commission’s opinion that if it is shown that a historic designation does have a significant adverse affect on land value, the solution is not to avoid designation, which is a step toward protecting those values. Instead, the better approach is for state and local governments to assure there are mechanisms available to private owners to minimize any significant economic inequities, such as through the ability to sell development rights and transfer them to another location.

³See Georgie Boge and Margie Holder Boge, 1993, *Paving Over the Past: A History and Guide to Civil War Battlefield Preservation*, Island Press, Washington, DC, pg. 77-79.

⁴E. Brabec, 1992, “On the Value of Open Spaces,” Scenic America Technical Information, Vol. 1, No. 2; Government Finance Research Center, 1991, “The Economic Benefits of Preserving Community Character, A Case Study: Fredericksburg, Virginia,” National Trust for Historic Preservation, Washington, DC. Also see Boge and Boge, 1993, *Paving Over the Past*.

⁵The Virginia State Assembly has directed the Department of Historic Resources to study this issue.

Table 5:
Civil War Battlefields at State Parks

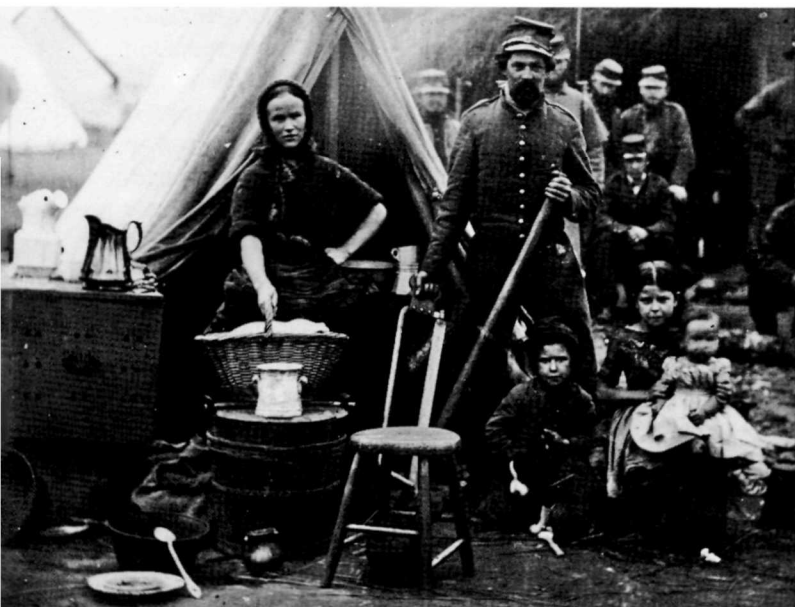
| STATE PARK NAME | BATTLEFIELD (Reference No.) | INTEGRITY/ THREATS ¹ | MGMT ACRES ² |
|--|--------------------------------|------------------------------------|----------------------------|
| CLASS A BATTLEFIELDS: | | | |
| Bentonville Battleground (NC) | Bentonville (NC020) | G/M | 100 |
| Historic Blakely State Park (AL) | Fort Blakely (AL006) | G/L | 2000 |
| Fort Fisher State Park (NC) | Fort Fisher (NC015) | P/H | — |
| Mansfield State Commemorative Area (LA) | Mansfield (LA018) | F/L | 44 |
| Fort Morgan State Park (AL) | Mobile Bay (AL003) | F/M | 467 |
| Perryville Battlefield State Historic Site (KY) | Perryville (KY009) | G/M | 98 |
| Port Hudson State Commemorative Area (LA) | Port Hudson (LA010) | G/H | 643 |
| CLASS B BATTLEFIELDS: | | | |
| Carnifex Ferry Battlefield State Park (WV) | Carnifex Ferry (WV006) | G/L | 156 |
| Fort Davidson State Historic Site (MO) | Fort Davidson (MO021) | F/M | 40 |
| Fort McAllister Historic Site, Richmond Hill State Park (GA) | Fort McAllister (GA028) | G/L | 1700 |
| Fort Pillow State Park (TN) | Fort Pillow (TN030) | G/L | 1650 |
| Honey Springs Battlefield Park (OK) ³ | Honey Springs (OK007) | F/H | 640 |
| New Market Battlefield Historic Park (VA) ⁴ | New Market (VA110) | P/M | 280 |
| Olustee Battlefield State Park (FL) | Olustee (FL005) | G/L | 3 |
| Prairie Grove Battlefield State Park (AR) | Prairie Grove (AR005) | G/M | 130 |
| Sabine Pass State Park (TX) | Sabine Pass II (TX006) | F/L | 56 |
| Sailors' Creek Battlefield Historical State Park (VA) | Sailor's Creek (VA093) | G/L | 221 |
| CLASS C BATTLEFIELDS: | | | |
| Columbus-Belmont State Park (MO) | Belmont (MO009) | P/H | — |
| The Battle of Carthage State Historic Site (MO) | Carthage (MO002) | G/M | 7 |
| Droop Mountain State Park (WV) | Droop Mountain (WV012) | G/L | 287 |
| Fort Fisher State Park (NC) | Fort Fisher (NC014) | P/H | — |
| Fort Macon State Park (NC) | Fort Macon (NC004) | F/L | 385 |
| Fort McAllister Historic Site, Richmond Hill State Park (GA) | Fort McAllister (GA002) | G/L | 1700 |
| Fort Ridgely State Memorial Park (MN) | Fort Ridgely (MN001) | G/L | 584 |
| Grand Gulf Military Park (MS) | Grand Gulf (MS004) | G/M | — |
| Jenkins' Ferry State Park (AR) | Jenkins' Ferry (AR016) | G/L | 40 |
| Killdeer Mountain State Historic Park (ND) | Killdeer Mountain (ND005) | F/L | 1 |
| Battle of Lexington State Historic Site (MO) | Lexington (MO006) | F/H | 105 |
| The Mine Creek Battlefield State Historic Site (KS) | Mine Creek (KS003) | G/L | 280 |
| Natural Bridge Battlefield State Historic Site (FL) | Natural Bridge (FL006) | G/L | 7 |
| Pickett's Mill State Historic Site (GA) | Pickett's Mills (GA012) | G/L | — |
| Poison Spring Battlefield State Park (AR) | Poison Spring (AR016) | G/L | 85 |
| Sabine Pass State Park (TX) | Sabine Pass (TX001) | F/L | 56 |
| Staunton River Bridge Battlefield State Park (VA) | Staunton River Bridge (VA113) | G/L | 7 |
| CLASS D BATTLEFIELDS: | | | |
| Marks Mills Battleground Historical Monument (AR) | Marks Mills (AR015) | F/M | 6 |
| Rivers Bridge State Park (SC) | Rivers Bridge (SC011) | G/L | 390 |
| Whitestone Battlefield State Park (ND) | Whitestone Hill (ND004) | F/L | 76 |

NOTES:

¹Integrity key: G, F, P = Good, Fair, Poor. Threats key: H, M, L = High, Moderate, Low. Explanation in Appendix L.

²Mgmt Acres = Area actually under State management, if available.

³⁻⁴Operated by the Oklahoma Historical Society and the Virginia Military Institute, respectively; each is a state agency.



Many historical themes, including women in the Civil War, are not fully interpreted at battlefield sites. (Library of Congress)

Battlefield Interpretation

Civil War interpretation programs are relatively few in number, being found principally at National and state battlefield parks and some of the very few privately owned park sites. The programs at many of these battlefields are confined to the military combat that took place there, or to the military life. Related themes such as the military and support roles played by African Americans, Native Americans, Hispanics, and women; unequal pay for African-American soldiers, passage of the 13th Amendment to the Constitution, cavalry and partisan warfare; and naval activities of the war are seldom presented except peripherally.

Many of these potential interpretive themes are quite dramatic. For example, at **Port Hudson**, African-American troop units demonstrated for the first time their ability to fight effectively and aggressively. Motivated in large measure by the desire to end slavery, at the very end of the war there were more black soldiers in the Federal armies than there were soldiers in all the Confederate armies. Few people realize that Admiral David G. Farragut was Hispanic, or that Mexican government troops intervened on the side of Confederates engaging Union forces at **Palmeto Ranch** on the Texas-Mexico border. These corollary issues and events provide rich material for educational programs that go beyond the strategic and tactical military issues.

To assist present and future battlefield managers in identifying interpretive themes that are specifically associated with individual sites, in addition to their military event, the Commission's

inventory (Appendixes L and M) lists all battlefields along with their specific interpretive potential.

The Civil War Soldiers System is an exciting new dimension of interpretation currently under development. This computer data base will contain the names of more than 3 million soldiers and sailors, their pertinent service information such as dates and military units, and related bibliographic information such as regimental histories, information on battles in which an individual's unit participated, and National Archives records request information. This data base is expected to be fully operational at many NPS battlefield visitor centers in three to five years. It will give visitors to Civil War battlefield parks an immediate response about an ancestor's participation in the war. Such immediate and personal connection that a person or a family can establish with the great events at Civil War battlefields in most cases will create a much more focused and attentive visitor in battlefield museums and interpretive programs on the site.⁶

Public and Private Preservation Partnerships

The scale of Civil War battlefield preservation is such that it requires the efforts of combinations of organizations pooling their respective strengths. Public agencies and private organizations clearly have different and complementary capabilities. Public agencies are better able to formulate policy and carry out authoritative technical programs such as research, historic site evaluation, inventory and registration, and planning. Private organizations are much more effective marketers and fund-raisers, can work more closely with local officials and landowners, have the ability to respond more quickly to developing land protection opportunities, and are able to negotiate more realistic market-driven prices than the full fair market appraisal value the Federal government is required by law to pay in its acquisitions. Some examples of such partnership combinations that currently exist follow.

The previously mentioned NPS American Battlefield Protection Program (ABPP) is the only regularly funded Federal Civil War battlefield protection program. The ABPP works closely with the National Register of Historic Places, State Historic Preservation Officers, and the Civil War Trust to provide technical support to high priority battlefields. In fiscal year 1993, the ABPP is providing approximately \$500,000 in non-acquisition project assistance to local battlefield management groups. In the past 18 months the ABPP also has provided technical assistance for such activities as detailed earthworks surveys, historic feature mapping, National Register documentation, and site planning assistance at numerous battlefields, among them **Yorktown**, **Perryville**, **Cold Harbor**, **Prairie Grove**, **Stones River**, **Port Hudson**, **Corinth**, **Mill Springs**, and **Honey Springs**.

⁶An interesting recent account of the Allen family visiting Brandy Station confirms this expectation; see "A Family Finds Roots at a Bend in the Road," *Civil War Landscape*, *The Quarterly Newsletter of the Civil War Trust*, Summer, 1993.

The ABPP is sponsoring development of the previously mentioned Civil War Soldiers System (CWSS). Because of the scale of this project, involving as it does software development, data entry of millions of records, and marketing the product, ABPP is linked with five other organizations. Each participant is responsible for certain major project activities: NPS Information and Telecommunications Division whose staff originated the CWSS idea (project management, user software interface); ABPP (funding); the Civil War Trust (fund-raising, marketing the product); the National Archives (records preparation); the Mormon Church (data entry software); and the Federation of Genealogical Societies (data entry).

The private sector counterpart to the ABPP is the non-profit Civil War Trust (CWT). The CWT was established in 1991 in response to a need identified by the Department of the Interior for an organization to undertake a nationwide marketing and fund-raising campaign. The CWT has set the ambitious goal of raising \$200 million by the year 2000 and expects to give battlefield preservation the necessary high national visibility to attract very significant amounts of private funding support. The ABPP and the CWT are linked with a memorandum of agreement whereby the ABPP provides technical support and research results to the Trust in support of their fund-raising campaigns primarily for Class A and B sites thereby bringing their respective technical and marketing capabilities together. The CWT thus far has purchased or contributed to land acquisition at Harpers Ferry, Mill Springs, Byram's Ford, South Mountain, and Antietam.

The CWT coordinated a coalition of organizations and individuals working with the Congressional Sunbelt Caucus and other leaders to win enactment of the Civil War Battlefield Commemorative Coin Act of 1992 which is expected to produce up to \$21 million beginning in 1995. These funds are to be administered by the CWT for priority battlefield acquisition. The CWT also has entered into formal partnerships with American Forests, the nation's oldest forestry organization, to market to the public the seedlings of trees from historic sites with part of the sales revenue going to CWT for battlefield land acquisition.

Also working in cooperation with both the ABPP, the CWT, and with state organizations, the Association for Preservation of Civil War Sites (APCWS) focuses principally on Class A, B, and C sites, and develops detailed information on parcel ownership and market conditions at a number of sites they have identified. When possible, APCWS acquires and manages

parcels, including making some open for public visitation. The APCWS, thus far, has purchased or contributed to land acquisition at more than a dozen battle sites with major acquisitions at Petersburg, Bentonville, White Oak Road, Hatcher's Run, McDowell, Fisher's Hill, Byram's Ford, and Rich Mountain.

A partnership-based program of land acquisition is carried out also by the Conservation Fund's Civil War Battlefield Campaign. The Fund specializes in projects and programs blending conservation and economic goals. In the battlefield protection context, the Conservation Fund is actively promoting the importance of heritage tourism to regional economies, and the need for more local officials to view historic site protection and interpretation as the underlying basis for a valuable local industry. Focused primarily on Class A battlefields, the Fund has succeeded in acquiring major parcels at Petersburg, Shiloh, Fredericksburg, Antietam, Port Hudson, Corinth, Glorietta Pass, Harpers

Ferry, Bentonville, Prairie Grove, Fisher's Hill, Vicksburg, and Chancellorsville.

Also, the Richard King Mellon Foundation, assisted by the Conservation Fund, has acquired and preserved land at several other Class A battlefields, among them Antietam, Five Forks, Wilderness, and Gettysburg.

Another important national park-private sector partnership program is operated by the Partners in Parks organization. Partners in Parks seeks to establish long-term relationships between park managers and individuals or groups willing to contribute time and skills to studying and protecting the park's resources. Although they have concentrated on national parks, the organization will work with other public agencies.



The Civil War Trust recently purchased 56 acres between Bolivar Heights and School House Ridge, at Harpers Ferry, for donation to the adjacent National Park. The land had been slated for townhouse development, until bankruptcy put it back on the market. (NPS)

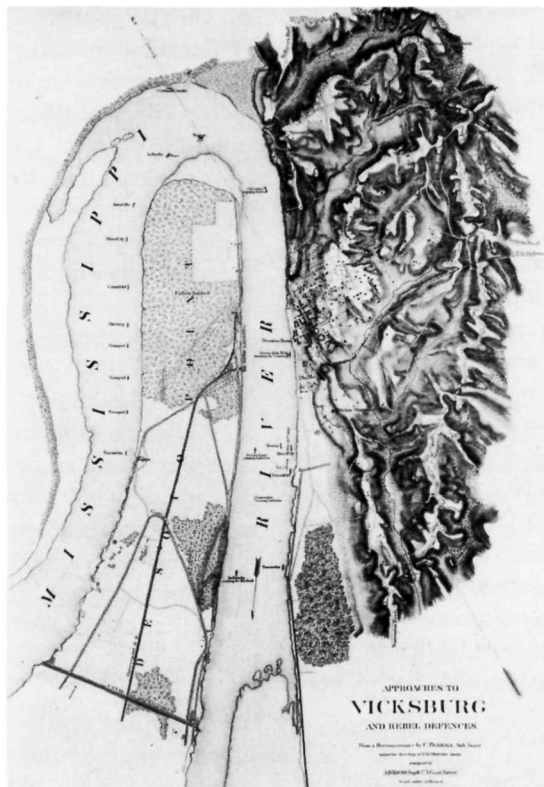
As another form of partnership mechanism, a number of local park advisory commissions have lately come into use at National Park units. So far this has been done only at **Gettysburg** of the NPS Civil War battlefields. These commissions usually are made up of representatives of local governments, residents of communities adjacent to the park, and some state officials to give advice on the planning, development, and management of a park. Such commissions are especially useful at newly authorized park areas and help build sound relationships between the park manager and the community.

"Friends" groups often serve a similar purpose to park advisory commissions and have been successful at several state battlefield parks such as **Fort Fisher**, **Perryville**, **Prairie Grove**, and **Port Hudson**. At the local level, an increasing number of battlefields are supported by "friends" groups and commissions (e.g., **Antietam**, **Byram's Ford**, **Cedar Creek**, **Mill Springs**, **Rich Mountain**, and **Corinth**). And, of course, the many Civil War Roundtables and similar societies keep the issue of Civil War site preservation in the public eye (see Appendix H). Most of the partnerships mentioned have accomplished useful objectives, and this approach can be considered successfully tested.

Finally, we have seen that the Civil War community comprises individuals with a wide range of interests and activities. These include professional as well as avocational historians, archeologists, genealogists, and re-enactors. In recent years, there has been a shift from passive "arm-chair" pursuit of Civil War history to an active, personal involvement. Re-enactors, for example, don authentic period clothing and equipment to provide living history presentations at many national and state parks, offering the public a glimpse of what life was like for soldiers and civilians during the war. Historians and popular authors regard it as essential to walk battlefield ground before committing words to paper. Not content merely to read about events, people increasingly choose to visit battlefield sites on vacation. There is a great deal of public interest in the Civil War and all its sites; this is the most fundamental public-private partnership of all.

How Many Battlefields are Protected Now?

Today, only a handful of principal Civil War battlefields — possibly 12 — might be considered adequately protected, although there are differing opinions about even this. The 58 battlefields in National Park areas, 37 in state parks, and others with some public ownership generally only protect portions ranging from very little (**Brices Cross Roads** = 1 acre) to 90 percent (**Chickamauga**) of core areas. Commission and American Battlefield Protection Program staff are working now to refine this part of the inventory data, but it will be several more months before definitive information is available.



The Conservation Fund facilitated the donation of 5 acres of Grant's Canal to Vicksburg National Military Park, in conjunction with land owners, local banks, and Congress. The Fund also is partner in a state heritage education program on the Vicksburg Campaign. (National Archives)

Some of the site information we have is quite good, while some is in need of further consultation, research, and field checking. For most sites we have a fairly good idea of the gross areas involved in the core and study areas. Although this is an essential first step, by itself it is not too useful for either large scale policy purposes or for detailed local planning. This is because, for example, the estimates may include areas already redeveloped and lost; or they may include water areas along major rivers, harbors and coastline; or they may include areas already under protection in national forests, local greenways, and so on. Further, many battles took place on approximately the same land as other battles, and while two sites individually may have involved 2000 acres, the actual space involved may only be

an aggregate of 2500 acres rather than 4000 acres. The real area of battlefields to be protected is not simply their sum.

Good data are not available yet for the relationship between boundaries of protected land (parks, easements) and boundaries of historic battle sites. Moreover, the meaning of "protected land" will vary widely from site to site. In one instance it may be largely public parkland, while in others it may be a mix of public and private parkland, private land with conservation easements or zoning restrictions, and overlay zoning to protect viewsheds. The specific combination of protection techniques at any given battlefield depends on many unique local factors. The best generalization we can offer at this time is that perhaps a third are protected a little, but very few are protected enough to substantially retain their historic integrity for many more years.

How Can Battlefields Be Better Protected?

In the United States, historic preservation has tended to focus on sites, buildings, and historic districts of more modest size than most Civil War battlefields. Currently the average size of the more than 60,000 historic properties listed in the National Register of Historic Places is 200 acres. By contrast, the average size of the 384 principal Civil War battlefield study areas is around 4,200 acres.

Most historic preservation approaches tend to be adapted to smaller, community-based properties; open land preservation techniques are not widely applied to historic preservation. This often has left landowners, developers, and public officials feeling that there is no way to simultaneously preserve battlefields and change land use. Under these circumstances, the relationship between public responsibility and private rights is often strained.

Earlier we noted that, although a variety of preservation activities are underway, protection of battlefields in national and state park systems has been the principal hope for battlefield protection, a hope becoming progressively forlorn as the scale of the protection needs becomes more clearly defined. It seems safe to say, with public ownership having only addressed relatively small parts at many of the 95 national and state battlefield parks, and with public revenues being extremely limited, that we need to rethink the approach.

The Commission sponsored workshops to bring together experts in fields related to preservation, planning, and tax law. Findings and preservation alternatives distilled from these meetings and related studies are reported in Appendix G, *Civil War Heritage Preservation: A Study of Alternatives* by Elizabeth B. Waters with assistance from Denice M. Dressel.

The key finding from those studies is that there is no “magic bullet.” Indeed, there are not many truly new ideas around, but there are many unimplemented ideas that could be helpful to protecting Civil War battlefields. The Commission particularly wishes to emphasize the following topics:

- Government leadership;
- Preservation priorities;
- Private sector preservation;
- Preservation and local jurisdictions;
- Public and private funding; and
- Technical support and educational programs.

Government Leadership

Federal, state, and local governments need to exercise, or expand, their roles as battlefield preservation leaders; they must

define directions, ensure tools are available, and periodically report on progress.

• **Directions.** Foremost among leadership needs is to define the results expected from a national campaign to preserve Civil War battlefields. The historic resources of the Civil War embody a very broad national legacy. Not only do we have the battlefields and their landscapes, but there are numerous interesting military fortifications and archeological sites still in excellent condition that never were involved in battle; there are the buildings and structures of villages and towns which were settings for the unfolding conflict. But, in addition, these mid-19th century town and country settings often predate the Civil War by substantial periods, at times reaching back to 18th century America. Protecting our Civil War heritage also protects a cultural and historical legacy from the first century of our national life.

Battlefield landscapes provide a physical framework for extending local heritage preservation, education, and tourism to a range of collateral historic properties. Heritage tourism is, or can be, a valuable industry for those communities with a need to strengthen their economies. Heritage tourism shares the message of a region's history and is a principal means by which much of the educational function inherent in historic properties is realized. But carrying out educational programs and reaping economic benefits can only happen when original historic properties remain to convey an authentic sense of the historic place.

Insofar as the battles of the Civil War are concerned, the Commission has concluded that, out of more than 10,000 such places, 384 are the principal battle sites. These are the places needed to tell many important stories but, in fact, they are all chapters of a single, grand story. Therefore, **the Commission believes that the result, or national goal, of Civil War battlefield preservation should be to provide a national assemblage, or set of key site locations, of as many as remain of the 384 principal battlefields.** We will then have the means to show to our children all the major episodes of our profoundest tragedy and national rebirth. Communities can then build educationally as well as economically on this network of sites by connecting it to related Civil War properties as well as to other elements of our national, state, and local history. Such a network is a vital national resource for conveying those basic American themes and values that keep us from fragmenting into competing cultures: democracy and unity, equality and tolerance, respect for the land and for the rights of others.

• **Responsibilities.** Preservation of Civil War battlefields, especially the Class A and B sites, requires strong Federal leadership coupled with prompt, coordinated public/private actions. Likewise, preservation of the Class C and D battlefields should depend on strong leadership from state governments. This need not be a rigid distinction, but the existing tendency is for states

Table 6:
Summary of Civil War Battlefield Preservation Priorities

| | THEATERS ² | | | | | |
|---|-----------------------|----------------|--------------|------------|---------|------------------|
| | Main Eastern | Lower Seaboard | Main Western | Trans-Miss | Pacific | TOTAL |
| PRIORITY I: | | | | | | |
| I.1. Class A, G/F, H/M, <20% ² | 5 | 1 | 4 | 1 | 0 | 11 |
| I.2. Class A, G/F, H/M, >20% | 6 | 0 | 3 | 0 | 0 | 9 |
| I.3. Class B, G/F, H/M | 15 | 1 | 10 | 4 | 0 | 30 |
| PRIORITY II: | | | | | | |
| II.1. Class A, G/F, L, <20% | 0 | 0 | 1 | 1 | 0 | 2 |
| II.2. Class B, G/F, L, <20% | 11 | 0 | 5 | 6 | 0 | 22 |
| II.3. Class C, G/F, H/M | 14 | 1 | 14 | 6 | 0 | 35 |
| II.4. Class D, G/F, H/M | 7 | 2 | 6 | 4 | 0 | 19 |
| PRIORITY III: | | | | | | |
| III.1. Class A, G/F, L, >20% | 6 | 1 | 2 | 2 | 0 | 11 |
| III.2. Class B, G/F, L, >20% | 6 | 4 | 2 | 0 | 0 | 12 |
| III.3. Class C, G/F, L | 20 | 4 | 12 | 13 | 1 | 50 |
| III.4. Class D, G/F, L | 14 | 2 | 4 | 12 | 0 | 32 |
| PRIORITY IV: | | | | | | |
| IV.1. All classes, P, all threats | 28 | 6 | 21 | 9 | 0 | 64 |
| IV.2. All classes, L, threats N/A | 21 | 8 | 30 | 12 | 0 | 71 |
| TOTAL: | 153 | 30 | 114 | 70 | 1 | 368 ³ |

NOTES:

¹See Table 1 footnote for explanation of theaters. See Table 7 for individual site names.

²Criteria keys. Integrity: G, F, P, L = Good, Fair, Poor, Lost; Threats: H, M, L = High, Moderate, Low. <20% = estimated to be less than 20 percent of site protected; >20% = estimated to be more than 20 percent of site protected.

³Totals do not add to 384 because of missing information for 17 sites.

to be primarily concerned with Class B and C sites in their park systems and for the Federal government to be primarily concerned with Class A and B sites in the National Park System (Tables 3 and 5). While this supports the Commission's belief that these are practical lines along which to divide primary preservation leadership responsibility it also illustrates the need for some entity to assume greater interest and oversight responsibility for preservation of Class D sites. The states seem a logical partner to do this.

Leadership responsibility includes establishing goals, coordinating policies, providing authoritative historical information and maps, recommending preservation standards and guidelines, appropriating funds to adequately operate Federal and state-owned battlefields, some stimulating non-government activities with limited financial aid, and providing technical assistance. It also includes initiating or recommending legislation to make sure private organizations and individuals, as well as Federal, state, and local agencies, have the necessary authorities to protect battlefield land.

The existing National Park Service American Battlefield Protection Program is an appropriate agency to continue to coordinate Federal activities. It would also be desirable to periodically reconstitute this Commission to review and report on the overall progress, or perhaps to assign this responsibility to some other non-Federal body.

Four states recently have created Civil War sites commissions. States that have not done so, particularly in those states with a significant number of the principal battlefields (see Table 2), should consider establishing such a coordinating body. These should be urged to adopt the priorities recommended in this report and to seek technical support from the NPS American Battlefield Protection Program if needed. Also, the Federal and State Historic Preservation Officers provide an existing administrative structure and body of technical specialists available through the National historic preservation program. Although this program already is overburdened with current demands, it could be used as part of the delivery mechanism for an expanded partnership-based Civil War heritage preservation program if they were provided additional operating funds.

- **Public/Private Partnerships.** Because of the number and extent of battlefield sites, because of the practical limitations in current Federal, state, and local budget policy, because land use regulation responsibilities are state and local responsibilities, and because the great majority of Civil War battlefield land is in private hands, a public/private partnership approach to battlefield preservation is virtually the only credible structure available at this time through which leadership can act.

The battlefield preservation activity cycle of research, field mapping, devising a protection plan, marketing the plan to legislatures and donors to raise funds, and implementing the manage-



The Association for the Preservation of Civil War Sites is among the few private organizations that manages battlefields. Fisher's Hill was funded by 1,300 private donors and is managed with assistance from a local chapter of the Sons of Confederate Veterans. (APCWS)

ment of a site according to the plan requires a breadth of expertise that few if any organizations in the nation possess. But many possess parts of what is needed. Government agencies often are focused on process and private groups on product; both are important. Private entities have the ability to respond rapidly to circumstances and stimulate volunteer efforts; public agencies are good at setting policy, conducting impartial research and technical evaluations, and regulating.

To successfully address 384 battlefields, governments must ensure that it is possible for such combinations to come together effectively. Traditional jurisdictional barriers can limit working relationships, but now there is a need for separate public and private agencies to form combinations to accomplish particular objectives, like protecting a battlefield, by engaging only their respective strengths and without being curtailed by their respective bureaucratic conventions and traditions.

If necessary, Congress should consider authorizing a public/private corporate structure that would facilitate these now-separate, but largely complementary, groups to come together as one or more functioning partnership entities to address specific preservation needs or specific sites.

A listing of groups important in Civil War battlefield preservation is given in Appendix H. This might serve as a useful starting point in promoting coordination and communication that might lead to new partnership linkages and combinations.

Preservation Priorities

The Commission has determined that many of the 384 principal battlefields are in precarious preservation situations. Today, 19 percent (71) of these battlefields have been lost, even though some significant parts may remain. Another 42 percent (160) is in imminent danger of being fragmented by development threats and lost as coherent historic sites. Without prompt

action on the threatened sites, within the next ten years, the nation may lose an aggregate of fully two-thirds of the major Civil War battlefields.

- **Battlefield Priorities.** After evaluating alternative combinations of significance, condition, and threats, the inventory of 384 sites has been divided into several priority levels. These levels reflect the Commission's view of the most effective sequence of preservation to achieve maximum overall battlefield protection. A summary of which theaters of operations the priority sites are located in is given in Table 6; the complete battlefield inventory is listed by priorities in Table 7 at the end of this chapter.

- **Priority I: Battlefields with a critical need for action by the Year 2000.**

Initially, actions should deal with the most important sites that are in better condition but which face the greatest threats. This priority includes many of the preeminent Civil War battlefields and consists of three subgroupings totaling 50 sites. There may be as many as 50,000 unprotected core area acres collectively at these 50 sites, not to mention those parts of the larger study areas for which some manner of preservation or protection might be needed.

- **Priority II: Battlefields with opportunities for comprehensive preservation.**

Next, national action should shift beyond crisis management to concentrate on the 24 Class A and B sites in relatively good condition, that face few threats, but are relatively little protected so far. In addition, actions at the state and local levels should concentrate on the 54 Class C and Class D battlefields that are in relatively good condition but face high threats.

- **Priority III: Battlefields needing some additional protection.**

Then, national leadership should conclude with the remaining 24 Class A and Class B sites that already have substantial historic land under protection and face limited threats, but still need some additional land protection. In addition, state or local leadership should concentrate on the 81 Class C and Class D battlefields that are in relatively good condition and are facing low threats.

- **Priority IV: Fragmented battlefields.**

Some very important sites are represented in the poor and lost integrity groups. However, it is the Commission's conclusion that, on the whole, the intensity of present-day conflicts and monetary costs associated with protecting the remains of these sites as a major national priority generally do not justify the expected results. The trade-off probably would be a diminished national capability to focus on the good and fair integrity sites also under severe threats. Therefore, these sites are given the lowest priority. Poor and lost integrity battlefields should be reviewed carefully and seriously by Federal, state and local officials to see if there are sufficiently important parcels or struc-

tures remaining that can be incorporated in local preservation programs and heritage tourism planning.

- **Management Priorities.** With the Commission's inventory of the principal battlefield sites, it should be possible for both the Federal and state governments to consult with local governments to (1) define the extent of sites that should be brought into their respective park systems, and (2) complete the boundary studies that identify the areas of potential public ownership and management.

Stabilizing the national and state park systems undoubtedly means some expansion, but not an unreasonable amount. However, by public agencies adopting a comprehensive Civil War battlefield protection program, the remainder of battlefields in our inventory then should be the heart of private and non-profit organizational efforts. This clarifies intentions among organizations and eliminates the piecemeal, "no sense of where it will all end" approach.

In addition, the Federal and state governments should work with local governments and appropriate private groups adjacent to battlefields in public ownership to prepare comprehensive plans for the protection of battlefield areas both inside and adjacent to but outside of the publicly-owned boundaries. Among other things, these plans should determine what parts are or will be under other public management (e.g., local parks, greenways, adjacent Federal lands), and determine what parts (such as areas in direct view that are essential parts of the interpretive setting) should be protected through cooperative measures taken with local authorities and adjacent landowners. Because some battlefields, like part of **Camp Allegheny**, are owned by non-park public agencies (in this case, the U.S. Forest Service), this is not always a park issue but one of general public land management.

The National Park Service is urged to seek appropriations to undertake a study of the campaigns and themes identified in Table 4 that the Commission believes are major gaps in the National Park System's protection of Civil War battlefields. Several of the principal sites shown in Table 4 already have some public ownership, with several even being state or local battlefield parks, although the area protected in most of these instances needs to be expanded. The point the Commission wishes to make is that the campaigns and themes identified on Table 4 are of great importance. The National Park Service should study the best way to preserve and interpret the associated key sites. This might be through addition to the National Park System in some cases. But it might equally be done through financial and/or technical assistance to the state or local government park authority if they have a serious commitment to preserving the battlefield. Given the availability of data collected by the Commission, we recommend the National Park Service conduct a special resource study to look at all of the issues and sites shown in Table 4 as a group at a cost not exceeding \$500,000.

The Federal policy of requiring a statutory authorization and other clearances prior to the National Park Service accepting land donations outside currently authorized park boundaries can significantly hinder battlefield preservation. Time may be of the essence to consummating a sale either to a non-profit organization intending to donate the property to the National Park Service or to private owners in a position to make donations.

The Commission understands that donations create a permanent Federal financial responsibility to manage and operate the land. We also understand that it is preferable that local jurisdictions support making these additions to National parks. However, the National Park Service, knowing fully the historical and operational implications of such donations, should be able to ask the Congress to consider such a boundary extension on an expedited basis *where rapid acceptance of a donation is in the public interest*. Past experience suggests such occasions would not occur often and would be within or close to the authorized boundary of battlefield parks assuming these boundaries are relatively current.

At least nine Federal agencies other than the National Park Service (i.e., Air Force, Army, Army Corps of Engineers, Coast Guard, Fish and Wildlife Service, Forest Service, Navy, Tennessee Valley Authority, and Department of Veterans Affairs) have permanent jurisdiction over all or part of 29 battlefields (Table 7). The NPS American Battlefield Protection Program should consult with these agencies under current historic preservation laws and determine whether any actions should be recommended to the heads of these agencies to assist with the protection of these sites.

Finally, as noted earlier, the Resolution Trust Corporation (RTC), the Federal Deposit Insurance Corporation, and other government financial institutions occasionally hold title or contracts on historic battlefield land. These agencies should be authorized to transfer such lands to the National Park Service, state or local governments, or to qualified non-profit organizations. The Commission estimates that the revenue loss based on the Federal government not selling the two currently identified properties would be less than \$1 million. Judging from comparing the number of battlefields in each state to the number of properties from each state in RTC records, the aggregate revenue loss over the next seven years would not exceed \$3 million but could protect several significant battlefield parcels.

Private Sector Preservation

In the preservation approach described here, private sector activities need not be limited in any sense. Opportunities exist for private as well as public owners and organizations to participate significantly in preserving Civil War battlefields. To take full advantage of the private sector's potential, though, we must open up new opportunities for battlefield preservation and cre-



Some of Camp Allegheny's prime historic land is under the care of a private owner. Limiting tort liability would enable such owners to encourage public access. (U.S. Department of Agriculture)

ate a more constructive, businesslike relationship between owners and government.

- **Create better tools for private owners.** Battlefield land owners need better incentives and opportunities to be effective stewards of their historic land through being able to keep the land, care for its historic elements, and provide opportunities to people to view the historic landscape.

Present Federal and state tax policies largely discourage preservation of Civil War battlefields. Although Federal tax incentives encourage preservation of valuable rural lands, the current rules render these incentives meaningless for many property owners. Several modest changes to tax rules would remove these disincentives and be of immense benefit to private property owners to protect open land by maintaining agriculture and other compatible uses (see Appendix G).

Specifically, the following changes to the United States Tax Code should be considered:

- Permit an executor or heirs to make a "post mortem" easement donation up to 2 years following a decedent's death to avoid forced sale of historic battlefield land.
- Modify Section 2032(a) of the Estate Tax Code for Civil War battlefield owners to eliminate the dollar limitation and require that the decedents and beneficiaries materially participate in farming or business activities.
- Convert the current Federal income tax deduction for charitable donation of historic land into an income tax credit.
- Allow the full deduction for donation of appreciated historic property including land and conservation ease-

ments for individuals paying the alternative minimum tax.

- Repeal the percentage of income limitation and the annual carry-forward limitations to allow full deduction of charitable gifts of appreciated property.

If necessary these proposals probably could be limited to property within 50 miles of U.S. Bureau of the Census Metropolitan Statistical Areas (MSAs) or from a national or state battlefield park to ensure application to the principal areas of pressure for land use change. It is difficult to estimate the revenue impact of these suggestions, but the Commission's consultations suggest they each would be less, probably considerably less, than \$5 million per year.¹

Beyond these tax proposals, which generally have to do with gifts or estates, owners wanting to be economically competitive with their historic land need the assistance of tools like the transfer of development rights (TDRs). Communities with important battlefields to preserve as part of a community effort also can offer some form of exemption from property taxes for owners placing land under permanent conservation or historic easements. Perhaps, in return, private owners would be required to give a public or private battlefield protection agency first refusal if they or their estate wish to sell the land. Battlefield protection groups and state Civil War sites commissions should seek legislative authority for these kinds of mechanisms that help level the playing field for owners actively participating in protecting battlefields.

Private owners need better opportunities to take more direct responsibility for maintaining the historic features associated with their land. For example, maintaining or restoring battlefield amenities such as keeping historically open fields no longer in cultivation or pasture from being overgrown with trees, protecting viewsheds, preventing earthworks from eroding and artifact collectors from digging, and keeping interpretive signs, footpaths, and gates in good repair are all examples of preservation activities private owners can perform. The Federal and state governments, as well as any other partners, should be able to enter into long-term contracts or agreements with private owners to actively maintain the historic character of battlefield land. Such an agreement might make it economically feasible, for example, for owners to stop from using earthworks at **Port Hudson** as a landfill.

Existing models, both in this country and abroad, demonstrate how such a program could work. As an example, the Department of Agriculture's Conservation Reserve Program, currently protects approximately 35 million acres in a manner that was highly praised to the Commission by private owners.² Such

a program of contracts with a public agency do not impair an owner's title. Payments are based on a per acre schedule depending on the type of action. This arrangement would be especially useful on historic land in the vicinity of national or state parks. It would extend the area of resource protection without removing land from private ownership and local tax rolls. Also, governments do not incur the capital and operating costs of publicly owned land. The costs of such a program are hard to predict since the kind of site protection plans needed to define where it would be used are only now being done. The Commission believes a pilot project is appropriate for the next decade funded at \$2.5 million per year. The National Park Service should be requested to report to Congress after five years of program operation about whether this is an efficient approach to minimizing public expenditures and achieving a conservation result. States are urged to consider implementing this approach as well.

Once battlefield lands are securely in private ownership and their historic features are stabilized or maintained by the owner, there is a need from time to time for public access to see and enjoy the historic site. To achieve access, it is necessary to limit the tort liability exposure of property owners. The Commission saw a vivid example of this need at **Camp Allegheny** where a major part of a most interesting battlefield is being cared for by a private owner. Most states have recreational use statutes that include historic sites but they have been widely ignored as a tool because of inconsistencies in their language and in their application. The practical degree of exposure of owners to liability claims is not clear. The American Bar Association (ABA) is reviewing these recreational use statutes nationwide at present with the goal of devising a model uniform recreational use statute.

The Commission believes successful private owner participation in battlefield protection includes having effective recreational use statutes in the states. We endorse and encourage the ABA project and recommend a uniform recreational use statute which specifically includes effective tort liability limits surrounding the "... viewing and enjoying of historical and archeological sites..." Upon its completion of such a model statute, we urge the National Park Service to ensure its dissemination to state Civil War sites commissions, state legislatures, and other interested individuals and organizations so they may actively work for the adoption of the model statute in their state.

These are some of the possibilities for enhancing the private owner's options for being a good steward of an important public resource; there probably are more. The important thing is to recognize the three basic activities — staying on the land; caring for

¹Some of these provisions are contained in legislation entitled "The Rural Land Conservation Act of 1993" now being considered by Congress.

²The English Countryside Commission has a similar program to enable private property owners to restore and maintain countryside amenities and natural habitat.

the resource; and enabling the public to appreciate the resource. Tools are needed for each, and not every tool will suit every owner. Governments and non-profit organizations, such as land trusts, need to create as many such mechanisms as they can.

- **Private battlefield management.** Several factors indicate that private preservation is a useful concept at this time: There are a great many sites and areas within sites that are not protected; Federal, state, and local governments all have severe budget crises; and in certain regions there is very strong local resistance to Federal or state acquisition of additional Civil War battlefield lands.

Private Civil War land holding and management entities would address all of these considerations by expanding protection, not drawing on public funds (at least not as much), and the organization would be a local land holder rather than an absentee owner. Such battlefield managers could, if necessary, “hire” the National Park Service or other professional agencies to provide needed technical expertise on preparing interpretive programs, exhibits, resources stabilization, and so on.

Although a number of organizations buy and hold battlefield land until it can be placed with a traditional public agency, few actually hold and manage the site — care for the land, maintain the resource, and make it available to the public. There are several instances of organizations that own and operate a single site: the National Trust for Historic Preservation (Cedar Creek), Rich Mountain Battlefield Foundation (Rich Mountain), and The Civil War Roundtable of Kansas City (Byram’s Ford). The Association for the Preservation of Civil War Sites is the largest such organization and operates several sites.³

The Commission believes that it is very important for such private entities to take their place beside government established park protection to permanently preserve many sites. In particular, it seems clear that very many Class C and D sites will need private preservation organizations to survive. At the same time, the Commission stresses that it is essential that any battlefield management organization maintain an authentic historic site and setting. Aside from the latter being appropriate to the purpose of preserving Civil War battlefields, the heritage tourist, reenactors, and other visitors and users of battlefields are generally discerning and can distinguish hype from history. Given these caveats, the Commission encourages permanent private preservation of Civil War sites, including organizations that wish to permanently manage multiple sites.

- **Friends groups.** Friends groups are a critical private sector preservation function. Most battlefields, large or small, of all degrees of importance, publicly or privately owned, benefit

immensely from a community-based support organization. They may be based on local Civil War Roundtables and other Civil War groups, or they may be organizations formed specifically for the purpose of preserving a site or aiding a public agency to do so. In all cases, Friends groups are virtually the *sine qua non* of successfully preserving a battlefield. The Commission recommends that private groups or individuals at **each** of the 384 battlefield locations determine whether such a Friends group already exists, and if not, to form one. Practically all preservation results from such groups articulating a need to government or to private organizations that can help bring preservation about.

Preservation and Local Jurisdictions

In addition to historical values, battlefield preservation is able to protect and make available to a community educational, economic, and environmental benefits. Approximately 90 percent of the battlefields in the Commission’s inventory are owned partly or wholly by private parties. Therefore, to ensure these benefits to the public local governments must play an active role in caring for the setting of nearly all historic battlefields through zoning, planning, preservation ordinances, and other local authorities.

- **Local planning.** Because battlefield documentation and maps adequate for contemporary planning and management purposes often do not exist or are not readily available, Civil War battlefield sites often have not received appropriate recognition in state and local planning processes. To perform this role, it is essential that local governments have authoritative information on battlefield locations and historic features so they can act in advance of development threats to sites.

Effective preservation comes from a collaborative preservation planning effort between park authority (public or private), local government, and adjacent property owners. Such planning rarely happens unless there is official documentation of “what and where” for each battlefield as a starting point. Currently only 117 of 384 battlefields are either listed in the National Register or are in established parks, or both. However, due to more extensive recent research, the National Register documentation, in most cases, incompletely describes the locations of listed battlefields.

Communities need ready access to a comprehensive inventory and detailed maps of all significant battlefields. The Commission’s inventory documentation will be compiled in suitable formats and be made available to state and local governments over the coming months by the NPS American Battlefield Protection Program; the ABPP also plans to continue to enlarge

³In early 1993, the Texas Parks and Wildlife Department contracted with a private, non-profit rural development organization to take over the operation of five historic parks, two of which are frontier forts. The state will pay management, operating, and capital costs. The non-profit will operate and market the parks including establishing endowments and supplementing admission fees with fund-raising.

and refine this inventory data.⁴ States should review the adequacy of current National Register listings for battlefields and submit nominations for others, particularly those for which local governments plan to apply for Federal assistance (e.g., ISTEA enhancement funds) for battlefield protection.

The important preservation question relative to development is not whether the latter occurs, but where it occurs. Local governments can be proactive in planning for areas with important battlefield landscapes. They should attempt to coordinate battlefield conservation with state or local plans for open space, parks, or other recreation areas; often battlefield preservation can be made compatible with these other open space needs. The protection of large historical landscapes today generally should employ multiple techniques. For example, there could be a concentric model with a core of historic parkland in public or private ownership, any adjacent open land under other public ownership (national or state forest, wildlife refuge, recreational park), then historic areas with more selective easements, zoning, historic district or other local controls, and farther out, local controls to protect key viewsheds and battlefield setting, if relevant. Local planning departments with computer mapping technology should create a Civil War sites map theme or layer incorporating battlefields and their associated features.

Lands adjacent to battlefield parks, as well as any other lands in a permanent open status, often are desirable for residential and commercial development. This usually has a deleterious effect on the battlefield's viewshed and setting (and, therefore, its interpretive potential) **even when an adequate amount of historic land is being protected.** The viewshed of each battlefield should be identified and mapped so that these locations can be taken into account by local zoning or other authorities. By adopting precautions such as density or height limitations and guidelines for unobtrusive building materials and signage, communities can adequately protect the vicinity of their historic battlefield site. If communities work out a preservation and protection plan in advance, developers and property owners will know at the

outset what is required of them and the limits on their flexibility. With advance preservation planning, developers can be more confident that their project can go forward with the battlefield taken into account.

There is a growing recognition of the value of such protection plans. The Commission notes particularly the cooperation between **Fredericksburg-Spotsylvania National Military Park**, **Stones River National Battlefield**, **Perryville State Battlefield Park**, **Prairie Grove State Battlefield Park**, and the **Siege and**

Battle of Corinth Task Force and their respective local governments. These groups working together with their local governments are defining priorities for protecting the character of historic lands adjacent to existing parkland without excessive public acquisition. This is a very practical approach for communities relying on heritage tourism as part of their economy.

It is important also for local governments to address the economics of preserving a historic landscape and deriving revenue from heritage tourism, versus developing the land for transportation, commercial, or residential purposes. Local govern-

ments typically must absorb the costs of constructing and maintaining public facilities. Local governments often depend on development to raise revenue for public service demands. In fact, as studies in progress by the Conservation Fund show, there is much evidence that development does not always pay for itself. Therefore, an important local revenue strategy often is to help private owners to stay on their land. For example, it would be better for taxation of historic battlefields to be based on land use rather than zoning.

While there are important intangible values that justify preservation of significant historic sites, there are tangible ones as well. In a time when public funding is sought for many worthwhile causes, it is important to point out the potential lower costs and higher long-range returns of battlefield preservation. While a viable manufacturing and service economy is necessary to provide the disposable income to make tourism successful, communities are encouraged to look at battlefield preservation as the



The American Battlefield Protection Program supports local community efforts, such as those at Corinth, Mississippi, to plan for the preservation of their Civil War heritage. (NPS)

⁴The National Park Service should prepare policies for the selective release of these materials on a need to know basis to assure the archeological resources of the battlefields are not damaged by relic collectors.

basis for an important local industry. Land values adjacent to park land often are higher than comparable land elsewhere. Managing growth not only saves important historic landscapes like battlefields, but can save public funds by providing utility, road, and emergency services for clustered developments.

- **Heritage tourism.** Some governments view historic preservation as an unessential frill, but this perception overlooks the economic impact. Tourists today choose vacations with an eye to getting the most for their dollar. When children are along there is a strong tendency to ensure that travel is educational and culturally beneficial. Surveys show that historic site visits are many times preferred by the traveling public to hunting, fishing, and recreation visits combined. Given effective advertising and the existence of authentic historic sites with well-developed interpretive programs, visitors are willing to travel many miles out of their way. Networking historic sites into a thematic heritage trail, itinerary, or corridor further maximizes dollars spent on site preparation. It also encourages the visitor to increase their length of stay in an area because concentrations of attractions are economically efficient from the tourist's perspective.

Preservation brings jobs to communities; not only service sector jobs, but jobs for skilled professionals and craftsmen such as carpenters, masons, painters, artists, historians, parks and recreation specialists, architects, and more. Heritage tourism is not a panacea, but there are a limited number of Civil War battlefields and associated sites and it will often be a rational community choice to preserve heritage sites and minimize development.

States and localities have many tools available to capitalize on heritage tourism by helping private and non-profit owners maintain an authentic historic environment: property tax abatement, historic preservation revolving funds, guaranteed loans, conservation easements, earmarking a portion of so-called amusement, room, and liquor taxes for preservation. Many states have laws protecting various kind of rural land — farmland, wetland, forests, rivers and streams — that frequently can be used in coordination with historic battlefield and site preservation. The growing popularity of heritage tourism can make Civil War battlefield preservation an important component of a community's or a region's economic development strategy.

Public and Private Funding

- **Federal and state financial aid.** Federal and state governments need to continue or, if possible, expand funding for land acquisition at already authorized battlefield parks. At the Federal level, this should mean at least maintaining the Land and Water Conservation Fund (LWCF) Federal acquisition appropriations at the current \$5-10 million level per annum at least until the Year 2000 to contribute to achieving protection of the Priority I National Park System battlefields. For Federal and state acquisition to successfully move forward, both should affirm as a matter

of policy that they will only acquire land from willing sellers, departing from this policy only under the rarest of circumstances.

Non-profit battlefield protection entities generally agree that Federal and state governments also need to make monetary contributions to legitimize their battlefield protection fund-raising efforts. Often it is necessary only to "prime the pump" of fund-raising campaigns. The Commission recommends that appropriations of \$10 million per annum be made available for use on a matching basis. These appropriations, too, should be made at least until Fiscal Year 2000 to contribute to achieving protection of the principally Priority I battlefields. This assistance should be available to local as well as national non-profit battlefield preservation groups.

The Federal Intermodal Surface Transportation Efficiency Act (ISTEA) is being implemented through state agencies and their advisory committees. It is imperative that state Civil War sites commissions, State Historic Preservation Officers, and local battlefield protection organizations coordinate rather than compete on requests made to the ISTEA program. Given this, it is not unreasonable to expect individual state allocations to battlefield preservation that would aggregate to at least \$5 million annually through 1997.

In addition, local governments have a variety of tax policy options to raise funds by earmarking portions of real estate transfer taxes, general tax revenues, bonds, and taxes related to the heritage tourist.

- **Private sector fund raising.** The Commission sees private sector fund-raising occurring at the national, state, and local levels. The Civil War Battlefield Commemorative Coin Act of 1992 is expected to raise revenues of \$21 million from coin sales beginning in 1995. These funds will be administered by the Civil War Trust in consultation with the Secretary of the Interior for use on high priority battlefield acquisitions. In addition, the Civil War Trust has established a fund-raising goal of \$200 million by the Year 2000 to be raised through nationwide marketing campaigns.

Other private non-profit organizations raise funds site by site through many different approaches ranging from donation of land, to grants and other funds, to limited development strategies in which the sale of a portion of a site finances conservation of the remainder. The Conservation Fund's Civil War Battlefield Campaign in part operates on a revolving fund basis.

Technical Support and Educational Programs

The owners and managers of battlefield sites, whether public or private, need a reliable source of technical assistance and support for the many specialized resource documentation, management, and educational functions.



- **Technical assistance and support services.** Preservation organizations often need assistance with site protection plans, general management plans, research and survey of historic features, interpretive program development, and maintenance and protection of earthworks, archeological sites, and structures. The National Park Service initiated technical assistance two years ago through the American Battlefield Protection Program. The Commission recommends that the ABPP continue as an essential permanent activity in support of other public and private organizations who manage Civil War battlefields. In addition, NPS should prepare technical guidelines for battlefield management, documentation, stabilization, and interpretation so that other public and private agencies have a basis for procuring their own site management services. So far, ABPP has awarded financial assistance for activities other than acquisition, conducted on-site consultations, and completed earthworks and other battlefield surveys at **Perryville, Port Hudson, and Stones River**. Surveying teams are working now on **Yorktown, Fredericksburg-Spotsylvania, and Cold Harbor**. The NPS should also consider making its experienced battlefield superintendents available on a mentoring basis to state and local parks that might lack such expertise.

Battlefield features, such as these trenches at Cold Harbor, are often not well mapped by modern standards. Planners need the accuracy of current technology to identify exactly which sites are highest priorities for preservation. (NPS)

The Commission recommends that all or most of the intact Class A and Class B sites — battlefields that were of exceptional military importance — that are not already designated National Historic Landmarks should be evaluated by the Secretary of the Interior for such designation. Only 16 battlefields currently are National Historic Landmarks. With additional study, some of the Class C or Class D sites also may be found to have National significance because of their concurrent involvement in social, political, or economic aspects of the nation's history. The Commission will forward its historical research and field inspection records on all battlefields to the appropriate State and Federal Historic Preservation Officers, and to local governments. Further, the Commission will recommend that they initiate the process either for nominating these battlefields to the National Register of Historic Places or for modifying boundaries of existing listings. The Commission urges the National Park Service to cooperate with and assist State Historic Preservation Officers in this task.



"Teaching with Historic Places" brings together local educators and historians to create lessons plans for battlefields. (National Trust for Historic Preservation)

- **Heritage education.** While Civil War battlefields and related sites hold an abiding interest for adults, they also are important resources for educating our children. Programs such as the joint National Park Service/National Trust for Historic Preservation's *"Teaching with Historic Places"* as well as those of schools taking field trips to battlefields, enable understanding to grow about why we fought, how the Union stayed intact, how slavery was abolished, and how the war shaped our national identity and ideals. Ultimately, most battlefields in the Commission's inventory should have lesson plans for use in local schools, and other public information and education tools. This will help build the local preservation consensus and support not just for the present, but for the long-term.

Civil War battlefields have always been part of the larger community. Well-interpreted battlefield parks, such as **Wilson's Creek National Battlefield** and **Prairie Grove State Park**, do not restrict their interpretation solely to the battle but present an array of themes such as the impacts of the battle and the War on the community's social, economic, and political affairs. A byproduct of broad-based interpretive programs is that they also establish a relationship and even a kind of "ownership" between

the site and the community. A more literal manifestation of this is the children's "penny brigade" that assists interpretive programs at **Wilson's Creek**. And, of course, Civil War battlefields also are used by the military services today as training grounds in leadership and tactics.

As discussed earlier, local Civil War parks can stimulate tourism as well as provide educational opportunities and recreational open space. We have been impressed by the heritage corridor potential of Grant's **Vicksburg** campaign and also by Hood's Middle Tennessee Campaign sites at **Nashville**, **Franklin**, **Spring Hill**, and **Columbia**. In this latter case, even though several of the individual battlefields have lost a great deal of historical integrity, we find the interpretive potential that remains in this aggregate of historically-linked sites still to be worth the preservation effort even including certain, now fragmentary, battlefields.

The Federal and state governments should take the lead in preparing heritage itineraries for major campaigns such as Atlanta, Sherman's March to the Sea, Gettysburg, Prices' Missouri Expedition, the Red River Campaign, and others.

Table 7:
Civil War Battlefields Listed By Preservation Priorities

| PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) ² | PUBLIC AGENCY ³ | INTEGRITY/ THREAT ⁴ | PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) ² | PUBLIC AGENCY ³ | INTEGRITY/ THREAT ⁴ |
|--|--|----------------------------|--------------------------------|--|--|----------------------------|--------------------------------|
| PRIORITY I: BATTLEFIELDS WITH CRITICAL NEED FOR COORDINATED NATIONWIDE ACTION BY THE YEAR 2000. | | | | Kennesaw Mtn | (GA015) | NPS | F/H |
| I.1 Class A, good or fair integrity, high or moderate threats, less than 20% of core area protected. | | | | Raymond | (MS007) | — | F/H |
| Gaines' Mill | (VA017) | NPS | G/H | Allatoona | (GA023) | COE | G/M |
| Malvern Hill | (VA021) | NPS | G/H | Brices Cross Rds | (MS014) | NPS | G/M |
| Port Hudson | (LA010) | VA/STATE | G/H | Glendale | (VA020) | NPS | G/M |
| Cold Harbor | (VA062) | NPS | F/H | Mill Springs | (KY006) | — | G/M |
| Fort Donelson | (TN002) | NPS | F/H | Newtonia | (MO029) | — | G/M |
| Petersburg | (VA089) | NPS | F/H | Prairie Grove | (AR005) | STATE | G/M |
| Bentonville | (NC020) | STATE | G/M | Rich Mountain | (WV003) | — | G/M |
| Perryville | (KY009) | STATE | G/M | South Mountain | (MD002) | NPS | G/M |
| Cedar Creek | (VA122) | — | F/M | White Oak Road | (VA087) | — | G/M |
| Glorieta Pass | (NM002) | NPS | F/M | Boydton Plank Rd | (VA079) | — | F/M |
| Mobile Bay | (AL003) | AF/STATE | F/M | Corinth | (MS016) | — | F/M |
| I.2. Class A, good or fair integrity, high or moderate threats, more than 20% of core area protected. | | | | Fisher's Hill | (VA120) | — | F/M |
| Spotsylvania CH | (VA048) | NPS | G/H | Fort Davidson | (MO021) | STATE | F/M |
| Chancellorsville | (VA032) | NPS | F/H | Harpers Ferry | (WV010) | NPS | F/M |
| Vicksburg | (MS011) | NPS | F/H | Mine Run | (VA044) | — | F/M |
| Wilderness | (VA046) | NPS | F/H | North Anna | (VA055) | — | F/M |
| Antietam | (MD003) | NPS | G/M | Ringgold Gap | (GA005) | FS | F/M |
| Chickamauga | (GA004) | NPS | G/M | Secessionville | (SC002) | — | F/M |
| Gettysburg | (PA002) | NPS | G/M | 2nd Deep Bottom | (VA071) | — | F/M |
| 2nd Manassas | (VA026) | NPS | G/M | PRIORITY II: BATTLEFIELDS WITH OPPORTUNITIES FOR COMPREHENSIVE PRESERVATION. | | | |
| Chattanooga | (TN024) | NPS | F/M | II.1. Class A, good or fair integrity, low threats, less than 20% of core area protected. | | | |
| I.3. Class B, good or fair integrity, high or moderate threats. | | | | Champion Hill | (MS009) | — | G/L |
| Brandy Station | (VA035) | — | G/H | Mansfield | (LA018) | STATE | F/L |
| Monocacy | (MD007) | NPS | G/H | II.2. Class B, good or fair integrity, low threats, less than 20% of core area protected. | | | |
| Port Gibson | (MS006) | STATE | G/H | Big Black R. Bridge | (MS010) | — | G/L |
| Spring Hill | (TN035) | — | G/H | Cedar Mountain | (VA022) | — | G/L |
| Bristoe Station | (VA040) | — | F/H | Chustenahlah | (OK003) | — | G/L |
| Chaffin's Farm/New Market Heights | (VA075) | NPS | F/H | Cross Keys | (VA105) | — | G/L |
| Chickasaw Bayou | (MS003) | — | F/H | Griswoldville | (GA025) | — | G/L |
| 1st Kernstown | (VA101) | — | F/H | Hampton Roads | (VA008) | — | G/L |
| Honey Springs | (OK007) | STATE | F/H | Hatcher's Run | (VA083) | — | G/L |
| | | | | Munfordville | (KY008) | — | G/L |
| | | | | Okolona | (MS013) | — | G/L |
| | | | | Piedmont | (VA111) | — | G/L |

| PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) ² | PUBLIC AGENCY ³ | INTEGRITY/ THREAT ⁴ | PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) ² | PUBLIC AGENCY ³ | INTEGRITY/ THREAT ⁴ |
|---|--|----------------------------|--------------------------------|---|--|----------------------------|--------------------------------|
| Port Republic | (VA106) | — | G/L | Port Walthall Jct | (VA047) | — | F/M |
| Ream's Station | (VA073) | — | G/L | Saltville | (VA076) | — | F/M |
| Sailors' Creek | (VA093) | STATE | G/L | Saltville | (VA082) | — | F/M |
| Valverde | (NM001) | — | G/L | Swift Creek | (VA050) | — | F/M |
| Fort De Russey | (LA017) | — | F/L | Tom's Brook | (VA121) | — | F/M |
| Peebles' Farm | (VA074) | NPS | F/L | II.4. Class D, good or fair integrity, high or moderate threats | | | |
| Prairie D'An | (AR013) | — | F/L | Chalk Bluff | (AR007) | — | G/M |
| Richmond | (KY007) | ARMY | F/L | Monroe's Cross Rds | (NC018) | ARMY | G/M |
| Roanoke Island | (NC002) | — | F/L | Snyder's Bluff | (MS005) | — | G/M |
| Sabine Pass II | (TX006) | STATE | F/L | Aquia Creek | (VA002) | — | F/H |
| Sand Creek | (CO001) | — | F/L | Boonsborough | (MD006) | — | F/H |
| Trevilian Station | (VA099) | — | F/L | Smithfield Crossing | (WV015) | — | F/H |
| II.3. Class C, good or fair integrity, high or moderate threats. | | | | Summit Point | (WV014) | — | F/H |
| Dinwiddie CH | (VA086) | — | G/H | Brentwood | (TN015) | — | F/M |
| Resaca | (GA008) | — | G/H | Buckland Mills | (VA042) | — | F/M |
| Rocky Face Ridge | (GA007) | — | G/H | Fredericktown | (MO007) | — | F/M |
| Thompson's Sta. | (TN013) | — | G/H | Grimball's Landing | (SC006) | — | F/M |
| Berryville | (VA118) | — | G/M | Hoke's Run | (WV002) | — | F/M |
| Carthage | (MO002) | STATE | G/M | LaFourche Crossing | (LA012) | — | F/M |
| Cool Spring | (VA114) | — | G/M | Lone Jack | (MO015) | — | F/M |
| Davis' Cross Roads | (GA003) | — | G/M | Lovejoy's Station | (GA021) | — | F/M |
| Grand Gulf | (MS004) | STATE | G/M | Marks' Mills | (AR015) | STATE | F/M |
| Haw's Shop | (VA058) | — | G/M | Murfreesborough | (TN037) | NPS | F/M |
| Honey Hill | (SC010) | — | G/M | Rice's Station | (VA092) | — | F/M |
| Lewis's Farm | (VA085) | — | G/M | Wyse Fork | (NC017) | — | F/M |
| Newtonia | (MO016) | — | G/M | PRIORITY III: BATTLEFIELDS NEEDING SOME ADDITIONAL PROTECTION. | | | |
| Suffolk | | | | III.1. Class A, good or fair integrity, low threats, more than 20% of core area protected. | | | |
| (Hill's Point) | (VA031) | — | G/M | Appomattox CH | (VA097) | NPS | G/L |
| Cynthiana | (KY011) | — | F/H | 1st Manassas | (VA005) | NPS | G/L |
| Dalton I | (GA006) | — | F/H | Five Forks | (VA088) | NPS | G/L |
| Kolb's Farm | (GA014) | NPS | F/H | Fort Blakely | (AL006) | STATE | G/L |
| Lexington | (MO006) | STATE | F/H | Fort Sumter | (SC001) | NPS | G/L |
| New Hope Church | (GA010) | — | F/H | Fort Stedman | (VA084) | NPS | G/L |
| Sutherland's Sta. | (VA090) | — | F/H | Pea Ridge | (AR001) | NPS | G/L |
| Ware Bottom Church | (VA054) | NPS | F/H | Petersburg | (VA063) | NPS | G/L |
| White Oak Swamp | (VA020a) | — | F/H | Shiloh | (TN003) | NPS | G/L |
| Cumberland Church | (VA094) | — | F/M | The Crater | (VA070) | NPS | G/L |
| Devil's Backbone | (AR009) | — | F/M | Wilson's Creek | (MO004) | NPS | G/L |
| Elkin's Ferry | (AR012) | — | F/M | | | | |
| Fair Garden | (TN029) | — | F/M | | | | |
| 1st Deep Bottom | (VA069) | — | F/M | | | | |
| Irish Bend | (LA007) | — | F/M | | | | |
| Mansura | (LA022) | — | F/M | | | | |
| Parker's Cross Rds | (TN011) | — | F/M | | | | |

| PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) ² | PUBLIC AGENCY ³ | INTEGRITY/ THREAT ⁴ | PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) ² | PUBLIC AGENCY ³ | INTEGRITY/ THREAT ⁴ |
|---|---|-------------------------------|-----------------------------------|---|---|-------------------------------|-----------------------------------|
| III.2. Class B, good or fair integrity, low threats, more than 20% of core area protected. | | | | Pickett's Mills | (GA012) | STATE | G/L |
| Ball's Bluff | (VA006) | — | G/L | Poison Spring | (AR014) | STATE | G/L |
| Carnifex Ferry | (WV006) | STATE | G/L | Ream's Station | (V068) | — | G/L |
| Cheat Mountain | (WV005) | FS | G/L | Santa Rosa Island | (FL001) | NPS | G/L |
| Drewry's Bluff | (VA012) | NPS | G/L | Staunton R. Bridge | (VA113) | STATE | G/L |
| Fort McAllister | (GA028) | STATE | G/L | Upperville | (VA038) | — | G/L |
| Fort Pillow | (TN030) | STATE | G/L | Big Mound | (ND001) | — | F/L |
| Fort Pulaski | (GA001) | NPS | G/L | Boonville | (MO001) | — | F/L |
| Olustee | (FL005) | FS/STATE | G/L | Charleston Harbor | (SC004) | NPS | F/L |
| Yorktown | (VA009) | NPS | G/L | Fort Macon | (NC004) | CG/STATE | F/L |
| Charleston Harbor | (SC009) | NPS | F/L | Hanover CH | (VA013) | — | F/L |
| Fort Sumter | (SC008) | NPS | F/L | Hartsville | (TN008) | — | F/L |
| Williamsburg | (VA010) | NPS/NAVY | F/L | Hoover's Gap | (TN017) | — | F/L |
| III.3. Class C, good or fair integrity, low threats. | | | | Killdeer Mountain | (ND005) | STATE | F/L |
| Adairsville | (GA009) | — | G/L | Plains Store | (LA009) | — | F/L |
| Albemarle Sound | (NC013) | — | G/L | Sabine Pass | (TX001) | STATE | F/L |
| Aldie | (VA036) | — | G/L | Saint Charles | (AR002) | FWS | F/L |
| Amelia Springs | (VA091) | — | G/L | Shepherdstown | (WV016) | — | F/L |
| Averasborough | (NC019) | — | G/L | Thoroughfare Gap | (VA025) | — | F/L |
| Bear River | (ID001) | — | G/L | Williamsport | (MD004) | NPS | F/L |
| Buck Head Creek | (GA026) | — | G/L | Wood Lake | (MN002) | — | F/L |
| Cabin Creek | (OK006) | — | G/L | III.4. Class D, good or fair integrity, low threats. | | | |
| Camp Allegheny | (WV008) | FS | G/L | Auburn | (VA039) | — | G/L |
| Camp Wild Cat | (KY002) | FS | G/L | Auburn | (VA041) | — | G/L |
| Cane Hill | (AR004) | — | G/L | Cove Mountain | (VA109) | — | G/L |
| Cloyd's Mountain | (VA049) | — | G/L | Dry Wood Creek | (MO005) | — | G/L |
| Cockpit Point | (VA100) | — | G/L | Eltham's Landing | (VA011) | — | G/L |
| Corydon | (IN001) | — | G/L | Jackson | (TN009) | — | G/L |
| Day's Gap | (AL001) | — | G/L | Manassas Gap | (VA108) | — | G/L |
| Droop Mountain | (WV012) | STATE | G/L | Marmiton River | (MO028) | — | G/L |
| Fort McAllister | (GA002) | STATE | G/L | Morton's Ford | (VA045) | — | G/L |
| Fort Ridgely | (MN001) | STATE | G/L | Namozine Church | (VA124) | — | G/L |
| Hatchie's Bridge | (TN007) | — | G/L | Palmeto Ranch | (TX005) | FWS | G/L |
| High Bridge | (VA095) | — | G/L | Rivers' Bridge | (SC011) | STATE | G/L |
| Jenkins' Ferry | (AR016) | STATE | G/L | Rowlett's Station | (KY004) | — | G/L |
| Kelly's Ford | (VA029) | — | G/L | South Mills | (NC005) | — | G/L |
| Marais des Cygnes | (KS004) | FWS | G/L | Tranter's Creek | (NC006) | — | G/L |
| McDowell | (VA102) | — | G/L | Vaught's Hill | (TN014) | — | G/L |
| Middle Creek | (KY005) | — | G/L | Dead Buffalo Lake | (ND002) | — | F/L |
| Middleburg | (VA037) | — | G/L | Fort Anderson | (NC010) | — | F/L |
| Mine Creek | (KS003) | STATE | G/L | Greenbrier River | | | |
| Natural Bridge | (FL006) | STATE | G/L | (Camp Bartow) | (WV007) | — | F/L |
| Old Church | (VA059) | — | G/L | Hancock | (MD001) | — | F/L |
| | | | | Hill's Plantation | (AR003) | — | F/L |
| | | | | Kessler's Cross | | | |
| | | | | Lanes | (WV004) | — | F/L |
| | | | | Liberty | (MO003) | — | F/L |

| PRIORITY GROUPS ¹ | BATTLEFIELD PUBLIC (Reference No.) ² | AGENCY ³ | INTEGRITY/ THREAT ⁴ | PRIORITY GROUPS ¹ | BATTLEFIELD PUBLIC (Reference No.) ² | AGENCY ³ | INTEGRITY/ THREAT ⁴ |
|--|---|---------------------|--------------------------------|---|---|---------------------|--------------------------------|
| Mount Zion Church | (MO010) | — | F/L | Fort Fisher | (NC014) | ARMY/STATE | C |
| Old Fort Wayne | (OK004) | — | F/L | Front Royal | (VA103) | — | C ⁵ |
| Old River Lake | (AR017) | — | F/L | Georgia Landing | (LA005) | — | C |
| Roan's Tan Yard | (MO011) | — | F/L | Guard Hill | (VA117) | — | C |
| Sappony Church | (VA067) | — | F/L | Hatteras Inlet Batt. | (NC001) | NPS | C |
| Simmon's Bluff | (SC003) | — | F/L | Iuka | (MS001) | — | C |
| Stirling's Plantation | (LA016) | COE | F/L | Kock's Plantation | (LA015) | — | C |
| Stony Lake | (ND003) | — | F/L | Savage's Station | (VA019) | — | C |
| Whitestone Hill | (ND004) | STATE | F/L | Suffolk | | | |
| | | | | (Norfleet House) | (VA030) | — | C |
| | | | | Utoy Creek | (GA019) | — | C |
| | | | | Waynesborough | (GA027) | — | C |
| | | | | Yellow Bayou | (LA023) | — | C |
| | | | | Yellow Tavern | (VA052) | — | C |
| | | | | Athens | (AL002) | — | D |
| | | | | Blue Springs | (TN020) | — | D |
| | | | | Bull's Gap | (TN033) | — | D |
| | | | | Clark's Mill | (MO017) | — | D |
| | | | | Collierville | (TN022) | — | D |
| | | | | Darbytown Road | (VA078) | — | D |
| | | | | Folck's Mill | (MD008) | — | D |
| | | | | Fort Bisland | (LA006) | COE | D |
| | | | | Franklin | (TN016) | — | D |
| | | | | Galveston | (TX002) | — | D |
| | | | | Goodrich's Landing | (LA014) | — | D |
| | | | | Hartville | (MO019) | — | D |
| | | | | Lexington | (MO023) | — | D |
| | | | | Little Blue River | (MO024) | — | D |
| | | | | Marion | (VA081) | — | D |
| | | | | Mossy Creek | (TN027) | — | D |
| | | | | Philippi | (WV001) | — | D |
| | | | | Rutherford's Farm | (VA115) | — | D |
| | | | | Springfield | (MO018) | — | D |
| | | | | White Hall | (NC008) | — | D |
| PRIORITY IV: FRAGMENTED BATTLEFIELDS. | | | | IV.2. All classes, lost integrity. | | | |
| IV.1. All classes, poor integrity. | | | | First Winchester | (VA104) | — | A ⁵ |
| Corinth | (MS002) | — | A ⁵ | Jonesborough | (GA022) | — | A |
| Fort Fisher | (NC015) | ARMY/STATE | A | Nashville | (TN038) | — | A |
| Forts Jackson/ | | | | New Madrid/ | | | |
| St. Phillip | (LA001) | — | A | Island 10 | (MO012) | — | A |
| Franklin | (TN036) | — | A | Westport | (MO027) | — | A |
| Fredericksburg | (VA028) | NPS | A | Appomattox Station | (VA096) | — | B |
| Opequon | (VA119) | — | A | Atlanta | (GA017) | — | B |
| Stones River | (TN010) | NPS | A | Bayou Fourche | (AR010a) | COE | B |
| Baton Rouge | (LA003) | — | B | Beaverdam Creek | (VA016) | NPS | B |
| Byram's Ford | (MO026) | — | B | Chantilly | (VA027) | — | B |
| Galveston | (TX003) | — | B | Ezra Church | (GA018) | — | B |
| Globe Tavern | (VA072) | NPS | B | Fort Henry | (TN001) | TVA | B |
| Helena | (AR008) | — | B | | | | |
| Jerusalem Plank Road | | | | | | | |
| | (VA065) | — | B | | | | |
| Manassas Station | | | | | | | |
| Operations | (VA024) | — | B | | | | |
| Marietta | (GA013a) | — | B | | | | |
| New Berne | (NC003) | — | B | | | | |
| New Market | (VA110) | STATE | B | | | | |
| New Orleans | (LA002) | NPS | B | | | | |
| Proctor's Creek | (VA053) | NPS | B | | | | |
| Rappahannock Station | | | | | | | |
| | (VA043) | — | B | | | | |
| Salem Church | (VA033) | NPS | B | | | | |
| 2nd Fredericksburg | (VA034) | NPS | B | | | | |
| Second Kernstown | (VA116) | — | B | | | | |
| Second Winchester | (VA107) | — | B | | | | |
| Totopotomy Creek | (VA057) | — | B | | | | |
| Arkansas Post | (AR006) | NPS | C | | | | |
| Belmont | (MO009) | STATE | C | | | | |
| Blackburn's Ford | (VA004) | — | C | | | | |
| Dallas | (GA011) | — | C | | | | |
| Dalton III | (GA024) | — | C | | | | |
| Dandridge | (TN028) | — | C | | | | |

| PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) ² | PUBLIC AGENCY ³ | INTEGRITY/THREAT ⁴ | PRIORITY GROUPS ¹ | BATTLEFIELD (Reference No.) ² | PUBLIC AGENCY ³ | INTEGRITY/THREAT ⁴ |
|------------------------------|--|----------------------------|-------------------------------|------------------------------|--|----------------------------|-------------------------------|
| Fort Sanders | (TN025) | — | B ⁵ | Barbourville | (KY001) | — | D ⁵ |
| Fort Stevens | (DC001) | NPS | B | Bean's Station | (TN026) | TVA | D |
| Fort Wagner/Morris Island | (SC007) | — | B | Blountsville | (TN019) | — | D |
| Jackson | (MS008) | — | B | Campbell's Station | (TN023) | — | D |
| Johnsonville | (TN032) | TVA | B | Cape Girardeau | (MO020) | — | D |
| Lynchburg | (VA064) | — | B | Chattanooga | (TN005) | — | D |
| Peachtree Creek | (GA016) | — | B | Chattanooga | (TN018) | — | D |
| Selma | (AL007) | — | B | Chester Station | (VA051) | — | D |
| Seven Pines | (VA014) | — | B | Chusto-Talasah | (OK002) | — | D |
| Spanish Fort | (AL005) | — | B | Donaldsonville | (LA004) | — | D |
| Tupelo | (MS015) | NPS | B | Donaldsonville | (LA013) | COE | D |
| Wauhatchie | (TN021) | — | B | Dover | (TN012) | — | D |
| Waynesboro | (VA123) | — | B | Fort Brooke | (FL004) | AF | D |
| Baxter Springs | (KS002) | — | C | Fort Wagner | (SC005) | — | D |
| Big Bethel | (VA003) | ARMY | C | Garnett's/Golding's Farms | (VA018) | — | D |
| Columbia | (TN034) | — | C | Independence | (MO014) | — | D |
| Darbytown & New Market | (VA077) | — | C | Ivy Mountain | (KY003) | — | D |
| Decatur | (AL004) | — | C | Kinston | (NC007) | — | D |
| Glasgow | (MO022) | — | C | Kirksville | (MO013) | — | D |
| Goldsborough Bridge | (NC009) | — | C | Oak Grove | (VA015) | — | D |
| Independence | (MO025) | — | C | Petersburg | (VA098) | — | D |
| Lawrence | (KS001) | — | C | Pine Bluff | (AR011) | — | D |
| Memphis | (TN031) | — | C | St. Johns Bluff | (FL003) | NPS | D |
| Meridian | (MS012) | — | C | Sewell's Point | (VA001) | — | D |
| Milliken's Bend | (LA011) | COE | C | Springfield | (MO008) | — | D |
| Moorefield | (WV013) | — | C | Tampa | (FL002) | AF | D |
| Murfreesborough | (TN006) | — | C | Vermillion Bayou | (LA008) | — | D |
| Paducah | (KY010) | — | C | Washington | (NC011) | — | D |
| Plymouth | (NC012) | — | C | Wilmington | (NC016) | — | D |
| Princeton Courthouse | (WV009) | — | C | | | | |

NOTES:

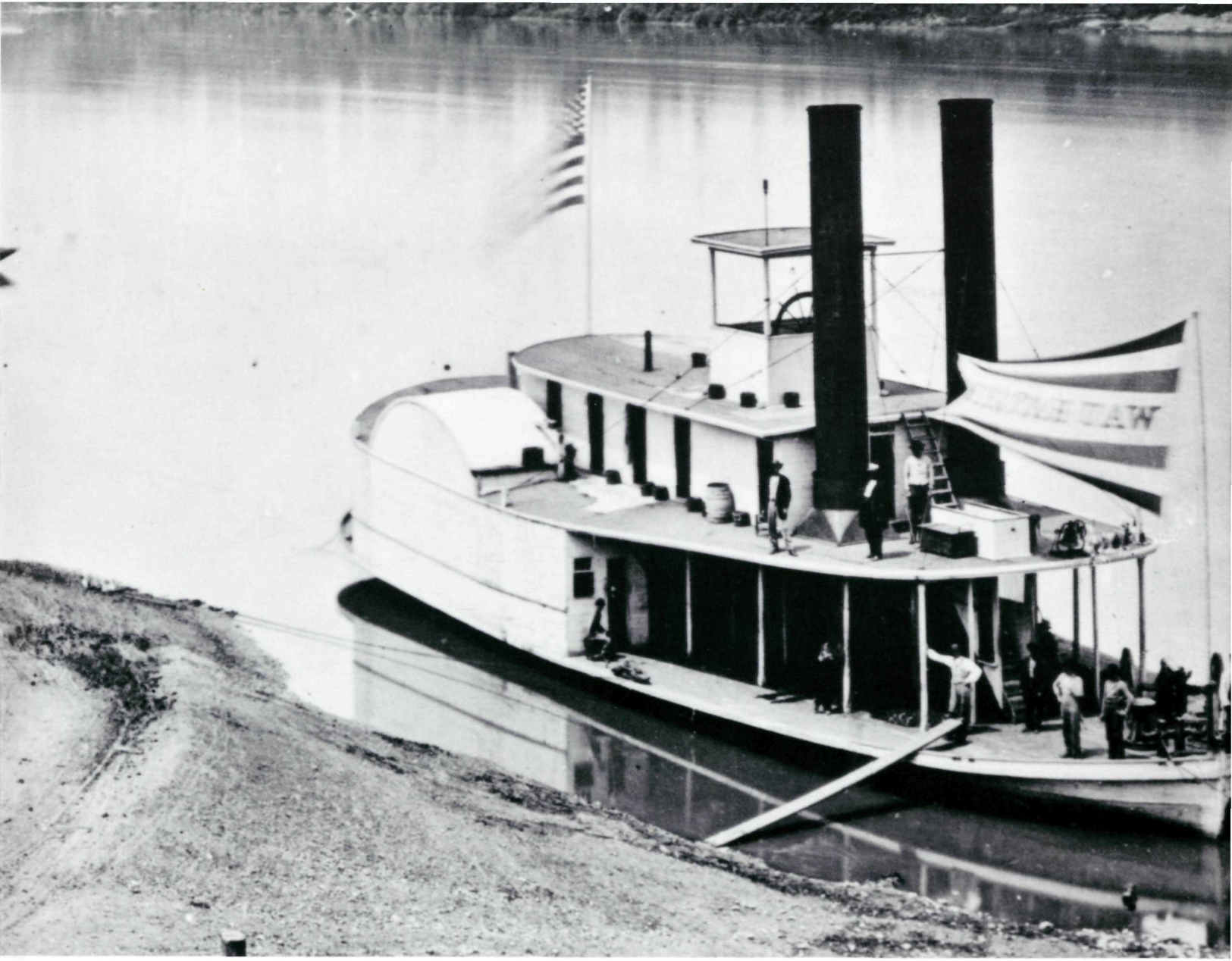
¹Recommended priorities are discussed in preceeding text section — "Battlefield Preservation Priorities." All sites are included in priorities except for 16 with inadequate information to fully classify.

²There often are multiple names for single battles and, conversely, were multiple battles at a single site. The Commission has assigned a sequential reference number to each principal battle event within a state. Reference to **Petersburg** (VA063) means the June 15-18, 1864 battle (and site) and is the sixty-third in our inventory of Virginia battlefields. It is not to be confused with **Petersburg** (VA098), which occurred 6 days earlier, or **Petersburg** (VA089) which occurred in 1865. Similarly, we can avoid being confused by **Tupelo** (MS015) — the fifteenth battle in our Mississippi inventory — when it is called by its other name of Harrisburg so long as the reference number is used.

³Battlefields with *some* public ownership (often very little), or within authorized park boundaries. Federal agency abbreviations: AF = US Air Force; CG = US Coast Guard; COE = US Army Corps of Engineers; FWS = US Fish and Wildlife Service; FS = US Forest Service; NPS = National Park Service; TVA = Tennessee Valley Authority; VA = Department of Veterans Affairs. STATE signifies state park only.

⁴Integrity key: G, F, P = Good, Fair, Poor. Threats key: H, M, L = High, Moderate, Low. Explanation in Appendix L.

⁵For Priorities IV.1 and IV.2, integrity and threats classifications are replaced with military importance class.



Recommendations To Congress And The Secretary Of The Interior

The Civil War Sites Advisory Commission has found that of the approximately 10,500 armed conflict sites known from the Civil War, 384 of them, about 3.7 percent, were the principal battle actions. These are the events that influenced the outcome of the war, its major campaigns, or important local operations.

Today, many of these 384 principal battlefields are lost; others are in imminent danger of fragmentation and loss as coherent historic sites. Over the next ten years, the nation could lose fully two-thirds of the major Civil War battlefields unless preventive actions are taken.

Each of the major sites that still exists contributes or represents a unique measure of historical significance and human experi-

ence that helps to explain the ebb and flow of the war. Telling the entire, monumental story of that terrible and complex national crisis cannot be done only from the distinguished but limited vistas of the National and State battlefield parks.

In this report, the Commission has marshaled extensive evidence about the current status and needs for protection of the principal Civil War battlefields. Some argue it is unimportant to preserve these historic sites, or that it is sufficient to erect a commemorative monument to mark the location; it is only important to remember the significance of these historic events. While remembrance is certainly important, the Commission does not agree that it is the only need and has discussed its views at length.

The Commission strongly urges the Federal government to lead the nation to implement a battlefield preservation program in partnership with states, local governments, and private organizations.

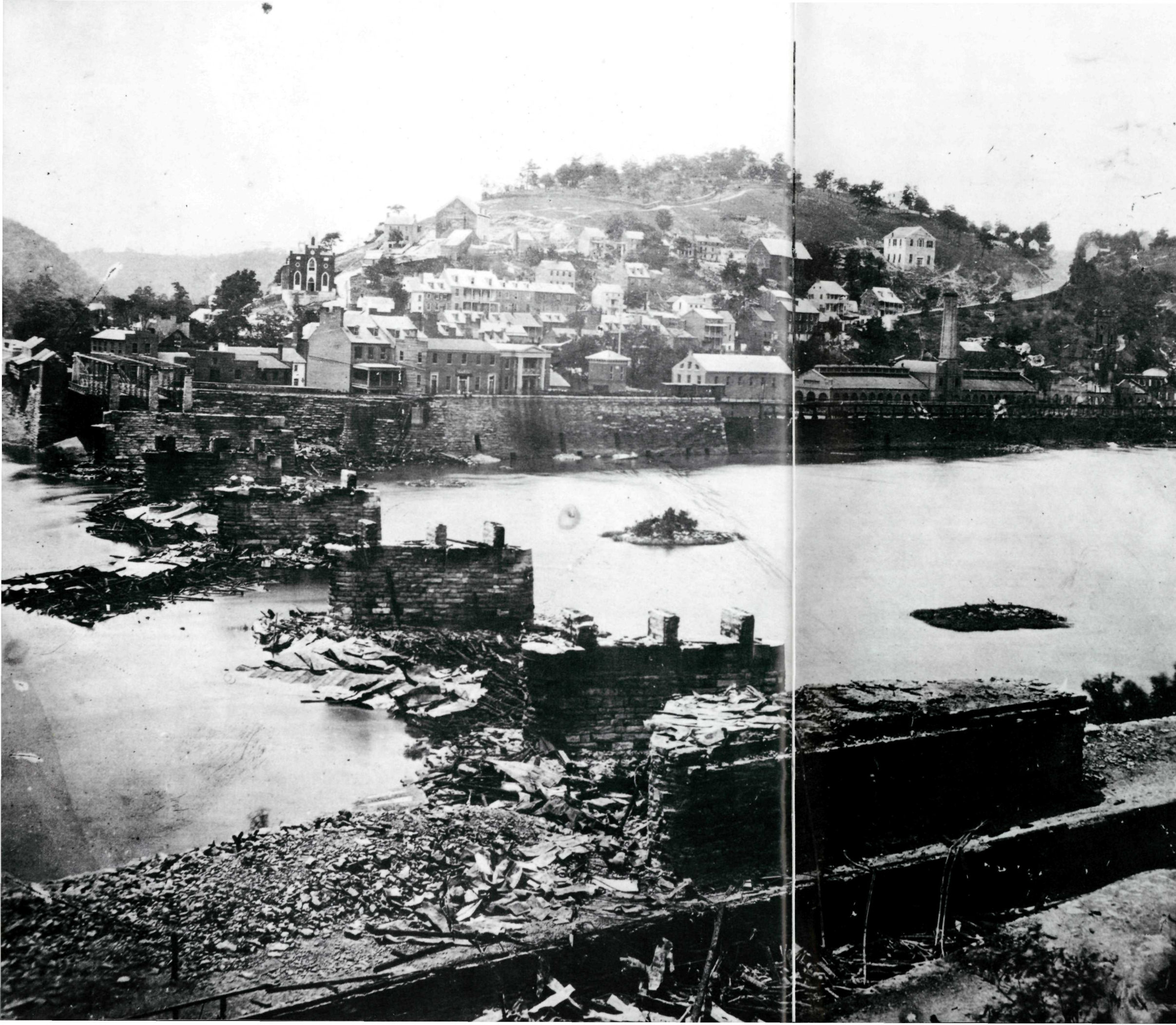
The overriding goal of such a program should be to substantially preserve the principal Civil War battlefields that remain in good or fair condition. Then we should do whatever can be done for the others. While these sites remain in a combination of public and private ownerships, their preservation, maintenance, and interpretation should be assisted through a voluntary nationwide network of preserved battlefields (including parks) through which the full expanse of the Civil War is interpreted.

Preservation, initially of 50 Priority I battlefields and ultimately of the Priority II and III battlefields, and parts of the Priority IV fragmented battlefields, cannot be accomplished as an exclusively Federal or even public sector effort. The Commission has concluded that strong Federal leadership and prompt, coordinated public-private action are the primary ingredients needed for an effective national initiative to preserve the remaining principal Civil War battlefields. Moreover, we believe this can be accomplished for the Priority I sites by the Year 2000, or seven years from now.

A comprehensive protection program will bring attention to sites of under-interpreted Civil War themes, such as naval operations. (Federal transports on the Tennessee River; National Archives)

There is a tendency to view public acquisition as the only effective option available for historic site protection. The Commission has concluded the amount of unprotected historic battlefield acreage and associated costs do not permit such an exclusive approach. A unified national effort can only be successful if public agencies commit to limiting their land acquisition to willing sellers; this national campaign should not create new divisions in our society.

The goals of battlefield preservation can be reached through serious public/private partnerships. It is essential for all citizens — public officials, preservationists, developers and property owners — to each recognize responsibility to be stewards of these important sites.



- **Federal and State** governments must “point the way” through identifying preservation priorities, defining their legitimate interests in battlefield protection, and providing technical assistance and support to local and private groups.
- **Local officials** must care for the historic battlefield as a resource if historic sites are to be integrated into community life and if heritage tourism is to be a successful agent for maintaining and expanding local revenues.
- **Preservationists** must recognize that there must be a basis for continued economic viability in a battlefield area.
- **Developers** must understand that, while in some instances there is no feasible compromise over highly sensitive historic properties, in other cases, development is quite feasible so long as it is made compatible with the historic scene.
- **Private owners** hold most of the significant Civil War battlefield acreage; without their support there can be no serious battlefield protection. However, they are urgently in need of better tools to enable them to be more effective stewards.

The Commission is convinced that by combining a number of modest recommendations and implementing them continuously for a period of at least seven years, this nation will go far toward achieving the Priority I site protection needs. Through this effort, a ground swell of community support can be stimulated, a new appreciation of history can be generated in the schools and communities, and thousands of individual citizens will contribute to the preservation of their past. These efforts then should carry over into the protection of the remaining Civil War battlefields.

In the previous section (How Can Battlefields Be Better Protected?), the Commission outlined in detail the actions that can be taken by the Federal, state, and local governments, non-profit organizations, and private owners. These actions include use of existing programs, initiating new actions that require no specific new authorities or funding, as well as actions that do require new authority and funds. Through the aggregate of these activities, there can be a national as opposed to a Federal battlefield preservation program. Below, however, are listed the Commission's specific recommendations for immediate action by Congress and the Secretary of the Interior.

Battlefield land on the strategic heights around Harpers Ferry National Historical Park is being lost to new housing. Much of School House Ridge, the site of “Stonewall” Jackson’s critical victory, has been rezoned for high-density residential and commercial development. (Library of Congress)

Immediate Action Needs

- Enact a “Civil War Heritage Preservation” law that supplements existing historic preservation and park land acquisition programs and includes the following new provisions.

A. Adopt a national policy to protect these principal battlefields and related sites through cooperative efforts of Federal, State, and local governments and private groups and individuals using, whenever possible, the established National historic preservation partnership. The Commission suggests the following language be considered as embodying its findings.

The Congress finds and declares that:

1. Historically significant sites and structures in the United States associated with the Civil War should be preserved as a living part of our community life.

2. The preservation of such an irreplaceable part of our heritage is in the public interest so that the Civil War's vital legacy of cultural, military, historic, educational, environmental, inspirational, and economic benefits will be maintained for future generations of Americans.

3. Historically significant Civil War sites and structures are being lost, altered or damaged, often inadvertently, with increasing frequency; and governmental and non-governmental programs and activities are inadequate to insure future generations a genuine opportunity to appreciate and enjoy this rich aspect of our Nation's heritage.

4. The increased knowledge of our Civil War resources, the establishment of better means of identifying them, and the encouragement of their preservation will improve the planning and execution of Federal and federally assisted projects and will assist economic growth and development.

5. It is necessary and appropriate for the Federal government to accelerate its Civil War preservation programs and activities, to support and work in partnership with non-profit agencies undertaking such preservation by private means, and with State and local governments to expand and accelerate their Civil War preservation programs and activities.

It shall be the policy of the Federal government in cooperation and partnership with the states, local governments, private organizations and individuals to:

1. Provide leadership, including provision of financial support and technical assistance, for the protection, preservation, and interpretation of our nation's Civil War heritage.

2. Administer federally owned or controlled Civil War parks, monuments, sites and other resources in a spirit of stewardship for the inspiration and benefit of present and future generations.

3. Support and work in partnership with private non-profit agencies, states and local governments to expand and accelerate their efforts to protect, preserve, and interpret our nation's Civil War heritage.

4. Encourage and recognize the efforts of individual members of the public to protect, preserve, and interpret our nation's Civil War heritage.

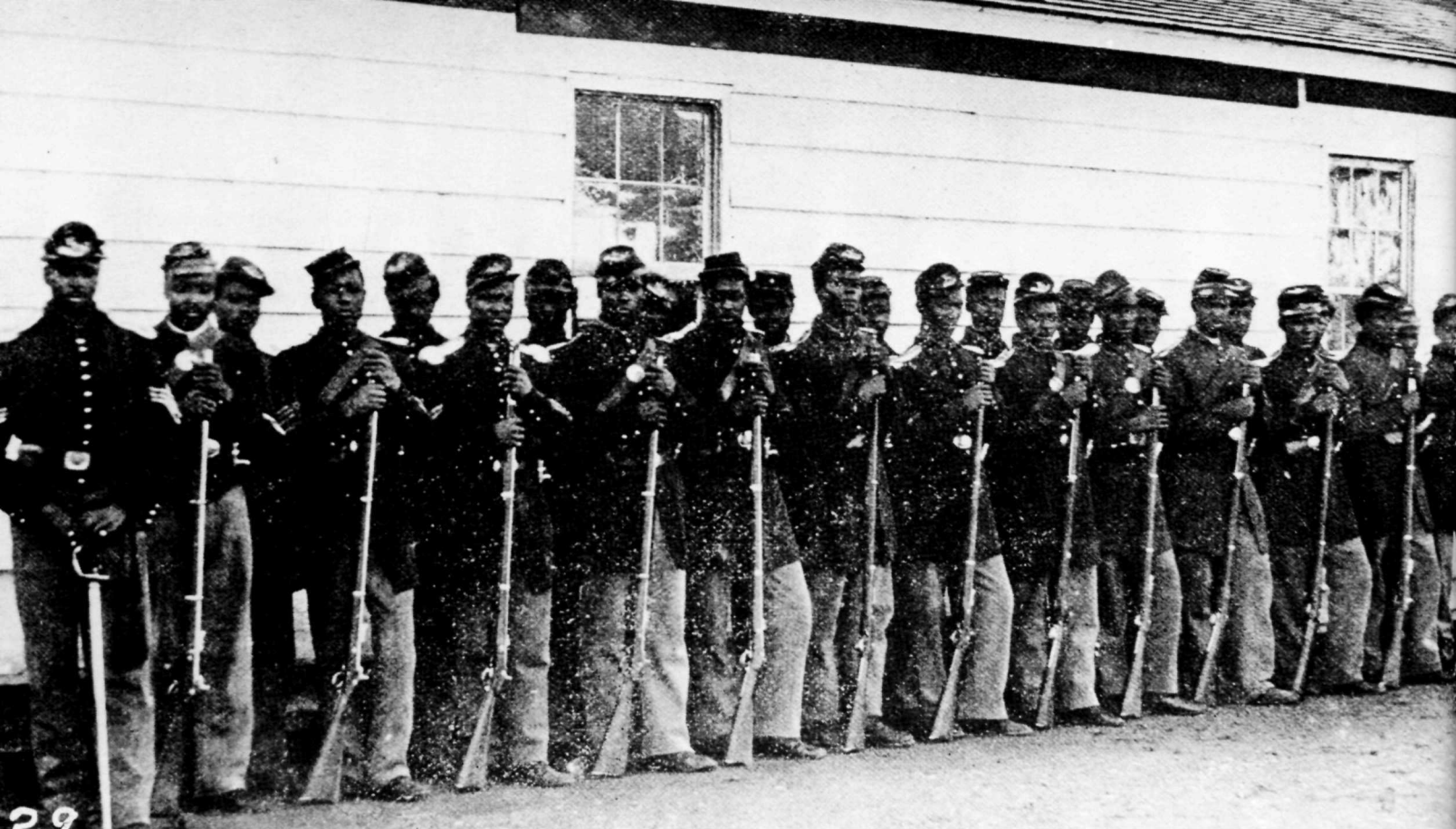
B. Establish an Emergency Civil War Battlefield Land Acquisition Program from the Historic Preservation Fund (HPF). This program would authorize appropriations at a Federal:non-federal matching ratio of 50:50 for grants for non-federal acquisition assistance. The grants would be directed at the Priority I sites (Table 7) unless no feasible project were available, in which case Priority II sites would be assisted. This program should be funded at least at \$10 million per year for a period of seven years. With the 50:50 matching ratio, the program should generate a total of \$140 million with only a net Federal investment of \$70 million out of the HPF. The program should authorize direct matching grants to states and to qualified non-profit Civil War battlefield preservation organizations working in coordination with the Federal and state battlefield protection programs.

C. Establish a Civil War Battlefield Stewardship Pilot Program. The Federal government would enter into long-term (seven year) contractual agreements with private property owners at Priority I or II battlefields (Table 7) to restore or maintain historic settings, provide interpretive access, or other preservation and interpretation amenities. This pilot program should be authorized and funded at \$2.5 million per annum for a trial period of at least seven years. The National Park Service should prepare a report to Congress on the effectiveness of this program after five years of operation and make recommendations about its continuation. This program should be modeled on and implemented, if possible, in cooperation with the Department of Agriculture's Conservation Reserve Program.

D. Ensure public retention of significant battlefield lands by authorizing the Resolution Trust Corporation (RTC), the Federal Deposit Insurance Corporation (FDIC), and other Federal institutions to transfer to the Department of the Interior, state, or local governments or to qualified non-profit battlefield preservation organizations, lands or contracts under their control for parcels encompassed within the Commission's inventory of 384 principal battlefields. The Commission estimates Federal revenue losses from this provision to not exceed \$3-5 million.

These riverfront siegeworks at Port Hudson, Louisiana, have been lost to erosion. Most of Port Hudson's remaining historic resources are under private ownership and could benefit from private sector assistance programs for battlefield preservation and interpretation. (National Archives)





The story of African-Americans in the Civil War often remains untold to battlefield visitors. (Fort Lincoln; National Archives)

E. Ensure the study of several highly significant campaigns and interpretive themes that currently are not protected in the National Park System (Table 4) by appropriating to the National Park Service funds needed to conduct studies of appropriate campaigns, themes, and sites to determine their suitability and feasibility for addition to the park system. Alternatively, the Service should determine whether some or all of these battlefields can be better protected through assistance to state park systems where such parks exist. Such a study of all campaigns and themes on Table 4 performed as a group should not require more than \$500,000.

F. Ensure that acceptance of important battlefield lands that are outside currently authorized boundaries but are proposed for donation to the National Park System is not thwarted by procedural delays. Congress should devise a “fast-track” process for use in those rare instances when time is of the essence and other criteria are satisfied such as proximity to existing authorized boundaries, and support from the appropriate local governments.

G. Ensure continuing independent oversight of the implementation of these recommendations by authorizing the biennial reconstitution of the Commission for a brief period to review progress with Federal, State, local, and private agencies and individuals over the next seven years,

and to report these findings to the Congress and the Secretary of the Interior.

- **Enact revisions to the United States tax code to provide incentives and remove disincentives for private owners to preserve significant battlefields.**

A. Permit an executor or heirs to make a “post mortem” easement donation up to two years following a decedent’s death to avoid forced sale of historic battlefield land.

B. Modify Section 2032(a) of the Estate Tax Code for Civil War battlefield owners to eliminate the dollar limitation and require that the decedents and beneficiaries materially participate in farming or business activities.

C. Convert the current Federal income tax deduction for charitable donation of historic land into an income tax credit.

D. Allow the full deduction for donation of appreciated historic property including land and conservation easements for individuals paying the alternative minimum tax.

E. Repeal the percentage of income limitation and the annual carry-forward limitations to allow full deduction of charitable gifts of appreciated property.

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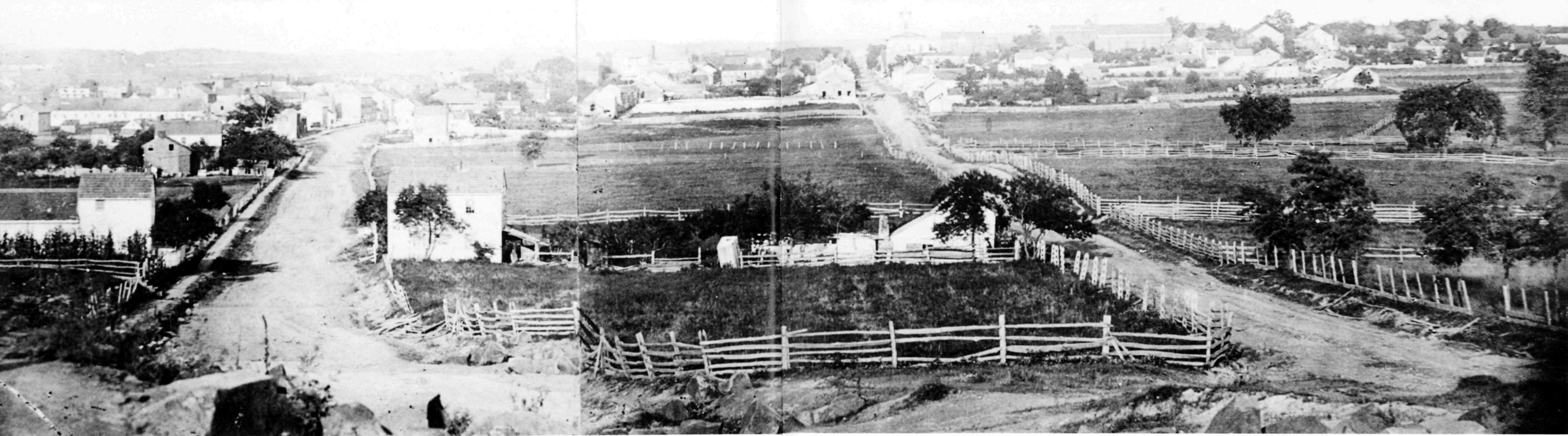
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The Richmond-Petersburg area contains 26 battlefields, one-fifth of all the battlefields in Virginia. ("The Dictator," a 17,000-pound mortar, at Petersburg, Brady, 1864; NPS)

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Cover: Perryville battlefield, a Kentucky state historic park, has been awarded \$2.5 million in ISTEA funds, which will be used for land acquisition and the rehabilitation of a historic house into a visitor's center. (Sam Abell)

Inside front cover: The view north from Big Kennesaw Mountain is now dotted with encroaching development. (NPS)

Inside back cover: Dunker Church, Antietam (Gardner, 1862; Library of Congress)

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