OVERSIGHT HEARING ON GETTYSBURG NATIONAL MILITARY PARK GENERAL MANAGEMENT PLAN AND PROPOSED VISITORS CENTER

HEARING

BEFORE THE

SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS

OF THE

COMMITTEE ON RESOURCES
HOUSE OF REPRESENTATIVES

ONE HUNDRED SIXTH CONGRESS

FIRST SESSION

FEBRUARY 11, 1999, WASHINGTON, DC

Serial No. 106–4

Printed for the use of the Committee on Resources

Available via the World Wide Web: http://www.access.gpo.gov/congress/house
or
Committee address: http://www.house.gov/resources

U.S. GOVERNMENT PRINTING OFFICE
55–029 WASHINGTON : 1999

For sale by the U.S. Government Printing Office
Superintendent of Documents, Congressional Sales Office, Washington, DC 20402
ISBN 0-16-058422-1

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OVERSIGHT HEARING ON GETTYSBURG NATIONAL MILITARY PARK GENERAL MANAGEMENT PLAN AND PROPOSED VISITORS CENTER

THURSDAY, FEBRUARY 11, 1999

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON NATIONAL PARKS
AND PUBLIC LANDS,
COMMITTEE ON RESOURCES,
Washington, DC.

The Subcommittee met, pursuant to notice, at 10:03 a.m., in Room 1324 Longworth House Office Building, Hon. James V. Hansen [chairman of the Subcommittee] presiding.

Mr. HANSEN. The Committee will come to order. We like to start on time. We would like to have the Ranking Member of the Full Committee George Miller with us but we understand he is sick. Part of this hearing is for his benefit and for Mr. Goodling and I haven't seen either one of them walk in.

Before we start I would just like to recognize we have some people here that have done a great job in that particular area. We are honored to have the mayor, Mayor William Troxell here, mayor of Gettysburg, Mr. John Murphy, Mr. Leonard Andrews, Richard Kreisher, Dr. Beverly Stanton and Angela Rosensteel Eckert. They are very impressive credentials that all of these people and they are obviously very knowledgeable about the issue at hand.

I am tempted to wait just a minute but sometimes around here you can wait forever because there are a lot of things going on. There are meetings all over. We expect to have members pop in.

I notice we have quite a number of folks that are standing and I am always embarrassed about that. I don't know what we do but this lower tier will not be used. If anyone is so inclined to come up there and sit quietly, we would be happy to have them come in and use this lower tier. I always hate to have people have to stand.

So if you are so inclined, go right ahead.

[Pause.]

Mr. HANSEN. We know this is a rather controversial issue that we are facing today. We had a number of letters from a lot of people. Mr. Miller had a very intense interest in this issue, as Mr. Goodling has, as everyone in Pennsylvania seems to have, and we would like to have them here. I will wait just a moment longer and then read this prepared statement and then turn to Mr. Romero-Barceló from Puerto Rico for his statement. Then Mr. Hefley on the Republican side also had an interest, I understand. We haven't

seen him yet. So if you can bear with me, we will wait just a moment, please.

[The letters may be found at the end of the hearing.]

STATEMENT OF HON. JAMES V. HANSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

Mr. HANSEN. I understand Mr. Miller will be with us so I will go ahead. We would like to welcome everyone to this oversight hearing today. It is almost exactly one year ago to the day that the Senate convened a hearing to examine problems with the Gettysburg National Military Park and the Kinsley proposal, yet very little change has occurred. In fact, the situation seems worse with the release of the draft General Management Plan by the Park Service.

These problems are serious and remain unresolved. They deal with a number of significant issues, including the public process and procedure the Park Service used with the plan and in selecting the Kinsley proposal, the proposed site selected for the construction of the visitors center, the Cyclorama building, local economic impacts, the battlefield artifacts, and the commercialization of the military park.

Praised by the Park Service as a model for future public-private partnerships involving the Park Service and the construction of visitors centers across the country, this proposal and the surrounding issues have instead soured the general public's perception of the Park Service and this project.

This attitude is not without merit. The Park Service has been less than forthcoming with information that should have been readily and openly available to the general public. The Park Service has narrowed the alternatives in the management plan, rendering public input meaningless. They also have exaggerated and overstated some problems while, at the same time, understated the significance of other issues. These actions clearly were intended to justify the decision they have already made to demolish the Cyclorama, along with the current visitors center and museum and to proceed with the implementation of the Kinsley proposal.

If this indeed is a model of things to come, it does not bode well for future projects of this nature.

Without question, Gettysburg is one of, if not the, most important and sacred battlefield in the history of this Nation. And looking at the more recent past of the battlefield, a good case can be made that we have done our best to thwart the good stewardship of this site. Things like the Gettysburg "Cut" and the National Tower all come to mind, of which we have received a lot of correspondence over the years.

We cannot allow another mistake to be made at Gettysburg. We must approach the issue at Gettysburg slowly and deliberately and above all, make sure that we are not proceeding with a project that will harm in any way the integrity and importance of this most cherished site.

I want to mention a few other things before we get started but I want to recognize our Ranking Minority member, Mr. Carlos Barceló, at this time for any statement he may make.

STATEMENT OF HON. CARLOS ROMERO-BARCELÓ, A RESIDENT COMMISSIONER IN CONGRESS FROM THE COMMONWEALTH OF PUERTO RICO

Mr. ROMERO-BARCELÓ. Thank you, Mr. Chairman. I appreciate holding this oversight hearing today. I think it is a very timely occasion and opportunity. And those of us who had the privilege to visit the Gettysburg National Military Park really know what an important monument and what important facilities these are for the whole Nation. Those who have had the opportunity to visit come away with awe and are very, very impressed also by what it represents to the history of our Nation and also to all of us who appear there to visit those facilities. This is an important matter that deserves the attention of the Subcommittee.

For nearly two years there has been an on-going public controversy with National Park Service plans to enter into a partnership with a developer to construct the visitors facility on private land within Gettysburg National Military Park. Many questions have been raised regarding the size, the location, the financing of such a new facility and the fact that the community feels that they have not been involved sufficiently or at all in the planning and in the decisions that have been made or appear to have been made. We hope that today's hearing will shed some light on these many questions.

It is our understanding that the National Park Service is in the process of finalizing a General Management Plan for the park which includes a visitors facility proposal. We understand also that these facilities and proposals have not been discussed at length with the community of people who may be interested in otherwise participating and feel that their business activities may be threatened by some of the decisions that have been made.

Today's hearing is timely also so that the matter can be reviewed and discussed before any irreversible decisions are made. We owe it to the public to ensure that the high standards of the National Park system are maintained in all actions affecting the Gettysburg National Military Park.

We appreciate the presence of our witnesses today and look forward to the testimony. Thank you, Mr. Chairman.

Mr. HANSEN. I thank you.

Mr. Miller hasn't walked in. He specifically requested that we conduct this oversight hearing and we were glad to accommodate that request and we would like to hear from him when he comes in.

Because of the scrutiny that we received on this particular issue, I am asking all those who will testify today if they would stand and be sworn in. If you have any question about who that is, Denis P. Galvin, the superintendent Dr. John Latschar, Robert Kinsley, Eileen Woodford, Walter L. Powell, Ted Streeter and Franklin R. Silbey. Would those folks please stand?

[Witnesses sworn.]

Mr. HANSEN. Perjury is a rather sensitive issue around here right now. With that in mind, Mr. Galvin, always a pleasure to have you with us and I understand the superintendent, Dr. John Latschar, is with you. Would you two please come up?

Mr. GALVIN. I am the government witness, Mr. Chairman, and I will call on Mr. Latschar to answer any detailed local questions.

Mr. HANSEN. Let me explain to the folks who are going to testify, we have a rule in this Committee that you get five minutes. I am sure you have heard that from staff. Due to the importance of this particular issue, if you run over a little bit I am not going to bang the gavel but I would appreciate it if you would stay by your time.

Most of you will say that you maybe will abbreviate your entire testimony, which we appreciate, but your entire testimony will be submitted for the record and we will review your entire testimony.

So with that in mind, if you could stay within your five minutes, we would appreciate it.

You will see in front of Mr. Galvin there something you see every time you drive your car: red, yellow and green. It means the same as it does when you are going down a street. The green comes on, start talking. When the yellow comes on, wrap it up. And when the red comes on, then you hope that I am not a very mean traffic cop.

So with that in mind, Mr. Galvin, we will go with you. I see Mr. Souder is here from the Committee. We appreciate his presence.

STATEMENT OF DENIS P. GALVIN, DEPUTY DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY JOHN A. LATSCHAR, SUPERINTENDENT, GETTYSBURG NATIONAL MILITARY PARK

Mr. GALVIN. Mr. Chairman, I have an unusually long prepared statement which I will submit for the record. I will summarize my statement and I think I will get close to five minutes.

I will try in my summary to respond particularly to the issues raised in the letter to the Secretary that invited us to this hearing and I highlight that letter, "to enter into a partnership with the developer to construct a visitors facility on private land, questions concerning the type and location of the facility, the financial arrangements associated with the proposal, the impact of such a facility on the local community and the public process used by the NPS for this proposal." I will try to hit those points. They are elaborated at greater length in my prepared statement.

Thank you for the opportunity to appear before you to discuss the National Park Service draft General Management Plan and Environmental Impact Statement for Gettysburg and the proposal to develop a new park visitors center and museum. This proposal is to achieve these objectives in partnership with a nonprofit foundation and without construction cost to the taxpayer.

While the proposal had evolved in response to public comment, it is consistent with the objectives set forth in the related planning documents and is strongly supported by the National Park Service. Protection of the resources at Gettysburg has been the driving force behind this proposal and all related planning. We are committed to the protection of these resources.

Also of high priority is removal of incompatible development from within the boundary of the park. The National Tower is one of those developments and acquisition and removal of the tower is of paramount importance to this administration. The President has made this a priority in his 2000 budget request, along with the acquisition of another 93 acres of land within the boundary of the

park where there is either incompatible development or plans for inappropriate development.

Gettysburg is, of course, the nationally significant site of the Civil War battle of Gettysburg and the Soldiers National Cemetery. It is 5,900 acres of terrain upon which most of the battle occurred. There are 1,700 monuments and cannons placed by the battle survivors.

The park owns a collection of 38,000 artifacts and 350,000 printed texts. It includes the Cyclorama painting illustrating Pickett's Charge. Together the land, monuments, archival collection and the Cyclorama painting represent a remarkable resource that tell the complete and compelling story of this important time in American history.

The current visitors center and museum facilities are inadequate to meet resource conservation and preservation needs. Our visitors facility, sized for a visitation level of about 450,000 people a year, handle more than 1.2 million people. The facilities are located on some of the most significant land of battle, land that was central to the Battle of Gettysburg at the site of what has been called the high-water mark of the battle.

In December 1994 a local developer unilaterally approached the park and proposed a new Cyclorama center paired with a private IMAX theater. After 60 days of public and agency review, the NPS decided not to pursue that proposal, that unsolicited offer.

Between August 1995 and April 1996 the National Park Service prepared a draft development plan that enunciated four goals: protection of the park's collections and archives, preservation of the Cyclorama painting, provision of high quality interpretation and educational opportunities for park visitors, restoration of the high-water mark of the battle.

As part of this process, the NPS held a series of public workshops, a scoping meeting with a 30-day public review of the scoping documents and a 45-day public review of the draft DCP. Twelve public workshops, focus groups and advisory commission meetings were held by the National Park Service on these proposals.

After considering comments on this, the National Park Service issued a request for proposals to see if there were any private parties interested in a partnership with the National Park Service. The RFP solicited proposals to provide a new visitors center and museum facilities either on park land or on nonpark land in the vicinity of the park.

The RFP closed on May 16, 1997. We received six proposals. On November 8 the NPS announced the selection for negotiation of the proposal submitted by Mr. Robert Kinsley. This is a different proposal, a different entity and a different concept than in the December 1994 unsolicited proposal.

The proposal was to build on a privately owned 45-acre site within the boundaries of the park, located at the intersection of Hunt and Baltimore Avenues. The estimate for the facility and the acquisition of the land was $40.4 million. $22 million would be raised through grants and nonprofit fundraising. The balance of the cost that would be needed to cover land, soft costs and building costs for related facilities would be through a nonrecourse commercial loan.

As part of this process, the NPS sought comments on the proposal through a public review process. Between November 1997 and March 1998 we held six public workshops, three open houses and mailed a newsletter to 3,800 people to acquaint the public with the proposal selected for negotiation. During this review NPS received 3,200 sets of written comments from the public. Of those, more than 85 percent of the respondents favored the proposal. Twenty-nine percent were concerned with the level of commercial development.

Because the issue of appropriateness of the site was of concern to many, NPS undertook a comprehensive review of the site to determine what its Civil War history was. An artillery battery had operated from a ridge on the eastern edge of the property. No significant battle action had occurred on the balance of the tract.

A panel of independent Civil War historians reviewed NPS work and agreed that no significant activity occurred there. An archeological study of the site was undertaken. It found seven small prehistoric lithic scatters, three historic quarries and 73 Civil War artifacts. The Pennsylvania Historic and Museum Commission has concurred that none of the locations are eligible for listing on the National Register of Historic Places.

The request for proposal has evolved over time through negotiations. The originally proposed IMAX theater has been dropped out of the proposal in favor of a conventional theater.

A General Management Plan and full EIS, given the controversy of the proposal, has been undertaken. The draft was available to the public. The goals of the GMP are similar to the goals of the DCP. Land and resources of Gettysburg are to be protected. Visitors understand and appreciate the significant events. Visitors enjoy a high-quality and accessible educational experience. And public and private entities understand the park's mission.

In August 1998 the plan was made available to the public. Four alternatives are contained in the plan. The plan proposes more than a visitors center. It proposes rehabilitation of large landscape elements, rehabilitation of major historic features and partnerships with local communities, particularly the Borough of Gettysburg.

An economic analysis has been prepared in conjunction with the General Management Plan. That analysis shows that expenditures in the communities related to the park are expected to increase by $23.7 million or more than 21 percent, with stable or increased visitor expenditures in each of the lodging, food, transportation, retail and amusement sectors of the local tourist economy.

The plan proposes to add downtown Gettysburg to the park's auto tour brochure, to expand the historic pathways, to provide a regular shuttle service believe the visitors center museum and downtown Gettysburg. Economic research suggests that the complete proposal will have beneficial tax effects.

As part of the process, the National Park Service held 30 public workshops, two oral hearings where testimony was recorded. More than 500 comments were received, 75 percent of which supported the National Park Service preferred alternative.

In conclusion, Mr. Chairman, we believe the National Park Service has undertaken an exhaustive process of public involvement. Between the GMP and its predecessor Development Concept Plan

process we have held 50 public meetings and have received and considered 4,600 public comments.

Because of public and agency concerns expressed before the issuance of the draft GMP, we have removed commercial facilities from the proposed visitors center, cut the size of the restaurant facility by more than half, turned it into a family cafeteria, decided that the theater would be operated by the park's nonprofit cooperating association or the foundation, with the proceeds from the operation to benefit the National Park Service's resource protection activities.

If the preferred alternative is adopted, we believe it would result in a very strong proposal, resulting in appropriate rehabilitation of the battlefield. The museum proposal would allow us to preserve the park's archives, collections and the colossal Cyclorama painting.

Gettysburg would be able to provide much improved interpretation of the causes, course and consequences of the Gettysburg campaign. Moreover, thanks to the generosity and entrepreneurial spirit of private sector partners, NPS could accomplish this at no cost to the taxpayers.

It is important to note that a final decision on the draft General Management Plan/EIS has not been made and that our final preferred alternative has not been selected. We currently are analyzing public comment received in the period of public review of the GMP.

I would like to say in closing, Mr. Chairman, that I have been involved in a number of partnership activities: right here on the Mall with the Washington Monument and the Target Corporation; in Philadelphia with the Pew Foundation where they are donating a considerable amount of money to build a regional visitors center in Independence National Historic Park. You heard a bill here on the Falls Church Visitors Center at Rocky Mountain, where there was private involvement outside the park.

I would say that the Kinsley proposal here and its spirit and his flexibility in the face of what has been an arduous process is admirable. He has been a most empathetic partner and I believe he is doing this in a spirit of public good and support of the objectives of Gettysburg National Military Park.

That concludes my summary of my statement, Mr. Chairman. I would be happy to answer the Subcommittee's questions.

[The prepared statement of Mr. Galvin may be found at the end of the hearing.]

Mr. HANSEN. Thank you very much, Mr. Galvin.

The gentleman from Puerto Rico. I will recognize my colleagues for five minutes each for questions of Mr. Galvin.

Mr. ROMERO-BARCELÓ. Thank you, Mr. Chairman.

I have some questions for the witness. First of all I would like to thank him for his testimony. I think it is very comprehensive and very complete testimony. It provides us with quite a bit of information.

I would like to know, Mr. Galvin, the NPS testimony today refers to negotiations with the Gettysburg National Battlefield Museum Foundation. However, the foundation was not, according to our information, was not established until May 1998. Before and after

the foundation was established, the NPS negotiations were directly with Mr. Kinsley; is that correct?

Mr. GALVIN. That is correct. That is correct. That evolved process has been subsequent to the request for proposals.

Obviously when you put out a request for proposals, the burden is more on the proposer. We have to set up a process that allows equal consideration of these proposals. So once you get the proposals, rate and rank them and pick what you think is the best, then you begin negotiations with the best proposer and the situation changes.

Mr. ROMERO-BARCELÓ. And the information that we have about the time frame of when the Gettysburg National Battlefield Museum Foundation was established, is that correct, May 1998?

Mr. GALVIN. I am not entirely—I will supply that for the record. I am not exactly sure of the date.

The Gettysburg National Battlefield Museum Foundation was established May 8, 1998.

Mr. ROMERO-BARCELÓ. The NPS has also previously stated that the construction of the visitors facility would not commence until the entire project cost has been raised by the foundation. Is this still the case?

Mr. GALVIN. Yes, it is.

Mr. ROMERO-BARCELÓ. And what happens if the foundation is unable to raise the necessary funds?

Mr. GALVIN. Well, if the proposal is unsuccessful, the only irreversible—because of the answer to the question you just asked, if nothing is built, obviously there will be no damage to the park. I believe we will acquire the property on which the visitors center was proposed to be built. We believe the prospects are very good, however, for a successful fundraising drive here.

Mr. ROMERO-BARCELÓ. Has the NPS made a determination on the use on the project of Davis–Bacon wage rates?

Mr. GALVIN. No, we have not. As it stands right now, this is construction on private property. It is within the boundaries of the park but we have made no final determination on that issue.

Mr. ROMERO-BARCELÓ. Is there any special reason why you have not made a determination on that issue yet?

Mr. GALVIN. Well, it is unclear whether Davis–Bacon wage rates apply in this case. You would have a private entity building a building on private land, funded with donations and with a commercial loan. And so it is simply unclear. We would need a determination from the Department of Labor as to whether Davis–Bacon wages apply and it is just premature to get that determination.

Mr. ROMERO-BARCELÓ. In August of 1998 a letter by the foundation's lawyers to the Cumberland Township asserted that the visitor facility is exempt from local zoning because it is a Federal building and would be used for government uses.

If that is the case, if it is a Federal building to be used for government uses, why is there any question of the applicability of the Davis–Bacon Act?

Mr. GALVIN. Well, ultimately it will become a government facility at the time when the loan is paid off. Actually it normally is the

case that local zoning does not apply, although generally speaking, we comply with zoning where we can, certainly local codes.

Mr. ROMERO-BARCELÓ. My question goes to the fact that because the foundation itself asserts that it is going to be a Federal building and it is going to be for government uses, why then can you argue at all that the Davis–Bacon Act would not apply?

Mr. GALVIN. Davis–Bacon wage rates may apply. We simply have not made that determination at this time.

Mr. ROMERO-BARCELÓ. The revised cost estimates for the project assume that the Cyclorama, the electric map and the book store gift shop will cover a significant portion of the center's cost. Has the NPS done any cash flow analysis to verify this?

Mr. GALVIN. Yes, we have. We have done an independent analysis of the cash pro formas and believe this will work.

Mr. ROMERO-BARCELÓ. And how is it that the net revenue after expenses is to more than double for the Cyclorama, the electric map and the book store gift shop?

Mr. GALVIN. The book store gift shop is the primary increased source of revenue here. The current book store is way undersized. There is a considerable demand for these publications and our independent consultant feels that with a larger book store, revenue will more than double.

Mr. ROMERO-BARCELÓ. The same thing with the Cyclorama and the electric map?

Mr. GALVIN. Some increase with the Cyclorama and electric map because of the increased attractiveness of the facility and the ability to handle more visitors.

Mr. ROMERO-BARCELÓ. Thank you very much. I have no more questions for now.

Mr. HANSEN. Thank you.

The gentleman from Indiana, Mr. Souder.

Mr. SOUDER. I am new to this Committee and relatively new to the issue. I am a history buff. I am interested in the Civil War. It has been a while since I have been in Gettysburg but it looks, just in casually trying to go through this stuff, that this is not uncommon as we try to change things around, national parks and national historic sites and the tension that develops between the community around it and the interests around it and the Park Service. And we have, in my opinion, a strong national interest in Gettysburg but as part of that, I also am concerned that the local communities have input into that, too, and we try to accommodate those two things simultaneously.

I am curious. My understanding is that, and I assume the second panel will get into this, as well, that the Borough of Gettysburg is against this, the merchant association is against it, the convention center is against it, the Gettysburg Battle Preservation Association is against it, along with other associations and many people.

Do you believe that is merely because it is moving from its current location to a different location farther than the downtown or are there other dynamics, as well?

Mr. GALVIN. The short answer to your question is yes, I believe it is because the facility is moving. I have reviewed the comments of the borough of Gettysburg.

One thing I would like to make clear here, there are five townships involved. The current facility is not in the Borough of Gettysburg. It is in Cumberland Township. It will move to a location in Cumberland Township.

So the location of the township in which the facility will move is not changing. The current facility is not in the Borough of Gettysburg. And I might add that those other boroughs have taken different positions on this proposal.

Mr. SOUDER. Have they been enthusiastic in their support?

Mr. GALVIN. Yes.

Mr. SOUDER. And how many people are involved in businesses in Cumberland Township, as opposed to the town of Gettysburg?

Mr. GALVIN. I don't know that. I would have to provide it for the record. I do have the number of businesses within a two-fifths mile of Gettysburg and it is a very significant number. There are something like 100 businesses within a two-fifths mile radius of the current development, and the move is about a mile.

Mr. SOUDER. So are you, in effect, saying that if you took the metro Gettysburg area, such as I know it is not like Pittsburgh, that the metro Gettysburg area, you are saying that the majority of people in that region would, in fact, support your position? Or are you saying just the people in Cumberland Township?

Mr. GALVIN. Within the Borough of Gettysburg, within the Borough of Gettysburg alone, the public comments we have received are 50/50.

Mr. SOUDER. In your statement you list a number of things. As somebody who likes to go around and visit national parks, historic sites, public and private, it is clear that many of the people who develop—whether they are appropriate or inappropriate from the historic perspective—sites around a park or a national site actually themselves very much love history, attract people who are there and ideally in these situations you should be allies. It doesn't always work that way.

And you have a series of things that you are proposing here to try to help accommodate things with the Borough of Gettysburg to try to make sure that tourists move when they come into the region. Are there additional proposals on the table? I mean Jeb Stewart is wandering around. Where was he? Are there other things the National Park Service could pick up that would strengthen this? Because many times people will go back to the Gettysburg area multiple times, not just once, because they won't necessarily do a four-day. They are going to want to eat. They are going to want to stay somewhere. And if you had, as part of a compromise, if there were additional satellite things, have any of those been considered?

Mr. GALVIN. Yes. In fact, the plan proposes several items. I mentioned them in my testimony: a shuttle downtown, an addition of a fourth day kind of tour that would include sites within Gettysburg.

Right now, before the plan is finished, we have moved into several locations, historic buildings within Gettysburg, and we are certainly willing to do more of that. We are anxious to cooperate with all the communities around all our parks.

Mr. SOUDER. You had the Wills House listed here and several others?

Mr. GALVIN. Yes.

Mr. SOUDER. Are there others that have been proposed that you, at this point, haven't taken?

Mr. GALVIN. We would consider any offer that enhances the interpretation and educational programs of the battlefield.

Mr. SOUDER. One other statement that I read here that I was curious about, it says, "On the national level other concerns and questions were noted. Ensuring that the site was appropriate for development from the perspective of historical significance and finding mechanisms to protect Baltimore Pike from unsuitable development were important issues to many."

What precisely do you mean by "unsuitable development"? Could this be a rival area where another group of motels, businesses develop? Are you looking to zone that? What does that statement mean?

Mr. GALVIN. Actually Mr. Kinsley has purchased some adjacent tracts to the tract that will be developed as the visitors center museum, which would preclude any commercial development along the Baltimore Pike there. Your statement implies exactly what we were worried about.

Mr. SOUDER. Have you looked at in a plan of even if you have controlled the immediate area, is there still area between there and downtown where, in effect, a new shopping area would develop, much like in Yosemite it pushed it out but it still popped up? Will an alternative development be created by this, as opposed to downtown Gettysburg?

Mr. GALVIN. We think this site really provides good insurance against inappropriate development. There is development very close to the existing site, so I think the site, the placement of the facility on the site, the fact that it is over the brow of the hill behind Cemetery Ridge, makes it a good site.

We have done viewshed studies because obviously I guess you could characterize our own development as inappropriate if it can be seen from some of the more sensitive places in the battlefield. And, in fact, none of the 19 interpretative tours and stops in the battlefield—you can't see this proposed development from any of them.

Mr. SOUDER. Thank you very much, Mr. Chairman.

Mr. HANSEN. Thank you, Mr. Souder.

The gentleman from North Carolina, Mr. Jones.

Mr. JONES. Mr. Chairman, thank you very much.

I would like to ask the witness, can you tell me who owns Gettysburg National Park?

Mr. GALVIN. Who owns Gettysburg National Park?

Mr. JONES. Yes, sir.

Mr. GALVIN. The people of this country.

Mr. JONES. Okay. So you do think that it is very important that the people that pay your salary and pay my salary are part of the process in making decisions that will impact on property that they own, right?

Mr. GALVIN. Indeed I do.

Mr. JONES. Okay. Well, Mr. Chairman, the reason I bring this up is I represent the Third District of North Carolina and we have Cape Lookout National Park. Last year I had to introduce legisla-

tion to protect about 100 wild horses that had been traced back to the Spanish mustangs back in the 1600s. The Park Service fought me the whole way.

What disturbed me was not that they fought me but they fought the people of a county that had grown up with these horses that wanted to protect part of North Carolina's heritage and history.

And what bothers me, Mr. Chairman, as I started reading through this information and listening to the witness is that it always seems that the Park Service puts on a show by saying we are listening to the people but it doesn't matter what the people want to see happen.

Let me talk about another case in my district. It is the lighthouse at Cape Hatteras. We had a hearing last year. The people of that part of North Carolina wanted to see a barrier built in the ocean to protect the lighthouse from beach erosion and damage from the ocean for $4 million.

The Park Service decided it was better to move it 2,900 feet based on some scientific committee that the Park Service paid to give them an opinion.

My point there is that is going to cost the taxpayers $9.8 million, plus the fact, Mr. Chairman, an engineering group says they are not sure because of structural damage existing in this lighthouse that it can be moved safely.

My point goes back to this issue involving the Gettysburg Park is I am continually amazed and concerned with the attitude of the Park Service always seeming to know what is better than the people.

And that is what is wrong, in my opinion, with many of the Federal agencies. When I ran in 1994 it was to remind these agencies, just like a Member of Congress, who pays our salary. It is the people.

There are many times that we need to make a decision that the people will not like, but what little bit I know about this situation, based on some research on my part and watching some TV feature interviews about it, is that it seems that the people have been left out of this process.

And I am further disturbed, quite frankly, when I see that Congressman Goodling and Senator Specter asked the Park Service for additional time and the Park Service says to a senator and a Member of Congress that represents this area, "We cannot extend the time. We've already given it 60 days," I believe it says, "and that's long enough for public comment."

I hope my point is that I do not know what it is going to take for the Park Service to fully understand that Members of Congress are elected by the people and we are the voice of the people in our district. And I think that is why there is such a crowd here today.

One other comment. I hope that you will gather from this, as we go down the road and other issues come about, that we cannot do enough to give the people the opportunity to voice their opinion on these issues on this property that they own. Thank you.

Mr. HANSEN. Thank you, Mr. Jones.

The gentleman from Puerto Rico.

Mr. ROMERO-BARCELÓ. I just wanted to ask something of the witness.

Mr. HANSEN. Go ahead.

Mr. ROMERO-BARCELÓ. Mr. Galvin, you mentioned that they had made a cash flow analysis and other related financial documents regarding the proposal. Can we have copies of the analysis for our record?

Mr. GALVIN. Yes. We have the economic analysis. It is a public document. There are certain financial documents that are protected by the Privacy Act and we have discussed that with various Members of Congress. We would be happy to discuss it with you.

Mr. ROMERO-BARCELÓ. I would like to have copies for the record.

Mr. GALVIN. Those that are commonly available to the public, certainly we will provide everything.

Mr. ROMERO-BARCELÓ. Thank you.

Mr. HANSEN. Mr. Galvin, we fully realize that nothing happens around this place without debate on both sides. That is just the great American way. But I think Mr. Souder brought up a point that really kind of bothers me, and he ticked off all of those organizations that are entirely against this thing.

That makes me wonder. Doesn't that give you some concern when he ticked off—I don't know if you have that list there handy but he listed all those. Boy, that is an overwhelming amount of people that are opposing this.

Mr. GALVIN. Yes, Mr. Chairman, you are absolutely right. Nothing gets done around this town without a lot of controversy.

On balance, as I said in my statement, we have held 50 public meetings and have received 4,600 public comments.

Mr. HANSEN. Excuse me, sir. What does a public meeting mean in your mind? Give me a definition of a public meeting. There have been public meetings with two people standing there and no one else had even heard of the thing.

Are these meetings that were advertised and held in an auditorium and a whole bunch of folks got the opportunity to come and it was adequately circulated in the paper and the news and all that?

Mr. GALVIN. I believe in this instance there has been no lack of public attention to this issue. Mr. Jones mentioned that he had seen it on television. It has been on network television any number of times.

We have received 4,600 comments. Most of them are in favor of this proposal. The National Trust for Historic Preservation favors this proposal. The Organization of American Historians favors this proposal. Other townships in the vicinity favor this proposal.

So you can tick off a long list on either side, to be sure.

Mr. HANSEN. How much depth did you go into? How much did you lay out the proposal, line upon line, precept upon precept, or was this one of these things where you gave a general concept that the parameters were five miles apart? How far did you do this?

Mr. GALVIN. Well, this is the draft General Management Plan.

Mr. HANSEN. Was that available to all these folk?

Mr. GALVIN. Absolutely. It was on public comment for 60 days. It is 329 pages long and includes a full Environmental Impact Statement. Prior to that there was a Development Concept Plan and environmental assessment.

The responses to the request for proposals, absent private financial information, have been made available to the public. We will make anything available to the public that will enlighten the debate.

Mr. HANSEN. How many of those meetings were held prior to that being released?

Mr. GALVIN. All of them. Prior to it being released? Maybe as many as half.

Mr. HANSEN. So half of them were done before the plan was released; is that right?

Mr. GALVIN. Well, the process includes some public meetings just for scoping, to develop the alternative. So even if you had started with the General Management Plan, there would be a certain number of public meetings before we put this together.

So there have been meetings throughout this process. As I say, the process has not lacked for public comment.

Mr. HANSEN. I have here how many were there and it says six were the only ones that were done after that was released and a whole bunch more were done before it was released. I won't haggle with you over the details but I think it is very important that people have the opportunity to know exactly what they are looking at before they have a voice in this thing.

Mr. GALVIN. We do, too.

Mr. HANSEN. You have to know what you are debating, just like we have to know what we are voting for.

Mr. GALVIN. We agree.

Mr. HANSEN. I have another question. Last time I was up there I took my wife and some of my children and we walked through the area and then we walked right into the town. I mean it was within walking distance. It was right there. Am I wrong? I mean you folks here can correct me, but we walked in. Now under this plan I guess we couldn't do that, if we accept this plan.

Mr. GALVIN. Yes, you would just walk into it from a different angle. This is close to town.

Mr. HANSEN. What is the distance?

Mr. GALVIN. We are moving the visitors center about a mile.

Mr. HANSEN. Now the first one was contiguous, if I recall.

Mr. GALVIN. About a half a mile.

Mr. HANSEN. So now if I want to do this I would really have to get in my car and drive; is that right?

Mr. GALVIN. It depends on whether you want to walk a half a mile. Within two-fifths of a mile of the current development there are 100 businesses. I think you could say with some confidence that when we move this, within a half a mile of the development there will be 100 businesses.

Mr. HANSEN. Half a mile?

Mr. GALVIN. Mm-hmm.

Mr. HANSEN. Let me ask you another thing. The gentleman from Puerto Rico brought up an interesting question. You brought up the idea that you are going to raise $20 million. This is voluntary money. People are going to volunteer this money. My staff tells me that figure is now closer to $27 million. Around here nobody haggles about $7 million except a few of us from the West.

But anyway, with that said, let me say this. I have been on this Committee for 19 years and I have never seen anybody make it. I always hear these pie-in-the-sky ideas of a park—oh boy, we are going to get this public money in and it is all going to come and we are going to get this much or that much. Then what happens is they turn around and they ask us for it.

I have sat here time after time saying gee, our intent was good, our motives were pure, but the money didn't come in. So gee, Congress, we know you have an endless supply of money, even though you are $5 trillion in debt. Why don't you come up with the bucks?

Now give me a straight answer. Do you really think they can raise this money

Mr. GALVIN. Yes.

Mr. HANSEN. Give me an example of the last time they raised the full amount.

Mr. GALVIN. Well, the biggest fundraising campaign we have been involved with, of course, was the Statue of Liberty and Ellis Island, which is about $300 million. Now that is extraordinary, to be sure. Mount Rushmore, about $10 million.

Mr. HANSEN. I think Mr. Iacocca did a heck of a job on that one. I will agree.

Mr. GALVIN. Washington Monument, $5 million. The regional visitors center in Philadelphia, $60 million. So we have some experience at this.

Now you are right. You are right in the sense that if this doesn't work, we have to go back to the drawing board. But in the meantime, no harm is going to be done to Gettysburg National Military Park.

Mr. HANSEN. But the vast majority of them, and I will agree with what you said but the vast majority of them, they come back here. But in your heart of hearts, you feel they can swing this one?

Mr. GALVIN. Yes, I do. I wouldn't be endorsing this proposal if I didn't.

Mr. HANSEN. How much more time have you got before you retire?

Mr. GALVIN. Well, sometimes it seems like it ought to be a very short amount of time.

Mr. HANSEN. People try to retire us every two years. Well, I am just curious because I would call you back if they didn't make it.

Anyway, any further questions from the Committee? I wish Mr. Miller was here. I know he had some questions for the Park Service.

Mr. Jones, Mr. Souder, Ranking Member, Mr. Romero-Barceló? I recognize the gentleman from Puerto Rico.

Mr. ROMERO-BARCELÓ. There is a letter from Mr. Miller that was sent to the director of the National Park Service and he said that "Based on the NPS request for proposals, your response regarding the release of the Kinsley proposal is just simply wrong. Please refer to the attachment D of the request for proposals whereby the NPS states that your failure to mark information contained in your proposal as secret or confidential, commercial and financial information will be treated by the NPS as evidence that the information is not exempt from disclosure under the Freedom of Information Act. And except for Mr. Kinsley's personal financial statement, no

such markings appear on the Kinsley proposal. On that fact alone, you have no basis under FOIA, as you claim, to deny the information to the public."

In other words, apparently information which is not privileged and is not confidential was denied to the public, financial information.

Mr. GALVIN. Well, we have been guided by our release of information to the public obviously by our solicitors. In our response to that letter we said, "Under the applicable FOIA requirements, the fact that proprietary information is not marked as confidential does not, in and of itself, authorize the release of such information."

It does not have to be marked as confidential on the proposal to be covered by the privacy considerations, I believe.

Mr. ROMERO-BARCELÓ. So that was the reason why the information was denied to the public?

Mr. GALVIN. That is correct.

Mr. ROMERO-BARCELÓ. Also one of the other concerns that Mr. Miller has expressed is the fact of the information that the NPS is conveying to the public to the effect that the materials that were used in the NPS presentation to service clubs assert that Gettysburg NP is broke and that the entire NPS is bankrupt and that these documents further go on to blame Congress for not providing the NPS with funds.

Has the NPS ever asked Congress for funds for this?

Mr. GALVIN. Not for this particular development. It has been tested in our priority system and would not show up for some time.

Mr. ROMERO-BARCELÓ. So there has never been a request to Congress?

Mr. GALVIN. No.

Mr. ROMERO-BARCELÓ. So no funds have been denied to the NPS for this.

Mr. GALVIN. That is correct.

Mr. ROMERO-BARCELÓ. And why were these statements then made?

Mr. GALVIN. I don't know that we have made statements that say we were broke or bankrupt. We certainly talked a lot up here about our backlog, had debates with the Appropriations Committee about the amount of the backlog. General Accounting Office has looked at it.

While there is not a precise figure, there is general agreement that it is in the billions of dollars and we have a list that is about $1 billion long that we would plan to try to ask Congress for over the next 10 years.

Mr. ROMERO-BARCELÓ. We have a document that was submitted by the National Park Service, talking about the service clubs in the context of the visitors center and the museum proposal. In the second paragraph it specifically says as follows: "The bad news is that we cannot currently carry out that mission of Gettysburg NMP because we are broke. It cannot be stated more simply or more honestly than that. On a broader scale, the entire NPS is bankrupt."

Mr. GALVIN. Okay, I will acknowledge the accuracy of the quote. It is not quite the way I would put it but the fact is that if you ask for $40 million here, you are displacing $40 million worth of other needed public facilities.

And it seems to me if we can protect Gettysburg National Military Park without spending taxpayer dollars, that means that $40 million is going to go someplace in the system and do some good. And I don't see frankly why we wouldn't pursue it.

Mr. ROMERO-BARCELÓ. Mr. Miller's issue is that if you need the money and you feel that you can do it better with public proposals, requests for donations, and you feel that that also would release the money for other things in the government, but why put the blame on Congress and say you are broke? I mean you don't have to mislead the public.

Mr. GALVIN. I have not done that.

Mr. ROMERO-BARCELÓ. NPS did it. You are representing NPS here. That is why we want you to convey that back to the people at NPS.

Mr. GALVIN. I certainly will.

Mr. ROMERO-BARCELÓ. Thank you, Mr. Chairman.

Mr. HANSEN. Thank you, Mr. Galvin. I would like to point out to you that we have a number of questions that we are going to give you in written form. Would you respond to those?

Mr. GALVIN. Yes, I certainly will, Mr. Chairman.

Mr. HANSEN. Mr. Galvin, if I may point out, no disrespect to you or others but we would really like to have an answer to them in kind of a short time.

Mr. GALVIN. I understand, Mr. Chairman.

Mr. HANSEN. Many times we sit around and before long the whole issue is resolved and then we get the answers back. The Pentagon started that game and I notice others have all played that game. So if we could have those back tomorrow we would sure appreciate it.

Mr. GALVIN. We will get them back as quick as we can, Mr. Chairman.

Mr. HANSEN. Thank you. I want to ask you one other thing. That is I would really appreciate it if you and the superintendent, members of the Park Service would stay here and listen to this other testimony.

Mr. GALVIN. We plan to do so.

Mr. HANSEN. Thank you very much. We will excuse you and thank you for your testimony.

Our next and last panel is Mr. Robert Kinsley, Eileen Woodford, Walter L. Powell, Ted Streeter and Franklin R. Silbey. If they would all come forth, please.

We appreciate you folks being with us today and taking the time to come down and prepare testimony for us. You heard my instructions on the light. It is a very important issue. If you have to go over a couple of minutes, that is all right. Please don't go much more than that.

I would like to take you in the order that I read your names. Would that be all right with everybody? Mr. Kinsley, if you would like to go first, we will turn to you, sir. I would appreciate it if you would all pull that mike up close to you because the recorder has to pick it up and we have to pick it up. So if you are an old pilot, you know about kissing the mike. Bring it in close, sir.

STATEMENT OF ROBERT KINSLEY, MANAGING PARTNER, KINSLEY EQUITIES

Mr. KINSLEY. I know about that, sir.

I am pleased that the House Subcommittee on National Parks and Public Lands is holding this hearing to discuss the issues related to the proposed visitors center and museum at Gettysburg and I welcome this opportunity to appear before you to discuss this very important issue.

Let me just say that I vividly remember my first visit to Gettysburg on a seventh grade school history class trip. Standing in Devil's Den, I experienced the sense of awe that many who have visited that historic site experience. That experience remains with me today and is one of the motivating factors why I feel so strongly about creating a new visitors center and museum that honors and respects the heritage of Gettysburg.

When I first learned of this project it was from other developers who requested that I either purchase their lands or provide the venture capital necessary to develop their commercial plans. It was my feeling that the proposed sites for these plans were far from the battle action and also the Borough of Gettysburg and, quite frankly, were overshadowed by commercial lodging and conference activity. My belief was that the history of the Civil War should not be presented to our children and our grandchildren in that context.

With all that being said, I submitted our own proposal and it was selected by the Park Service. Upon selection, we then began negotiating, working together to create a plan for the visitors center that would be a model for privatization of such park projects.

Since we began our work together, there has been an outreach process that has encouraged input from the local community, historians, environmentalists and from all Americans. The Park Service has conducted many public meetings and public input has been an integral part in the evolution of this project.

In an effort to create a dialogue with the Gettysburg community, we have met with a committee of the Council of the Borough of Gettysburg, the Gettysburg Convention and Visitors Bureau, the Adams County Gettysburg Chamber of Commerce and the area's retail merchants association. We have also participated in the borough's working committee which has led to the formation of a steering committee to develop an interpretive plan for the historic Borough of Gettysburg.

We hope to continue working with borough representatives as the museum and visitors center project progresses to ensure that the important history of the borough is told along with the history of the battle.

Last year we established the nonprofit Gettysburg National Battlefield Museum Foundation to undertake the visitors center project. The goals of the foundation parallel those of the Park Service: to preserve the artifacts and the archives, to restore and preserve the Cyclorama painting and to provide an expanded quality interpretative and educational experience for the visitor to Gettysburg.

Of utmost importance will be the restorations of Ziegler's Grove and the high-water mark, which are situated adjacent to the National Cemetery. We have done archeological and historic surveys

which have determined that the proposed site for the museum, south of Hunt Avenue between the former Fantasyland site and Baltimore Pike, saw no significant battle action.

The site is located in an area out of the direct view shed of the high-water mark of the battle and Culp's Hill. This permits the building to be built in such a way that it does not intrude on the landscape. The building can be situated away from Kinzie's Knoll and the position of Rugg's Battery, which are at the northeastern edge of the site, thereby permitting these historic places to be appropriately interpreted. It is also a site in an area that can be protected and buffered from commercialism.

The Museum Foundation will be funded by grants from other foundations, corporate sponsorships, local businesses and contributions from the American people. We are confident that we will be able to raise the necessary capital to complete this project.

When the project has been fully funded and the debt retired, the property will be presented to the National Park Service as a gift to the American people. The Statue of Liberty Ellis Island project stands before us as a model for success, having received over $400 million in contributions from the American people.

We are hopeful that the new museum will increase overall visitorship to the Gettysburg area. We believe that the new center and the enhanced interpretative experience will spark the interest of students, seniors, families and all Americans. Such improved offerings shall bring more visitors to the area and will lengthen the duration of their stay.

The Museum Foundation is committed to providing a more complete interpretation of the events that took place in and around Gettysburg in July of 1863. A well planned, coordinated transportation system is integral to that effort. A thoughtful approach to transportation will allow for a meaningful experience for the visitor, as well as increased economic benefit for the Borough of Gettysburg.

We look forward to building a strong and effective partnership among the foundation, the Park Service and the Borough of Gettysburg and the surrounding townships.

It is expected that a national fundraising campaign will be conducted by the foundation, simultaneously with the planning of the project. Construction will commence approximately two years after the definitive agreement with the Park Service is negotiated, but only after the necessary funds have been pledged or received.

All net proceeds realized by the foundation from operations after payment of debt service and the cost of operations will benefit the Park Service.

I believe that the Gettysburg National Military Park has a talented and committed team. The park, together with the foundation and the borough, can make this project a true success. Gettysburg and its history belong to all Americans. Thank you.

[The prepared statement of Mr. Kinsley and The Baltimore Pike Artillery Line pamphlet may be found at the end of the hearing.]

Mr. HANSEN. Thank you, Mr. Kinsley. We appreciate your statement.

I ask unanimous consent that the statement of Senator Santorum be included in the record. Hearing no objection, so ordered.

[The prepared statement of Senator Santorum may be found at the end of the hearing.]

Mr. HANSEN. We will now turn to Eileen Woodford of the NPCA.

STATEMENT OF EILEEN WOODFORD, NORTHEAST REGIONAL DIRECTOR, NATIONAL PARKS AND CONSERVATION ASSOCIATION

Ms. WOODFORD. Mr. Chairman, my name is Eileen Woodford and I am the Northeast Regional Director for the National Parks and Conservation Association. I am pleased to present this summary testimony concerning the proposed museum complex and General Management Plan at Gettysburg National Military Park.

NPCA is America's only private nonprofit citizen organization dedicated solely to protecting, preserving and enhancing the U.S. National Park System. An association of citizens protecting America's parks, NPCA was founded in 1919 and today has nearly 400,000 members. For the purposes of this oral testimony, we are speaking as well for the National Trust for Historic Preservation.

NPCA strongly supports the draft General Management Plan and museum proposal for Gettysburg National Military Park. This innovative plan has the ability to return Gettysburg to being the world-class national park it so much deserves to be.

NPCA did not make this decision lightly to support the museum proposal. We understand only too well what profound changes the proposal and the General Management Plan will bring to the park, but those changes are necessary. We can no longer tolerate mold and mites eating away at the park's collection. We can no longer tolerate watching the paint chip off the Cyclorama painting. We can no longer tolerate visitors putting up with a second-rate experience. And we can no longer tolerate the intrusion of a wholly inadequate visitors center and a dysfunction Cyclorama building onto some of the most sacred ground in this country.

At the outset of the planning process for the museum complex, NPCA stated that we supported the concept of using a public/private partnership to construct and manage this critically needed facility, but we would only support a proposal that passed the most stringent of tests and proved to uphold the highest of resource protection standards. Indeed, aspects of the initial museum facility, as proposed by Kinsley Equities, were highly unacceptable to us.

However, because of the dire situation at the park, it was necessary to explore a constructive outcome, and both the National Park Service and Kinsley were very open to public input for making the proposal acceptable. Towards that end we participated in nearly every single public meeting sponsored by the Park Service. We examined all public documents and provided written comments to NPS stating our specific concerns. We met with both supporters and opponents of the museum proposal to hear their points of view, including my two neighbors here at the table. We articulated strict new standards by which to judge the appropriateness of related activities. We subjected the museum proposal to extensive outside financial and economic analysis.

In the end, NPCA has concluded that the GMP, with the museum complex, is sound and in the very best interest of the historic resources and the American public.

I will now speak to specific aspects of the planning process, including the building program and location of the complex and the project's financial structure, to explain how NPCA came to its position of support.

Given the severity and extensiveness of the park's needs, a facility that combines a number of interrelated operations makes the most functional and financial sense. In addition, after a thorough examination of the Advisory Council's report on the history of the LeVan property, NPCA believes this site is suitable for the museum complex and that historically significant resources that exist there can be protected through careful siting of the new facility.

With regard to the price paid for the parcel, all of the proposers would have faced similar situations. Indeed, one proposer had identified the same tract as a potential development site.

A major concern for NPCA was that the project be financially viable but not violate the integrity of the park or compromise the stewardship role of the NPS over the historic resources. To give us this assurance, NPCA hired a private consultant with substantial expertise to review the project's economic impact methodology, which looked at overall visitation projections and revenue attendance estimates, the operating projections, meaning the cash flow of the project, and the project financing. Our consultant determined that the overall financial structure of the proposal appeared to be sound and reasonable.

Finally, I want to address the public planning process for both the DCP and the General Management Plan. Overall, NPCA found the public planning process to be exceptional. At public meetings for both the museum proposal and the General Management Plan, the park staff was willing to listen to a wide range of opinions and ideas. Additionally, the amount and detail of historical documentation presented in the GMP public meetings was unparalleled in my four years with NPCA.

The use of the documentation in the meetings brought the public into the process of framing the plan's alternatives and allowed for both the Park Service and the public to evaluate the environmental consequences of any proposed action as that proposal was being developed.

As a result, there is a very reasonable range of alternatives, all of which are grounded in sound and extensive analysis, as well as vetted by extensive and exhaustive public input.

In addition, I was greatly impressed with the park's specific effort to reach out to local governments, the business community, park partners and the institutional community through open morning working group meetings. The public process was nothing less than open and thorough.

Mr. Chairman, NPCA and the National Trust thank you again for this opportunity to testify before the Subcommittee today. We agree this highly innovative project, proposed at a place considered to be hallowed ground, requires the closest of scrutiny. NPS has presented us with a sound plan that has met all the tests put to it.

We enthusiastically support the adoption and implementation of the General Management Plan, including the museum. Indeed this is the very kind of plan that is needed to honor those who fought and fell at Gettysburg. Thank you very much.

[The prepared statement of Ms. Woodford may be found at the end of the hearing.]

Mr. HANSEN. Thank you.

Dr. Powell, we will turn to you, sir.

STATEMENT OF WALTER L. POWELL, Ph.D, PRESIDENT, GETTYSBURG BATTLEFIELD PRESERVATION ASSOCIATION

Dr. POWELL. Thank you, Mr. Chairman, members of the Committee, for the opportunity to speak to you this morning.

My name is Walter Powell and I am president of the Gettysburg Battlefield Preservation Association, a locally based nonprofit established in 1959. Something of our organization's background and my background appears further in the written testimony and I will refer you to that.

Gentlemen, everyone here, 104 years ago today, today, President Grover Cleveland signed legislation creating Gettysburg National Park, a momentous occasion that followed several years of lobbying by Civil War veterans concerned about the future and preserving the land and historic features that constituted the battlefield.

Once again this morning we are at a defining moment in the history of that battlefield, but this time less from the threat of losing land but from losing an ideal; less from gaining an improved visitors center than a diminished sense of what is fitting and proper for a national shrine.

For despite what the National Park Service would lead us to believe, their proposal is less about resource protection than it is about establishing privatization of the park, less about saving relics than it is about saving the NPS bureaucracy the burden of asking the American public for funds. This is, in our view, in short, the selling of the battlefield to the highest bidder.

The NPS will counter that they and the developer have already listened to public concerns by reducing the amount of commercialism in the proposed facility. They will also counter that the current visitors center already has a book store that competes with other Gettysburg businesses. But what they are less eager for the public to understand is how much the commercial elements in the proposed new center will be larger than virtually anything else that currently exists in Gettysburg or the adjacent two-fifths miles alluded to and what an impact this will have on local businesses, despite the claims of a badly flawed economic analysis paid for by the National Park Service.

Mr. Chairman and members of the Committee, it is for us as an organization the final straw when the agency charged with protecting sacred ground allows the money-lenders in the temple or, in a more modern context, a fast food restaurant in the middle of the cemetery, for it is to be built on battlefield, sacred ground.

And I repeat that here because the NPS has made much of the claim that no major battle action occurred here. As historian Richard Rollins has demonstrated in a letter recently submitted to this Committee, the area known as Kinzie's Knoll was an important

Union artillery position and the artillery pieces here were instrumental in the repulse of the Confederate attack on a portion of Culp's Hill.

But even so, the debate over whether the action here was heavy or not is irrelevant. It is reductio ad adsurdam. Using the same logic, might we not also argue that a floating restaurant in view of the USS ARIZONA is okay because fewer men died in the harbor?

In the words of former NPS Director Roger Kennedy before the late House subcommittee chair Mike Synar at a hearing on the infamous Seminary Ridge railroad cut fiasco in 1994, and I paraphrase, all the land on the Gettysburg Battlefield is equally important. Well, is it or isn't it?

Our organization's concern, however, goes much further than the issue of commercialization. As I noted in previous testimony before the Senate subcommittee in February of 1998, we continue to wonder how much we can trust the actions and public statements by the national park regarding the particulars of this proposal and its real consequences and benefits.

As I noted then, the NPS has fostered a growing feeling is mistrust through a pattern of withholding information from the public and since last year, with the release of the General Management Plan, creating a document that allows the public effectively to consider the merits of no alternative but the Kinsley plan.

In fact, the draft GMP is a seriously flawed instrument because, like a true planning document, it should offer a range of alternatives for serious consideration, but does not do so and, in our view, violates the intent of the National Environmental Policy Act to require it to provide the public with a full range of alternatives.

Mr. Chairman, we are deeply troubled by these NPS actions, none the more so since the draft GMP was released. This park has had a history since 1991 of poor or controversial management decisions, especially the disastrous Seminary Ridge railroad cut land exchange and I would think Director Stanton and the park administration would bend over backwards to avoid even the appearance of impropriety. For in these troubled times, as this Committee well knows, perception is reality. It is unfortunate that the public and the press have had to resort to FOIA requests to get information for public disclosure.

It wouldn't be appropriate for us, however, to come to this hearing merely to criticize the park proposal. The needs that led them here have been legitimate and we know that overall Federal spending on parks has declined in recent years. But we believe the NPS has failed, for whatever reason, to present an accurate picture of its needs before Congress and has gone full speed ahead with the Kinsley initiative despite a growing chorus of protests from the Gettysburg community and from many in the Civil War preservation community.

In fact, we believe a solution is at hand. In summary, Mr. Chairman, we believe in watching the public reaction over the past year that solution, a compromise solution, affirms the need for improved facilities, supports many of the goals outlined in the General Management Plan, but affirms the need to explore some of the alter-

natives to building a new facility on the Hunt Avenue, LeVan or Kinsley tract.

That alternative plan might include demolition and rebuilding of the current visitors center and, if the National Tower is eventually acquired, the development of appropriately designed and screened facilities on ground that has already been compromised and is very close to the edge of the borough limits. All of this would keep businesses close to Steinwehr Avenue, maintain easy access to the National Cemetery and prevent developing battlefield land that, at the moment, is much as it was in 1863. These alternatives, we believe, still allow for a partnership of Federal, state and private funds and, more importantly, would be in stark contrast to the current proposal.

Mr. Chairman, in our letter to Superintendent Dr. John Latschar on October 16, 1998 commenting on the draft GMP, we urged him to "give up his pride of authorship of this proposal and demonstrate true leadership by dropping this plan."

In public statements since then he has refused to do so, telling us in so many words that if the plan is to be stopped, go to the Congress or to the courts. We accept Dr. Latschar's invitation and on behalf of all members of the Gettysburg Battlefield Preservation Association, we urge this Committee to halt the current plan and seize an unparalleled opportunity to turn public anger and mistrust into a real partnership of the public, by the people, for the people, so that the Gettysburg Battlefield, precious to us all, will not perish from the earth.

[The prepared statement of Mr. Powell and letter from Richard Rollins may be found at the end of the hearing.]

Mr. HANSEN. Thank you, Mr. Powell.

Mr. Streeter, we will turn to you, sir.

STATEMENT OF TED STREETER, COUNCILMAN, BOROUGH OF GETTYSBURG

Mr. STREETER. Good morning, Mr. Chairman. I am Ted Streeter. I represent the Gettysburg Borough Council, who, in turn, represents the people of Gettysburg.

First and foremost, I would like to express our appreciation for the opportunity to appear in front of you. We regard it as a reaffirmation of the democratic process and one which we have long looked for. The written testimony that I have submitted to you on behalf of the Gettysburg Council can basically be summarized in two sentences with regard to the economic situation in Gettysburg.

First of all, Gettysburg is a one-industry town. It is inextricably linked to tourism and that can never change. The second point is, obviously following from the first, that whatever happens to tourism in the battlefield area undoubtedly cannot help but affect the Gettysburg Borough.

We believe that the Kinsley plan does affect the Gettysburg Borough and that it will affect it adversely, to be polite.

You have in front of you in your packet a graphic which we submitted. It shows on the left the current location of the Gettysburg Visitors Center and on the right, the proposed location of the Gettysburg Visitors Center. As you alluded to, Mr. Hansen, the current Gettysburg center is located just across the street from the

Steinwehr Avenue business district, within two-fifths of a mile of over 100 businesses. There is adequate parking currently in the visitors center for people who want to park there for long periods of time, thus relieving parking congestion on Steinwehr Avenue and visit the shops there.

Movement of the visitors center, I believe it will be closer to nine-tenths of a mile from the current commercial zone, will have two effects, two major effects. First of all, it will physically isolate the visitors center from the Steinwehr Avenue business district. Pedestrian access will not be as affordable as it was before. Indeed, it will be quite a hike, contrary to, I think, what was previously said.

Secondly, it will destroy the parking lot when the current visitors center is razed, which will eliminate the ability to park and visit the Steinwehr Avenue business district.

The second effect will be economic isolation of our Steinwehr Avenue business district. The new visitors center is what has been called a one-stop shopping mall and I think that is a very accurate description. It is going to contain a theater. It is going to contain a museum. It is going to contain a retail outlet. It is going to contain a restaurant of some sort. It is going to contain guide facilities and tour bus facilities.

And with regard to the restaurant, Mr. Chairman, we are told by economic analysis done by the park that the restaurant will be capable of serving 615,000 meals a year. Now, I know nothing about the restaurant business but the immediate thing that pops into my mind is Hershey Park, which is the closest facility and would seem to have a restaurant comparable to that.

The combination of these two factors—the economic isolation and the physical isolation—can lead the average tourist and his family to drive to the current visitors center, get out of their car or bus, go into the visitors center, visit the museum, see the film, hire a guide or a tour bus, take a tour, come back, purchase something at the retail center, have a bite to eat at the cafeteria and leave for any other major attraction in the area without ever having to visit the Steinwehr business area.

Consequently, this potentially has a devastating effect on the people who have worked very, very hard in those businesses for the past 20 some years to build them, in accordance with earlier park policy which encouraged that sort of thing. The park, in its infinite wisdom, has characterized these people as greedy, short-sighted, avaricious, whatever, in order to discredit their credibility, but I am going to spend a couple of minutes and tell you about a couple of them.

One of the most greedy of these people is Dick Peterson. He and his wife Pauleen coincidentally are two of the nicest people that the Lord ever put on the earth. They have worked for 20 years to build what they have. It is a nice business. It is a good addition to the Steinwehr Avenue business district. During the summer they hire over 12 people to do their theater presentations, man their book store and what have you. It is accessible now by foot traffic from the current visitors center and by people who park in the lot. Elimination of that visitors center and its lot will virtually eliminate the access that these people have.

I will tell you about Emmett Patterson. Emmett is an easy target. Emmett runs the local McDonald's. McDonald's is a megacorp. It is greedy.

Emmett Patterson employs three people full-time and over 80 kids, Gettysburg kids, during the summer, part-time, kids working for high school money. If the visitors center is moved, he is going to be forced into unfair competition with his own government, Mr. Chairman, and that is going to result in obviously a loss of jobs, a loss of jobs to these kids and the community.

Mr. Chairman, I am not talking about the economics of greed. I am not talking about the economics of avarice. I am talking about the economics of concern and indeed the economics of survival. These people have a right to survive. They have a right to prosper in their businesses and they do not need to be driven out by unfair competition.

Now I might close by saying that the situation was obviously not brought about by the Park Service's offer of cooperation with the borough. Were that so, we wouldn't be here today. Nor would you have been burdened for the past year with the problems that you are burdened with.

Nor is it a situation that has been brought about by the Park Service coming in and saying, "We know what is best for you."

No, sir, the situation has been brought to a head the way it is now because the Park Service has said to the borough, "We don't care about you. We are going to pursue our own dreams. We are going to pursue our own agenda. We are going to build this monument to ourselves and what happens to you is your tough luck."

We ask only for meaningful participation. The gentleman from North Carolina hit it right on the head. We ask only for meaningful participation in the process. We have not had it to date.

The GMP that is the result of this is a prototype document. It will affect the National Park Service and the American people for the next 25 to 50 years. Let us take the time. Let us do it right. Let us get people, the people who own the park, to participate. And to that end, we are coming to you, sir, to help us do it. I appreciate your time. Thank you, sir.

[The prepared statement of Mr. Streeter may be found at the end of the hearing.]

Mr. HANSEN. Thank you, Mr. Streeter.

Our last witness is Mr. Silbey.

STATEMENT OF FRANKLIN R. SILBEY, PRESIDENT, FRANKLIN SILBEY & ASSOCIATES

Mr. SILBEY. Mr. Chairman, I thank you for this opportunity to testify. I am very grateful for this oversight hearing.

For 17 years I ran investigations and oversight subcommittees on Capitol Hill, House and Senate, for both parties, and I represent no economic interest of any kind. I am not going to engage in personalities or questions of character.

I learned when I worked in oversight that the real truth often lies behind the curtain, and that the most important thing in oversight is to look behind that curtain and ask questions about what really is going on. To that effect, I have done my own research. My information has been shared with Majority and Minority staff, who

have done a marvelous job and have rendered every fair courtesy. I believe the public has been prevented from hearing much information that is germane, vital, factual that goes to the heart of this issue that have never seen light of day before.

This is all about money. This has nothing to do with patriotism.

Your colleagues just spoke about the arrogance of the Park Service. It has never been better exhibited than in this instance. What you have here is a group of senior public officials who have decided on a plan to give a commercial developer a virtual monopoly on the dollars that 2 million tourists annually bring to Gettysburg. They decided before hand on that plan. They did not tell Congress a thing about it. They have methodically decided to circumvent the congressional authorization, appropriation and oversight process through the so-called public/private concept, and thus far they have been successful.

They have never considered any other alternative, never told Congress they had a problem. They plunged right ahead and, while denying access to all this vital information, came up with a commercial plan they kept secret for quite a while. The commercial development plan was finalized May 9, 1997. It was finally released July 23, 1998.

Any and all public comment meetings that took place they speak about were largely meaningless. The NPS is very quick and voluble to speak about all kinds of open discussions. Those open discussions were useless because the public was denied access to all the basic information on which they were basing decisions. They were denied access to a development document that says at the top, "a small mall."

This" small mall" will have an enormous commercial footprint—6,000 square feet of restaurant, 6,000 square feet of retail store, largest in the county, a large bus terminal complete with busses and battlefield guides. The guides made it a condition of agreeing to participate that they would have a presence on each of these tourist busses.

This is commercialization by any other name. Yet in the hearing held last February before the Senate Natural Resources Committee, Mr. Galvin of NPS said, "There will be no commercialization of the park." How that jibes with these retail operations and their immense volume, somebody who is far more knowledgeable than I will have to explain.

Rich Rollins, a historian who met with two of park historians, Mr. Hartwig and Miss Harrison, told them, "Don't put this thing where Kinzie's Battery was." Yet he was sent a letter that said Kinzies Battery played a significant role in the second day's battle.

We have an advisory commission acting as a rubber stamp for the park. We are told there is a sunshine law requiring all advisory committee meetings to be open to the public. I have a document here dated July 12, 1996, in which, "As before, we will also meet at 2 p.m. in the visitors center conference room for our premeeting caucus." This is the written policy of the superintendent of the park.

There has been a recent archeological search of the LeVan site. They found relics. A Freedom of Information Act request has been sent. We can't get at what they found nor even seen those relics.

I had the privilege of working for John Moss, author of the Freedom of Information Act. I know that law reasonably well and have access to attorneys who wrote it. At one point opponents had barraged the park with Freedom of Information Act requests, seeking basic data. NPS actually started denying requests for information on the basis of national security. They cited a Federal regulation that allegedly prevented their compliance with FOIA requests.

What was the real reason? Congress, in its wisdom, enacted an exception to FOIA to protect sensitive national security data submitted by Pentagon contractors. This was the fig leaf they sought to shelter behind and use as grounds for denial of Freedom of Information Act requests.

Then there is the relic argument. NPS gives dog and pony shows in the form of tours of the basement of the visitors center, claiming priceless relics are being ruined. Yet we have a man who is one of the greatest Civil War relic experts in the country, George Lower, saying it absolutely isn't so. What NPS has also chosen not to reveal to the public is that Eastern National Monument Association chose to make them an offer they have ignored and kept from the public. It is to build a climate-controlled, year-round storage facility to store these so-called deteriorating relics.

There is much more, but my time is limited. At this point I welcome many more questions from the Committee about what is a planned desecration of one of the most unique places in America.

I have more documentation germane to what this Committee is seeking to find out. I wish to close with a quotation from General Joshua Chamberlain, hero of the fight on Little Pound Gap, from October, 1889. "In great deeds, something abides. On great fields, something stays. Forms change and pass. Bodies disappear but spirits linger to consecrate ground for the vision. And reverent men and women from afar, and generations that know us not and that we know not of, 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: and lo! The shadow of a mighty presence shall wrap them in its bosom, and the power of the vision pass into their souls."

Imagine what that man and his comrades of both sides would say about putting this kind of massive commercial facility half a mile from where Lincoln gave his speech and where 5,000 Americans, 3,500 from the battle and 1,500 from other wars, lie buried.

I do not understand for the life of me how anybody can come forward and argue rationally, patriotically, for doing this kind of thing.

[The prepared statement of Mr. Silbey may be found at the end of the hearing.]

Mr. HANSEN. Thank you for your testimony. There are about a dozen hearings going on around here right now, so Mr. Romero-Barceló had to go to one that had some votes on, as some of the other members, and I have the same problem. I guess I will miss some of them.

Mr. Kinsley, I understand that you established the Gettysburg National Battlefield Museum in May of 1998; is that correct?

Mr. KINSLEY. That is correct.

Mr. HANSEN. How many officers are there in the foundation?

Mr. KINSLEY. We have three interim officers before the full board is selected and it is myself, my chief financial officer and Barbara Sardella.

Mr. HANSEN. Would you give us the names of those, if you would, please? Could you submit the names of your officers of your company?

Mr. KINSLEY. We would be happy to.

Mr. HANSEN. We would appreciate that if you would.

How will your commercial loan be collateralized?

Mr. KINSLEY. Well, I think what you need to know is that this is a $39 million project in which we will raise about $27 million. About $12 to $13 million will be financed by financial institutions. Those loans will be able to be collateralized by the leases that we will have with Eastern National, with the theater and with any other tenants that we will get. There would be no lien on Park Service property. There may be a mortgage on the building, but it would permit operations of the Park Service in the event of a foreclosure through a non-disturbance agreement.

Mr. HANSEN. I assume that you would be expecting to do the construction on this, your construction company. Is that correct?

Mr. KINSLEY. It would be an honor if I would be selected, but I may not be selected. What you have to realize is that in a construction project of this type, about 90 percent of the project is subcontracted out. There will be probably 20 or 30 specialty contractors used on this job and those construction contracts can be awarded by the foundation directly to those subcontractors based on scope and price and ability to perform exceptional work.

Mr. HANSEN. You feel that as a general, it would be a bidding process to see who would be the general contractor on this? Is that how you would look at it?

Mr. KINSLEY. It is very possible that you will not have a general contractor. You will have different trades contractors and the construction project could be managed and probably would be managed under a construction management contract with a construction manager and all the financial records and books would be open for scrutiny and all monies would be handled by the foundation.

Mr. HANSEN. I would think that would be the way to do it but it contradicts the hearing that was held in the Senate, not to make a big deal out of that, but in that one Senator Bumpers asked the question of Mr. Galvin: "Let me just start off by asking you if Mr. Kinsley has a contracting firm." Mr. Galvin: "Yes, I believe he does." Senator Bumpers: "Is he a contractor?" Mr. Galvin: "Yes." Senator Bumpers: "It is my understanding that he would do the building. In other words, once you accept him, under the request for proposals which you have already issued, once you accept him as the contractor, this will not be put out for public bids. He will build it himself; is that correct?" Mr. Galvin: "That would be my presumption."

Mr. KINSLEY. Is that a statement or a question?

Mr. HANSEN. Pardon me, sir?

Mr. KINSLEY. Is that a statement or a question?

Mr. HANSEN. So far it is a statement.

Mr. KINSLEY. Okay.

Mr. HANSEN. Mr. Galvin: "That would be my presumption, or a contractor of his choice would do the construction."

I don't know if that really squares, and I'm not trying to take on former Senator Bumpers or yourself or Mr. Galvin, but that doesn't square with the way that we normally do bids. Would you like to comment on that?

Mr. KINSLEY. Well, I think we would not undertake a "public bid," but this would be a process much like a public bid process. Competitive bids would be obtained from the different trade contractors demonstrating they are capable of performing quality work, but this is a project that is being financed by a foundation. We will seek out qualified contractors to do the specialty work and the work that needs to be done on this.

I think that you need to know that I own companies that do better than $200 million a year, have revenues and operate profitably, and I do not need to do this job. Nor do I need to make a profit.

As an American citizen, I am willing and capable of doing this project and less than cover my overhead. And I may not be selected, but it certainly would be an honor for me to do it. I have spent countless hours in the last two and a half years working on this project and it would be an honor to build it, but I may not build it.

Mr. HANSEN. Thank you. I appreciate that.

Let us accept the premise that you get the job through some bidding process and Kinsley Construction is the general. Of course you would, as you pointed out earlier, many, many subcontractors would be involved.

Would you anticipate starting the job predicated on amount of money you think that you will get from pledges or would you wait until the pledges were there, so the money is in the bank, so to speak?

Mr. KINSLEY. I would think that as a prudent businessman, we would wait until the money is in the bank, unless we have pledges that are signed and collateralized from credit-worthy organizations.

Mr. HANSEN. Let me just switch a minute. I would like to ask Eileen Woodford a question. Your testimony states that "It is imperative to NPCA to ensure that the proposal was acceptable by meeting only the highest standards."

Do you folks consider commercialization and construction on undisturbed ground within the park boundary as meeting your highest standards?

Ms. WOODFORD. Let us take it in two pieces. One is the ground itself. We were satisfied—that was one of our initial concerns about the location, that this parcel, that it not be interfering with historic resources that may be there.

We were satisfied with the advisory commission's report on its peer review, its panel of historians, that the proposed museum complex could be placed on this site without disturbing any of the historic resources.

Secondly, in terms of the related activities, in our Senate testimony you would read that we set up a number of criteria by which we would judge the appropriateness of all the activities that would be part of the proposal and those criteria include that they had to be necessary and appropriate, they had to affirmatively support the

mission and purpose of the park, and they had to be minimum necessary to make the operation financially viable.

That made a number of the initial activities proposed under the initial proposal that Mr. Kinsley put out unacceptable to us and, after much discussion, those activities were reduced or eliminated.

And using those same criteria and applying them against the activities that were presented in the draft General Management Plan, we feel comfortable that these activities support the mission and purpose and goals of the park.

Mr. HANSEN. Thank you. I appreciate that.

Mr. SILBEY. Mr. Chairman, may I comment on that?

Mr. HANSEN. Yes, go ahead.

Mr. SILBEY. I think it is fascinating to realize that the official, long-standing policy of this lady's organization is to oppose commercialization within national parks, and to encourage such commercialization only outside such parks. This is a dramatic departure from their policy.

I offer here a quote from this lady. This is from an article from Civil War News of April, 1998. "Eileen Woodford, Northeast Regional Director, National Parks and Conservation Association, submitted testimony. Removal of the intrusive National Tower must be an integral element of any final plan."

The Tower does not come down as a result of the Kinsley proposal. It stays. The Park Service was in negotiation with the tower's owner four years ago when the present superintendent came in. He walked away from that negotiation, giving no explanation, according to the lawyer for the tower.

What you really have is a Kinsley mall to be located right next to the tower, creating a huge commercial footprint, reviving the tower's ailing business, doubling its asking price and flying in the face of Miss Woodford's quote, I believe.

Mr. HANSEN. Do you want to respond?

Ms. WOODFORD. Please. NPCA realizes that there are needed activities that the Park Service cannot provide within national parks. That is why we have a concessions law and that is why we have worked to reform that concessions law which, as you know, was passed the last congressional session.

Commercial activities or any kind of activities such as commercial activities are not necessarily inappropriate for national parks. We do need some of them. The Park Service cannot provide them all.

What we did was go beyond the concessions law, which only states necessary and appropriate and we added two additional criteria. One was that it affirmatively support the mission and purpose of the park. Unrelated activities were unacceptable. All the activities proposed under this complex would be supportive of the mission and purpose of the park.

Mr. HANSEN. We don't want to pick on NPCA. We know they do some very wonderful things for the park.

Ms. WOODFORD. I am sorry; I can't hear you.

Mr. HANSEN. Please don't get us wrong. We are not picking on you in any way. We know you do some very good things for the Park Service and for our national parks and we appreciate that,

but I am always curious where you folks are coming from on things because you do have considerable clout.

You know, in 1990 Gettysburg National Park boundary legislation addressed and set the boundaries of the park with the purpose to preserve, conserve and protect the grounds of the parks and other important sites. This legislation resulted in boundaries being set that included private land, including the LeVan tract, which I guess is kind of at issue here, that was deemed to have historic significance within the park.

If you go back and read that, and I don't understand it. I have stumbled around the park two or three times. I think it is wonderful, but I don't understand the intricacies that you folks have, but apparently there is something pretty sacred about that.

In fact, subsequent actions to the passage of this legislation reinforce the intent for the Park Service to preserve and protect the lands within those boundaries.

Now, if I got this right, and I may not have I stand to be corrected—probably everybody in this room knows more about it than I do—isn't this the area that we are talking about? Dr. Powell, do you want to respond to that?

Dr. POWELL. Thank you, Mr. Chairman. One of the issues certainly in the boundaries study was more broadly defining what was significant land based on the original 1895 enabling legislation and to include areas that, because of subsequent development pressures, needed to be protected.

The issue here critically is, as I argue in our testimony, not the issue of whether one piece of ground is more significant than another. There is the inherent problem here of the National Park Service claiming, for example, in 1991 that seven acres of Seminary Ridge "lacked the criteria that determined National Register eligibility," yet the property was already within the National Register and already within the park boundary.

The ludicrousness of that sort of assertion is the same ludicrousness of the assertion by the SHPO about the National Register eligibility of the LeVan tract. It is already within the national military park boundaries, already within the National Register boundaries. So it is not a question of whether or not it is significant but whether or not the project on it should be developed.

Mr. HANSEN. Mr. Kinsley, do you want to respond to that?

Mr. KINSLEY. I think one of the appropriate reasons for this is that I guess it could be a debate whether one piece of ground is more hallowed than the other piece of ground. And we think, and studies have found, that our piece, the LeVan tract, is less hallowed, but it is also close enough to the park that it can be protected. Land on three sides of the tract are now already owned by the Park Service. We have purchased 45 acres from the LeVan family. We will be using, I would think, approximately 15 acres of that and the rest of it will be preserved in the condition that it is today.

Mr. HANSEN. Thank you.

Mr. Streeter, one thing that bothers me about your testimony is you sit on the council?

Mr. STREETER. Yes, sir, that is correct.

Mr. HANSEN. And if I am hearing you right, you are somewhat offended that the council really was kind of ignored, not really listened to carefully. Did they accept anything that you folks said or did they just kind of pass you off as a wayward child?

Mr. STREETER. When the initial council position was issued in March of this particular year, we opposed the Kinsley proposal as it was then proposed and we have always stated that our opposition to it was conditional.

In response to that, in all fairness, the proposal was altered, as I recall correctly, to eliminate the IMAX theater and to eliminate the linen tablecloth, as it was called, restaurant.

I personally, and I think members of the council and people we represent, regard that as a negotiations ploy. One always opens negotiations asking for more than he can get and then, when you fall back and ask for what you really want, it seems reasonable.

In reality, it would seem that an IMAX theater in the first place would be of no use in that particular area, although you could show one film, but with a conventional theater you could show many films at different times of the day.

If you had a linen tablecloth restaurant, you may get a little bit of service out of it but the average visitor who visits that facility would probably not use it.

So to answer your question, I think, sir, yes, some concessions were made on the part of the developer but the concessions that we are asking for, sir, are to be listened to, to have the borough taken into consideration with regard to the Steinwehr Avenue district, which provides a very substantial portion of the borough's income.

Mr. HANSEN. Mr. Silbey, did you want to comment on that?

Mr. SILBEY. Mr. Chairman, I think a little history might be a bit helpful here. The park is under siege. In 1989-1990, the park, for some reason nobody understands yet, gave Gettysburg College seven and a half acres of land. They proceeded to assure concerned people that everything was going to be just fine. Gettysburg college proceeded to destroy a unique historical landscape. They brought in bulldozers on Christmas Day and New Year's Day, ravaging a critical part of the first day's battlefield.

That led to Congressman Mike Synar's oversight hearing. I brought Mr. Synar and his subcommittee staff up there to take a look. He later held an oversight hearing. It was a masterful oversight hearing. He had Roger Kennedy, head of the NPS, as a witness. Kennedy and a group of his people all agreed they had made a terrible mistake, promising to make good on the damage and to hold the College to account.

They got rid of the then superintendent, brought in the present one. Nothing was ever done. The promises wre broken. If you go there and view that railroad cut, guides will be shown there was serious battle action. At the hearing by Synar, NPS and the College maintained there was little battle action. Thet were not telling the truth. The railroad cut remains today, a desecrated historical landscape and a national disgrace. If the veterans could come back they would have a seizure.

Now we have the proposed Kinsley Mall. Mr. Kinsley paid $61,000 an acre for land that ordinarily sells for $2,000 an acre,

thus establishing a new price level, an out-of-reach asking price for any other piece of land anybody wants to buy. They will never get it. Existing preservation organizations are not going to be able to afford such prices. They are going to have to come to Congress.

Again we hear the same argument. Nothing happened on the site. Much ado over nothing. After the tower and the railroad cut, and now this, what you are looking at is the steady erosion of the integrity of the crown jewel of American batttlefield parks.

What will NPS come up with next? A tasteful hot dog stand on the ARIZONA or a tasteful movie theater outside the entrance to the American cemetery overlooking Omaha Beach?

This is nothing more than a commercial development in the middle of the most hallowed place of our Civil War. This is what it all boils down to. If the Subcommittee demonstrates all the unexpurgated documentation we still have yet to be able to access, I believe the Subcommittee will find there is yet another story to be told.

There is now an Adams County criminal investigation into an application for Federal highway funds by an organization enjoying uniquely privileged status in access to the park for fundraising purposes. They have been highly supportive of this project and have generated much of the mail the deputy NPS director quoted when he said there was unanimous public support.

I thank you for allowing me to comment.

Mr. HANSEN. Thank you.

You will notice from the clock that we have just a few minutes before high noon and we are going to lose this room. So I do want to thank all of you for your testimony. Obviously there are some very strong feelings in this thing, no question about it, but let me say this.

Years ago I was speaker of the house in my home state and we were so ticked off at the Federal Government that every 11 Western states did something and we called it the Sagebrush Rebellion. If you're old enough to remember that, we were ticked off that the Federal Government just came on and told us how to run our ground and our land and everything and we felt we are smart enough to do it ourselves.

I then came to Congress and I remember in January of 1981 being in the White House with then-President Ronald Reagan and Secretary of Interior Jim Watt, Secretary of Agriculture John Block. And the President was lecturing these two people and he said this. He said, "You know why there is a Sagebrush Rebellion?" He said, "It is because you guys," i.e. Ag and Interior, "go into the areas with the badge on and a high-handed attitude saying, 'This is the way we are going to do it and we don't care what you think.' " He said, "We are going to adopt the policy of the good neighbor." He said, "I want you to keep that on your desks. We are good neighbors. We don't go in and push people around. We talk to them. We reason with them. We work it out with mutual agreement." And he quoted the Book of Isaiah: "Come let us reason together."

No disrespect to this administration but I think we are somewhat back to the Jimmy Carter days on some of these things, and no disrespect to the Park Service but we lecture them ad nauseam

on the idea that really we are all American citizens and sometimes we can sit down and resolve our differences if people will talk to one another, try to keep the inflammatory thing down and reason it out.

So with that said, this Committee has the obligation as an oversight committee of the National Park Service to look in detail at the remarks today and I am going to ask each one of you if you would, please, I am going to submit to you a pile of questions. Please answer them as honestly as you can, straightforward. We are not going to take sides right now and say one of you is right and one of you is wrong, but we really want to get this information because I understand many of the members of this Committee have some very strong feelings on this.

Members of the Congress, both in the Senate and the House, have very strong and opposing feelings on this and we would like to have the opportunity to know what action we should take from that point.

I appreciate your abiding by that little bit of history that I just laid on you. I do appreciate each and every one of you being here and the excellent testimony we have had today and this hearing is now adjourned.

[Whereupon, at 11:57 a.m., the Subcommittee was adjourned.]

[Additional material submitted for the record follows.]

LETTERS TO HON. JAMES V. HANSEN

FEBRUARY 8, 1999

Hon. JAMES V. HANSEN,
Chairman, Subcommittee on National Parks and Public Lands,
O'Neill Building,
Washington, DC 20515

Dear Congressman Hansen:

I am writing in connection with your forthcoming subcommittee hearing regarding the General Management Plan proposed by the National Park Service for implementation at the Gettysburg National Military Park. I wish to express my concern over the planned Visitors Center and to provide some insight into the artifacts which the NPS has now on display and in storage.

I am a lifelong resident of Gettysburg who for nearly thirty years bought and sold Civil War artifacts as *The Gettysburg Sutler*. Because of my expertise I appraised some of the country's most famous Civil War collections, such as that of the Dubois family of Atlanta, GA. I also performed some appraisal work for the Gettysburg artifacts and devoted several hundred hours of volunteer work to catalogue and display the Rosensteel collectton. I am in addition the founder of the Friends of the National Parks at Gettysburg and was its first president until I resigned in protest against the Friends' financial policies, specifically its raising of funds solely to promote growth of the organization rather than to enhance the park.

It is my belief that there are a number of people connected with the Gettysburg park, both in and out of the National Park Service, who have a far greater interest in pursuing their own agendas and in enhancing their resumes than they do in promoting the well being of this park. I also believe that a new Visitors Center would be a vast improvement to this national treasure and, although skeptical at this point, am willing to entertain the concept of public-private partnership. However, I find it unconscionable that advocates of what is known as the Kinsley proposal wish to destroy not only the last piece of undeveloped land on the battlefield, but one which lies directly in the center of the staging area for the entire Union defense during the battle.

The assertion of the National Park Service that the new Visitors Center. will display many more artifacts which now can only be stored is, in my opinion, seriously misleading. The best example of every weapon in the Rosensteel collection is now on display as well as all the other items of greatest importance to both armies at Gettysburg. Those weapons not now on display are for the most part good only for study and probably never would be anywhere but in storage. It is, I believe, also misleading for anyone to refer to the huge number of relics in storage without specifying that they are overwhelmingly bullets, cannon projectiles and shrapnel, which not only will not deteriorate but which are also abundantly displayed. There are in storage some items of local historical interest, i.e., furniture, photographs, documents and some uniform items, which would no doubt add to the display, but neither they nor any other items in the collection are deteriorating at a rate that necessitates rushing this project to the extent we are told it must be rushed. *No relic* currently in storage is undergoing undue deterioration.

Both the citizens of Gettysburg and the American people have too often been left with the legacy of ineptness exhibited by NPS administrators. I have known a number of them and believe them to have meant well, but even their best intentions resulted in blunders that we must all now live with. I refer, among other things, to the Cyclorama which NPS now wants to remove, the National Tower which must now be bought and removed, and the railroad cut which like the LeVan (Visitors Center) property, was dismissed as having little historical value, but was later admitted by then NPS Director, Roger Kennedy, to have been a huge blunder. Similarly, the deer were protected for years against any form of harvest by the neighbors of the park, but are now being slaughtered by the NPS for the well being of the park's farming policies. The people of this community who care deeply about Gettysburg as well as many subordinate NPS employees fought to prevent these NPS actions; yet, using the pretense of "for the good of the resource," NPS administrators drove on, unresponsive to the voice of the people.

Choosing the right course of action in this matter will not be easy, but rushing the process with no thought to alternative ideas will serve only to add another blunder to the already overly long list. There are many good and caring people on both sides of the issue and plenty of time to listen to all points of view so that we can arrive at a final product of which we can all be proud. Above all, let's not destroy this piece of land within the boundary established by Congress and President Bush.

Let us protect it from becoming another well intentioned blunder for future generations to correct.

Mr. Hansen, your committee has the opportunity, and possibly the only remaining opportunity, to slow down this process. I have believed for a long time that if the GMP/Kinsley proposal is a good idea it will always remain so, but if it is another bad idea acted upon rashly, we will live with it for a long, long time.

I thank you for your interest in this piece of ground which I and a great many other people care about deeply. We need time to be heard and to develop a real plan which not only the citizens of Gettysburg, but all Americans, can be proud of.

I would be happy to discuss this matter further with you. Thank you again,

Sincerely,

GEORGE J. LOWER,

RANDAL J. HOLDERFIELD,
SAN JOSE, CALIFORNIA 95112

The Honorable JAMES HANSEN,
Chairman, House Subcommittee on National Parks and Public Lands
814 O'Neill House Office Building,
Washington, DC 20515-6201

Re: February 11, 1999 Hearing on Gettysburg National Military Park

Dear Chairman Hansen:

I am writing to voice my strong opposition to the Gettysburg National Military Park's General Management Plan, in particular, the construction of a new visitor's center on battlefield land. My opposition stems from both the contents of the actual plan and the procedure by which the plan has been developed and promoted. Above all, my opposition is to any commercial development on any part of a battlefield for which men fought and either gave or risked giving their lives for their country.

First, let me address the procedure by which this plan was arrived at. I do not have the space or time to discuss this flawed process in it's earlier stages in detail, but I would like to make one point on this issue. If one reads the GMP and the four proposals contained therein, one comes away with really only two alternatives being offered by the GNMP: either let the battlefield deteriorate or build a new visitor's center. No other options were given for the public to comment upon. The choices are either accept the unilateral decision of the powers that be at the National Park Service that a new visitor's center be built or let the battlefield fall apart. In other words, the deck is stacked and always has been. I do not see that any other alternatives were ever examined.

What were the reasons given for the need for a new visitor's center? I believe the primarily ones described by the GNMP as critical and requiring urgent action were to provide adequate storage facilities for artifacts and to preserve the mural currently housed in the Cyclorama building. With regard to the artifacts, I can understand the concern for storage, but in my inquiries into this issue, I have never found a report or reference to a report by any archivist or curator independent of the NPS that addresses this issue. In fact, I have never run across a report made by or at the request of the NPS or GNMP from a qualified archivist or curator. I have only found references to letters in the NPS' possession from officials from the State of Pennsylvania that examined artifacts that state loaned to the GNMP indicating that they were found to be safely housed and preserved.

A far cheaper option to the perceived problem with storage of the artifacts exists than building a $39.28 million visitor's center. That option would be a no frills, off-site storage facility. If the real issue is the preservation of artifacts and manuscripts, that would seem to be the most common sense choice.

With regard to the Cyclorama building, has a cost analysis of restoration of the building really been performed to ensure adequate housing of the mural within it? Is it cheaper to restore the Cyclorama or demolish it and spend $40 million? This building in itself has significance as a work by a well known architect and is listed on the National Register of Historic Sites. Many view the current building as an unattractive structure, but tastes change over time and I am sure that 25 years down the road, the new visitor's center will have its detractors also. I personally find the Washington Monument unattractive, but I would not want a national treasure destroyed because it offends my eye. If the mural can be housed safely in the current Cyclorama at a cost cheaper than building the new visitor's center, I would keep it.

The GNMP says that by demolishing the current visitor's center and the Cyclorama, it will restore that portion of the battlefield on which they currently sit to its condition in 1863. How does one truly restore that which has already been destroyed? That land will never be the same as it was in 1863. Restoration is not pres-

ervation—it is a poor substitute. The money is better used acquiring and protecting more battlefield land at Gettysburg and the hundreds of other endangered battlefields across the country. We have already lost that part of the Gettysburg battlefield as it was in 1863. And at least one unique structure, the Cyclorama has, in effect, become part of the battlefield. I see no benefit to erecting a modern structure on another portion of hallowed ground, thus destroying another part of the battlefield. Two wrongs do not make a right.

It is said by the GNMP that they would remove the current structures which sit on "significant" ground and replace them with a new structure sitting on "insignificant" ground. There are no insignificant portions of that battlefield. You cannot measure the worth of a part of a battlefield by the number of lives lost per square foot. If events in July 1863 had gone differently, men could have lost their lives trying to take and trying to defend that very portion of the battlefield on which the new visitor's center is supposed to be located. There were men there in 1863 at the proposed site who where willing to sacrifice their lives. They were fortunate they did not have to do so. But they would have done so and that is as significant.

So, if a new visitor's center is deemed to be necessary, it should and could be built on land outside the battlefield.

There is a commercial component to the new visitor's center proposal. As a preservatiomst who seeks to honor the men who gave and risked their lives for noble ideas and preserve the land they defended and died defending, I am deeply offended that any commercial development, no matter how small, gains a footing on that land. It is a dishonor to the men who fought there. I also fear it is an opening to larger profit making ventures on this and other battlefields. This is or should be public land belonging to all of us. Private business interests often conflict with the public interest. That is why the NPS, an agency of our government, is entrusted with the battlefields, and not private land developers. That is why Congress is the ultimate arbitrator of what should be done with that land, in spite of some employees of the NPS and GNMP's apparent assertions to the contrary.

I also have a real concern that this proposed building will not only destroy a portion af the battlefield it would sit upon, but will also encourage commercial development on other battlefield land outside the Gettysburg park boundaries that might otherwise have been preserved.

That brings me to the matter of funding for this new visitor's center. I have heard the director of the GNMP speak vague numbers and give glowing predictions of how the funding for this visitor's center would be raised and how that the building will pay for itself. I am not convinced. I hope that your committee will be given more detailed figures and will analyze them closely. I am particularly intrigued by what happens if there is a muli-million dollar debt incurred to build it, and the visitor's center does not generate the funds to support that debt. Who will pick up the tab? Will that lead to even more commercialization in an effort to pay the original debt? I fail to see how simply building a new visitor's center will increase visitation and revenues. The NPS' logic seems to be "Build it and they will come [and spend money]." It worked in the movie, I am not sure it will work here.

I would like the committee to inquire as to why a private land developer is needed at all if all the funds are to be either borrowed or donated. I would like to know whether Mr. Kinsley or any business in which he has a financial interest will profit directly or indirectly from building this visitor's center. That would include any tax breaks, contracts related to building and construciion, or potential profit by current or future investments in land and development adjacent to or near the proposed site for the visitor's center. Mr. Kinsley called this his "gift to America." I would like to know if it is really a gift. Giving denotes sacrifice, not profit.

There are many needs and other uses for the money that would be raised to fund this building. Most are more pressing than a new visitor's center. Perhaps a smaller scale project addressing the primary issues, preservation of artifacts and of the mural in the Cyclorama, would be better suited and free up money for battlefields that are really endangered. I would gladly donate money to preserve land at Perryville, Brandy Station, Murfreesboro, or the hundreds of other sites that are so threatened right now and may be lost forever. I will never donate money for a modern building as long as there are so many other more pressing needs in preserving our heritage.

In closing, I would like to address the NPS' assertions that a new visitor's center would draw more people to Gettysburg, which appears to be part of the basis for their optimistic financial projections. I am amazed that tourism and tourist dollars play a role in this process at all. First of all, this is not a tourist attraction. It is a battlefield where men died or risked death. So counting tourists and dollars as if this is an amusement park offends me and should offend anyone who truly respects what happened on that land 135 years ago. Secondly, I believe that visitation

to Gettysburg has been on the rise in recent years without a new visitor's center. The only attraction that draws so many visitors to Gettysburg is the battlefield itself. People come to walk it and to contemplate what happened there and why. The land is the attraction. I have never visited a national park or, in particular, a battlefield of such significance to our history, simply because it has a modern visitor's center, a restaurant, a gift shop or even a museum. I have never repeatedly returned to one because it had any of these things, nor have I failed to return to a battlefield because it lacked them. A cold, sterile structure containing a cafeteria and gift shop will not increase tourism. Those who come to Gettysburg will continue to come for what is truly important

I ask that this letter be made a permanent part of the record. I also hope that any testimony given during your hearing will be taken under oath.

Thank you for your efforts in seeing that these issues are examined by your subcommittee and for taking the time to consider my comments. By holding a hearing, you are doing a great service to the public, and to the memory of those who gave so much to this country 135 years ago.

Respectfully,

RANDAL J. HOLDERFIELD,
CC: HONORABLE ZOE LOFGREN

STATEMENT OF DENIS P. GALVIN, DEPUTY DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, thank you for the opportunity to appear before you to discuss the National Park Service's draft General Management Plan/Environmental Impact Statement for Gettysburg National Military Park and the proposal to develop a new park visitor center and museum facility. The proposal is to achieve these objectives in partnership with a non-profit foundation and without construction cost to the taxpayer. While the proposal has evolved in response to public comment, it is consistent with the objectives set forth in the related planning documents and is strongly supported by the National Park Service.

Protection of the resources at Gettysburg has been the driving force behind this proposal and all related planning. We are committed to the protection of those resources. Also of high priority is removal of incompatible development from within the boundary of the park. The National Tower is one of those developments and acquisition and removal of the tower is of paramount importance to this Administration. The President has made this a priority in our FY 2000 budget along with the acquisition of another 93 acres of land within the boundary of the park where there is either incompatible development or plans for inappropriate development.

Gettysburg National Military Park

Gettysburg National Military Park is the nationally significant site of the Civil War Battle of Gettysburg and the Soldier's National Cemetery. The Battle of Gettysburg lessened the Confederacy's ability to successfully wage war and contributed to the ultimate preservation of the United States. Abraham Lincoln delivered his Gettysburg Address at the dedication of the Soldiers' National Cemetery and heightened Americans' sense of the meaning and importance of the Civil War. Veterans of the Battle of Gettysburg created the park. They preserved major features of the battlefield and commemorated with monuments, markers and cannon the valor and sacrifice of the battle's participants.

The park encompasses 5,900 acres of terrain upon which most of the battle occurred. More than 1,700 monuments and cannon were placed by the battle's survivors to commemorate their comrades who fell in battle. Gettysburg National Military Park also owns collections of 38,000 artifacts and 350,000 printed texts, historic photographs and other archival documents. The largest and one of the most significant objects in the collection is the cyclorama painting, the "Battle of Gettysburg." The giant painting illustrates Pickett's Charge, the culmination of the three-day battle. The painting, which measures 26 feet by 356 feet, is a national historic object as designated under the historic sites act of 1935. Together, the land, monuments, archival collection, and the cyclorama painting, represent a remarkable resource that can tell the complete and compelling story of this important time in America's history.

The National Park Service's mission at Gettysburg National Military Park is to preserve and protect the resources associated with the Battle of Gettysburg and the Soldier's National Cemetery, and to provide an understanding of the events that occurred there within the context of American History. Gettysburg NMP, like many other units of the National Park System, is faced with a number of serious issues.

First, the current visitor center and museum facilities are inadequate to meet resource conservation and preservation needs. The thousands of archival and curatorial objects in the park's collections are deteriorating because of the substandard conditions in which they are stored. Storage facilities lack air conditioning, humidity and dust control. Paint is flaking off the cyclorama and the seams are separating. The extreme humidity variations to which the current cyclorama gallery exposes the painting continue to cause damage. There is not enough space in the gallery to hang the painting properly. Second, our visitor facilities, sized for a visitation level of about 450,000 people a year, handle more than 1.2 million people. Third, these facilities are located on some of the most significant land of battle, land that was central to the Battle of Gettysburg at the site of what has been called the high-water mark of the battle. These structures are visible from large portions of the battlefield and intrude on the battlefield's historic setting. Additionally, the scope of the solution and federal funding limitations effectively have precluded the possibility of improving existing facilities or constructing replacement facilities with government funds in the near term. Accordingly, other funding alternatives have been explored.

When parks face these kinds of problems, several planning tools are available to NPS to solve them. The first is the General Management Plan (GMP), a document that sets forth the basic management philosophy for a park and provides strategies for protecting resources and interpreting them. A second tool NPS uses is the Development Concept Plan. Development Concept Plans are implementation plans that answer specific questions about the location, size and functions of built facilities. Sometimes, because of a Development Concept Plan or other interpretive plan, a GMP may be amended or revised. As in all of its planning, NPS completes required compliance and consultation, including public involvement and comment.

Gettysburg's General Management Plan was completed in 1982 and by 1994 the plan was out of date and did not provide adequate solutions to these key problems. Although Gettysburg had been on the NPS priority list for a new GMP for a number of years, funds did not become available for a new comprehensive planning process until April 1997.

The Development Concept Plan

In the meantime, in December 1994, a local developer proposed a new Cyclorama Center paired with a private IMAX theater on a piece of park-owned land. In order to respond to that unsolicited offer, NPS held three public workshops and produced a draft plan/environmental assessment to evaluate the proposal. After 65 days of public and agency review, NPS decided not to go the route proposed by this unsolicited offer. We heard the public's concern regarding this proposal, especially the role it would have given to a for-profit commercial enterprise. So we decided to look, instead, at other options for developing a new cyclorama center that would also address the other desperately needed facilities.

NPS decided to take an approach at Gettysburg that was different from that taken in previous partnerships and specific to the conditions at Gettysburg. We wanted more public involvement than is typical so that we could be sure the public was thoroughly informed. We wanted to look at a full range of alternatives for needed facilities and give the public a voice in developing the criteria under which the proposals would be evaluated. We wanted to allow all interested potential partners to submit proposals. The process we developed did all of these things. Given the opportunities presented to NPS, and the conditions and restrictions we faced at Gettysburg, this was the best way we could find to ensure that the public understood and had generous opportunities to comment. We believe that the result was a public process with integrity and one that has provided the public with unprecedented opportunities for meaningful comment.

Throughout this process the National Park Service has been open to public comment. We have made changes at every step of the process to respond to the public's concerns. We have made revisions and recommended to partners specific changes that we believe have resulted in a stronger program for Gettysburg than has been proposed at various steps throughout the process. Our chief concern has been the protection of the resources entrusted to us at Gettysburg. We believe that the net result will provide the greatest protection for the resources at Gettysburg and will ensure that no one individual or corporation financially benefits, and instead, that all Americans benefit both now and in the years to come.

To provide the public opportunities to comment, between August 1995 and April 1996, NPS prepared a *Draft Development Concept Plan/Environmental Assessment* (DCP) to explore alternatives for the facilities. The DCP focused on four goals:

- Protection of the park's collection of objects and archives: Providing appropriate storage conditions for the proper care and curation of these collections.

• Preservation of the Cyclorama Painting: Providing an appropriate gallery space to halt the continued deterioration of the painting.
• Provision of High-Quality Interpretation and Educational Opportunities for Park Visitors: New exhibits and broader interpretation to provide visitors with an understanding of the Gettysburg Campaign in its broad context of the Civil War and American history.
• Restoration of the High-water Mark of the Battle: Rehabilitation of the area that saw 950 men become casualties of battle.

The DCP evaluated four alternative concepts to address these goals.

(1) A no-action alternative;
(2) Construction of a collections and archival storage facility only;
(3) Renovation of the Visitor Center in place and construction of a new Cyclorama center incorporating collections and archival storage; and
(4) Construction of a new facility that incorporated all these uses.

The DCP suggested that NPS look for a private partner to raise funds and construct the needed facilities.

As a part of the DCP process, NPS held a series of public workshops, including a scoping meeting with a 30-day public review of the scoping documents, and a 45-day public review of the draft DCP. Twelve public workshops, focus groups, and Advisory Commission meetings were held by NPS on these proposals. In addition, through the workshops and then in the DCP, NPS gave the public a chance to comment on the criteria it proposed using to evaluate proposals, partners and potential sites.

The Request for Proposal

After considering comments on the draft DCP, NPS decided to continue the process and look for a partner to accomplish the work. To this end, NPS issued a Request for Proposal (RFP) on December 11, 1996. The RFP solicited proposals from sources that would enter into an agreement with NPS to provide a new visitor center and museum facilities either on park land or on non-park land in the vicinity of the park. The RFP noted that NPS might undertake additional environmental planning procedures after an evaluation of environmental issues that might result from a proposal selected for negotiation. Among other matters, the RFP specifically noted that the existing 1982 GMP might be considered for amendment through the usual environmental planning procedures. It further noted that no final commitment by NPS to a proposal selected for negotiation would be made until such required environmental planning had been completed and its results considered by the agency.

By the closing date of the RFP, May 16, 1997, NPS received six proposals. On November 8, 1997, NPS announced selection for negotiation of the proposal submitted by Mr. Robert Kinsley on behalf of a new non-profit foundation, the Gettysburg National Battlefield Museum Foundation (the Foundation). This is a different individual, a different entity, and a different concept than in the December, 1994 proposal for a new Cyclorama Center and IMAX theater.

The proposal selected for negotiation, as originally proposed, would have the non-profit foundation construct for the National Park Service a new Gettysburg NMP Visitor Center and Museum on a privately-owned 45-acre site within the boundaries of the park and located at the intersection of Hunt and Baltimore Avenues. In addition, NPS facilities would include a new Cyclorama Gallery, an orientation theater utilizing the electric map, and the Eastern National Bookstore. Related facilities included a large format cinema for a film about the Gettysburg Campaign to be produced by National Geographic Television, a National Geographic Store, food service, a tour center, a tour center gift shop, and a Civil War Arts and Crafts Gallery. As I explain below, some important elements of this original proposal have been substantially changed.

The non-profit foundation would raise funds to build and then operate and manage the new visitor center and museum. The $40.4 million needed to acquire the land and build the facility would come from a combination of grants, nonprofit fundraising, and commercial loans. The proposal suggested that approximately $22 million would be raised through grants and non-profit fundraising to cover the costs of most of the NPS facilities, but not including land and soft costs i.e., costs of planning, design, financing, etc. The Foundation planned to raise the balance needed to cover land, soft costs and building costs for related facilities through non-recourse commercial loans.

The proposal did not require that a fee be charged to visitors for entrance to the Visitor Center and Museum facilities. Revenue would be generated through a continuation of the park's current interpretive fees, and new fees for the film to be shown in the National Geographic Theater, revenues from the tour center, food serv-

ice and other retail facilities, and a parking fee. The proposal suggested that the institutional financing would be guaranteed through the leasing of space to long-term tenants. NPS would be responsible for a pro-rata share of operating costs related to use of its portion of the facilities. Eastern National would pay rent, along with other tenants, on the spaces it operated for NPS.

This proposal was judged to provide the best opportunity for negotiation that could make it possible for Gettysburg NMP to achieve its principal objectives. However, there were aspects of the original proposal selected for negotiation that needed further consideration. As a part of this process, NPS sought comments on the proposal through a public review process. Between November 1997 and March 1998, we held six public workshops and three open houses and mailed a newsletter to 3,800 people to acquaint the public with the proposal selected for negotiation and to continue the environmental assessment process begun with the DCP.

During this review, NPS received over 3,200 sets of written comments from the public. Of those, more than 85 percent of respondents favored the proposal, 11.5 percent opposed the proposal, and 2.7 percent were undecided. Of those in favor of the proposal, most noted that the facilities were needed, and that the proposal offered a way to build them without reliance upon federal funds. Others favored the restoration of the sites of the current visitor and cyclorama center.

Of all comments, both favorable and unfavorable, 29 percent were concerned with the level of commercial development in the proposal. Many people did not like the idea or the building size required by an IMAX film. Others were concerned about the food service or retail components of the project. Site issues were the concern of 17 percent of the comments; many people found the site acceptable if it could be shielded from view and if artillery sites along the eastern edge of the property could be avoided. Others were concerned about traffic, others wanted to be sure the program included enough museum space, and others disapproved of parking fees. Some people were opposed to public/private ventures on principle and wanted full federal funding for the park. A few wanted the park to stay as it is.

Local concerns were expressed at public workshops and meetings of the park's advisory commission and the Gettysburg Borough Council. Merchants from the Steinwehr Avenue business community expressed concerns about moving the facility from its current location on Steinwehr Avenue because of perceived impacts on their businesses. Other downtown business owners wanted more involvement on the part of NPS in the development and interpretation of the historic downtown.

On a national level, other concerns and questions were noted. Ensuring that the site was appropriate for development from the perspective of historical significance and finding mechanisms to protect Baltimore Pike from unsuitable development were important issues to many. Observers wanted to ensure that all related facilities would be necessary and appropriate, and would meet the requirements of the RFP and of NPS' management policies. National partners wanted to ensure that the proposal would result in a quality designed building and site. Also noted were questions regarding the mechanisms that NPS would use to manage the project over the long term to ensure a quality facility and operation of such. One organization was concerned that fundraising for a Gettysburg project might reduce the funds it was able to raise for its land purchases.

Because the issue of the appropriateness of the site was of concern to many, NPS undertook a comprehensive review of the site. That review determined that although an artillery battery had operated from a ridge that crossed the eastern edge of the property and continued through several residences located on the Baltimore Pike, no significant battle action had occurred on the balance of the tract. NPS determined that this ridge would continue to be protected. The Gettysburg National Military Park Advisory Commission asked a panel of independent Civil War historians to review NPS' work and their own sources of information to determine if any significant battle action occurred on this site. This independent panel agreed that no significant activity occurred there. A phase I archaeological study of the site was undertaken and found seven small prehistoric lithic scatters, three historic quarries and approximately 73 Civil War artifacts, consisting of artillery shell fragments, minie balls, and unidentified impacted rounds. The Pennsylvania Historic and Museum Commission has concurred that none of the locations are eligible for listing on the National Register of Historic Places.

After public comments on the proposal selected for negotiation were received, changes to respond to public concerns and questions were made in the original proposal selected for negotiation.

The refinements included two additions to the NPS requirements. The foundation suggested a 1,700-square-foot public library and research center. It also proposed expanding the Eastern National Bookstore to sell reproductions of items in the park's collection including maps, prints and other objects. Such a shop would be similar

to the museum store operated by Eastern National for NPS at the Jamestown Visitor Center, Colonial National Historical Park. Returns from this operation would be used to benefit resource preservation at the park.

The foundation also suggested other changes to reduce or eliminate the commercial aspects of the project. These included reducing the theater size and using a conventional, non-IMAX format for the film. In addition, the theater would be operated by Eastern National or the foundation as a non-profit venture. Proceeds from the theater interpretive fee would be used to pay off the commercial loan or to benefit the park. The for-profit Civil War Arts and Crafts Gallery, the National Geographic Store and the tour center gift shop would be eliminated. The proposed tour center would be open to different types of tours using Licensed Battlefield Guides, including antique vehicles, bicycle tours, horse tours, etc. The foundation also agreed to reduce by at least 50 percent the size of the family-oriented cafeteria.

The net result of these proposed changes was to eliminate all for-profit commercial elements of the original proposal, except for the cafeteria, which itself might be operated by a for-profit entity or by the foundation, and the licensed battlefield guide tours, who currently operate in the park. The parking fee was also eliminated.

Letter of Intent

After consideration of public comments and at the conclusion of the RFP process, on July 10, 1998, the National Park Service issued a Letter of Intent to the foundation. The Letter of Intent records the changes proposed for the visitor center/museum facility by the foundation, the objectives of the project, the general responsibilities of the foundation, and the actions NPS will undertake to support the project. Specific terms and conditions for fundraising and design an construction guidelines are also included. The Letter of Intent was signed by both NPS and the foundation.

The proposal outlined in the Letter of Intent is subject to further revision through the NPS planning process. If the planning process does not result in an acceptable proposal, the proposed visitor center facility will not go forward. Final execution of a binding agreement for the new facilities is subject to the successful completion of all required planning, consideration of further public comment on the proposal, and adoption of any further changes that may result from the planning process and additional public comment.

The General Management Plan/Environmental Impact Statement

In April 1997, NPS began the planning for a new General Management Plan/Environmental Impact Statement (GMP/EIS) to replace the park's outdated 1982 GMP. Because the RFP was underway, NPS announced that it would defer consideration of new facilities as a part of the GMP until proposals were received and evaluated. The proposal selected for negotiation in response to the RFP would be incorporated into the GMP/EIS. Working with the public, NPS established goals for the GMP. Those are:

- The land and resources of Gettysburg NMP are protected, rehabilitated and maintained.
- Visitors understand and appreciate the significant events associated with the Gettysburg Campaign and its impact on the development of the nation.
- Visitors safely enjoy high quality and accessible educational experiences.
- Public and private entities understand the park's mission and act cooperatively to protect and interpret the park and other resources related to the Gettysburg Campaign and its commemoration.

As a part of the process, NPS held public scoping meetings, workshops and focus group meetings, prepared and presented new mapping and resource work to explain the 1863 battle landscape and the changes it had undergone; and evaluated 5 preliminary concepts. Because of public comment, a sixth combined concept was developed. This combined concept eventually became NPS' preferred alternative.

NPS determined that the best way to complete needed environmental planning for the proposal selected for negotiation was to terminate the environmental assessment process for the collections storage, museum and visitor center facilities DCP and incorporate the proposal selected for negotiation into the ongoing park-wide GMP/EIS. NPS incorporated the issues resulting from the DCP environmental assessment into the draft GMP/EIS as well as the changes suggested during the extensive public review of the proposal selected for negotiation.

In August 1998, Gettysburg National Military Park released a draft General Management Plan/Environmental Impact Statement presenting four alternatives for future management of the Gettysburg battlefield, and setting the basic philosophy and broad guidance for management decisions that affect the park's resources and the visitor's experience. The draft GMP/EIS included a preferred alternative derived from public comments on the preliminary concepts.

The preferred alternative in the draft GMP/EIS includes a suite of actions to improve resource protection and interpretation at the park. In the battle action areas of the park, the preferred alternative would include rehabilitation of the large-scale landscape elements present during the battle—the pattern of woods and open fields, and the system of lanes over which troops traveled. It also proposes the rehabilitation of small-scale landscape elements—fences, woodlots, orchards and other features—that were significant to the outcome of the battle. The preferred alternative would provide for the rehabilitation of the major historic features and circulation at the Soldiers' National Cemetery. This approach to rehabilitation, coupled with the new museum facility, would broaden the scope of interpretation and expand the places at the park that could be well understood by visitors. The alternative also included other resource protection and visitor use measures. In addition to the measures within the park, the preferred alternative proposed many measures to partner with local communities, particularly the Borough of Gettysburg, to improve resource protection and interpretation of battlefield-related resources outside of the park's boundary.

As a part of the Draft GMP/EIS, impacts, including the economic impact of the proposal and of the GMP alternatives, were evaluated. The results of the economic impacts assessment has been of particular interest to the Borough of Gettysburg and others in the local communities. The economic evaluation, conducted by an independent contractor on behalf of NPS, indicates that the impact of the preferred alternative of the GMP is positive. Expenditures in the community—excluding expenditures in the park—are expected to increase by $23.7 million, or more than 21 percent, with stable or increased visitor expenditures in each of the lodging, food, transportation, and retail and amusement sectors of the local tourist economy. The Draft GMP/EIS notes that although some individual businesses may be affected by the proposal, the overall positive economic impact should be a benefit to the local community.

The Borough of Gettysburg has expressed concerns over the possible reduction of its tax base. However, these concerns consider only the relocation of the visitor center and museum and not the overall proposal. The action alternatives of the draft GMP/EIS include a number of actions to integrate the interpretation of the community into the battlefield. Many of these actions are very significant and should increase the positive impact of the GMP on downtown. They include:

- Adding downtown Gettysburg to the park's auto tour brochure as the "fourth day" of the battle. Since the great majority of the park's visitors tour the battlefield using the brochure, including the Borough of Gettysburg as an element on the tour has the potential to greatly increase tourism in the area.
- Expanding the historic pathway and related interpretive media and programs to encompass a greater portion of the historic town.
- Cooperating with local entities to preserve, rehabilitate and interpret the Lincoln Train Station.
- Establishing an NPS presence downtown at the Wills House to ensure that the story of the town and its non-combatants is properly presented and interpreted.
- Developing, in coordination with local entities, an active menu of programs, interpretation, living history and tours to educate visitors about the town's role in the battle, its aftermath and the preservation of the battlefield. Providing information about the town and site interpreting the Gettysburg Battle and its aftermath in the park visitor center.
- Working with the community and private entities to provide regular shuttle service between the Visitor Center/Museum and downtown Gettysburg.

To accomplish these actions, NPS has begun work with a local and state steering committee to plan for these improvements. In addition, economic research suggests that the complete proposal will have beneficial tax effects for the entire area, including Cumberland Township (where the majority of the park is located) as well as the Borough of Gettysburg.

As a part of the GMP process, NPS held 30 public workshops, focus groups meetings and Advisory Commission meetings. These included seven workshops held during the 60-day public comment period, as well as two oral hearings, where testimony was recorded. During the GMP public comment period more than 500 comments were received, almost 75 percent of which supported the NPS preferred alternative.

The draft GMP/EIS incorporated the environmental issues that resulted from the proposal selected for negotiation, and NPS is considering all comments received from the public on this issue.

Conclusion

NPS has undertaken an exhaustive process of public involvement and review in developing its draft GMP/EIS. Between the GMP process and its predecessor DCP

process, we have held 50 public meetings and have received and considered 4,600 public comments. The public has been involved in every step of this process and has had the opportunity to comment at every stage. The public comment has been effective. We have heard and responded to the voice of the public.

Because of public and agency concern expressed before the issuance of the draft GMP/EIS, we have removed commercial facilities from the proposed visitor center; cut the size of the restaurant facility by more than half; turned the restaurant into a family cafeteria; and decided that the theater would be operated by the park's non-profit cooperating association or the foundation, with the proceeds from the operation to benefit NPS' resource protection activities.

If the preferred alternative is adopted with the inclusion of appropriate changes resulting from public comments received, the result would be a very strong proposal, one that would guide appropriate rehabilitation of the battlefield so that it could convey, in meaningful ways, the landscape of the great Civil War battle. The Museum proposal would allow us to preserve the park's archives, collections and the colossal cyclorama painting. Gettysburg NMP would be able to provide much improved interpretation of the causes, course and consequences of the Gettysburg Campaign. Moreover, thanks to the generosity and entrepreneurial spirit of private sector partners, NPS could accomplish this at no cost to the taxpayers. However, it is important to note that a final decision on the draft GMP/EIS has not been made and that a final preferred alternative has not been selected.

STATEMENT OF ROBERT A. KINSLEY, MANAGING PARTNER, KINSLEY EQUITIES

Mr. Chairman and members of the Subcommittee:

I am pleased that the House Subcommittee on National Parks and Public Lands is holding this hearing to discuss the issues related to the proposed visitor center and museum at Gettysburg. I welcome this opportunity to appear before you today to discuss this very important project.

I remember vividly my first visit to Gettysburg on a seventh grade trip. Standing in Devil's Den, I experienced the sense of awe familiar to many who have visited that historic place. That experience remains with me today and is one of the reasons I feel so strongly about creating a new visitor center and museum that honors and respects the heritage of Gettysburg.

When I first learned of this project, it was from developers who requested that I either purchase their lands or provide the venture capital necessary to develop their commercial plans. It was my feeling that the proposed sites for these plans were far from the battle action and the Borough of Gettysburg, and quite frankly overshadowed by commercial, lodging and conference activity. My belief was that the history of the civil war should not be presented to our children and grandchildren in that context.

I decided to submit my own proposal, and it was selected by the National Park Service. Upon our selection, we then began negotiating with the park service—working together to create a plan for the visitor center that would be a model for privatization of such park projects.

Since we began our work together, there has been an outreach process that has encouraged input from the local community, historians, environmentalists, and from all Americans. The Park Service has conducted numerous public meetings, and the public's input has been an integral part of the evolution of this project.

In an effort to create a dialogue with the Gettysburg community in the past year, I have met with a committee of the council of the Borough of Gettysburg, the Gettysburg Convention and Visitors Bureau, the Gettysburg-Adams County area chamber of commerce, and the Gettysburg Area Retail Merchants Association. We have also participated in the Borough's "working committee," which has led to the formation of a steering committee to develop an interpretive plan for the historic Borough of Gettysburg. We hope to continue working with Borough representatives as the museum and visitor center project progresses to ensure that the important history of the Borough is told along with the story of the battle.

Last year we established the non-profit Gettysburg National Battlefield Museum Foundation to undertake the visitor center and museum project. The goals of the foundation parallel those of the park service: to preserve the artifacts and archives, to restore and preserve the Cyclorama painting, and to provide an expanded quality interpretive and educational experience for the visitor to Gettysburg.

Of utmost importance will be the restoration of Ziegler's Grove and the Highwater Mark of the battle, which are situated adjacent to the historic national cemetery. Archaeological and historic surveys have determined that the proposed site for the museum and visitor center, south of Hunt Avenue between the former Fantasyland

site and Baltimore Pike, saw no significant battle action. The site is located in an area out of the direct view shed of the High Water Mark of the battle and Culp's Hill, permitting the building to be built in such a way that it does not intrude on the landscape. The building can be situated away from Kinzie's Knoll and the position of Rugg's Battery, which are at the northeastern edge of the site, thereby permitting these historic places to be appropriately interpreted. Also, the site is in an area that can be protected and buffered from commercialism.

The Gettysburg National Battlefield Museum Foundation will be funded by grants from foundations, corporate sponsorships, local businesses, and the contributions of individuals. We are confident that we will be able to raise the capital necessary to complete this project.

When the project has been fully funded and the debt retired, the property will be presented to the National Park Service as a gift to the American people. The Statue of Liberty—Ellis Island project stands before us as a model for success, having received over $400 million in contributions from the American people.

We are hopeful that the new museum and visitor center will increase overall visitorship to the Gettysburg area. We believe that the new center and the enhanced interpretive experience will spark the interest of students, seniors, families and all Americans. Such improved offerings should bring more visitors to the area and lengthen the duration of their stay.

The Museum Foundation is committed to providing a more complete interpretation of the events that took place in and around Gettysburg in July of 1863. A well-planned, coordinated transportation system is integral to that effort. A thoughtful approach to transportation will allow for a meaningful experience for the visitor, as well as increased economic benefits for the Borough of Gettysburg. We look forward to building a strong and effective partnership among the foundation, the National Park Service and the Borough of Gettysburg.

It is expected that a national fundraising campaign will be conducted by the foundation simultaneously with the planning of the project. Construction would commence approximately two years after the definitive agreement with the Park Service is signed, but only after all necessary funds have been pledged or received. All net proceeds realized by the foundation from operations, after payment of debt service and cost of operations will benefit the Park Service.

I believe that the Gettysburg National Military Park has a talented and committed team. The park, together with the foundation and the Borough, can make this project a true success. Gettysburg and its history belong to all Americans.

I thank Chairman Hansen and the Subcommittee for their concern and involvement with this important project.

Gettysburg National Military Park
Proposed Collections Storage, Museum and Visitor Center
Project Components

Program	Original Foundation Proposal Square Footage (as selected 10/6/97)	Current Proposal Square Footage (as modified 6/10/98)	Modifications
Visitor/Welcome Center	34,708	21,490	Reduced in size to reflect smaller complex
Museum	20,906	23,760	Increased in size
Cyclorama	16,807	18,000	Increased in size to allow better long-term care of cyclorama painting
Electric Map	10,338	6,000	Reduced to size requested by NPS
Park Administration	3,226	3,700	Increased in size
NPS Classrooms	1,750	1,950	Increased in size
Public Library / Research Center	0	1,700	Added to address public desire for library/research center
Archives & Collections Storage	14,900	14,900	No change
Eastern National Book and Museum Store	7,622	6,000	Reduced to size requested by NPS
Gettysburg Film Theater	15,378	10,000	Theater was originally proposed as a National Geographic owned and operated theater; in response to public concern, non-profit Eastern National now operates NPS theater
National Geographic Store	3,056	0	Eliminated
Civil War Arts & Crafts Gallery	2,445	0	Eliminated
Gift Store	2,522	0	Eliminated
Food Service	12,144	6,000	Reduced in size to minimum necessary to meet visitor needs
Licensed Battlefield Guide Tour Center	(included in Welcome Center)	4,600	Center will be open to operators using Licensed Battlefield Guides
Total	**145,802**	**118,100**	

NOTE: THESE FIGURES ARE SUBJECT TO CHANGE AS A RESULT OF PUBLIC AND AGENCY COMMENT AND ADDITIONAL RESULTS FROM FEASIBILITY AND OTHER FINANCIAL STUDIES

Gettysburg National Military Park
Proposed Collections Storage, Museum and Visitor Center
Estimated Pro-Forma Operating Projections[1]

Category	Year 1 of Operation
Revenues by Source	
Electric Map Fee	$958,768
Cyclorama Program Fee	705,558
Gettysburg Film Theater	1,112,026
Eastern National Book and Museum Store Gross Revenue	4,361,280
Non-exclusive Licensed Battlefield Guide & Tour Center	100,000
Food Service Rent (set at 12% of gross sales)	180,000
Food Service Contribution to Building Operations	37,728
Other Miscellaneous Revenues	20,000
Total Revenues	$7,475,360
Less: Township Admission Taxes	($277,635)
Total Net Revenue	$7,197,725
Facility Operating Expenses	
Retail Cost of Sales	($2,027,995)
Electric Map, Cyclorama and Theater Operating Costs	(912,080)
NPS Museum Additional Operating Expenses (over current operation)	(544,446)
Building Operating and Maintenance Expense	(617,171)
Total Expense	($4,101,693)
Net Operating Income (Net Revenue - Net Expense)	$3,096,032
Less: Eastern National Bookstore Revenue to support operations of other NPS bookstores throughout the national park system	($1,100,000)
Less: Current Eastern National return to Gettysburg NMP for interpretive program and resource protection	(500,000)
Available for Project Financing	$1,496,032
Maximum Supportable Debt (Based on 8% interest rate, 20 year term, and 1.25 Debt Coverage Ratio	$11,925,000

NOTE: These figures are subject to change as a result of public and agency comment and additional results from feasibility and other financial studies.

[1] Based upon *Economic Impact Evaluation, Gettysburg National Military Park, General Management Plan Alternatives*, prepared for the National Park Service by the Office of Thomas J. Martin, Economic Research and Management Consultants, August 1998.

Gettysburg National Military Park
Proposed Collections Storage, Museum and Visitor Center
Financial Summary

Project Components	
• NPS Activities (including collections storage, museum, visitor/welcome center, administrative offices, classrooms, library/research center, electric map, cyclorama and theater, plus Eastern National Book/Museum Store	107,500 sf
• Foundation Activities, including Food Service and Licensed Battlefield Guide Tour Center	10,600 sf
Total Square Footage	118,100 sf
Total Project Cost	$39,285,000
Funding Strategy	
Bank/Institutional financing will not exceed:	$11,925,000
Grants/Fundraising will not be less than:	$27,360,000
Total Funding	$39,285,000
Operations	
Revenue From Electric Map, Cyclorama, Theater & Eastern National Book and Museum Store Operations	$7,475,360
Less: Township Admission Taxes	($277,635)
Net Revenue	$7,197,725
Operating and Maintenance Expenses	($4,101,693)
Net Operating Income	$3,096,032
Less: Eastern National Book & Museum Store Revenue to support other NPS bookstores	($1,100,000)
Less: Eastern National Return to Gettysburg NMP for interpretive programs and resource protection	($500,000)
Available for Project Financing	$1,496,032
Maximum Supportable Debt (Based on 8% interest rate, 20 year term, and 1.25 Debt Coverage Ratio)	$11,925,000

NOTE: These figures are subject to change as a result of public and agency comment and additional results from feasibility and other financial studies

GETTYSBURG VISITOR CENTER

COSTS OF PROJECT

	Total Cost
LAND	
Total Land Cost (LeVan & other properties)	**4,250,000**
DESIGN SERVICES	
Architects' fees & reimbursables	1,500,000
Museum Consultants	750,000
Offsite Engineering	
Sewer	150,000
Water	50,000
Road Design	150,000
Traffic Study	25,000
Public Relations for Fundraising	500,000
Developer Expenses (Studies, legal, admin)	475,000
Total Design Services	**3,600,000**
OFFSITE CONSTRUCTION	
Offsite Road Work	575,000
Offsite Sewer	300,000
Offsite Water	200,000
Total Site Improvements	**1,075,000**
VISITOR CENTER CONSTRUCTION	**20,685,000**
ZIEGLER'S GROVE DEMOLITION & RESTORATION ALLOWANCE	**1,400,000**
ALLOWANACE FOR EXHIBITS, DISPLAYS & RELOCATION	**5,000,000**
SOFT COSTS	
Total Soft Costs	**575,000**
INTEREST	
Land	638,000
Soft Costs	212,000
Construction Interest	1,850,000
Total Interest Costs	**2,700,000**
Total Project Cost	39,285,000

SUMMARY OF EXHIBITS

1. Letter dated November 6, 1998 from Paul R. Wettlaufer, Chief, River Basin Permit Section, Department of the Army, Baltimore District, Corps of Engineers – confirming Wetland Delineation Report for Proposed visitors Center Site – Gettysburg National Military Park dated August 1998, by LSC Design, Inc. which reports that total acreage of wetlands delineated on the proposed site and the pond area of the adjacent Fantasyland site are less than 5 acres. Proposed locations for the visitor center building, parking lots, and access roads will be strategically selected in order to minimize project related impacts. Wetland mitigation for compensation of impacted wetlands at appropriate replacement ratios as set forth by PADEP will be accomplished.

2. Letter dated September 25, 1998 from Kurt W. Carr, Chief, Division of Archaeology and Protection, Pennsylvania Historical and Museum Commission, Bureau for Historic Preservation confirming Phase I and II Archeological Investigations of Proposed Gettysburg Museum and Visitor Center by GAI Consultants, Inc. dated July 1998 finding a Civil War artifact scatter, seven low-density, prehistoric sites (lithic scatters), and six isolated prehistoric finds. Two of these sites will not be affected by proposed development and will be preserved in-place. None of these sites are considered National Register-eligible due to their small artifact assemblage and disturbed context. Prior to ground disturbing activities, systematic (mechanical) stripping of the plowzone will be conducted throughout the project area to determine the presence of archeological features, followed by shovel-skimming and mapping and excavation of any identified archeological remains.

3. Summary of Bog Turtle Surveys: Levan Tract, Gettysburg National Military Park, dated June 29, 1998 by Pennsylvania Science Office, The Nature Conservancy, indicating no occurrence of bog turtles at the site.

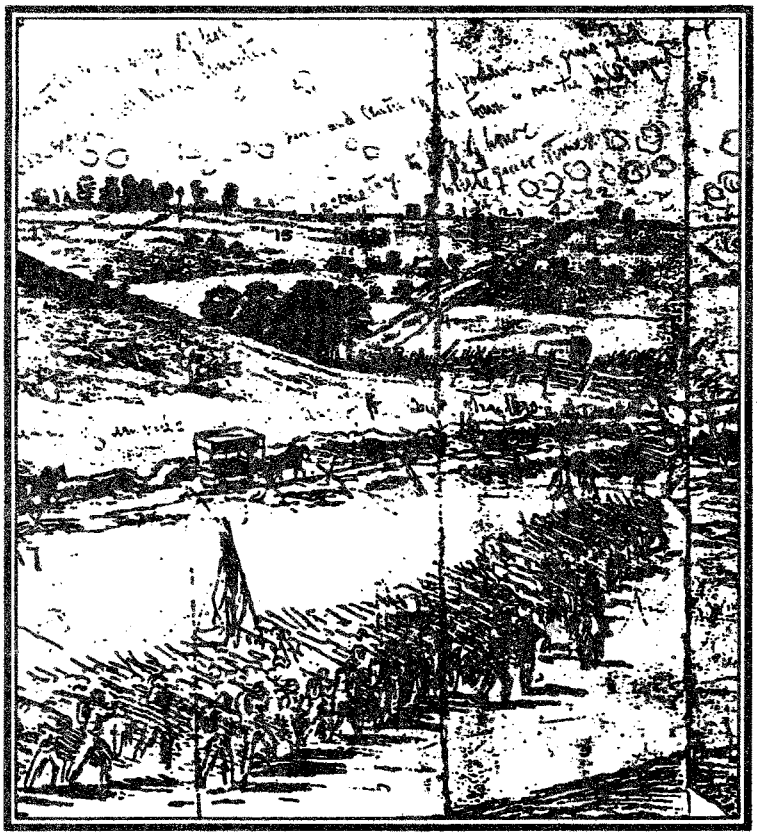
4. Report of Kathleen Georg Harrison, Senior Historian, GNMP dated 11/19/97 indicating no battle action at the site on during the three days of the battle at Gettysburg. Her report indicates Union tactical troop movements on the third day across the southern part of the site and also showing a Union artillery position at the northeastern part of the site; Gregg's cavalry brigade crossing the southern edge of the tract in a westerly direction in the morning, the guns of Kinzie's and Rugg's batteries placed at the northern edge of the site and three Union Brigades – Lockwood, Shaler, and McDougall - crossing the tract in the afternoon along the northerly edge. The building will be located in the southern part of the site, permitting preservation and interpretation of Kinzie and Rugg's battery placements.

5. Report dated March 1998 of Panel of Historians: Ed Bearss, Dr. Charles Fennell, Dr. Gary Gallagher, General Hal Nelson, Dr. Harry Pfanz, Dr. Richard Rolllins, and Mark Snell, confirming conclusions of GNMP personnel in identifying battle action locations.

6. Report dated August 18-19, 1998 of Leading Historians: Professors Nina Silber, James McPherson, and Eric Foner supporting the proposals in Alternative C of the Draft General Management Plan including the need for a new visitor center and museum complex to explain the causes and consequences of the war.

7. Letter of Intent between the National Park Service and the Gettysburg National Battlefield Museum Foundation dated July 10, 1998 indicating the intentions of the parties to develop the proposed museum and visitor center.

The Baltimore Pike Artillery Line and Kinzie's Knoll



By David Shultz and Richard Rollins

The Baltimore Pike Artillery Line and the Proposed Visitor Center on Kinzie's Knoll by David Shultz and Richard Rollins

Introduction

In the early morning hours of July 2nd a crisis occurred in the Federal lines south of Cemetery Hill. A 1,000 yard gap existed in the Federal lines along the Baltimore Pike separating the 1st Corps atop Culp's Hill from portions of the 12th Corps near Powers Hill. Major Thomas Osborn, commander of the 11th Corps artillery, noted the gap and led 11 guns out of the Evergreen Cemetery and reformed them in a line to cover this "ravine." The line extended for nearly one-half-mile.

Over the next few hours several leaders of the Army of the Potomac worked together to strengthen Osborn's impromptu artillery line, creating one of the strongest lines at Gettysburg. It was designed to defend against expected attacks on the right flank by Lt. Gen. Richard Ewell's 2nd Corps of the Army of Northern Virginia. This line of guns, including Lt. David Kinzie's Battery K, 5th U.S. Artillery, located on Kinzie's Knoll west-southwest of the intersection of Hunt Ave. and Baltimore Pike, played a key role in the defense of the right flank.

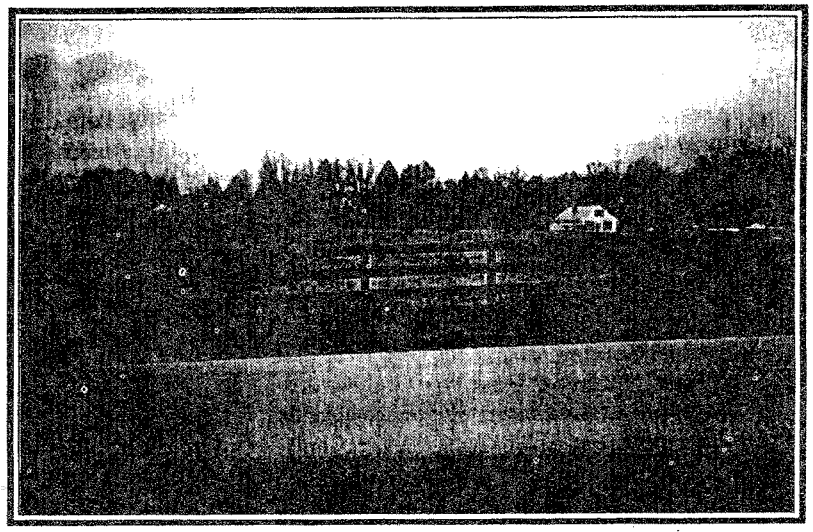
By 8:30 a.m. the Federals had developed an artillery line of 49 guns covering the gap. Those involved in construction of the line included Maj. Gen. George Gordon Meade, commander of the Army of the Potomac; Brig. Gen. Henry Hunt, Chief of Artillery and Brig. Gen. Robert O. Tyler, commanding the Artillery Reserve; Maj. Gen. Oliver O. Howard, commanding the 11th Corps and Osborn; Maj. Gen. Henry Slocum, commanding the 12th Corps and Lt. Edward Muhlenberg, commanding the 12th Corps artillery.[1]

Kinzie's Knoll (also known as the Levan Tract and the site of the proposed new Visitor Center and retail complex) was an integral part of a larger unit: the entire defensive concept of the Army of the Potomac at Gettysburg. The overall line was a well-conceived, thoroughly planned, systematic defensive formation.[2] On June 30th Meade and Hunt organized, on paper, a defensive line along a series of hills near Pipe Creek in northern Maryland. They essentially applied the same military principles, including the type of land chosen to fight on and the relative distribution of, and relationship between the artillery and infantry, to the terrain of southern Pennsylvania.[3]

Before the war Hunt had written the army's textbook on artillery. Both sides used *Instructions for Field Artillery* and in it Hunt had specified how the guns should be used in combat. *"The effect* of field artillery is generally in proportion to the *concentration of its fire,"* he had written. This was the concept Hunt tried to teach and implement throughout the war, but first used fully at Gettysburg:

> It has, therefore, for its object, not to strike down a few isolated men, and here and there to dismount a gun, but, by a *combined and concentrated fire*, destroy an enemy's cover; break up its squares and columns; to open his ranks; to arrest his attacks, and to support those which may be directed against him.[4](emphasis in original)

Elevations such as Cemetery Hill, Little Round Top, Powers Hill and Kinzie's Knoll (located on today's Artillery Ridge) were all vital points and key artillery platforms along which the line was organized. They provided the points on which artillery could be placed with infantry in front and sometimes alongside for protection. In Hunt's theory, the artillery would not be used on the front

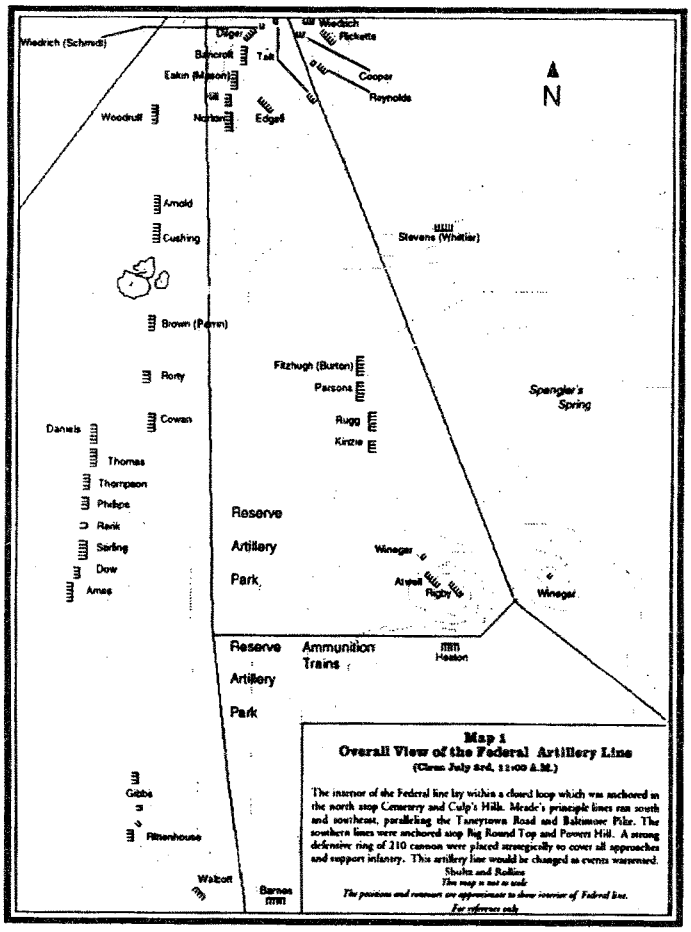


View From Kinzie's Knoll Looking North.
Rugg's Position Beyond Fence on Right

lines as infantry, as they had been on July 1st, but on elevations high enough to allow them to fire in front of the infantry. Moreover, if properly chosen and placed, these elevations would allow the concentration of fire from a battery, or several batteries. The very weight of the total projectiles fired by 49 guns, for example, would have a highly destructive impact on an attacking line of infantry.

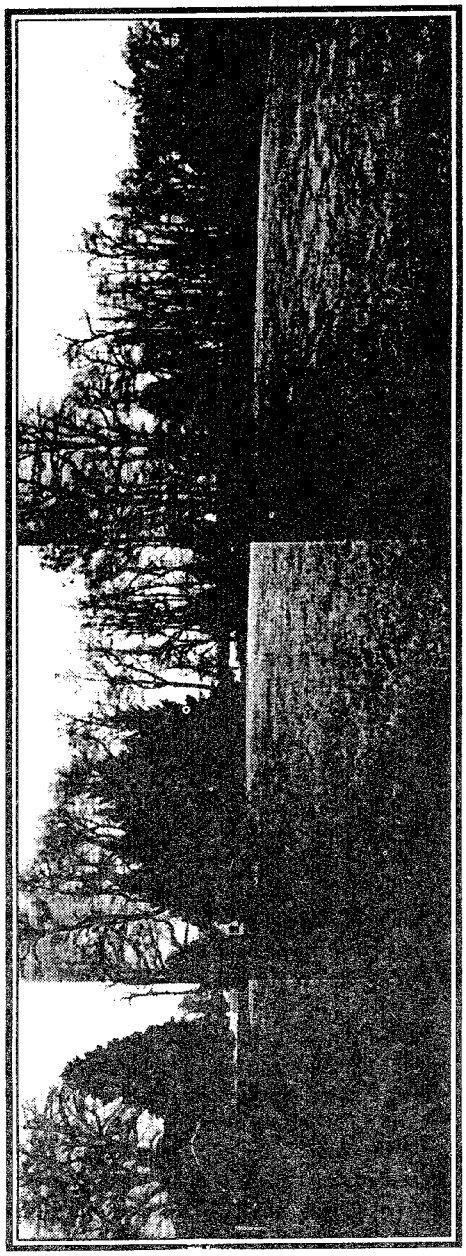
Furthermore, again if properly selected, these elevations would allow the guns to catch the enemy in a deadly cross-fire. These were exactly the advantages Kinzie's Knoll afforded on the right flank of the Federal line. Artillery located on the west side of the Baltimore Pike could sweep the fields east of the Pike in an arc from north to southeast, or as Osborn noted, the entire ravine. The guns set up on Powers and McAllister's Hills on the south end could cover

and Kinzie's Knoll **3**



a front from northeast to east, hitting the enemy from the flank if they attacked straight at Kinzie's Knoll, or from the left and rear if they attacked the southern flank of Culp's Hill.

Like the Cemetery Ridge line, the Baltimore Pike line was built on land that offered a near-perfect amphitheater, a ridge overlooking gently sloping land. As Edwin Forbes' war-time sketch shows, the terrain was more open that today. (See pp. 16-17) From Kinzie's Knoll looking east, from which any Confederate attack must come, the land fell from 520 feet to 467 feet at Spangler's Spring. The north end of the Baltimore Pike line was located on the southern slope of Cemetery Hill, at an elevation of 549 feet. As on the south, these guns had a near-perfect right enfilade on any attack seeking to exploit the gap. Running south along Baltimore Pike the undulating land fell and rose to Kinzie's Knoll at



Kinzie's Knoll, Battery Marker on Left
Looking East from the West Slope

520 feet, and on to Powers Hill at 573 feet and McAllister's Hill at 523 feet.[5] Of

course part of the north end faced the rear of Culp's Hill, a formidable position in itself.

Thus in terms of the development of the tactical positions of the Army of the Potomac, the guns on the southern end of the Baltimore Pike artillery line were a mirror image of, and equally important as, the guns placed on and between Little Round Top and Cemetery Hill.(See Map 1) In modern military parlance, it was one of the first examples of "concentrated fire support plans" in military history. Its objective was to interdict any enemy penetration on the south slope of Culp's Hill and in the area south of the hill.

Importance of Kinzie's Knoll

The Baltimore Pike artillery line has long been ignored by visitors, historians and the Park itself. Currently lightly monumented, it is rarely visited, and has not been fully described by scholars of the battle. Yet it was *the strongest Federal artillery line at Gettysburg* and played a significant role in the artillery action of July 2nd and 3rd associated with the struggle for Culp's Hill and with Pickett's Charge.[6]

Kinzie's Knoll occupied a key point in the middle of the Baltimore Pike line. On July 2nd a section of Lt. Eugene Bancroft's Battery G, 4th U.S. Artillery was placed there. Lt. David Kinzie's Battery K, 5th U. S. Artillery reinforced Bancroft around 8:30 a.m., remaining in this position until 3 p.m on the 3rd. Kinzie's guns played an essential role in the five-hour battle on July 3rd that resulted in the defeat of the Confederate attack on Culp's Hill.

July 2nd

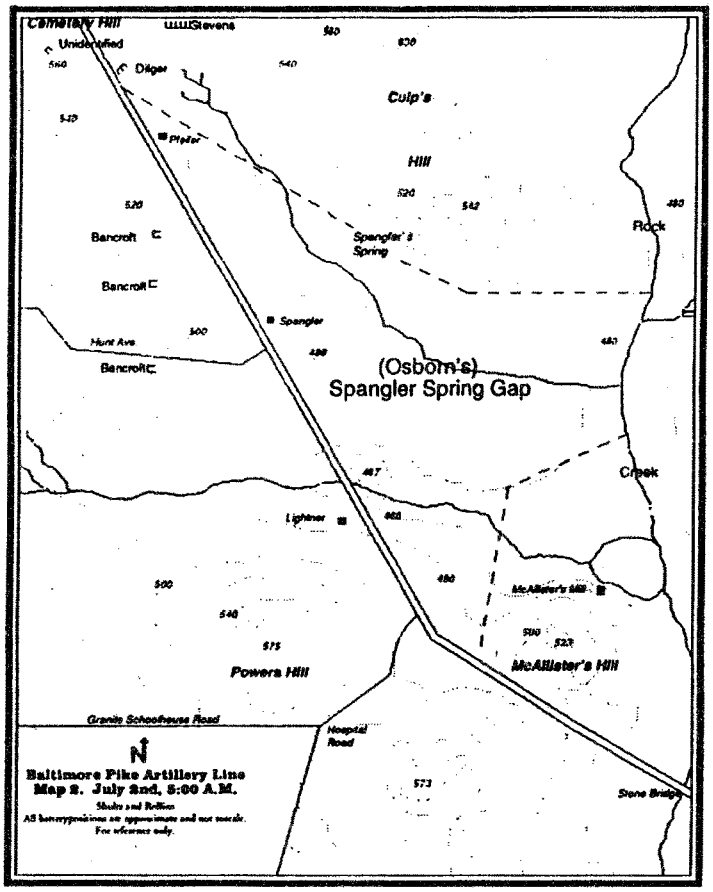
Let us set the scene of the action on July 2nd. About 4:30 a.m. Chief of Artillery Henry J. Hunt awoke from a nap he had taken under a small tree at army headquarters in the widow Leister's yard. This small wood frame house is located on the west side of the Taneytown Road, a short walk from the Cyclorama building, Visitor Center, and from the National Tower overlooking the entire Federal defensive line.

Meade had several maps rolled out before him and was poring over them with a topographical engineer, Capt. Warren H. Paine. Hunt's own aide-de-camp, Lieut. Charles E. Bissell, sat in another corner. diligently copying small maps of the entire defensive line that he and Paine had drawn from sketches each had made during a reconnoiter of the field only hours earlier.[7]

Meade inquired about the ammunition. Hunt reminded Meade that he had ordered up the entire reserve trains, and that they would arrive by mid-morning. He also satisfied Meade by telling him that two reserve artillery brigades were less than one hour away, and would arrive shortly. These, along with the 2nd Corps and 12th Corps artillery trains, would provide the ammunition until more arrived.[8]

The two generals spoke about the artillery positions that Paine and

6 The Baltimore Pike Artillery Line



Bissell had sketched earlier. They remembered their reconnoiter earlier that morning. Meade suggested to Hunt that he ride the line again, recheck all the positions, and make changes accordingly. Meade was well aware that dawn would bring a new perspective. He needed to know exactly what he was defending. The generals moved toward the door, leaving the two mapmakers alone to complete their work. They stepped outside and continued to converse as dawn began to break.[9]

Maj. Gen. Henry Slocum entered the yard and acknowledged Hunt with a friendly glance as he followed Meade into the house. Hunt reclined back under his tree, closing his eyes for a few moments. Meade and Slocum walked back out into the yard discussing the 12th Corps positions. [10]

Slocum was worried about a large gap left unoccupied south of Culp's Hill, fronting Rock Creek. The gap provided a funnel to the Baltimore Pike:

dark, semi-wooded, and virtually unprotected, save a few 1st Corps skirmishers. The outlet of the gap along the pike was 1,000 yards wide, stretching from just north of Powers Hill, past the present day American Military Museum, continuing north to Cemetery Hill.

As he walked back outside Meade chastised Hunt for sleeping as he and Slocum continued their conversation. Hunt opened his eyes and fixed them upon the two generals. "I have heard all that has passed between you," Hunt replied.[11] Meade ordered Hunt to inspect the gap, take what measures were available to correct the problem, and report back with his findings.[12]

Hunt set off on his early morning errand to the Baltimore Pike, accompanied by another aide, Col. Charles Warner, and two couriers. The foursome crossed over to the Baltimore Pike, probably following the route taken by Meade earlier that morning.

Once on the Pike the party turned north, riding toward Cemetery Hill, passing sections of batteries already in position to cover the gap. Both Hunt and Warner were surprised. Riding into the Cemetery, Hunt found Maj. Thomas Osborn, commander of the 11th Corps artillery. Osborn told Hunt that he had noticed the gap when he rode down the Pike to Spangler's farm. "As soon as it was light enough to see in the morning," he reported, "I made an inspection of the line in the rear of Cemetery Hill to learn as far as I could what there was in that locality." He then described the gap:

> Just at the rear of the cemetery there were several open fields. At the farther side of the open fields and a little beyond the right flank of the First Corps, there was a break in the hills through which Rock Creek ran. This was about three-fourths of a mile from the cemetery. This break made an easy passage through the range of hills for Lee's army and was covered only by a thin picket line. It occurred to me that when Lee again attacked that his troops would come through the passage in the hills. A body of troops could go through without difficulty. This would have placed them directly in the rear of the First and Eleventh Corps. As I found the pass early in the morning, Ewell's corps could have moved through at a right shoulder shift and with another of Lee's corps in front, our two corps would have been completely surrounded with a stronger force both in front and in rear.[13]

Osborn had chosen to address the issue, accepting all responsibility. He had seen enemy troops moving toward the gap and was alarmed to think that they might come through the unprotected valley. It was currently covered only by the two Napoleons from Capt. Lewis Heckman's Battery K, 1st Ohio Light Artillery, that he had already placed on the Henry Spangler farm.[14]

As Osborn and Hunt talked they heard a dull boom to the northwest. An edge of urgency entered Osborn's voice; the enemy was organized and

beginning to move. Osborn told Hunt he had spoken to 11th Corps commander Maj. Gen. Oliver O. Howard about the gap. Howard, unable to spare any infantry, had given Osborn permission to pull some guns out of the Cemetery to cover the gap.[15]

The section (two guns) from Battery K was still on line as the major placed Lt. Eugene Bancroft's six Napoleons from Battery G, 4th U.S. Artillery west of the Baltimore Pike. The battery was placed according to the proscribed procedure, using the surrounding terrain to enhance the battery's position. They were placed in a line stretching perhaps 600-800 yards long, with exceptional fields for a converging cross-fire.(See Map 2)

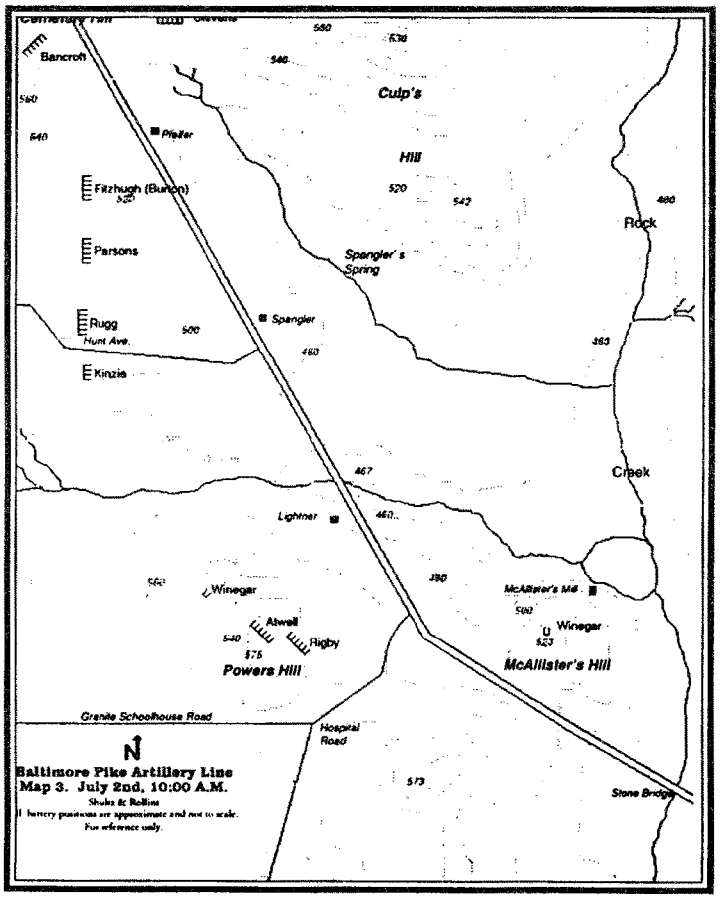
The right section of Battery G was placed on Kinzie's Knoll north of the Nathaniel Lightner house, among boulders and brush, facing the outlet 400 yards away. Beyond the gap, about 1,200 or more yards away in front of the right section, flowed Rock Creek. This was short range even for Napoleons. The center section was placed about one hundred yards north, on another knoll. The left section was still even farther north. Although stretched thin, Bancroft's line appeared strong for defensive purposes. Heckman's section was pulled out of the fields east of the pike, and retired west of Bancroft, somewhere near the location of today's National Tower. Three Napoleons from Capt. Hubert Dilger's 1st Ohio Light, Battery I, continued the line north of Bancroft. Dilger's half-battery was placed south of and below the Cemetery, just north of the Phiefer house, about 350 yards north of the Spangler house. These nine guns sat in a long arc, with devastating fields of converging fire.

Another section of rifled cannon was added to this line just outside the Cemetery, facing the Phiefer and Spangler farms. It was most likely from Capt. James A. Hall's 2nd Maine, possibly placed by 1st Corps artillery commander Col. Charles Wainwright, but may have been 10 pdr. Parrott rifles from Lt. William Wheeler's 13th New York Independent Battery. Whichever the case, Osborn failed to count them as support for the gap line. Yet Osborn's impromptu line of 11 guns covered the near one-half mile long gap with a perfect converging fire from three directions. The cannoneers sat unengaged as the sun came up.

Hunt immediately approved Osborn's tenacity in placing the guns but also criticized him for not demanding infantry support. Hunt then informed Osborn that he had just sent for reserve batteries, and that several would be sent to him to reinforce the gap. He should pull his guns back into the Cemetery as soon as his relief was on line.[16]

As Osborn later stated, he had temporarily plugged the gap:

> In the afternoon, Lee made a desperate effort to force the pass (gap) with Ewell's corps. He was repulsed. Lee postponed the attempt to break through by the pass of Rock Creek eight hours too long. If he had made the effort in the early morning with the same force he used in the afternoon, there would have been nothing but those ten(sic) guns to have disputed



the passage until Howard had changed front with part of his command and weakened his front line.[17]

Early on July 2nd, reported Brig. Gen. Robert O. Tyler, "I stationed Captains Fitzhugh, Rigby, and Lt. Parsons along the Baltimore Turnpike, at points designated by Generals Meade and Hunt."[18] In fact, after Osborn had temporarily plugged the gap, Meade, Hunt, Tyler, Slocum and others built a line totaling 49 guns between Cemetery Hill and Powers Hill. The eleven guns from Howard's 11th Corps have already been mentioned: six Napoleons of Bancroft's 4th U.S., Battery G, placed just west of the Pike; three Napoleons from Dilger's 1st Ohio Light, Battery I; and two rifled guns, either from Hall's or Wheeler's battery.[19]

10 The Baltimore Pike Artillery Line

From Slocum's 12th Corps came 20 more guns. The six Napoleons of Lt. Sylvanus Rugg's 4th U.S., Battery F had moved forward at 5:00 a.m. They were placed in line between Bancroft's left and center sections, west of the Spangler farm, their right on Kinzie's Knoll. Two 3" Ordnance Rifles from Lt. Charles Winegar's 1st New York Battery sat below Powers Hill near Bancroft's right section, while the other section was placed atop McAllister's Hill east of the pike. Lt. William Van Reed's two Napoleons of Lt. David Kinzie's 5th U.S., Battery K moved forward from covering the stone bridge across Rock Creek to a position north of the Lightner farm between Bancroft's right and center sections, while Lt. William Egan's section was moved at dawn from Little Round Top and joined Van Reed on Kinzie's Knoll. Finally, Lt. Charles Atwell's Pennsylvania Light Independent Battery E, with six 10 pdr. Parrotts moved at dawn to the slope of Powers Hill.[20] (See Map 3)

Tyler sent 18 guns from Capt. Robert Fitzhugh's Fourth Volunteer Reserve Artillery Brigade into the Baltimore Pike line. Fitzhugh himself commanded the 1st New York Battery K with Burton's 11th Independent Battery attached, a total of six guns, which were placed north of the Spangler farm west of Pike. Lt. Augustin Parsons 1st New Jersey, Battery A, six guns, pulled in on the left of Fitzhugh west of the pike at about 8:00 a.m. Finally, the six rifles of Capt. James Rigby's 1st Maryland Artillery, Battery A, were hauled to the top of Powers Hill between 8:00 and 8:30 am.[21]

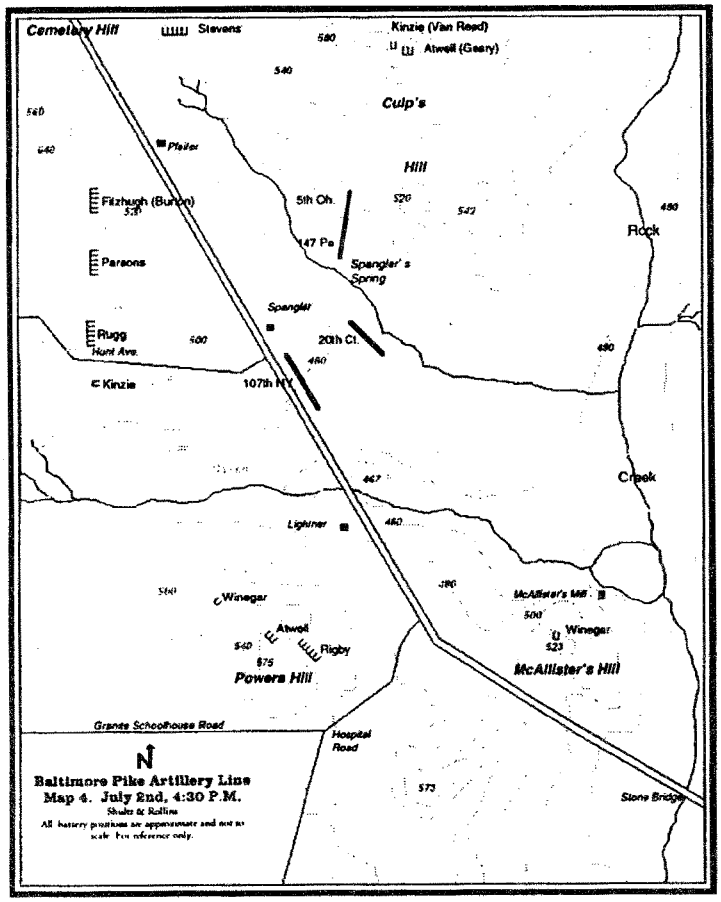
* * *

At no other time during the battle of Gettysburg did so many artillery pieces occupy such a strong position for over three hours ready to do battle with little or no infantry support. This was a perfect example of Hunt's theory of artillery at work. At no time during the war prior to July 2nd did the Army of the Potomac offer such a devastating line of centralized crossfire, including Malvern Hill. This basic principle would be used on the west facing ridge the following day, and have a major impact on the outcome of the battle.

* * *

There was light but spirited firing from this line throughout July 2nd, especially during the Confederate attacks against Cemetery and Culp's Hill in the evening. Osborn had pulled all 11 of his pieces back into the cemetery, Bancroft reporting that he returned as late as 4:30 P.M. One section of Kinzie's battery, and three pieces from Atwell were removed from the Baltimore Pike line and placed on the crest of Culp's Hill. From Powers Hill to McAllister Hill, to Culp's Hill, the Baltimore Pike line guns, except for Fitzhugh and Parsons, engaged both Confederate infantry and artillery.

At about 3:30 p.m., the enemy opened eight guns on the detached portions of Atwell and Kinzie's batteries on Culp's Hill. "After a spirited contest of thirty minutes," wrote Henry Hunt, "his guns were silenced."[22] Brig. Gen.



John Geary reported that when enemy artillery east of Rock Creek fired on the 1st and 11th Corps Atwell and Kinzie's guns replied. "During a hot artillery duel of about thirty minutes," he said, "these guns were admirably served in the midst of a deadly fire."[23] (See Map 4)

July 3rd

Around 1 a.m. on the 3rd, both detached units were reunited with their commands west of the Baltimore Pike, holding their original positions atop Powers Hill and Kinzie's Knoll respectfully. Rugg continued to hold his position north of Kinzie as did Fitzhugh and Parsons. Rigby and Winegar remained in place.

12 The Baltimore Pike Artillery Line

At 4:30 a.m. Brig. Gen. John Geary, commanding a division in the 12th Corps, fired his revolver in the air, signaling the gunners along the Baltimore Pike to begin their cannonade in their effort to help the 12th Corps dislodge the Confederates from Culp's Hill. The 20 guns of Atwell, Winegar, Rugg and Kinzie from Lt. Edward Muhlenberg's 12th Corps Artillery Brigade opened and fired on them for fifteen minutes. They were joined by six guns from Rigby's Battery A, 1st Maryland, bringing the total to 26. Fitzhugh sat unengaged while Parsons was moved three times to various points along the line, undoubtedly to crucial positions west of the pike deemed important at the moment. (See Map 5)

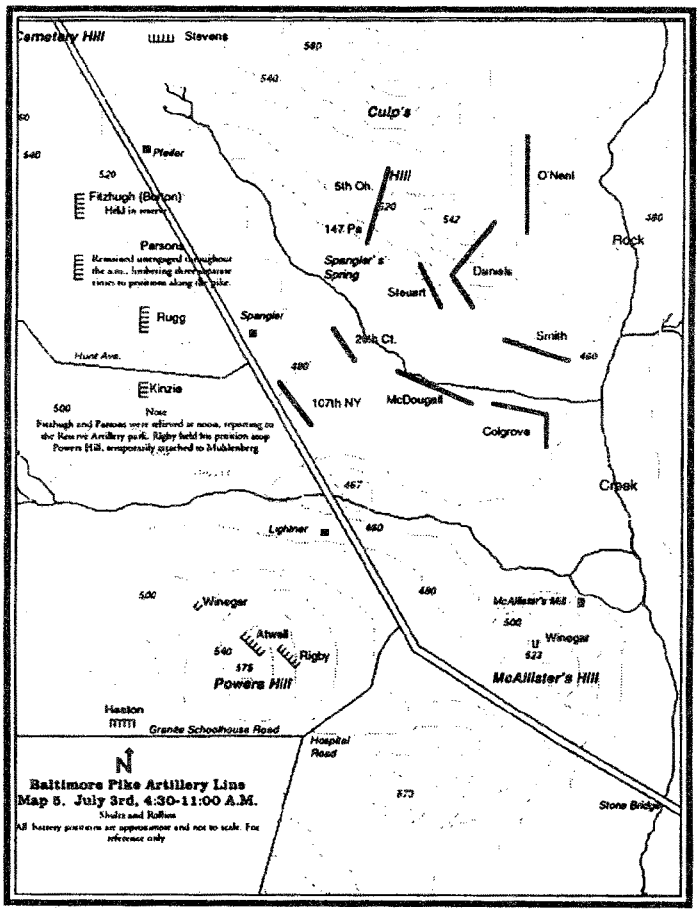
Gen. Geary reported that the artillery fire was accurate, heavy, and had significant impact. "Our artillery fire continued. . . This tremendous assault at first staggered the enemy, by whom it was seemingly unexpected," but on they came anyway. "Line after line of the enemy broke under this steady fire, but the pressing masses from behind rushed forward to take their places."

The artillery fire stopped for about 20 minutes, then Geary ordered it opened again. He personally "sighted the pieces so as to bear directly upon the masses of the enemy in the woods." The Confederates repeatedly moved their left flank along the valley of Rock Creek to avoid the fire from Kinzie and the other batteries, "but they were driven back by well-directed shells from our artillery."[24]

Brig. Gen. Alpheus Williams, a division commander in the 12th Corps, also reported that the artillery fire was extremely effective and played a major role in the fight. "We had the advantage of excellent positions for artillery at good range, he said. "The woods in front and rear and above the breastworks held by the rebels were filled with projectiles from our guns." Soon "the whole line of woods were ablaze with continuous volleys. . . The artillery fire was so directed along the right of . . . [our] line as to sweep almost this entire front." He continued to emphasize the importance of the artillery:

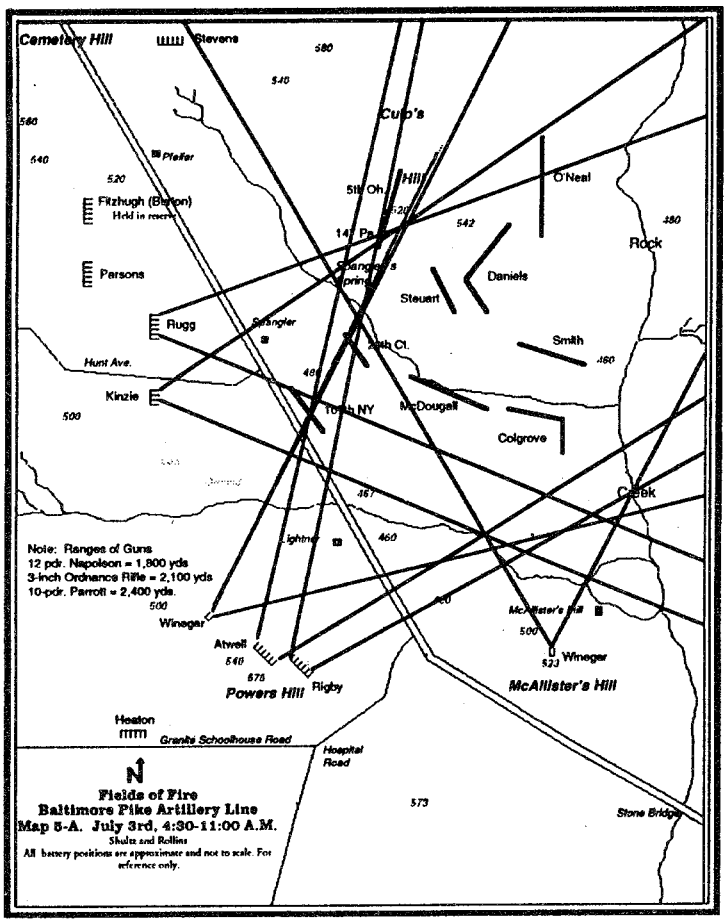
> The enemy suffered severely, much more than we did, as we were for the most part well covered, while they were greatly exposed and subjected to a tremendous artillery fire in addition to our sweeping infantry volleys. Both divisions had large details out more than one whole day burying the dead, and yet we left a good many unburied dead rebels, when we marched away on the 5th of July. I have seldom seen the dead lie thicker on any battlefield than did the dead of "Stonewall Jackson's" famous old corps in front of Culp's Hill.[25]

The troops in front of Kinzie's battery were Brig. Gen. George H. Steuart's Confederate brigade of Maj. Gen. Edward Johnson's division, Ewell's Corps. They too acknowledged the effectiveness of the artillery fire. Charging toward the southern flank of Culp's Hill, they were forced to run "through a



wood, exposed to a very heavy fire of artillery and musketry, the latter in part a cross-fire." The left of this brigade, directly in front of the guns of Rugg and Kinzie, "was the most exposed at first, and did not maintain its position in line of battle." The brigade hid behind some rocks "where it remained about an hour, exposed to a fire of artillery and the infantry more terrific than any experienced during the day. . ."[26] In short, they were stopped, in part by the guns of Rugg and Kinzie, as well as Winegar, Atwell and Rigby.

The North Carolina brigade led by Brig. Gen. Junius Daniel waited to reinforce Steuart, but the artillery fire was so strong that they never got into combat. The 43rd North Carolina on Daniel's left flank received the brunt of the fire. They were "exposed to a most severe fire from a battery posted about 400 yards distant. . ." The shelling was so heavy that they were forced to retire.



Yet even as they pulled back, "this regiment was exposed to a most severe fire of grape, shrapnel, and shell at short range, and only two companies on the right had an opportunity to return the fire. . ."[27] Daniel himself said that "my troops were much exposed, and many were killed and wounded." Because of the heavy artillery fire, his men were "unable to occupy the works of the enemy," as they had been ordered.[28]

Maj. Gen. Henry Slocum, commanding the 12th Corps, noted that the guns of Rugg, Kinzie, Atwell and the rest were an important part in his planning of the defense of the Federal right. "During the entire engagement," he reported, "all these batteries rendered most valuable aid to our cause."[29] He even had a special map of the artillery positions included in his official report. (See Map 6)

Map 5-A shows the fields of fire of each battery. We have drawn two

lines for each battery or section indicating their arc of fire, then a line connecting the ends of each at their maximum range. A more accurate map would include similar lines for each gun, so each line should be multiplied by two or four. The hexagon-shaped apex in the middle indicates the area covered by all guns. The Confederates operating against the southern flank of Culp's Hill were square in the middle, where they were subject to fire from every single gun. As with the guns along Cemetery Ridge, the guns on the Baltimore Pike line were set up to deliver exactly what Hunt wanted: a concentrated and converging fire. It is important to note that Hunt and Tyler had up to 66 guns in the Artillery Reserve park, located a short distance from the Baltimore Pike. The fact that they were not needed further underscores the strength and deadliness of the Baltimore Pike line. Once again, Kinzie's battery on Kinzie's Knoll was right in the middle, a key unit in an integral position. (See Map 5-A)

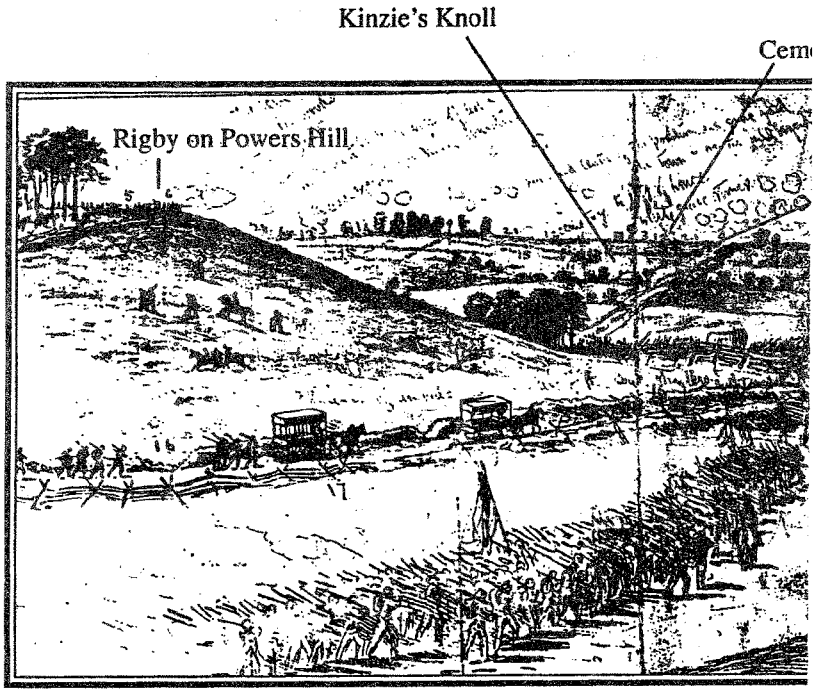
Unfortunately, Confederate troops were not the only men hit by this artillery fire. Some of the shells fell short, striking Federal troops in front of them. During the latter stages of Johnson's attack the 20th Connecticut, whose position was directly in front of and below Rugg and Kinzie's guns, held their position for five hours, fighting off and on. Lt. Col. William Wooster reported:

> The enemy were endeavoring to advance through the woods, so as to turn the right flank . . . and were met and successfully resisted by my regiment. In this position I was enabled to repeatedly communicate to the colonel commanding the brigade and the general commanding the division the movements of the enemy in our immediate front, thereby enabling our artillery to more accurately obtain the range of the enemy and to greatly increase the effectiveness of our [artillery] shells.[30]

As they fought the guns opened, "the shells passing just over the heads of our men and exploding in the rebel ranks," recalled a member of the 20th. Another Connecticut soldier probably referred to Kinzie's guns in the following description:

> the sharp and almost continuous reports of the twelve pounders, the screaming, shrieking shell that went crashing through the treetops; the deadened thud of the exploding shell; the whizzing sound of the pieces as they flew in different directions; the yells of the rebels when they gained a momentary advantage; the cheers of the men when the surging tide of battle turned in our favor.[31]

Lt. Col. Wooster did not mention in his report that his men had spent five hours in front of the batteries and were hit by their own fire. However, his brigade commander, Col. Archibald McDougall, did not forget. He noted that



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The sketch appears in William A. Frassanito, *The Gettysburg*

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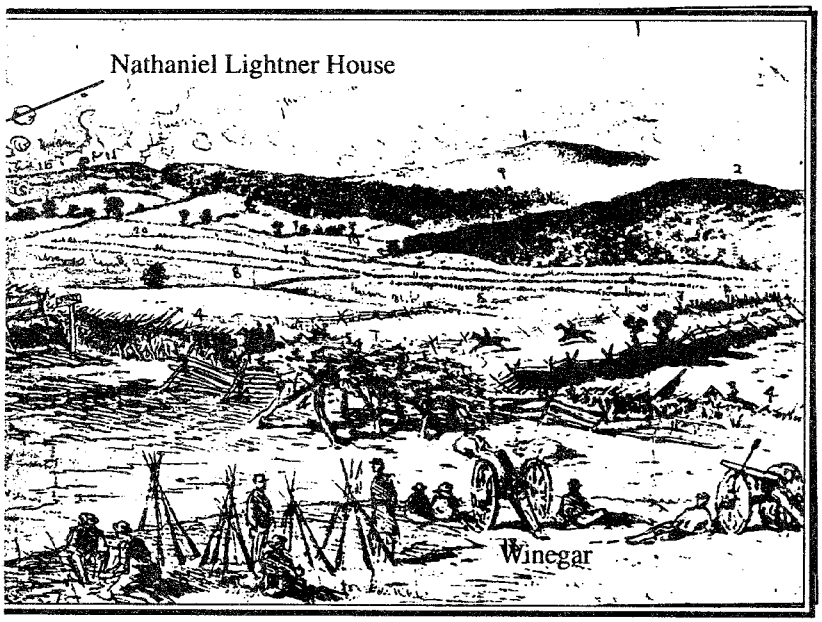

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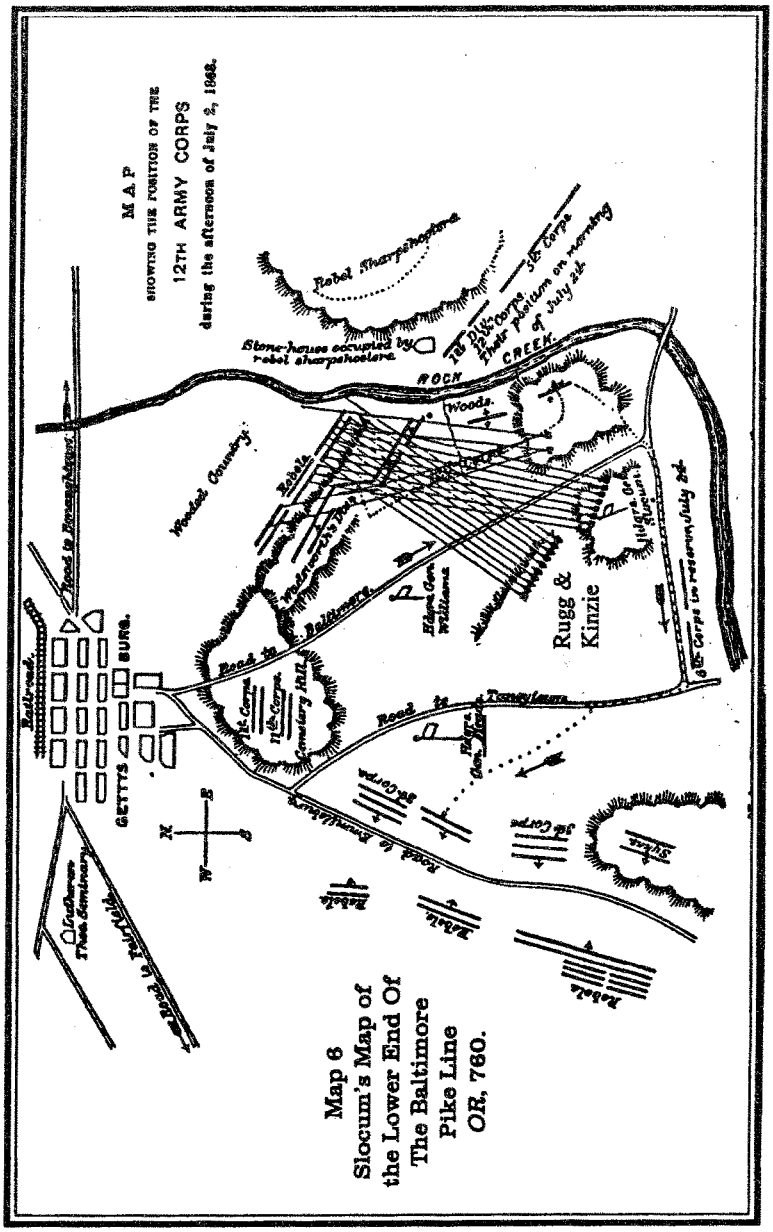

Map 6
Slocum's Map of the Lower End Of The Baltimore Pike Line
OR, 760.

Wooster had a very difficult assignment. He must not only keep the enemy in check, but also encountered another great difficulty "in protecting himself against

the fire of our own artillery, aimed partly over his command at the enemy. . ." For several hours this regiment occupied a most important position blocking the ravine in front of Kinzie's battery and preventing "the enemy from getting around the right. . ." and "holding the enemy back so that our artillery could have free play upon his columns without destroying our own troops." Wooster was faced with a deadly dilemma:

> the farther he pushed the enemy the more directly he was placed under the fire of our own guns. Some of his men were severely wounded by our artillery fire.[32]

McDougall noted that the 145th New York and others in his brigade of his brigade was also hit by fire from Kinzie's battery, identified by him as "the battery placed on a hill in our rear." He immediately dispatched an aide to his division commander and the battery commander requesting the battery commander that proper and adequate care be taken to avoid hitting his men. Much to McDougall's dismay, the problem was not solved:

> Whether from want of proper heed to this remonstrance on the part of the persons in charge of the battery, or whether from the imperfect fuse or defective shells, most probably the latter, other men in different regiments were afterward wounded and some killed, when further remonstrance was made, and the command was ordered some distance in the rear . . . a shell under my own eye fell unexploded . . . in the rear of my men.

At the end of his report McDougall again stressed the valor of the 20th Connecticut amidst the fire of their own artillery:

> It is also my duty to acknowledge the brave and gallant manner with which Lieutenant-Colonel Wooster, commanding the Twentieth Connecticut Volunteers, as well as the officers and men under his command, while in action on the 3rd instant, aided in the recovery of our intrenchments. For several hours, without flinching, they maintained a steady contest with the enemy, enduring part of the time an afflictive and discouraging, though accidental, fire of our own batteries.[33]

The 46th Pennsylvania was also hit. Col. James Selfridge reported that

> several batteries in our rear, from an eminence, were obliged to throw their shot and shell immediately over my command, and from the premature explosions of our shells, and others from our batteries unexploded, falling in the midst of my

> command, I regret very much to record the following casualties.[34]

Selfridge got so angry over the shells hitting his men that he drew his pistol and threatened to shoot the battery commander if they did not stop.[35] The 107th New York also took fire from Rugg and Kinzie.[36]

The battle for Culp's Hill continued past 10:00 a.m. Three major Confederate assaults or counter-charges were repulsed, and Johnson finally realized that "all had been done that it was possible to do."[37] The artillery, reported Muhlenberg, had a significant impact on the day's events:

> [It] was of essential service, and did excellent execution at this part of the field, and no doubt contributed greatly in preventing the enemy from establishing himself in so desirable a position, whence he could either have held the pike or have moved his force along the southeast slope and occupied a sufficiency of Cemetery Hill to annoy, if not to entirely control, the position held by the army. The marks on the trees and immense bowlders(sic) contiguous to the line of intrenchments prove conclusively that the practice of the artillery was excellent and splendidly accurate.[38]

The battle of Gettysburg reached its climax with Pickett's Charge on the afternoon of July 3rd. In preparation for the attack, the Confederates launched a furious cannonade with over 150 cannon. Even those of Ewell's Corps east and south of Culp's Hill were involved. The batteries on the Baltimore Pike line engaged in counter-battery fire.(See Map 6) When the Confederates in front of Seminary Ridge fired high, many of their rounds landed amidst the Federal guns along Baltimore Pike. Federal gunners in Rugg and Kinzie's batteries found themselves receiving Confederate fire from front and rear:

> Batteries F, Fourth U.S. Artillery, and K, Fifth U.S. Artillery, remaining in the position just mentioned, were exposed to a most terrific fire during the afternoon of the 3rd, the enemy opening with all his artillery upon the left and center of the army. The direction of their fire was such that almost every projectile passing over Cemetery Hill found its bed within the battery line of these two batteries. The commands stood nobly under this unexpected and incessant hail, and displayed by their actions the attributes of true soldiers.[39]

Muhlenberg's 12th Corps artillery brigade reported nine casualties for the campaign.[40] Fitzhugh's Reserve Artillery brigade had two killed and seven

wounded.[41]

Conclusion: Kinzie's Knoll A Key Position

The defense of the Federal right played a vital part in the battle of Gettysburg. The land known as Kinzie's Knoll, on the Levan Tract, in the middle of the Baltimore Pike artillery line, was the site of a crucial part of that defense.

The lack of recognition from scholars, visitors and the Park itself does not diminish its historical significance, or its value for future study. Rather it calls for more attention and more interpretation. The construction of a new commercial complex on Kinzie's Knoll will likely necessitate the leveling of the land. From the point of view of a visitor wanting to understand what happened there, the position defended by Lt. David Kinzie's Battery K, 5th U.S. Artillery would be obliterated. It would make the entire Baltimore Pike artillery line impossible to see and difficult to imagine.

Brig. Gen. Alpheus Williams described the valiant work done by the infantry and artillery of the 12th Corps, of which Kinzie's battery was part, in defeating the Confederate attacks:

> Had [the Confederates] succeeded in forcing our lines, and getting a foot-hold on the Baltimore Pike, in the centre of our defensive triangular army formation, while Hill and Longstreet were ready to assault in front, it requires no great stretch of fancy to imagine the direful consequence. It is not too much to say therefore, that had the 12th Corps failed on the morning of July 3rd there would have been no victory at Gettysburg.[42]

Notes

[1] For a guide to the positions of all batteries see Edmund J. Raus, Jr., *A Generation on the March: The Union Army at Gettysburg* (Lynchburg, VA: H. E. Howard, 1987).

[2] For details of the Cemetery Ridge line on July 3rd, see David Shultz, *"Double Canister at Ten Yards:" The Federal Artillery and the Repulse of Pickett's Charge* (Redondo Beach, CA: Rank and File Publications, 1995).

[3] Richard Rollins, "'It is Our Duty to be Prepared for Every Contingency:' George Gordon Meade and the Defense of Cemetery Ridge," forthcoming, and David Shultz and Richard Rollins, "'A Combined and Concentrated Fire:' Henry Jackson Hunt and the Federal Artillery at Gettysburg," forthcoming.

[4] William H. French, William F. Barry and Henry J. Hunt, *Instruction for Field Artillery.* (New York, New York. D. Van Nostrand, 1860, Revised edition 1864), 2.

[5] United States Department of the Interior, Geological Survey Topographical Map, 1973.

[6] To clarify this point we mean it was the strongest when the 49 guns were in place. It might be argued that McGilvery's line on Cemetry Ridge and Osborn's line on Cemetery Hill on July 3rd were as strong, since they had almost as many guns, were more compact, and their fire was very effective.

[7] See Hunt's essay in the *Philadelphia Weekly Times*, May 31, 1879. The map produced by Paine will be published for the first time in Rollins, "It Is Our Duty. . ."

[8] *Ibid.*

[9] See Henry J. Hunt, "The Second Day at Gettysburg," *Battles and Leaders of the Civil War* (New York: The Century Co., 1884), 290.

[10] *Ibid.*, 291.

[11] Quoted in *Philadelphia Weekly Times*, May 31, 1879.

[12] Hunt to Bachelder, January 20, 1873, in David L. and Audrey J. Ladd, eds., *The Bachelder Papers: Gettysburg in Their Own Words* (Dayton: Morningside Press, 1994), 426.

[13] Thomas Osborn, *The Eleventh Corps Artillery at Gettysburg: The Papers of Major Thomas Ward Osborn, Chief of Artillery* Herb S. Crumb, ed. (Hamilton, NY: Edmonston Publishing, Inc.), 231.

[14] *Ibid*; see also Report of Lieut. Eugene A. Bancroft, Battery G, Fourth U.S. Artillery, July 28, 1863, United States War Department, *The War of the Rebellion: A Compilation of the Official Records of the Union and Confederate Armies* 70 volumes in 128 parts (Washington, D.C.: Government Printing Office, 1880-1901), Series 1, Vol. 27, Part 1, 756. All Confederate citations are from Part II of this series and volume, and all Federal citations are from Part I.

[15] Osborn, *Eleventh Corps Artillery.* See also Oliver O. Howard, "Campaign and Battle of Gettysburg, June and July, 1863," *The Atlantic Monthly,*

38(1876).

[16] Osborn, *Eleventh Corps Artillery*, 22-23.

[17] *Ibid.*

[18] Report of Brig. Gen. Robert O. Tyler, commanding the Artillery Reserve, Army of the Potomac, August 30, 1863, *OR*, 872.

[19] Report of Maj. Thomas Osborn, commanding artillery, Eleventh Corps, July 29, *OR*, 749. See also Harry Pfanz, *Gettysburg: Culp's Hill and Cemetery Hill* (Chapel Hill: University of North Carolina Press, 1993), 285.

[20] Report of Lt. Edward Muhlenberg, commanding artillery, Twelfth Corps, August ___, 1863, *OR*, 870-871.

[21] Report of Capt. Robert Fitzhugh, First New York Light Artillery, commanding Fourth Volunteer Brigade, Artillery Reserve, *OR*, 846.

[22] Report of Brig. Gen. Henry J. Hunt, U.S. Army, Chief of Artillery, Army of the Potomac, September 27, 1863, *OR*, 234; see also Muhlenberg's Report, 870.

[23] Report of Brig. Gen. John Geary, U.S. Army, commanding Second Division, [Twelfth Corps], July 29, 1863, *OR*, 826.

[24] Geary's Report, 828.

[25] Brig. Gen. Alpheus Williams to John Bachelder, November 10, 1865, *Bachelder Papers*, 218-219.

[26] Report of Brig. Gen. Geo. Steuart, September 2, 1863, *OR*, 511.

[27] Report of Lieut. Col. W. G. Lewis, Forty-third North Carolina, July 19, 1863, *OR*, 572.

[28] Report of Brig. Gen. Junius Daniel, C.S. army, commanding brigade, August 20, 1963, *OR*, 568.

[29] Report of Maj. Gen. Henry Slocum, U.S. Army, commanding Twelfth Corps, Army of the Potomac, August 23, 1863, *OR*, 761.

[30] Report of Lt. Col. William B. Wooster, 20th Connecticut, *OR*, 793.

[31] Quoted in Pfanz, *Gettysburg*, 337-338.

[32] Report of Col. Archibald McDougall, One hundred Twenty-third New York infantry, commanding First Brigade, July 26, 1863, *OR*, 784.

[33] Archibald's Report, 786. See also Report of Col. E. Livingston Price,One hundred and Forty-fifth New York Infantry, July 23, 1863, *OR*, 800.

[34] Report of Col. James Selfridge, Forty-sixth Pennsylvania Infantry, July 18, 1863, *OR*, 803.

[35] Pfanz, *Gettysburg*, 291.

[36] Report of Col. Nirom M. Crane, One hundred and Seventh New York Infantry, *OR, 820.*

[37] Report of Maj. Gen. Edward Johnson, September 30, 1863, *OR*, 505.

[38] Muhlenberg's Report, 870-871. See also Report of Capt. James Rigby, Battery A, Maryland Light Artillery, July 17, 1863, *OR*, 899. No report from Kinzie or Rugg appear in the *Official Records.*

[39] Muhlenberg's Report, 871.

[40] Return of Casualties in the Union forces, *OR*, 185.

[41] Fitzhugh's Report, 896.

[42] Brig. Gen. Alpheus Williams to John Bachelder, November 10, 1865, *Bachelder Papers*, 218-219.

Kinzie's Battery Marker on Kinzie's Knoll

About the Authors

David Shultz is the author of *"Double Canister at Ten Yards": The Federal Artillery and the Repulse of Pickett's Charge*, and is currently finishing work on a comprehensive study of the Federal artillery in the Battle of Gettysburg.

Richard Rollins is the editor of *Pickett's Charge: Eyewitness Accounts* and the author of *"The Damned Red Flags of the Rebellion": The Confederate Battle Flag at Gettysburg*. He is currently working on a book on Pickett's Charge and the defense of Cemetery Ridge.

They would like to thank Charles Fennell, Charles Hathaway and George Otott for their help.

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STATEMENT OF HON. RICK SANTORUM, A SENATOR IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. Chairman and members of the Subcommittee, I appreciate the opportunity to offer testimony on the Gettysburg National Military Park. Gettysburg is a very special place to me. During my tenure in the Senate, I have worked very closely with the Park and the broader Gettysburg community. In addition, I have closely monitored the general management plan process and the visitor center proposal, and I will remain very engaged in the future.

Your hearing today on the Park's current GMP proposal is important for a variety of reasons. First, it serves as an opportunity to further educate you on the needs of the Park. Second, this hearing is a chance for you to learn more about the future of the Park as detailed in the GMP proposal. Also, this hearing will help to dispel many of the misperceptions of the GMP process and will help highlight the level of support for the project.

The needs at the Park are very real, and we've taken some action to address those needs. With the help of Senator Slade Gorton, I secured a permanent, annual increase of $1 million to the Gettysburg National Military Park budget in the FY 1998 Interior Appropriations Act. This money is designated specifically for preservation and restoration of the Park's monuments, memorials, and artifacts. The appropriation alone, though, is not enough.

The existing visitor center and cyclorama building, constructed in the early 1960's, can no longer adequately serve the number of people that visit the park each year. These structures are wholly inadequate for the storage, care, preservation, and display of Civil War artifacts. Words alone cannot accurately depict these conditions, and anyone who has visited the Park can speak to the need for improved facilities.

Very simply, the future vitality of the Gettysburg National Military Park lies with the new visitor center. The creation and utilization of a new facility will better serve the public. It will present a better historical interpretive experience for children, and it will provide better display and foster greater appreciation for 90 percent of the Park's artifacts that are currently in inadequate storage.

Unlike the current structures, the site for the new visitor center would not interfere with either the visual or physical interpretation of the Battlefield. The proposed site remains close to the most widely visited areas of the park—the National Cemetery and Cemetery Ridge. Equally compelling, the new visitor center will also allow for restoration of Ziegler's Grove on Cemetery Ridge. The significance of such restoration cannot be understated. The current cyclorama building and current visitor center are located on perhaps the most significant portion of the Battlefield—the main Union "fishhook" line that repelled Pickett's charge. Construction of the proposed new center allows the two current buildings to be torn down and Ziegler's Grove to be restored. The result is a better visual interpretive experience for the public and a better visual appreciation for the three day Battle of Gettysburg.

The visitor center proposal is contained within the draft GMP plan, which is the main topic of this hearing today. Mr. Chairman, in your recent letter to Secretary Babbitt, you state that there has been a strong level of opposition to the proposal and to the process by which the proposal was presented to the public. You state that it is not too late to correct this fatally flawed document as well as the public process that you say has been ineffective.

Respectfully, Mr. Chairman, I disagree with the assertions and conclusions in your letter. I remain very personally engaged in this matter, and my staff has attended every public meeting and monitored every development in this process.

The draft general management plan was issued to the public in August 1998. Over the course of the ensuing sixty-day public comment period, public meeting opportunities were extended to the public to learn about the GMP, to ask questions, and to offer official comment for the GMP record. In November, I spent the day in Gettysburg to meet with a group of concerned citizens. In addition, I met with (Gettysburg) borough officials to develop not only a better understanding of their viewpoint on the GMP, but also to identify a list of economic development projects to further enhance the visitor experience in downtown Gettysburg.

While I too acknowledge that there is opposition to the GMP and in particular the visitor center proposal, I'll take this opportunity to share with you the input I continue to receive through my constituent mail, phone calls, and meetings. In short, that input has been overwhelmingly positive. The majority of the constituents that have written are from the Gettysburg area, including business owners, individuals, and families. While I have received mail expressing concern, and in some cases opposition, the large majority of the input remains positive and supportive. Additionally, the support for the visitor center has not been isolated to Adams County or central Pennsylvania.

I am very satisfied with the opportunities extended to the public during the GMP's sixty-day comment period. I am also pleased with the adaptations that have been made to the visitor center proposal that reflect public opinion and concern. It is my expectation that the final GMP and visitor center concept contained in it will further reflect public input.

Mr. Chairman, it is in the best interest of this Park that the GMP process move forward. I believe this process has been fair and that the GMP proposal is sound. Those that continue to register objections with the process are simply not happy with the product. Whether it is the need or merits of a new visitor center, or some other issue, this Park will always have critics acting in what they feel is best for the Park's future. Delay in the construction of a new visitor center will serve no one, least of which is the Park itself and its hundreds of thousands of visitors.

I will continue to be involved in addressing the needs in the Gettysburg area in the future and will continue working with the Park and the local community to ensure that any activities are in the best interests of the residents of Gettysburg, the residents of Adams County, and in the best interests of the Park itself.

STATEMENT OF EILEEN WOODFORD, NORTHEAST REGIONAL DIRECTOR, NATIONAL PARKS AND CONSERVATION ASSOCIATION

Mr. Chairman, my name is Eileen Woodford and I am the Northeast Regional Director for the National Parks and Conservation Association (NPCA). I am pleased to present this testimony concerning the proposed museum complex and general management plan at Gettysburg National Military Park (NMP). NPCA is America's only private, nonprofit citizen organization dedicated solely to protecting, preserving and enhancing the U.S. National Park System. An association of "Citizens Protecting America's Parks," NPCA was founded in 1919, and today has nearly 400,000 members.

NPCA strongly supports the draft general management plan and museum proposal for Gettysburg National Military Park. This innovative plan has the ability to return Gettysburg to being the world-class national park that it so much deserves to be.

NPCA did not make the decision to support the museum proposal lightly. We understand only too well what profound changes the proposal and general management plan will bring to Gettysburg NMP. But those changes are necessary. We can no longer tolerate mold and mites eating away at the park's collection. We can no longer tolerate watching the paint chip off the Cyclorama painting. We can no longer tolerate visitors putting up with a second-rate experience. And we can no longer tolerate the intrusion of a wholly inadequate visitor center and dysfunctional cyclorama building onto some of the most sacred ground in this country.

At the outset of the planning process for the museum complex, NPCA stated that we supported the *concept* of using a public/private partnership to construct and manage this critically needed facility, but we would only support a proposal that passed the most stringent of tests and proved to uphold the highest of resource protection standards. Indeed, aspects of the initial museum facility as proposed by Kinsley Equities were highly unacceptable to us. We would only take a position on the project when we saw all the information related to it in a final draft proposal, which was to be the draft general management plan.

Because of the dire situation at the park, it was necessary to explore a constructive outcome, and both the National Park Service (NPS) and Kinsley were open to public input for making the proposal acceptable. To insure that the proposal was acceptable to us and met only the highest standards, we participated in nearly every single public meeting sponsored by the Park Service. We examined all public documents and provided written comments to NPS stating our specific concerns. We met with both supporters and opponents of the museum proposal to hear their points of view. We articulated strict, new standards by which to judge the appropriateness of related activities where none existed. We subjected the museum proposal to extensive financial and economic analysis. We have given the draft proposal and general management plan the most rigorous of examinations, and we have concluded that they will significantly improve the preservation of historic resources and the visitor experience without compromising the integrity of the park.

The Need for the Museum and Visitor Center Complex

The need for the proposed museum complex is unassailable. At the beginning of the planning process for a new museum complex, NPS set forth four preservation goals: to protect the park's collection of objects and archives; preserve the cyclorama

painting; provide high quality interpretation and educational opportunities for park visitors; and rehabilitate Ziegler's Grove and the High Water Mark of the Battle.

After much investigation of the conditions at Gettysburg, including several site visits, NPCA came to the conclusion that the status quo was unacceptable and that the preservation goals that the Park Service had laid out were not only supportable but absolutely necessary. Moreover, given the severity and extensiveness of the park's needs, a facility that addressed the whole array of needs made the most functional and financial sense. The proposed complex combines a number of interrelated functions that allows NPS to carry out core resource protection and visitor services operations in a comprehensive manner, rather than through fragmented management activities scattered around the park.

I will now go through specific aspects of the planning process, including the request for proposals, the selection of the partner, the location of the complex and the land acquisition, and the project's financial structure to explain how NPCA came to a position of support.

Request For Proposals

The Request For Proposals (RFP) issued by NPS to solicit partnership proposals is a sound document that sought a responsible market solution to critical problems while safeguarding the interests of the American public. NPCA participated in the entire planning process for the museum complex including reviewing and commenting on the draft development concept plan (April 1996) that became the foundation for the RFP. The draft DCP outlined the criteria by which a private partner would be evaluated. For the most part, we found these criteria thorough and comprehensive, addressing all aspects of a potential partnership, including the scope of the project, retention of NPS control over the resources and interpretive message, and protection of NPS from financial risk. However, we did have a number of significant concerns—primarily regarding the use of a for-profit partner and the need to submit the final proposal to public review—that we conveyed to NPS in our written comments.

Selection of a Partner

A major concern to NPCA was that NPS choose a private partner on the soundness of the proposal. To that end, we recommended in our draft DCP comments that NPS form a selection panel to review all the proposals. NPS did convene a panel of senior NPS staff with previous large-scale development experience that did not include the park superintendent. This assured us that all proposals would be judged on their merits and a final one selected based on its consistency with the selection criteria.

Location of the Museum Complex and Land Acquisition

After thorough examination of the Advisory Council's report on the history of the site, NPCA believes the Levan property is suitable for the museum complex and that historically significant resources that exist there can be protected through careful siting of the new facility. With regard to the price paid for the parcel, all of the proposers would have faced similar situations with sellers seeking to maximize the return on their property. Indeed, one proposer had identified this same tract as a potential development site.

Related Activities

One of NPCA's significant concerns with the initial Kinsley proposal was the nature of the related activities. In our testimony on the museum proposal submitted to the Senate subcommittee on Parks, Historic Preservation and Recreation in February 1998, we laid out three standards by which we would evaluate all related activities. They must:

be necessary and appropriate;
affirmatively support the mission and purpose of the park; and
be the minimum necessary to sustain financial viability.

The array of activities, as presented in the draft general management plan, meet those standards and are acceptable for inclusion in the proposed project.

Financial Structure

A major concern for NPCA was that the project be financially viable, but not violate the integrity of the park or compromise the stewardship role of NPS over the historic resources. To give us this assurance, NPCA hired a private consultant with substantial expertise to review both the park's economic impact evaluation and Kinsley's proposal for project financing. Our consultant's review found the economic impact methodology, which looked at overall visitation projections and venue attendance estimates, appeared conservative and reasonable. Secondly, our consultant de-

termined that the operating projections—the cash flow for the project—were reasonable. Our consultant also looked at the project financing and suggested that Kinsley reduce the debt portion of the project further. Overall, however, the financial structure appeared to be sound and reasonable.

The General Management Plan

NPCA strongly supports the proposed alternative (Alternative C) of the draft general management plan (GMP) including the proposal to develop a new visitor center and museum facility through a public/private partnership. Alternative C, with some modifications, presents the most appropriate and comprehensive policy directive to fulfill the park's mandate. It expands the interpretive themes to place the battle within the full context of the causes, course and consequences of the Civil War. This larger context will capture a broader audience and make the story of Gettysburg and the Civil War more relevant to us as individuals and as a nation. The preferred alternative will rehabilitate the battlefield to its historic condition which will allow visitors to understand and appreciate more fully the magnitude and the intensity of the battle. And lastly, it provides for a desperately needed museum facility that will educate and enrich visitors.

Public Planning Process

Finally, I want to address the public planning process for both the DCP and the GMP. Overall, NPCA found the public planning process to be exceptional. At public meetings for both the museum proposal and the GMP, the park staff was willing to listen to a wide range of opinions and ideas. Additionally, the amount and detail of historical documentation presented in the GMP public meetings was unparalleled in my four years with NPCA. The use of the documentation in the meetings brought the public into the process of framing the plan's alternatives and allowed for both the Park Service and the public to evaluate the environmental consequences of any proposed action as that proposal was being developed. This is a standard that NPCA has striven for over many years and in many general management planning processes. Gettysburg is exceptional in that the battlefield is so well documented over the years; however, the staff did a remarkable job in assembling that documentation and integrating it into the public discussion. As a result, there is a very reasonable range of alternatives all of which are well grounded in sound and extensive analysis as well as vetted by extensive public input. The integration of the museum proposal into the general management planning process did disrupt the flow of the public discussion, but the overall result is a much stronger plan.

In addition, I was greatly impressed with the park's specific effort to reach out to local governments, the business community, park partners and the institutional community through the open morning working group meetings. I have urged NPS to continue these meetings as they can be helpful to both the Park Service and the larger community in implementing this plan in ways that are beneficial to all.

Mr. Chairman, thank you again for the opportunity to testify before the Subcommittee today. We agree that this highly innovative project, proposed at a place considered to be hallowed ground, requires the closest of scrutiny. NPS has presented us with a sound plan that has met all the tests put to it. We support the adoption and implementation of the preferred alternative of the general management plan.

STATEMENT OF DR. WALTER L. POWELL, PRESIDENT, GETTYSBURG BATTLEFIELD PRESERVATION ASSOCIATION

Mr. Chairman and members of the Subcommittee:

On behalf of our Board of Directors, I would like to thank you for the opportunity to speak to the Committee this morning. My name is Walter Powell, and I am President of the Gettysburg Battlefield Preservation Association. By profession I am an historian who has lectured and written widely on the subject of Gettysburg, and I live with my wife and two children in a house just a short distance from Barlow's Knoll, scene of heavy fighting on the afternoon of July 1st, 1863. Since moving to Gettysburg more than 20 years ago, I have closely watched and commented on developments at Gettysburg National Park first as a Licensed Battlefield Guide, then, since 1983, as a member of the Gettysburg Battlefield Preservation Association. The "GBPA" is an all-volunteer non-profit corporation established in Gettysburg in 1959, the first organization created for the expressed purpose of assisting the National Park Service with the acquisition of threatened Battlefield land, and in educating the public on the ongoing threats to the preservation of the Battlefield. Since the founding of the "GBPA," we have purchased over 200 acres of land and conveyed it to the National Park Service, and have supported a variety of other projects on

the Park and the larger Gettysburg Battlefield National Register Historic District. Our efforts were endorsed by former President Dwight Eisenhower, an active member who stated: "I am emphatic in my approval of what the GBPA is doing ... The battlefield should be preserved as a remembrance of the sacrifices made by men who fought for the things which they believe."

I mention this background because our organization and its members have always been deeply committed to the preservation of the Battlefield, and have shared the concerns stated by the National Park Service in the past about inadequate funding, the need for improved facilities, and the problems caused by deferred maintenance. We are strongly opposed, however, to the current proposal advocated by the National Park Service to permit a developer to construct a new visitor center in exchange for long-term commercial concessions within the same facility—all to be located in the heart of the Battlefield. While we are not opposed to commercial ventures outside the Park, nor to the concept of partnerships, this venture, if allowed to go forward, will reverse more than a century of precedent in removing commercialism from the Battlefield. Indeed, since our organization was founded nearly 40 years ago, we have supported the Park in pursuing a clearly stated policy of removing tourist attractions within the Battlefield in order to restore a landscape more evocative of that which the soldiers saw in 1863. To this end, we applauded NPS efforts to remove the former "Fort Defiance" and "Fantasyland Storybook Park" along the Taneytown Road, just a short distance, ironically enough, from where the current facility is proposed.

To reverse this policy with the current visitor center would diminish these previous efforts and run directly contrary to the views of those veterans who sacrificed on this field and the millions of their descendants who share the feeling that this is Sacred ground. While those Union and Confederate veterans can't be here today, they are here in spirit, and I believe we have ample evidence of what they would say if they could be summoned from "Fame's Eternal Camping Ground." We need only look to their spoken opposition to another major commercial scheme for the Gettysburg Battlefield put forward in 1892, when a group of investors called "The Gettysburg Electric Railway Company" sought to profit by building a trolley line across some of the most hallowed ground on the Battlefield. The Gettysburg "Star and Sentinel" reported that "the vandalism of the trolley company and the stupidity and greed of [those involved] is the subject of discussion wherever a group of survivors of that battle meet." The Harrisburg "Telegraph" reported that "Gettysburg will be made a show, a circus, simply to put money into the purse of a petty, private corporation." While the trolley line was ultimately built, the public outrage generated by this enterprise led to legal proceedings that ended in the United States Supreme Court. In that case, United States vs. Gettysburg Electric Railway Company, the Court rendered a landmark decision in January 1896 asserting the right of the federal government to condemn land in the public interest.

Mr. Chairman, I submit to you that this proposal is not about improving the Park, but about money—profit, and despite the way in which the NPS chooses to characterize it, a 300 seat cafeteria, theater and gift shop, not to mention potential revenues from parking, or related off-site concessions, would make this the largest commercial entity in Gettysburg—a mall on the Battlefield, if you will. It is, for us, the final straw when the agency charged with protecting sacred ground allows the moneylenders in the temple, or in a more modern context, a fast food restaurant in the middle of a cemetery. For it is to be built on Battlefield—Sacred Ground—and I repeat that because the NPS has made much of the claim that no "major battle action occurred here." As historian Richard Rollins has demonstrated in a letter recently submitted to this Committee, this area, known as "Kinzie's Knoll," was an important Union artillery position, and the artillery pieces placed here were "instrumental in the repulse of the Confederate attack on the southern flank of Culp's Hill." Even so, the debate over whether the action here was heavy or not is irrelevant. It is "reductio ad absurdam." Using the same logic, might we not also argue that a floating restaurant in view of the U.S.S. Arizona is okay because fewer men died in the harbor? In the words of former NPS Director Roger Kennedy before the late House Subcommittee Chairman Mike Synar at a hearing on the Seminary Ridgel Railroad Cut Land Exchange on May 9, 1994 (and I paraphrase)—"all the land on the Gettysburg Battlefield is equally important." Well, is it, or isn't it?

Our organization's concern about this proposal, however, goes much further than the issue of commercialization. As I noted in previous testimony before the Senate Subcommittee on National Parks, Historic Preservation and Recreation last year [Feb. 24, 1998], we continue to wonder how much we can trust the actions and public statements by the NPS regarding the particulars of this proposal and its real consequences and benefits. As I noted then, the NPS has fostered a growing feeling of mistrust through a pattern of withholding information from the public, and since

last year, with the release of the "Draft General Management Plan/Environmental Impact Statement," creating a document that allows the public to consider the merits of no real alternative except the "Kinsley Plan." In fact, the Draft "GMP" is a seriously flawed instrument created, not as a true long range planning tool, but as a justification for the Kinsley proposal, which in our view is a clear violation of the intent of the National Environmental Policy Act requiring federal agencies to provide the public with a full range of alternatives.

Mr. Chairman, we are deeply troubled by these NPS actions—none the more so since the "Draft GMP" was released. This Park has had a history since 1991 of poor or controversial management decisions—especially the disastrous Seminary Ridge/Railroad Cut Land Exchange with Gettysburg College, and in view of that legacy, I would think NPS Director Stanton and the Gettysburg National Military Park administration would want to bend over backward to avoid even the appearance of impropriety. For in these troubled political times, as all on this Committee well know—perception is reality! The general public and the press should not be forced to resort to Freedom of Information Act requests to get details on the planning process at Gettysburg, and surely the Park must seem disingenuous when it claims confidentiality under Federal Acquisition Rules using the same standards for withholding information is if it were sensitive National Security related material.

It would not be appropriate for us, however, to come to this hearing merely to criticize the Park proposal. The needs that led them to this point have certainly been legitimate, and we know that overall federal spending on the National Park Service has declined in recent years. But we believe the NPS has failed, for whatever reason, to present an accurate picture of its needs before Congress, and has gone ahead full speed with the Kinsley initiative despite a growing chorus of protest from the Gettysburg community and many in the Civil War preservation field. In fact, we believe a solution is at hand, and in watching public reaction over the past year, it has become increasingly obvious from the comments of concerned citizens that a consensus position is developing. That position accepts the need for improved facilities, and supports many of the goals outlined in portions of the General Management Plan, but affirms the need to explore some of the alternatives to building a new facility on the Hunt Avenue—LeVan tract. That alternate plan might include demolition/rebuilding of the current Visitor Center, the construction of a downtown interpretive center in the Borough of Gettysburg, and if the National Tower is eventually acquired, the development of appropriately designed and screened facilities on ground that has already been compromised. All of this would keep the facilities close to businesses on Steinwehr Avenue, maintain easy access to the National Cemetery, and prevent developing battlefield land that is still much as it was in 1863. These alternatives would, we believe, still allow for a partnership of federal, state, and private funds that would create a truly successful and community supported venture—in stark contrast to the current debacle.

Mr. Chairman, in our letter to Superintendent Dr. John Latschar on October 16, 1998 commenting on the "Draft General Management Plan" we urged him to "give up his pride of authorship of this proposal and demonstrate true leadership by dropping the plan." In public statements since then he has refused to do so, telling us in so many words that if the current plan is to be stopped, "go to the Congress or the Courts." We accept Dr. Latschar's invitation, and on behalf of all the members of the GBPA, we urge this Committee to halt the current plan and seize an unparalleled opportunity to turn public anger and mistrust into a true partnership "of the people, by the people, for the people," so that the Gettysburg Battlefield, precious to us all, "shall not perish from the earth."

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February 1, 1999

Mr. Todd Hull
%Rep. James Hansen
House Subcommittee on National Parks
814 O'Neill House Office Bldg.
Washington, D.C. 20515

Dear Mr. Hull:

Dave Shultz and I have been researching the Federal artillery at Gettysburg for nearly a decade. Attachment A is a list of the essays and books we have published relevant to the issue at hand. We expect to publish a major 500 + page book on the Federal artillery at Gettysburg in the near future. We conclude that the Baltimore Pike Artillery Line was a key part of the battlefield.

In November, 1997, the GNMP announced their decision to build a new Visitor Center at Gettysburg. In their announcement they included a statement by Kathy Georg-Harrison, Chief Historian, GNMP, concerning the land designated as the chosen site, also known as the Lein Tract. It is also known as Kinzie's Knoll, the site of Lt. David Kinzie's Battery K, 5th U.S. Artillery on July 2nd and 3rd. Ms. Georg-Harrison concluded that on July 2nd, 1863, "there was no battle action on the site." Her description of the battle activity on July 3rd ignored the very strong and very important artillery action. (See Attachment B).

Dave and I knew that this portrayal of the significance of Kinzie's Knoll was not accurate. We spent the next five weeks putting together a 22 page pamphlet complete with maps, diagrams and photographs of the site, and included the artist's rendering (done shortly after the battle) of the activity on the surrounding site in the afternoon of July 3rd. A copy of *The Baltimore Pike Artillery Line* (Attachment C) accompanies this letter.

Two batteries were placed on Kinzie's Knoll early July 2nd. They were instrumental in the repulse of the Confederate attack on the southern flank of Culp's Hill, as we have shown in the pamphlet. Brigadier General Alpheus Williams, temporarily in command of the 12th Corps, summed up the importance of the action in this area which included the work of the gunners on Kinzie's Knoll:

> Had [the Confederates] succeeded in forcing our lines, and getting a foot-hold on the Baltimore Pike, in the centre of our defensive triangular army formation, while Hill and Longstreet were ready to assault in front, it requires no great stretch of fancy to imagine the direful consequence. It is not too much to say therefore, that had the 12th Corps failed on the morning of July 3rd there would have been no victory at Gettysburg.

In short, not only was Kinzie's Knoll important, it was *one of the keys to the battlefield.*

We sent copies of the pamphlet to Kathy Georg-Harrision, Dr. John Larscher, Scott Hartwig, Supervising Historian, and many other people. In response, GNMP invited us to meet with Scott and Kathy on January 23, 1998, to show them where we thought the batteries were located.

When we met them on Kinzie's Knoll they asked us to show them the batteries' locations. They are on the east side of the crest, very close to the current two monuments. After our explanation, Kathy gave us a two page item of additional information that she had discovered that confirmed our conclusion. (Attachment D). We had asked Dr. Charles Fennell to join us, and he brought an additional item identifying the precise location of Rugg's battery. (Attachment E).

Mr. Curt Musselman, Historian and GIS Specialist with GNMP, had accompanied Scott and Kathy. He was then in the process of making a detailed map, and Scott and Kathy directed that he place the two batteries as we had suggested.

Scott and Kathy told us that the new Visitor Center, originally planned for the crest of Kinzie's Knoll, would not be built there. They said that the most likely place would be several hundreds yards west, in the low ground.

A few weeks later I received the Gettysburg National Military Park Newsletter for January, 1998. In it was a diagram of the new proposed Visitor Center. It was squarely on Kinzie's Knoll. I called Scott and he said that the diagram did not indicate an official placement of the Visitor Center, just a rendering of what it might be, and that it was done long before our meeting. No new diagram or map indicating the location of the proposed Visitor Center has been published, and as far as I can tell, that may well be the location they intend to build upon. If they build on Kinzie's Knoll, they will destroy an important part of the battlefield and will make impossible the future interpretation of the Baltimore Pike area.

On January 24th, 1998, I attended the Peer Review meeting organized to evaluate the proposed General Management Plan. On the Report Summary included the following statements:

* The panel further agreed that the probable site of Kinzie's Battery K, 5th U.S. Artillery, during the action against Confederate infantry positions on Culp's Hill during the morning of July 3 was on the ridge, running essentially perpendicular to Hunt Avenue, where the battery tablet to it, and Lieutenant Rugg's Battery F, 4th U.S. Artillery, are located. This, the panel agrees, was the only battle action that took place on the tract during the battle.

* The panel unanimously agrees that it is imperative that the site of Kinzie's and Rugg's batteries remain undisturbed by construction and be interpreted within the Baltimore Pike artillery line.

I hope that any plans for the development of the Lefty Tract will not impact Kinzie's Knoll in any manner.

We ask that this letter be placed in the permanent record of this subcommittee. Please let me know if I may be of further assistance.

Regards,

Richard M. Rollins

Richard M. Rollins

Attachment A

Selected Bibliography
Federal Artillery at Gettysburg and the Levan Tract
by Richard Rollins and David Shultz

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We will be happy to send copies of any and all the material listed here to anyone interested in the issue of the proposed Visitor Center.

STATEMENT OF FRANKLIN R. SILBEY

Mr Chairman:

My name is Franklin Silbey, president of my own Washington consulting company. I spent 17 years working in the House and Senate as staff director and chief of investigations of three House and Senate oversight-subcommittees and committees. Today I represent only myself, but have been involved in the Gettysburg National Park situation since 1993. Then I guided former Congressman Mike Synar of Oklahoma and his staff to the battlefield to see for themselves how much damage the park sustained as a result of a land exchange between the park and Gettysburg College. That resulted in destruction of a unique historical landscape on the first day's battlefield, which today remains a repellent eyesore due to the unwillingness and inability of NPS to pursue this issue with the college.

I commend this Subcommittee for its courage and integrity in holding this hearing, which many have hoped for and some have worked to prevent. It is a long overdue airing of facts and policies that have heretofore never seen true light of day nor come to detailed attention of Congress and the public. I represent no economic interest of any kind, never have and do not anticipate representing anyone in future with economic interests in the park. I have never accepted any compensation for my work and expect none.

At the outset, I wish to assure this Subcommittee that I am not here to engage in personality issues or questions of character or ethics of any kind. I am here to ask questions only a Congressional inquiry can answer. Such as:

(1) Why was Congress never approached on Gettysburg and its problems?

(2) Why the cloak of secrecy and denial of so many requests for vital data?

(3) Why the proposed creation of a very large commercial monopoly in tourist business in the heart of hallowed ground?

(4) Why the effective denial of due process through abuse of Federal procedures?

(5) Why what appears to be undue favoritism to certain groups and individuals in terms of fundraising or quasi-official advisory groups?

These are a few of the major questions I hope the Subcommittee will explore in this hearing.

This issue is not about patriotism, charity or idealism. It is solely and exclusively about lots of money. Almost two million visitors annually visit the battlefield, spending several hundred million dollars doing so. This is solely about a carefully planned, methodical effort by a tiny group of senior NPS officials to deliver a de facto commercial monopoly over that lucrative tourist business to a private developer. It has been justified by repeated claims that irreplaceable battle relics are being inexorably destroyed through neglect and lack of adequate storage facilities at the present visitor center. Should they succeed, they have repeatedly announced it will serve as a national precedent for further so-called public-private partnerships at other "great places" in our country under NPS stewardship.

At no time has NPS ever approached this or any other Congressional committee delineating this serious situation and making specific requests for funds to rescue relics and update facilities. Simultaneously, while single-mindedly pursuing this private commercial alternative, they have been blaming Congress, and by inference this authorizing Committee for this sad state of affairs. I wish to offer for the record quotes by NPS officials to this effect, including the present Superintendent. Who chose these policies and approved them?

This process of seeking commercial development to the exclusion of other alternatives has gone on for more than two years, characterized throughout by a calculated policy of official agency secrecy, with a goal of exclusion of the public from any and all substantive parts of the process. Denial of Freedom of Information Act requests and long delays in making available even basic data have been consistent NPS policy. Why such information denial to the public? The chronology clearly demonstrates that a decision was made to create a commercial complex and visitor center at the LeVan site, and the GMP was drafted to justify that approach. Improvement of the existing facility was never offered as an alternative.

NPS had a commercial plan far in advance of obtaining any project approval. This was admitted by the Deputy Director of NPS at Senate hearings last year held by Senator Thomas (R) of Wyoming. Once NPS issued their Request for Procurement, they made it plain they wanted no part of the precedents of Ellis Island and the Statue of Liberty. No public appeal to the nation. No fundraising effort on a nonprofit basis. Certainly no approach to Congress. NPS officials have unwaveringly pursued one alternative only; allowing a private commercial development within boundaries of the park itself. Who dictated these policies and made sure they have been followed despite mounting public opposition and questions?

On page 8 of Senator Thomas' subcommittee report on the hearing, Mr. Galvin, NPS Deputy Director, is quoted as saying, "There will be no commercialization of the park." When the developer submitted his proposal and it was accepted by NPS it was not released for 8 months, despite numerous FOIA requests from preservation groups, other bidders, media, local officials, individuals and Civil War groups. The original proposal described the facility he wants to build as "a small mall," which turned out to be almost 150,000 square feet. Some small mall. When opponents finally got several inside sources to leak facts about the original proposal, they were deeply concerned at the size and contents of the facility. Kinsley was given a 30-day extension to submit his plan, the while claiming he had control of the tract, when in fact he did not. This $43 million complex included a retail store and 300-seat cafeteria plus an additional restaurant, a large bus terminal and an Imax theater. The "small mall" quote comes from Page 2 of the original Kinsley proposal, under the heading of "Concept and Development Strategy." Why was the original Kinsley proposal not made available to the public? Why was it dated 5/9/97 and only released 7/23/98? Why was the huge size of the commercial development withheld from all who inquired? Why were vital documents withheld despite repeated FOIA requests?

No park visitor center in recent memory had cost more than $10 million to build. Those the size of Gettysburg have averaged $5 million. This is a veritable Titanic of a visitor center. In the ensuing protest, and because of negative national publicity in Civil War Times and USA Today, NPS, the developer and his Washington lobbying firm, Hill & Knowlton, orally reassured critics the commercial scale has been vastly reduced, supposedly to virtual non-existence. This is not true. We have only their verbal assurance, and NPS has long since forfeited the trust of large segments of the interested public. Even to take such assurances at face value, the mall will have a 6,000 square foot retail store and a 6,000 square foot cafeteria, both of which would be the largest such establishments in all Adams County, with a comparable impact. The size of the mall is being dictated by the size of its commercial components. Why has the so-called "reduced commercial element" been downplayed when it is so massive and will obviously dominate all commercial tourist business at GNMP? How can this be justified one-third of a mile from where Lincoln spoke and Pickett's charge was repulsed?

Federal law strictly regulates private enterprise on park properties. It requires competitive bidding in almost all cases, and procedures that must be followed by concessionaires are rigorous and subject to public scrutiny. The new visitor center/commercial development has been structured as a "partnership" with a non-profit foundation to avoid those law and regulations. The foundation will use the imprimatur of the Park Service and hallowed name of Gettysburg to raise $22 million via charitable public subscription, and will use the security of rents from commercial ventures on the site to borrow another $18 million. This raises certain questions:

(a) Will the public contribute to build commercial facilities for a commercial developer?

(b) Has the "public/private partnership" corrupted the GMP process? For example, this structure has permitted the developer to commit $500,000 to hiring the powerful and costly lobbying and public relations firm of Hill & Knowlton, with those funds reimbursable by the public's charitable gifts. In turn, Hill & Knowlton has embarked on a joint effort with the Park Service to lobby Congress to back Alternative C. Hill & Knowlton and the Park Service have organized junkets to Gettysburg for members of Congress and their staffs at which visitors have either not been told of broad opposition to the Park Service plan or have heard it belittled. Indeed, Hill & Knowlton has prepared material for these junkets which state that "A set of single interest groups has coalesced and formed a new anti-Visitor Center/GMP group."

The materials never mention that doubts and opposition have been voiced about the plan by such parties as the editors of the Civil War News, the Association for the Preservation of Civil War Sites and numerous Civil War Roundtables. The Opposition of the Gettysburg Battlefield Preservation Association is dismissed, with egregious inaccuracy, because the organization is, "opposed to the NPS' solution to the railroad cut."

(d) What is the private partner really contributing? It will retain a professional fundraiser, who will presumably be paid from proceeds raised. It will borrow part of the $40 million cost of the project and obtain the rest from the public. Why cannot the Park Service work cooperatively with non-profits interested in refurbishing and expanding the existing visitor center and building a museum and conservation facility to raise monies needed? Would this not avoid a need to award the plum construction contract without competitive bidding and embed within Park Service facili-

ties a commercial complex which will undermine many businesses in Gettysburg dependent on the Park?

We have received reassurances the developer will not commence work until all money is in hand, totalling some $40 million. The original cost was listed at $43 million. As secret negotiations progressed, critics discovered the following: The Davis–Bacon Act, dating from the 1930's, requires Federal projects to pay prevailing wages. A waiver of this act has allegedly been negotiated with the developer, allowing him savings of $3 million, accounting for the difference between his original figure and the present one. Organized labor in Pennsylvania has been in court often insisting on enforcement of this rule. Has a Davis–Bacon waiver been discussed or agreed to? If so, what does it consist of?

Numerous data requests are simply ignored by NPS. They stonewalled FOIA requests by invoking a new, specialized exemption created by Congress two years ago to the FOIA. NPS claimed Federal regulations prevented them from complying, as if they wished to release data but were forbidden, for national security reasons. Checking with FOIA experts, we found the exception to the act in question was solely designed to protect release of information in bids submitted by Pentagon contractors occasionally containing sensitive national defense material. Why such a transparent, elaborate effort by NPS to deny access to the Kinsley proposal and any information on ongoing negotiations? What other concessions have been discussed, sought by the developer and agreed to?

Even names of NPS officials chosen to evaluate bids from contractors were considered secret and withheld from the public until Congressional interest forced their release. The same was true of identities of Wharton School advisers present at all deliberations and evaluations. No admission was ever made that these men, Mr. William Alexander and his business partner, John Rhodes, had a significant contract with NPS to evaluate such initiatives. Mr. Alexander formerly owned and sold a very large family construction company, is formerly Chairman of the Hershey Trust, is on its board now, and allegedly has business relationships with Mr. Kinsley. This is surely worthy of further serious Congressional scrutiny.

The Superintendent has repeatedly stated this project will not cost taxpayers any money. That NPS is broke. That NPS will not pay rent to Kinsley (as Mr. Kinsley had originally proposed). To support the Superintendent the Operating Proforma of Revenue Generated does not show any rent from NPS. But apparently this is not true, because on page 98 of the GMP we see the Park will in fact pay Kinsley for, "building operating services." Rent by any other name is still rent.

What were our questions? We wanted to know if once built, the mall could be expanded? We still don't have an answer. What was the actual size of the commercial mall going to be? Would the present free parking be replaced with fees? Would the 10,000 square foot movie theater show commercial films on the battlefield after dark after the park closed? Last summer, meeting with the Gettysburg Bureau Retail Merchants Association, Kinsley stated this would in fact be the case. What is the true answer? Only Congress can find out. We asked if negotiations, once concluded, could be reopened and elements of the deal be renegotiated? Evidently they could. Without Congressional knowledge, consent, oversight or any public review. Is this in fact the case? If so, what are the particulars?

We were told Mr. Kinsley would claim certain tax exemptions as a Federal project. We then were told because it would be built on private land within the park, his project was immune from all taxes. The Park told us nothing to clarify the situation. We were asking about a very large commercial entity to be located within a quarter to one-third of a mile from where Pickett's Charge crested and from where President Lincoln spoke in the National Cemetery; within hailing distance of where 3,500 Civil War and 1,500 combatants from other wars lie buried. What are the answers? What is the true Federal and state tax status of the Kinsley project?

Eastern National Parks and Monument Association, a non-profit now operating the park bookstore, is slated to run the 6,000 square foot store planned for this mall. Would their lease be with the Federal Government or the developer? No definitive answer available. Who will hold the lease?

NPS offered repeated assurances that no ground would be broken until all money was raised. In recent private conversations, Mr. Kinsley has stated he will bring in bulldozers and tear open battleground undisturbed since the battle once he has commitments for $8 million, or 20 percent of required money. Is this true?

Mr. Kinsley has since proceeded to buy the LeVan Tract, an inholding of 45 acres within the park; last part of the battlefield totally unchanged from its condition at the time of the conflict. LeVan is the same public-spirited patriot who made available a large portion of the land on which the National Tower now stands. So he has

twice blessed our nation with commercial deals of this sort, and profited handsomely.

Mr. Kinsley paid approximately $61,000 per acre for unimproved farm land which ordinarily in ADAMS County sells for $2,000 per acre, setting a new asking price for any commercial land needed to protect the park. In one move, this puts the asking price for all other such land out of sight, putting it out of the reach of most preservationists and preservation organizations. By that single act of mischief, if this project is allowed, acquisition and preservation of numerous battle related tracts has become impossible. NPS gives repeated assurances they will control the project. Many would like to know if this promise and that of the superintendent that no ground will be broken until all money is in hand will be enforced in writing by the U.S. Government. Can it? Will it?

Mr. Kinsley has bought or otherwise acquired control of at least two other parcels of land on Baltimore Pike, directly adjacent to his project. He is negotiating for acquisition and control of two other parcels. Developers buy land to develop. Once he has this project in hand and controls a large portion of land across the boundary, he will be free to seek zoning changes to allow a second belt of commercial development just across the boundary. Should the proposed application for Federal highway money succeed by the Friends and prevent any further development on the Pike, it will serve to further cement in and insulate the Kinsley monopoly.

Inside the Park boundary, the mall will be next to and anchored right next to the National Tower, whose owner as recently as last week praised the project and last year endorsed it while praising the Superintendent and NPS for bringing it about. This of course rescues his now ailing venture and guarantees him a windfall flow of tourist business while hiking his asking price for the tower far beyond what it once could have been purchased for.

The Kinsley Mall adjacent to the Tower will create a huge new commercial footprint within the park. If more development takes place on any ground he is tying up now, there could be a double belt of commercialism where now there is only the tower. NPS repeatedly claims the LeVan Tract saw no battle action, that no artifacts have been found on the site. Richard Rollins and Dave Schultz are acknowledged experts on artillery at Gettysburg. I respectfully call your attention to a letter from Mr. Rollins stating there was indeed critical battle action at Kinzie's Knoll in the LeVan Tract, closely associated with repulse of the Confederate attack on Culp's Hill on the second day. Rollins told this to two historians at the park and claims he was assured the mall would not be built there. He subsequently discovered there was a real possibility this would indeed be the case. I ask the Subcommittee to enter his letter questioning the project into the record. Why then did NPS walk away from negotiations several years ago with the owner of the National Tower? Why did Kathy Harrison and Scott Hartwig, the two NPS historians, assure Rollins Kinzie's Knoll would be left inviolate? Where is the list of and the actual artifacts excavated at the LeVan Tract within recent months? There is a FOIA request for this pending since last month.

Here are other things NPS has chosen NOT to do:

1. Immediately after taking over in 1994, the Superintendent allegedly unilaterally abandoned existing, well-advanced negotiations with the Tower's, owner for its sale to the United States. No explanation was offered according to a lawyer involved, who was quoted in the Gettysburg Times.

2. Eastern Monument Association had made an offer several years ago to lead a fundraising effort to construct at a remote site in the park a permanent climate-controlled building for storage of any endangered or deteriorating artifacts. This offer has been ignored and never publicized by NPS. Perhaps this would deprive the park of its ability to put on "dog and pony shows" claiming to feature rotting artifacts requiring a new elaborate visitor center. George Lower, one of the nation's leading Civil War relic experts, believes all or most of the damage done to the relics occurred far in the past, and has written a letter to this effect which I offer for the record at this time.

3. The Synar hearings revealed the true disastrous dimensions of the railroad cut land exchange.After then Director Roger Kennedy promised to pursue the issue with Gettysburg College which deliberately vandalized the ridge, NPS chose to walk away from the advantage and evidence the hearing revealed. In a private meeting he sought with me afterwards, Director Kennedy promised as he had promised Congressman Synar, that he would make good on his word to the Subcommittee in his presentation. He did not.

Why has NPS ignored the Eastern offer, and withheld such knowledge from the public and Congress? Why did NPS ignore its own public commitment to make Gettysburg College make good on its act of unique historical vandalism? Why no statements or actions from NPS?

In the past week there have been new developments spotlighting other aspects of this issue. One Civil War-oriented group, Friends of the National Parks at Gettysburg, is, according to press reports, the subject of a criminal inquiry by Adams County's District Attorney. This involves allegations of false information contained in an application they submitted for $2.9 million dollars in Federal highway funds to be used along the Baltimore Pike area leading into the Kinsley Mall. This organization enjoys a uniquely privileged status at the park, and has been totally supportive of the Kinsley Mall, claiming their membership is overwhelmingly in favor of this commercial project. Yet the reason such support was forthcoming was because the question was couched in the following way; **Are you in favor of a new museum or not?**

The Friends enjoy a total monopoly on year-round access to the park for fundraising purposes. This is a privilege—enjoyed by no other group, given them by unilateral and arbitrary decision by the Park since 1995. The Gettysburg Battlefield Preservation Association, to which President Eisenhower once belonged, has been denied access to the park's facilities. Why? Why should GBPA be kept out and FNPG be allowed a monopoly on access for fundraising? Who made and enforces such a decision?

Money raised allegedly does not go into the general fund of the U.S. Treasury. Instead, it allegedly goes into a bank account solely accessed and controlled by the Superintendent and Executive Director of the Friends. To my knowledge, no audit of how these funds are used has either been done or is available to the public. Why? Who made a decision to allow such treatment of a considerable sum of money?

The Kinsley proposal involves construction of a large bus terminal for tours as part of and adjacent to the mall. This concession originally was granted to Tom Metz, possibly the most influential concessionaire and businessman in Gettysburg, with a similar Federal concession in Everglades National Park. He surreptitiously helped fund an effort to kill a previous attempt to build a similar project. The uproar over this exclusive franchise resulted in his monopoly being slightly reduced. Other buses may use his terminal.

Each Metz tour bus will come equipped with a Battlefield Guide at a suitable price, and it will not be cheap. The Guides, who of course support the mall, allegedly made their monopoly presence on Metz's busses a precondition of the initial agreement. A long-time President of the guides, only recently replaced, is Fred Hawthorne, also a long-serving member of the Friends' board of directors. I respectfully request that the Committee inquire as to how this arrangement was arrived at, by whom, and who in NPS approved it.

Last year the Park's full-time public relations and press person stated there were plans to close off auto traffic at several heavily traveled points in the park. This would make it far more difficult for anyone to drive their own car and take their own tour, a common hands-on learning experience today. This of course would result in many tourists being forced onto busses with guides. The park quickly backed away from the statement, but not before the cat had gotten out of the bag. Making main park roads one-way has already made it much harder for people to really see and get a feel for the battle on their own.

Another area where there may have been significant abuses of authority is the park advisory committee. Such committees, with appointees approved by the Interior Department, have rules including three-year terms, reimbursement of expenses, open meetings and no conflicts of interest. At Gettysburg, this group was created to provide Local government and people substantive into park decision making.

I do not believe this is now the case. This advisory committee has served as a rubber stamp for the park and Kinsley's proposal.

Several committee members, including the chairman and vice chairman, had their terms expire, yet no announcement of this fact was ever made public, no replacements were nominated by Interior, and the people in question were simply kept in place and allowed to continue on as before.

The committee is also in the regular habit of having pre-meeting meetings, at which substantive issues evidently were discussed. This procedure is a violation of the Government In the Sunshine Act, which specifically forbids such abuses. I offer several internal documents delineating this situation for inclusion in the record.

Why are there pre-meeting meetings at which substantive issues are discussed in violation of a major Federal law enacted by Congress to prevent just such secret deliberations? Why does Interior evidently deliberately delay further nominations to enable members whose terms have expired to remain in place and make decisions as if they are still in office? Why does the Superintendent feel a need for secret gatherings before a formal meeting is held and the public can attend?

The superintendent, who seeks 54 additional job slots at the park in the event the mall is built, arbitrarily abolished the equal opportunity office at the park,

claiming they could not afford such a luxury. A full time public relations person is considered a necessity, but no EEO person is. There was a meeting at which this policy was challenged. The Regional Director was present. This insensitive decision was enforced and remains in place. Why?

NPS has made elaborate statements and claims about how many public meetings they have held and opportunities given the public, including mall opponents, to comment. While giving the appearance of correct due process, they have turned it into a charade and a mockery by repeatedly denying access to vital data without which there can be no meaningful public discussion on the merits. Simultaneously they negotiate in secrecy despite all protests and requests for information. This hearing is the first time opponents have obtained a forum where such questions can be raised, all information can be aired and protests heard by a body able to take steps to halt the project. At public hearings on GMP comments, people are allowed to register objections and raise questions, but there is no NPS response. No give and take. There will be answers, people are told, when the GMP is released. This is their modus operandi. Is this any way to deal with the public on an issue of vital importance to the nation?

Public protests are ignored. Locally, County officials have formally raised repeated serious concerns and the borough and all its elected officials strongly oppose this undertaking. Many are here today. The question is: do communities matter any more? Gettysburg and Adams County certainly do not matter to NPS. In the 3rd week of last October, the Regional Director, a key backer of the mall, could not avoid a meeting with a group of local business and political leaders in Gettysburg. For more than one hour she was confronted with opposition by an overwhelming majority of those present. Emerging from the meeting and queried about objections to the mall, she avoided the tide of opposition and instead said, "I am congratulating Park Superintendent John Latschar and the Park staff on their efforts." George Orwell would have been proud of her.

The National Parks & Conservation Association endorsed this commercial venture inside the park. The long-standing national policy of this organization is to place all commercial services outside of national parks rather than inside. They believe if commercial services are available just outside a park, there should not be any inside the park. Yet for some unexplained reason, their representative here today endorses a project that flies in the face of the organization's long-standing national policy. Why? They officially oppose the Tower, yet formally endorse a plan allowing it to stay in place indefinitely. Why?

Present here today is Mrs. Angela Rosensteel Eckert and her husband Larry, a grand lady of the town with roots going back before the battle. Her family built and lived in the present day visitor center, amassing the largest collection of Gettysburg relics extant. It is a unique collection donated by the Rosensteel family in the nineteen seventies. A strict condition of the donation was that the collection be cared for properly and not be broken up or transferred. Mrs. Rosensteel has publicly condemned NPS's policies and demanded return of her family's collection because this requirement has been repeatedly violated. She has threatened legal action and is here with her attorney, John Fenstermacher, who is handling the case, pro bono. The NPS Director, who has chosen to be elsewhere today, quietly came to Gettysburg recently without public knowledge, to meet with her to try to dissuade and silence her protests. The Subcommittee might wish to ask the Director to appear at another hearing on Gettysburg to answer many of these questions.

Accountability is a wonderful word, if only by its rarity today. I have not touched on many other issues such as how much undisturbed battlefield land will be dug up to lay utilities all the way to the mall.

What we are seeing here, cloaked in self-serving rhetoric, is an agency largely out of touch with the public, heedless of dissent and criticism, arrogant in behavior and actions, oblivious to Congressionally-mandated rules and determined to create a massive commercial presence within one of our greatest shrines to sacrifices for liberty.

Wrapped in secrecy, allied with especially favored semi-official advisory and support groups who benefit significantly from NPS favor, driven by an expensive Washington public relations and lobbying machine, this project has been propelled by all the force senior bureaucrats running a little-scrutinized Federal agency can muster. Congress and the courts are our last hope. If they do not act decisively, NPS will do as before, admit a few small errors, plead for time in which to correct procedural abuses and promise to return with a better plan to answer all objections. This Committee knows that game and must not allow this strategy to be employed. If allowed, NPS will wait a "decent interval," then proceed without advance warning. This is their mindset. They allowed the college to destroy the railroad cut on Christ-

mas and New Year's Day, 1990, and raised no substantive objections and took no vigorous action. They will do something similar if allowed.

There should be no commercial development of any kind inside boundaries of the GNMP. It is a grotesque abuse of our principles, a betrayal of our heritage and desecration of the memory of the brave and idealistic men who gave everything so we could have our America as we know it today. Therefore, I most respectfully request the Committee to take the following actions:

1. Notify the Secretary of Interior the project is opposed in Congress, must not go forward and should be scrapped forthwith.
2. Notify chairmen of appropriate subcommittees of House and Senate of the Committee's position, asking they add their voices and actions to the bipartisan demand for an immediate end to this unacceptable project.
3. Order a swift GAO audit of monies collected by the Friends for the past four years at GNMP including how the money is spent and who makes any decisions past and present, as to its use.
4. Order the Inspector General of the Department of Interior to initiate a probe of procedures and actions regarding the Gettysburg advisory committee, particularly policies of closed meetings, financial decisions and lapsed terms of members.
5. Order a second inquiry into public information policies of NPS regarding this project and deliberate withholding of information.
6. Guarantee a public release of unexpurgated copies of these reports within 30 days of their completion. Sunlight is still the best disinfectant.
7. Request the immediate transfer and relief from duties of the present superintendent and Regional Director in Philadelphia.

Mr. Chairman, I deeply appreciate the opportunity you have given me today to appear. The issues raised go the heart of how NPS handles our irreplaceable heritage. If similar actions are taken regarding other great places we trust them to manage, imagine what lies ahead. We have an opportunity to salvage this disaster ... to prevent another railroad cut ... another million-dollar toilet at Glacier National Park ... another $300,000 toilet at Delaware Water Gap ... another Stearntown. We allowed the Tower in the seventies. The judgment of history and the public has been harsh and merciless. It will be so again if no stringent corrective measures are not taken.

At every turn in this twisting road, when we have questioned the wisdom of putting commercial facilities on hallowed ground, we have been assured that it would be "tastefully" done.

So why not put a hot dog stand on the Arizona Memorial? Tastefully done, of course.

And why not a commercial movieplex right outside the cemetery overlooking Omaha Beach, where thousands of American GI's lie buried? But so tastefully done, of course.

Ralph Lauren donated $13 million to refurbishing of the original Star Spangled Banner. He didn't ask to place a "tasteful" store in the lobby of the Museum on the Mall where the flag is, or to have his logo "tastefully" embroidered on Old Glory.

Imagine what the old veterans of Gettysburg, now all long gone to their reward, would say if present here today. In spirit they very well may be. Imagine their words if they could tell us what they think of this proposal, those involved and the manner in which NPS has treated our priceless heritage their sacrifice bequeathed to our nation. Is this what they died for? Was it for such a result that they gave their all and created this shining, bright star of a land?

In October 1889, General Joshua L. Chamberlain's delivered a talk at Gettysburg. It is worth quoting in part to this Subcommittee.

> "In great deeds something abides. On great fields something stays. Forms change and pass. Bodies disappear, but spirits linger to consecrate ground for the vision. And reverent men and women from afar, and generations that know us not and that we know not of, 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: and lo! The shadow of a mighty presence shall wrap them in its bosom, and the power of the vision pass into their souls."

Think what short though eloquent comments would be voiced by President Lincoln. The shame of the NPS proposal to plant this commercial atrocity in the Park at Gettysburg is the disgrace of our country. Even that it has gotten this far. I ask the Committee to do what is right for the public and future generations, not what is career-building for the NPS bureaucracy and profitable for a developer.

STATEMENT OF THE FRIENDS OF THE NATIONAL PARKS AT GETTYSBURG

The Friends of the National Parks at Gettysburg (Friends) would like to submit this statement for the record of the Subcommittee hearings on the proposed General Management Plan, visitor center and museum facilities at Gettysburg.

The Friends is the largest national membership organization with the mission of supporting, preserving and enhancing the historic land and artifact resources within the boundaries of the National Parks at Gettysburg. Since its inception in 1989, the Friends has preserved over 350 acres of previously unprotected land within the boundaries of the Gettysburg National Military Park (GNMP); acquired and donated twenty-one lots of artifacts; and provided thousands of hours of volunteer time on a wide array of GNMP maintenance projects.

At the heart of the matter before the Subcommittee is proper support for the preservation and conservation of the land and the artifacts collection at the Gettysburg Park, as well as ensuring that citizens are able to visit the Park and garner a greater understanding of the epic struggle that took place in July 1863.

FRIENDS PUBLIC PARTICIPATION

The Friends of the National Parks response in 1996 to the Draft Development Concept Plan for Collections Storage and Visitor and Museum focused on areas of concern for the GNMP. Our members in a response to a membership survey conducted in 1997, sent over 3,000 written comments expressing a wide range of views. These comments were returned by the membership with ballots asking whether they supported the proposal chosen for negotiation. Eighty-eight percent of those responding voted to support the National Park Service proposal for negotiation. The comments accompanying these ballots served to assist the Friends leadership in their continued monitoring of the Park Service process. We are pleased to see that so many of our members' concerns were addressed.

However, this is not only about a visitor center and museum, this is about the entire General Management Plan for the Gettysburg National Military Park. We have kept our membership informed through all member mailings and through our newsletter.

We asked that Friends members comment to their organizational leadership, the National Park Service, to the Senate Oversight Committee and to Congressman Hansen as chair of the House Subcommittee. Our members have provided comments in writing and through informational meetings in Gettysburg, California and Pittsburgh. The Friends believe that the opportunity for public input has been extensive and that it is time to move this project forward. To stop forward progress of the General Management Plan, visitor's center and museum facility would disregard the efforts and comments of Americans who have participated in this process.

GENERAL MANAGEMENT PLAN SUBSTANCE

The restoration of the 1863 landscape is an important step for preservation of heritage and for education of future generations. Where Federal and Confederate soldiers fought and died, we find a plethora of buildings and parking lots. This is not as it should be.

FNPG has sought grant money to help to protect the Baltimore Pike corridor by purchasing conservation and historic easements, under grounding of utility lines and removal of billboards. We seek to protect this historic corridor from development intrusion. In addition to protection of the historic corridor, such protection has been deemed important to the Borough of Gettysburg for economic reasons.

In previous testimony before this Committee one speaker noted that FNPG is the subject of a criminal inquiry by the local District Attorney relating to our application for TEA–21 funds. The District Attorney has informed us that no charges will be filed against Friends. We believe these allegations to be baseless, however, it is indicative of the strong feelings on both sides of the issue that the allegations were ever made against a project whose components are supported by both opponents and proponents of the Visitor's Center/Museum facility.

We believe that the new interpretive themes contained in the GMP are excellent in scope and long overdue. We are pleased to see the Park's plan to deal with issues of causation, including slavery, and the consequences of the war. We are also pleased to see inclusion of the experience of residents of Gettysburg during the Battle. To fully understand the impact of the Battle, one must also understand the impact on noncombatants.

From an original position of cautious skepticism, Friends has stated its approval of the direction being taken by those involved in creating a new Visitor Center/Museum facility. Our members have been concerned about commercialism, size, placement and content of the new facility. We are pleased that so many of our members' concerns have been addressed.

We are also pleased that the Park and Borough of Gettysburg are working together on an interpretive plan for the town. This cooperation is important to the experience of all visitors to the Park.

Friends of the National Parks at Gettysburg have been supporting the effort to preserve the Gettysburg National Military Park for ten years. During that time we have donated over $2.4 million to restoration and preservation of the resources of the Park. We raise money from our dedicated members in all 50 states and the District of Columbia. The money that is raised within the Park is done within the rules and regulations of Director's Order 21 and is under our Memorandum of Agreement with the National Park Service. As such it is monitored by the NPS.

Each year an independent accounting firm audits the Friends finances. We produce an Annual Report that includes audit information and is available on request. Should the Committee wish to review our collections raised within the Park we would be happy to satisfy such an inquiry.

While FNPG understands and supports the desire of the Committee to seek ways in which such an NPS planning process might be improved in the future, we implore the Committee to allow the General Management Plan to move forward so that this precious heritage may be restored and protected in this generation. We believe that stopping this process, after extensive public input and comment, can only serve to damage the Gettysburg National Military Park.

PROGRESS IN PRESERVATION

The 18,000 members and supporters of the Friends of the National Parks at Gettysburg always has, and always will endorse those efforts we believe will preserve and enhance the resources associated with the National Parks at Gettysburg. The challenges facing the Gettysburg Park are real, and the threats posed grow more significant every day. Allowing this situation to continue is unacceptable.

The members of the Friends have demonstrated their willingness, year after year, to provide their own funds to assist in closing the gap between what needs to be done at the Gettysburg Park, and what the Federal Government can afford to do. Unfortunately, efforts like those of the Friends cannot by themselves solve this problem. New and innovative solutions must be created to solve this dilemma. The proposed partnership between the Gettysburg Park and a private entity is such an innovative solution. The members of the Friends support this approach; thousands of them have communicated this message clearly to their leadership and through their participation in the public comment process.

On behalf of the membership of the Friends, we urge support for the General Management Plan and the new visitor center and museum facility. We look forward to working on this and other projects that will support, enhance and preserve our nation's Civil War heritage for our children, and for all future generations of Americans.

STATEMENT OF GEORGE J. LOWER

Dear Congressman Hansen:

I am writing in connection with your forthcoming Subcommittee hearing regarding the General Management Plan proposed by the National Park Service for implementation at the Gettysburg National Military Park. I wish to express my concern over the planned Visitors Center and to provide some insight into the artifacts which the NPS has now on display and in storage.

I am a lifelong resident of Gettysburg who for nearly thirty years bought and sold Civil War artifacts as *The Gettysburg Sutler*. Because of my expertise I appraised some of the country's most famous Civil War collections, such as that of the Dubois family of Atlanta, GA. I also performed some appraisal work for the Gettysburg artifacts and devoted several hundred hours of volunteer work to catalogue and display the Rosensteel collection. I am in addition the founder of the Friends of the National Parks at Gettysburg and was its first president until I resigned in protest against the Friends' financial policies, specifically its raising of funds solely to promote growth of the organization rather than to enhance the park.

It is my belief that there are a number of people connected with the Gettysburg park, both in and out of the National Park Service, who have a far greater interest in pursuing their own agendas and in enhancing their resumes than they do in promoting the well being of this park. I also believe that a new Visitors Center would be a vast improvement to this national treasure and, although skeptical at this point, am willing to entertain the concept of public-private partnership. However, I find it unconscionable that advocates of what is known as the Kinsley proposal wish to destroy not only the last piece of undeveloped land on the battlefield, but

one which lies directly in the center of the staging area for the entire Union defense during the battle.

The assertion of the National Park Service that the new Visitors Center will display many more artifacts which now can only be stored is, in my opinion, seriously misleading. The best example of every weapon in the Rosensteel collection is now on display as well as all the other items of greatest importance to both armies at Gettysburg. Those weapons not now on display are for the most part good only for study and probably never would be anywhere but in storage. It is, I believe, also misleading for anyone to refer to the huge number of relics in storage without specifying that they are overwhelmingly bullets, cannon projectiles and shrapnel, which not only will not deteriorate but which are also abundantly displayed. There are in storage some items of local historical interest, i.e., furniture, photographs, documents and some uniform items, which would no doubt add to the display, but neither they nor any other items in the collection are deteriorating at a rate that necessitates rushing this project to the extent we are told it must be rushed. *No relic* currently in storage is undergoing undue deterioration.

Both the citizens of Gettysburg and the American people have too often been left with the legacy of ineptness exhibited by NPS administrators. I have known a number of them and believe them to have meant well, but even their best intentions resulted in blunders that we must all now live with. I refer, among other things, to the Cyclorama which NPS now wants to remove, the National Tower which must now be bought and removed, and the railroad cut which like the LeVan (Visitors Center) property, was dismissed as having little historical value, but was later admitted by then NPS Director, Roger Kennedy, to have been a huge blunder. Similarly, the deer were protected for years against any form of harvest by the neighbors of the park, but are now being slaughtered by the NPS for the well being of the park's farming policies. The people of this community who care deeply about Gettysburg as well as many subordinate NPS employees fought to prevent these NPS actions; yet, using the pretense of "for the good of the resource," NPS administrators drove on, unresponsive to the voice of the people.

Choosing the right course of action in this matter will not be easy, but rushing the process with no thought to alternative ideas will serve only to add another blunder to the already overly long list. There are many good and caring people on both sides of the issue and plenty of time to listen to all points of view so that we can arrive at a final product of which we can all be proud. Above all, let's not destroy this piece of land within the boundary established by Congress and President Bush. Let us protect it from becoming another well intentioned blunder for future generations to correct.

Mr. Hansen, your Committee has the opportunity, and possibly the only remaining opportunity, to slow down this process. I have believed for a long time that if the GMP/Kinsley proposal is a good idea it will always remain so, but if it is another bad idea acted upon rashly, we will live with it for a long, long time.

I thank you for your interest in this piece of ground which I and a great many other people care about deeply. We need time to be heard and to develop a real plan which not only the citizens of Gettysburg, but all Americans, can be proud of.

I would be happy to discuss this matter further with you. Thank you again.

STATEMENT OF DESCENDANTS OF THE NY 136TH INFANTRY REGIMENT

The *Descendants of the 136th New York Infantry Regiment* respectfully request, from the Subcommittee on National Parks and Public Lands of the U.S. House of Representatives, that this statement be entered into the Congressional Record during public hearings scheduled to be held on February 11, 1999. Our organization has a unique perspective concerning the Management Plan and Environmental Impact Statement for Gettysburg National Military Park [GNMP]. *We feel compelled to speak, not only from our own point of view, but also, for the veterans of the 136th New York Infantry Volunteers.* **These brave men defended the exact position of the current National Park Visitor Center in Gettysburg National Military Park, some with their very lives.**

We have included photographs and human interest pieces from the men of this regiment, some of whom were our ancestors. These were the *real* people spoken about in Lincoln's Gettysburg Address. We have included an account by an officer detailing the regiment's viewshed during the battle, maps of the battle lines the regiment defended, and comments and contact information for a few of us.

We feel strongly that the removal of the current Visitor Center and Cyclorama, and all of their associated roads and parking lots, is long overdue. Removing these buildings will restore the view down the battle line, looking south from the Visitor

Center. The 136th NY lost 109, out of the total of 971 men, who became casualties of the over 6,000 men who fought in this area. These buildings should not have been built on the main Union battle line of 1863 in the first place. **We are decidedly FOR the National Park Service plan to restore Ziegler's Grove and the Visitor Center area to its 1863 historical appearance. This is federal land and it is the duty of this government to fund the restoration of this hallowed ground.**

Much of the lines of battle of the 136th New York are sadly not within GNMP boundaries. Steinwehr Avenue (named after General Von Steinwehr, who led the Second Division of the XI Corps, of which the 136 NY was a part) and the Colt Park Subdivision, were developed where men died, some horribly. Gettysburg veterans did react to the loss of their battle lines.

The first challenge from a developer occurred in the same year the park was created. A trolley company had constructed a rail line through the center of the battlefield to Devil's Den, despite objections by veterans of the battle and others, and they immediately brought a lawsuit against the government to block the acquisition of their land by the park. In a case that has been used countless times since as a precedent in federal condemnation actions, **the U.S. Supreme Court ruled in 1896 in United States v. Gettysburg Electric Railway Co. "that the government had the right, indeed an obligation, to protect such areas.** *"Can it be that the government is without power to preserve the land, and properly mark out the various sites upon which this struggle took place, or even take possession of the field of battle, in the name and for the benefit of all the citizens of the country, for the present and for the future? Such a use seems necessarily not only a public use, but one so closely connected with the welfare of the republic itself as to be within the powers granted Congress by the Constitution for the purpose of protecting and preserving the whole country," the justices' opinion read in part.*

Has the passage of time allowed some to forget "what *they* did here"? The sacrifices made at Gettysburg, and the entire reason there is a National Park there to commemorate it, are getting lost in controversy. This Congress has in its power the opportunity to correct a great wrong, and at the same time, fund this project in a way that would make Lincoln and these veterans proud.

Respectfully,

Elizabeth Stead Kaszubski,

Founder, Descendants of the 136th New York Infantry Regiment

ALAN E. HOEWELER, CHAIRMAN, ASSOCIATION FOR THE PRESERVATION OF CIVIL WAR SITES, INC., HAGERSTOWN, MARYLAND

Dear Mr. Chairman,

Please allow me introduce myself, I am currently Chairman of the Association for the Preservation of Civil War Sites, one of the nations largest Civil War battlefield preservation groups. On behalf of our membership and board, I would like to commend you on the hearing you held last week concerning the current proposal to permit a mall with a very large commercial component, within the boundaries of the Gettysburg National Park. On behalf of our organization we want to express our objection to this project. As you may already know, Mr. Dennis Frye, the former president of our organization, with board approval, testified in opposition to this project, at the February 1998 Senate hearings. While I cannot speak for other organizations in the preservation field, I wish to formally express the unalterable opposition by the APCWS to this or any plan, to allow commercial development on any hallowed Civil War battlefield ground.

Although many of our board and membership believe in a "Museum of the American Civil War" concept at Gettysburg, we are disturbed by the National Park Service's unwillingness to make public what looks to be a preconceived plan. The secrecy surrounding the entire process is equally troubling, and has been from its inception.

As a former President and founding member of "The Friends of the National Parks at Gettysburg," I have been opposed to this project for any number of reasons. First, I am not convinced this type of relationship is good for the nations historic resources. Furthermore, our organization and myself also reject the GNMP and its superintendent's continued insistence that it must look to a commercial entity to assume its fiduciary responsibilities. GNMP and its Superintendent have demonstrated a total lack of stewardship towards this battlefield. Over the past few decades their obligation to preserve this historic resource has been misplaced. The proposed commercial enterprise alongside the already existing commercial eyesore known as the "Battlefield Tower" will allow for expanding intrusion on the very

same tract of land not more than a few feet from the Soldier's National Cemetery where President Abraham Lincoln gave the immortal Gettysburg Address.

Coming in the wake of the controversy swirling around the GNMP and National Park Service's handling of the "Railroad Cut" land transfer, we are frankly surprised that the two parties should look to propose such a plan. As you recall from testimony given at your hearing and one conducted by then-Congressman Mike Synar in 1994, the NPS and GNMP permitted the bulldozing of an historic site simply for the purposes of accommodating a private railroad. To intrude again upon pristine, virgin battleground to benefit yet another private concern is a staggering concept at a time when we look to our government agencies to live up to their responsibilities to protect our historic national treasures. Must we again revisit the issues, not to mention the unnecessary expenditures of money, that we were faced with dating back to Manassas battlefield and its mall project?

Perhaps more confusing are recent National Park Service and GNMP actions surrounding the condemnation of the Yingling Auction Barn property. It was only a few years ago that the GNMP utilized the condemnation process to remove a new intrusion within the Park's boundary. This commercial building was purchased—after a process of appraisal and negotiation—for an inflated price and then removed. How can the National Park Service condemn one intrusion and then support another? We have to question the motives of NPS, GNMP, as well as others that support this project.

It has been said that the Civil War preservation community supports this commercial mall within the boundaries of the park. This is false. Of only a few Civil War organizations supporting this project, the most vocal is the Friends of the National Parks at Gettysburg. An organization about which there are far too many questions regarding conflicts of interest. This relationship and especially the Memorandum Operating Agreement between the Friends and the GNMP need to be carefully interpreted by Congress. That APCWS, the Association of Civil War Roundtables, and the Gettysburg Battlefield Preservation Association oppose such a plan, I believe serves as a far better barometer of what the Civil War community truly feels about the project.

Our battlefields are disappearing at an alarming rate. This project takes away from the many genuine efforts of preservation groups all across the country. To preserve our battlefields and, therefore our heritage, is a task those of us associated with APCWS face each day. We must raise millions of dollars to compete with developers who wish to raise the sites where our forefathers fell. To compete with people who can count the federal government as their partners is to call into question the very worth of work most people in the United States support.

I am appalled at the arrogance of NPS and GNMP in dealing with the Gettysburg Borough Council, the Adams County municipality, not to mention the Gettysburg Battlefield Preservation Association, and virtually unanimous opposition from the local residents. From the start, while president of the Friends, and now while serving as Chairman of APCWS, I have seen this project as a very bad idea. I have experience with the inner workings of all parties concerned, and as such would not give any endorsement to this private/public venture. There are simply too many issues that require honest, open answers, which have up till now been withheld from the Congress and the public. The battlefield and Borough of Gettysburg would be far better served if this project were stopped.

We certainly do not need another "Tower" on the fields of Gettysburg. Mistakes have been made in the past. To allow new ones so similar would be to do irreparable damage to the NPS's reputation as stewards of our natural and historic heritage. Those of us involved in helping preserve our national heritage ask for your direct influence in halting this plan. It was the veterans of that conflict who made Gettysburg their memorial to the struggle for American freedom. It is our duty to preserve their commitment.

Thank you again for your interest on behalf of our heritage. I would be delighted to discuss this issue with you or your staff at any time convenient to you.

TESTIMONY: TED STREETER

Comments of the Gettysburg Borough Council Regarding the Proposed National Park Service General Management Plan/Environmental Impact Statement for the Gettysburg National Military Park

The Council of the Borough of Gettysburg has consistently viewed the proposed General Management Plan/Environmental Impact Statement (GMP/EIS) solely within the context of how the plan will effect the economic well being of the Borough and its citizens. To fully appreciate this, one must be aware of the factors which make Gettysburg unique economically.

To begin, the town of Gettysburg is inextricably associated with the battle and therefore essentially relies solely upon tourism for survival. However, unlike other small one industry towns, Gettysburg cannot replace its loss of livelihood with any new industry which will employ Borough residents to the extent that tourism now does.

The Borough of Gettysburg is also virtually surrounded by the Gettysburg National Military Park (GNMP). There is no room for expansion nor is annexation now permitted by state law. This situation restricts the tax base of the Borough to begin with, but the situation is further compounded by the location within the Borough of National Park Service (NPS) property, Gettysburg College, the Lutheran Theological Seminary, the Gettysburg Hospital and the Gettysburg Public schools, all of which render 51% of the property within the Borough tax exempt. Therefore the Borough must derive all its operating revenues from the remaining 49%.

Essentially, this means that less than half of a Borough of 7,000 persons is financing not only the Borough's operations, but is also providing infrastructure support for 1.7 million annual GNMP visitors, thus placing a significant additional burden on its resources. For example, the Borough's police force numbers 14 officers, almost three times as many as required for a town of similar size. When one adds to that the increased costs of street maintenance, trash collection, fire, ambulance, etc., one can understand the strain placed upon the Borough budget.

Additionally, the entire tax burden is levied upon a population consisting of more than 60% low to moderate income and nearly 25% senior citizens, many living on fixed incomes. Borough property tax rates are therefore of necessity disproportionately high – close to the limit permitted by state law and 67 times higher than those of surrounding townships immediately outside the GNMP. There is no way to compensate for this as the state tax code prohibits the Borough from raising revenue from a "pillow tax" and amusement taxes are frozen at current levels, also by state law.

The Borough Council has evaluated the proposed GMP/EIS with the foregoing criteria in mind and having done so believes that there are several aspects of the plan which require re-examination.

The first is the methodology used to compile the GMP/EIS. It is the understanding of the Borough Council that the document must be prepared in accordance with the intent of the National Environmental Policy Act (NEPA), Title I, Section 102, particularly with regard to the Council on Environmental Quality regulations concerning the requirements of the lead agency (in this case the NPS). The Borough believes that these regulations require the NPS to rigorously explore and evaluate all reasonable alternatives available within the proposed action with discussion sufficiently detailed to allow the public an opportunity to evaluate the merits of the alternatives presented. Alternatives that would require legislative action or only offer a partial solution are not exempt from consideration.

The Borough believes that the proposed GMP/EIS does not fulfill NEPA requirements. The reader learns very early in the document (p. 23) that Alternative C (commonly known as the Kinsley proposal) is not only the chosen option, but that the mechanisms for implementing that option, i.e., purchasing the land and establishing a foundation, have already been set in motion. Thus, the decision to implement the Kinsley proposal was apparently made during the very initial stages of GMP/EIS preparation. Indeed, one could argue that the GMP/EIS was written to support the Kinsley proposal. This conclusion is corroborated by the refusal of the NPS during any of the several public meetings it hosted, to entertain any discussion of alternatives to Alternative C.

Secondly, the Borough is concerned that data compiled by the economics consulting firm of Thomas Martin and Company to support the Kinsley proposal may be flawed in three respects. Thomas Martin acknowledged that when putting together that data it performed an analysis of economic impact upon the area in general, but not upon Gettysburg itself. Additionally, Thomas Martin acknowledged that it had done no primary research, but had relied solely upon secondary data to arrive at its conclusions. Lastly, that secondary data was supplied entirely by the National Park Service.

The economic impact of the foregoing methodology upon the Borough is potentially devastating. By failing to entertain any alternatives to the Kinsley proposal, the NPS has excluded the possibility of locating some elements of the proposed Visitors Center, such as portions of the administrative, curatorial or interpretive components, within the historic district of the Borough . Consequently, any economic benefit (not to mention historic) to the Borough which might be derived from resulting increased visitation to the town is lost. The Borough Council does not consider this alternative to be unreasonable. Indeed, a succession of Presidential Executive Orders, most recently President Clinton's Executive Order #13006 (May 21, 1996), mandates that every effort be made to locate federal facilities in historic downtown districts.

Relocation of the proposed Kinsley Visitor Center one-half mile further away from the Borough is also a matter of serious concern. Since the current Visitors Center opened in 1972, approximately 110 businesses have established themselves within 2/5 of a mile, in what is known as the Steinwehr Avenue business district. Their locations have been largely determined by the ease of pedestrian access from the present Visitors Center and its adjacent parking. Construction of the Kinsley Visitors Center approximately one mile away and the concurrent elimination of parking facilities if/when the current Visitors

Center is demolished will virtually eliminate that access with predictable effects on those businesses.

In addition to the obvious negative impact upon the Borough tax situation inherent in movement of the Visitors Center, the Council must point out a more personal effect of Visitors Center relocation. The vast majority of the businesses in question are small, family owned establishments – motels, gift shops, museums/tours, food service – employing three to five persons. Their owners have in some cases invested 25 years in building them. The potential loss of revenue, livelihood and everything they have worked for is justifiably as much of a concern to them as it is to the Borough.

Virtual elimination of pedestrian access to the Borough is not the only concern inherent in movement of the Visitors Center. The Kinsley proposal alludes to certain retail activities to be housed within the proposed Visitors Center, among which are a food service facility. Details concerning the facility, i.e., what it will serve, its capacity, etc., have not been forthcoming despite repeated requests. The potential effect upon similar facilities within the Borough, however, is clear.

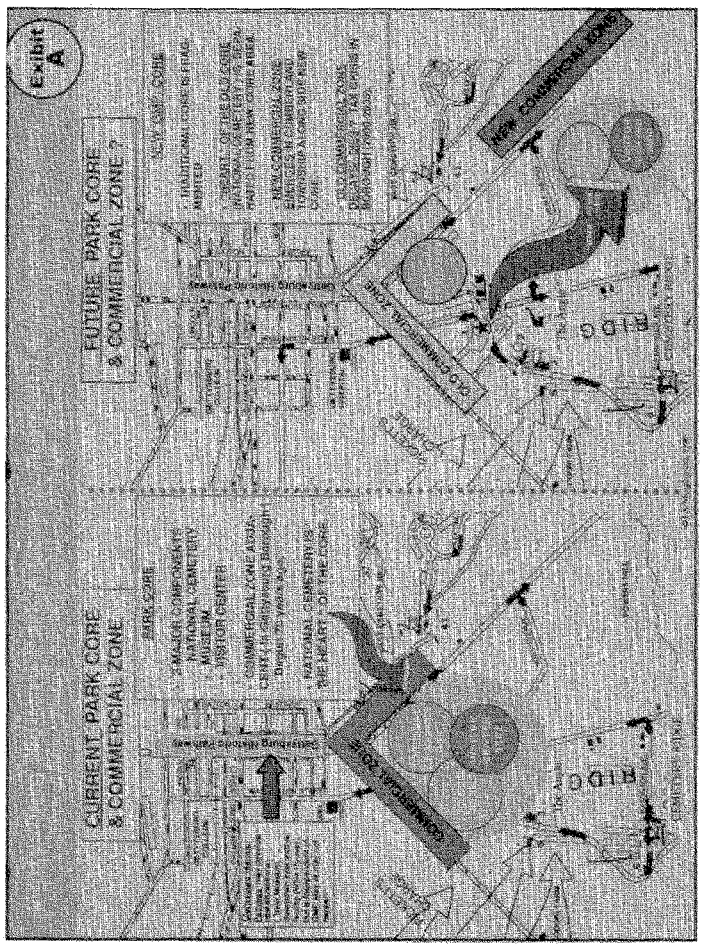
The Thomas Martin study projects that construction of the Kinsley Visitors Center will attract close to two million visitors annually to the GNMP. Martin projects that of those, 75% (1.5 million) will utilize the Visitors Center and that 41% of that 1.5 million (615,000) will in some manner patronize the planned food service facility. Even projecting (generously) that one-third of those would be nothing more than soft drink purchases, this still means a loss to the Borough of 400,000 food transactions a year. This alone is devastating, but when the loss of "spin-off" transactions, i.e., gifts, museum visits, etc., is added, the effects are multiplied.

In its introduction, this paper stated that the Borough view of the GMP/EIS has been consistently from the standpoint of its economic impact. One can appreciate from the foregoing why this is so. The Borough has also been consistent in qualifying its opposition to the Kinsley proposal. That is, the Council has always felt that certain changes to the proposal could make it more acceptable to the Borough without significant adverse effect to Alternative C. Among Borough proposals, for instance, have been establishing a meaningful NPS presence in the Borough; rehabilitating, rather than destroying, the current Visitors Center, to include retention of adequate parking and therefore access to Steinwehr Avenue; and, elimination of food service at the Kinsley Visitors Center. In light of the previous discussion, these proposals are not considered to be unreasonable. To date, however, NPS has shown no inclination to deviate from its pre-determined course of action.

Although not within its purview, the Council feels compelled to point out that concern over the GMP/EIS extends far beyond the Borough's economic well being. Various groups have also expressed strong reservations about the historic, cultural, environmental, ecological and traffic management aspects of the document, some even to the point of initiating legal action..

The Borough Council cannot emphasize too strongly that it, as well as the groups just cited, believe that enhancement of GNMP visitor facilities is not only desirable but mandatory if the park is to retain its attractiveness as a site of national prominence. Nor does the Council discount the concept of public-private cooperation to achieve enhancement. However, since the proposed GMP/EIS is intended not only to serve as a prototype document for other facilities in the NPS system, but will affect the GNMP and the Borough for at least the next quarter century, the Council believes that no artificial time constraints should be imposed.

Therefore, the Borough Council recommends that the GMP/EIS be re-examined in its totality, under NEPA criteria, with full and equal participation by all interested parties and that any constraints upon the time necessary to do so be removed.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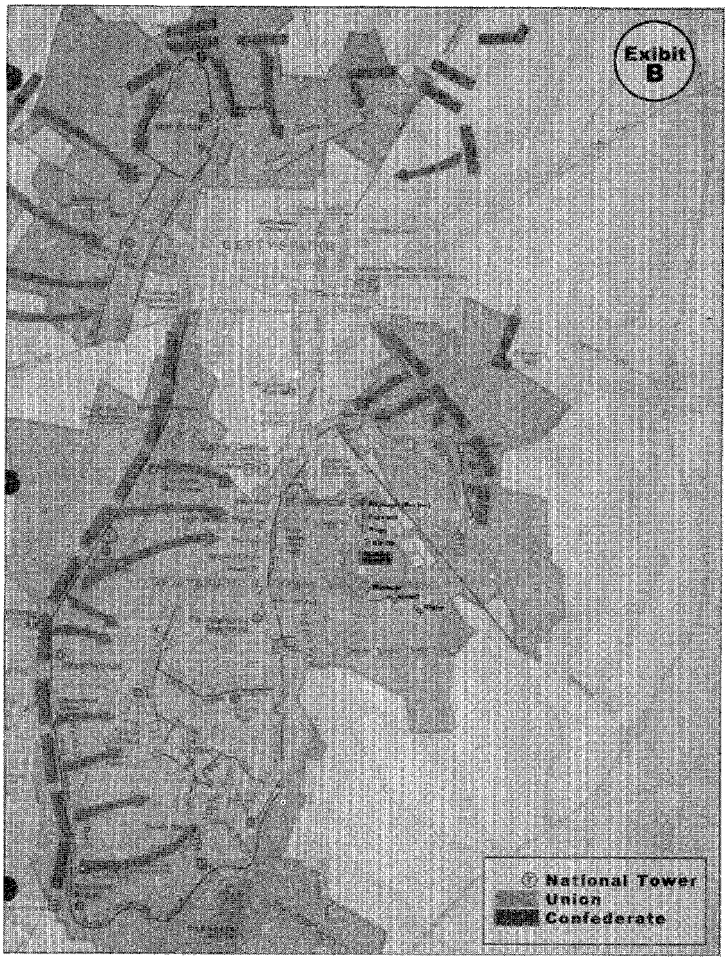
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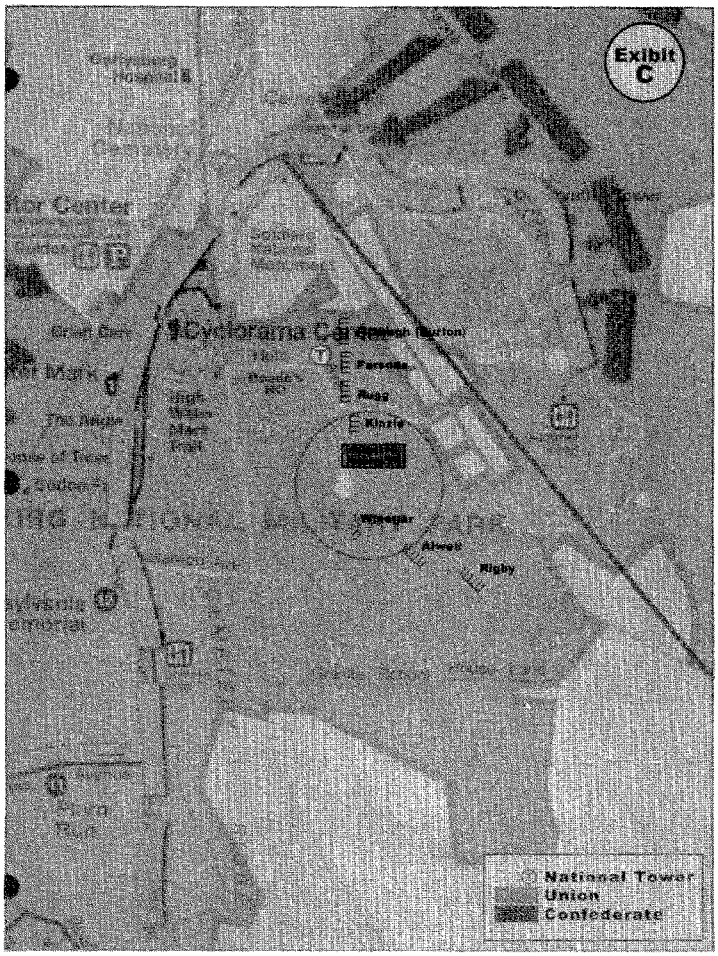
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DONALD E BROWN
622 PINE GROVE RD
HANOVER PA 17331-9011

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WE ARE LOCAL PEOPLE, LIVING 15 MILES FROM GETTYSBURG, SINCE JAN. 1948. WE HAVE MANY DOUBTS AND CONCERNS ABOUT PLANS THE NATIONAL PARK SERVICE HAS FOR THE VISITOR CENTER AND CYCLORAMA AT GETTYSBURG NATIONAL MILITARY PARK. WE HAVE FOUND MANY MISTAKES AND INCONSISTENCIES IN THE PROPOSAL THEY HAVE PRESENTED. WE WOULD LIKE TO PRESENT OUR THOUGHTS FOR YOUR CONSIDERATION IN TRYING TO PREVENT THIS N.P.S. PLAN FROM COMING TO FRUITION.

WE WANT YOU TO KNOW THAT WE ARE NOT SOMEONE FROM A LONG DISTANCE AWAY, TELLING SOMEONE HOW TO DO THINGS WHEN IT WON'T AFFECT US.
WE HAVE LIVED IN THE AREA SINCE 1948, AND HAVE TOURED THE BATTLEFIELD HUNDREDS OF TIMES, ALSO TAKING OUR CHILDREN AND GRANDCHILDREN (GLORIAS)
IN ADDITION, MY MOTHER WAS BORN AND RAISED IN GETTYSBURG, AND MY GRANDFATHER WAS A BATTLEFIELD GUIDE FOR 40 YEARS; SO I WAS EXPOSED TO THE BATTLEFIELD AS EARLY AS THE 1930'S. MY GREAT-GRANDFATHER WORKED FOR THE BATTLEFIELD, AND MY AUNT AND UNCLE FARMED THE KLINGEL FARM FOR MANY YEARS.

SO YOU SEE, WE HAVE MORE THAN A PASSING OR LONG-DISTANCE INTEREST IN THIS PLAN.

THERE HAS BEEN A FEELING THROUGHOUT THIS PROCEDURE THAT EVERYTHING WAS ALREADY DECIDED. PUBLIC MEETINGS WERE HELD, BUT JOHN LATSCHAR AND OTHER PARK PERSONNEL HAD AN ANSWER FOR ALL STATEMENTS AND CONCERNS VOICED BY ATTENDEES. HE WOULD SIT THERE IN THE FRONT OF THE ROOM, LOOKING DOWN, NOT AT PEOPLE, SOMETIMES WITH A SMIRK ON HIS FACE. WITH HIS ARROGANT ATTITUDE, HE SEEMED TO CONVEY THAT HE ALONE KNEW HOW TO PROCEED AND EVERYONE ELSE WAS IGNORANT. WHEN THE MEETINGS WERE OVER, IT WAS AS THOUGH — "OKAY, WE'LL HEAR WHAT YOU WANT TO SAY, AND THEN WE'LL GO AHEAD AND DO WHAT WE WANT TO ANYHOW". ROBERT KINSLEY HAS ALREADY BOUGHT THE PROPOSED NEW SITE, EVEN BEFORE THE NEW VISITOR CENTER HAS BEEN APPROVED. DOES HE KNOW SOMETHING WE DON'T KNOW? IN REPLY TO REPORTS OF MORE INVESTIGATIONS OF THE PROPOSAL, HE SAID, "IT'S BEEN LOOKED AT ENOUGH. IT'S TIME TO GET ON WITH THE SHOW".

WHEN THE PARK SERVICE OFFERED TOURS TO THE PUBLIC TO SEE THE STORAGE CONDITIONS AT THE VISITOR CENTER, PARK PERSONNEL WENT OUT OF THEIR WAY TO POINT OUT EVERY THING DETRIMENTAL (A LOT OF WHICH SHOULD HAVE BEEN HANDLED LONG BEFORE THIS) EVEN TO THE EXTREME CASE OF THAT CONFEDERATE CAP THEY'RE ALWAYS MAKING A POINT TO SHOW EVERYONE - ESPECIALLY POLITICIANS!

REGARDING THE CYCLORAMA -
SINCE THE PARK SERVICE WANTED TO TEAR THIS BUILDING DOWN, THEY HAD DETERMINED THAT THE STRUCTURE WAS INELIGIBLE FOR LISTING ON THE HISTORIC REGISTER. THEY DEEMED IT "NOT AN OUTSTANDING EXAMPLE OF THE ARCHITECT'S WORK". HOWEVER, IN SEPTEMBER, 1998 THE CYCLORAMA BUILDING WAS DETERMINED ELIGIBLE FOR THE NATIONAL REGISTER OF HISTORIC PLACES, AS A STRUCTURE OF "EXCEPTIONAL HISTORIC AND ARCHITECTURAL SIGNIFICANCE" AND DESERVES PROTECTION.
PARK SPOKESPERSON, KATIE LAWHON, STATED IN REGARD TO THE ROOF LEAKING, "IT'S A BIG, FLAT ROOF, AND IN PENNSYLVANIA, THAT DOESN'T WORK". APPARENTLY SHE NEVER NOTICED ALL THE FACTORIES AND MALLS THAT HAVE FLAT ROOFS, (NOT TO MENTION HOUSES) SOME FOR OVER 100 YEARS.
THE CYCLORAMA AND VISITOR CENTER SITES PROVIDE MORE OF A FOCUS TO THAT PORTION OF THE BATTLEFIELD THAN JUST BARE GROUND WOULD. THE PANORAMIC VIEW FROM THE TOP OF THE CYCLORAMA'S RAMP AND OVERLOOK IS EVEN MORE INSPIRING THAN THE VIEW FROM LITTLE ROUND TOP, BECAUSE MORE CAN BE SEEN, MORE CLOSELY, AND CAN BE RECOGNIZED. FROM THERE, YOU CAN SEE THE ROUND TOPS, PEACH ORCHARD, PENNSYLVANIA, VIRGINIA, AND NORTH CAROLINA MONUMENTS, HIGH WATER MARK, MEADE'S HEADQUARTERS, SEVERAL CIVIL WAR FARMS, PART OF NATIONAL CEMETARY, AND ALL OF PICKETT'S CHARGE AREA!
DO YOU KNOW WHAT WOULD BE SEEN FROM PROPOSED NEW SITE? TREES, PARKING LOT, COMMERCIAL VENTURES, BALTIMORE PIKE TRAFFIC, LOCAL HOUSES, AND THE "TOWER".

THE PROPOSED NEW SITE WOULD REQUIRE PARKING AT SOME DISTANCE FROM THE NATIONAL CEMETARY AND THE HIGH WATER MARK. WHAT THEY ARE CALLING "EASY ACCESS" IS A DISTANCE OF ALMOST 1/2 MILE, UPHILL. THIS IS NOT EASILY ACCOMPLISHED FOR DISABLED AND ELDERLY PERSONS, PLUS THOSE WITH YOUNG CHILDREN. PRESENT FACILITIES ALLOW VISITORS TO ENJOY VISITOR CENTER, WALK DIRECTLY ACROSS THE STREET TO THE CEMETARY, VIEW SITE OF LINCOLN'S ADDRESS, VIEW ROWS OF GRAVES OF NORTH AND SOUTH, AND PROCEED TO BALTIMORE ST. TO TOUR BUSES, IF THEY SO DESIRE.

DURING A TOUR OF FACILITIES ON FEB. 23, 1998, SENATOR CRAIG THOMAS CHASTISED THE PARK SERVICE FOR NOT ASKING FOR MONEY FOR GETTYSBURG PARK FOR 6 YEARS. (WHEN I BROUGHT THIS UP AT A PUBLIC MEETING, JOHN LATSCHAR DENIED THIS.). SENATOR THOMAS CONTINUED, "THE PARK SERVICE HAS ALLOWED THE DETERIORATION TO REACH THIS SITUATION BEFORE DOING ANYTHING ABOUT IT."

ON SUNDAY, FEB. 7, 1999 WE VISITED THE CYCLORAMA BUILDING ONCE AGAIN, AND WE MADE THE ACQUAINTANCE OF A GENTLEMAN FROM TOKYO, JAPAN. HE WAS VERY MUCH INTERESTED IN OUR DEFENSE OF SAVING THE CYCLORAMA BUILDING. HE TOO FEELS THE BUILDING SHOULD BE SAVED, AND SAID THERE ARE SEVERAL OPTIONS THAT COULD BE USED TO DO THIS.

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HE WAS MUCH IMPRESSED WITH THE BUILDING AND WITH THE SURROUNDINGS, WHICH HE SAID WERE IN KEEPING WITH THE BUILDING. HE FEELS THAT A BUILDING SUCH AS THIS, WHEN MAN HAS BUILT IT, SHOULD STAY AND SHOULD BE MAINTAINED. HE SAID THE ETHEREAL QUALITY WAS GOOD.

WE LEARNED THEM THAT THIS MAN IS AN ARCHITECT OF INTERNATIONAL RENOWN - KINYA MARUYAMA. HE IS IN THIS COUNTRY AS A VISITING FACULTY MEMBER AT THE UNIVERSITY OF PENNSYLVANIA.

KINYA MARUYAMA
ARCHITECT
VISITING FULLTY. U. PENN
ATELIER MOBILE Team Zoo
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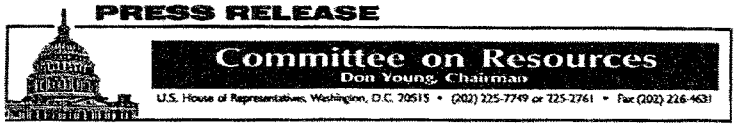

Contact: Steve Hansen (Steve.Hansen@mail.house.gov) (202) 225-7749
To: National Desk/Environmental Reporter
February 11, 1999

Opposition To "Commercialization" Of Gettysburg National Park Voiced At Congressional Hearing;

Local Residents Also Criticize Secretive Process By Park Service

Washington, D.C. - The National Park Service's proposal to "commercialize" the Gettysburg National Military Park and the agency's lack of cooperation with local citizens was sharply criticized today during an oversight hearing before the U.S. House Committee on National Parks and Public Lands.

The National Park Service (NPS) is now in the process of updating its general management plan for the Gettysburg National Military Park and has, as part of the plan, proposed the demolition of the Cyclorama Building and current visitors center and replace these with construction of a new visitors center, restaurant, and theater within the boundaries of the park.

"Public Is Soured Over Park Service's Secretive Actions" - Rep. Hansen

U.S. Rep. Jim Hansen (R-Utah), Chairman of the Subcommittee, said he scheduled the oversight hearing due to numerous complaints raised about the proposal and conduct of the Park Service.

"It is almost exactly one year ago to the day that the Senate convened hearings to examine problems with the Gettysburg National Military Park and the Kinsley proposal, yet very little change has occurred," **Hansen** said during the hearing. "In fact, the situation now seems worse ... these problems are serious and remain unresolved."

Hansen said the secretive actions by the Park Service "have soured the general public's perception of the Park Service and this project. This attitude is not without merit."

"The Park Service has been less than forthcoming with information that should have been readily and openly available to the general public," **Hansen** said. "The Park Service has narrowed the alternatives in the management plan rendering public input meaningless. They have also exaggerated and overstated some problems while, at the same time, understated the significance of other issues.

"These actions clearly were intended to justify the decision they have already made."

Hansen concluded by stating: "We must approach the issues at Gettysburg slowly and deliberately and, above all, make sure that we are not proceeding with a project that will harm, in any way, the integrity and importance of this most cherished site."

Questions Raised About Secrecy & Lack Of Public Input

"This issue is not about patriotism, charity or idealism," **said Franklin Sibley, a former Chief of Investigations for three U.S. House and Senate committees.** "It is solely about lots of money. Almost two million visitors annually visit the battlefield, spending several hundred million dollars doing so.

"This is solely about a carefully planned, methodical effort by a tiny group of senior National Park Service

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officials to deliver a de facto commercial monopoly over that lucrative tourist business to a private developer."

In his testimony, Sibley later criticized the NPS for withholding information from the public.

"Numerous data requests are simply ignored by NPS," Sibley testified. "They stonewalled Freedom of Information Act (FOIA) requests by invoking a new specialized exemption created by Congress two years ago to the FOIA. NPS claimed federal regulations prevented them from complying , as if they wished to release data but were forbidden for national security reasons. Checking with FOIA experts, we found the exception to the act in question was solely designed to protect release of information in bids submitted by Pentagon contractors occasionally containing sensitive national defense material.

"Why such a transparent, elaborate effort by NPS to deny access to the Kinsley proposal and any information on ongoing negotiations?"

"Public protests are ignored. Locally, county officials have formally raised repeated serious concerns and the borough and all its elected officials strongly oppose this undertaking. The question is: do communities matter any more? Gettysburg and Adams County certainly do not matter to NPS."

Park Service Wants "A Mall On The Battlefield"

An official from the **Gettysburg Battlefield Preservation Association (GBPA)** was critical of how the NPS has handled the park expansion. The GBPA is an all-volunteer, non-profit corporation formed in 1959 to assist the NPS with the acquisition of threatened battlefield land and education programs. The GBPA has since purchased over 200 acres of land and conveyed it to NPS for the park.

"Mr. Chairman, I submit to you that this proposal is not about improving the park, but about money - profit, and despite the way in which the NPS chooses to characterize it, a 300-seat cafeteria, theater and gift shop, not to mention potential revenues from parking, or related off-site concessions, would make this the largest commercial entity in Gettysburg - a mall on the Battlefield if you will," said **Dr. Walter Powell, President of the Gettysburg Battlefield Preservation Association**.

"It is, for us, the final straw when the agency charged with protecting sacred ground allows the moneylenders in the temple, or in a more modern context, a fast food restaurant in the middle of a cemetery."

"Our organization's concern about this proposal, however, goes much further than the issue of commercialization," Powell later testified. "We continue to wonder how much we can trust the actions and public statements by the NPS regarding the particulars of this proposal - and its real consequences and benefits."

Powell said the NPS "has fostered a growing feeling of mistrust through a pattern of withholding information from the public."

"The general public and the press should not be forced to resort to Freedom of Information Act requests to get details on the planning process at Gettysburg, and surely the Park must seem disingenuous when it claims confidentiality under Federal Acquisition Rules using the same standards for withholding information as if it were sensitive National Security related material," Powell testified.

For more information, please check the House Committee on Resources Home Page at http://www.house.gov/resources/

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RESPONSES TO QUESTIONS POSED BY SUBCOMMITTE ON NATIONAL PARKS AND PUBLIC LANDS OF THE HOUSE RESOURCES COMMITTEE AS A FOLLOW-UP TO THE OVERSIGHT HEARING OF FEBRUARY 11, 1999, REGARDING GETTYSBURG NATIONAL MILITARY PARK'S GENERAL MANAGEMENT PLAN AND VISITOR CENTER/MUSEUM PROPOSAL.

1. *In regard to the entire public process dealing with the Draft General Management Plan, Environmental Impact Statement, and the Kinsley Proposal the Park Service has stated frequently as to how much community involvement there was, how many public meetings were held, and how many supporting comments were submitted, and so forth.*

   How does the Park Service explain then, that the Borough of Gettysburg, as well as the Gettysburg Merchant Association, the Convention Center, the Gettysburg Battlefield Preservation Association, along with many other Civil War organizations, and a host of citizens have all come out against this proposal?

   Response: Almost 75% of those responding orally or in writing to the draft GMP/EIS support it. Organizations favoring the proposal include the National Trust for Historic Preservation, the National Parks and Conservation Association, Cumberland Township (the township within which the current and proposed visitor centers and most of the park lie), the Friends of the National Parks at Gettysburg, 13 national and regional Civil War organizations, the Gettysburg National Military Park Advisory Commission, and many others. In addition, as stated by Deputy Director Galvin at the hearing, a zip code analysis of the greater Gettysburg area indicates that fully half of the local respondents support the draft GMP/EIS. In his testimony, Senator Santorum also indicated that the large majority of the input he has received remains positive and supportive.

   Although NPS would certainly prefer to have unanimous support for its proposals, this is not always possible. The Borough of Gettysburg, as stated in its testimony, is opposed to the proposal due to fears that there will be negative economic impacts upon businesses located within the Borough and upon the Borough tax base. The Gettysburg Retail Merchants Association has echoed those fears. However, the economic impact analysis commissioned by the NPS determined that the opposite would be the case. The analysis indicates that overall tax revenues for the greater Gettysburg area will increase as a result of this plan, since visitor spending will be increased by 21%, or by $23 million per year, in the local economy.

   The Gettysburg Visitor and Convention Bureau did not provide formal comments upon the draft GMP, so the NPS is unable to state whether it supports or opposes the proposed plan.

Thirteen (13) regional and national Civil War organizations have provided written comments in support of the plan. In contrast only one Civil War organization, the Gettysburg Battlefield Preservation Association, has provided the NPS with written or oral comments opposing the plan.

2. *The Park Service has asserted that this project has overwhelming support in the form of written comments, but isn't it true that most of these supporting letters came from one group, the Friends of the National Parks at Gettysburg, who currently has a very friendly and unique relationship with the Military Park? Is it not also true that the comments were basically "form letters" and that these "form letter" comment cards were sent to the members of this organization before the release of the Draft GMP?*

   Response: Of the more than 500 individual written and oral comments, approximately 102 were comment cards sent to NPS by members of the Friends of the National Parks at Gettysburg. Each card included handwritten comments. Of the 102 comment cards, 97 were generally in favor of the plan and 5 were generally opposed to the plan. The mail date for the Friend's issue of their newsletter that included the comment cards was September 15, 1998. The draft GMP/EIS was released for public review on August 14, 1998.

3. *The Park Service has testified that the preferred alternative "proposed many measures to partner with local communities, particularly the Borough of Gettysburg." However, Superintendent Latschar has stated that "there's nothing in our mission statement that says we're supposed to look out for businesses surrounding the park." How does the Park Service reconcile these two statements?*

   Response: The mission of the National Park Service, as contained in the Organic Act of 1916, is "to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." It is this mission statement that Superintendent Latschar was referring to, by emphasizing that the driving force behind the draft GMP/EIS is to improve the NPS's ability to preserve and interpret the nationally significant resources at Gettysburg NMP.

   To that end, NPS has proposed significant measures in the draft GMP (pages 76, 91-2) to partner with local communities, particularly the Borough of Gettysburg. These initiatives are intended to improve the interpretation of the town of Gettysburg, its citizens and their role during the battle and its aftermath, and to improve visitor services. NPS has entered into a Letter of Intent with the Borough of Gettysburg to accomplish these initiatives. Proposals include:

   - Expand the historic pathway and related media and programs [in downtown Gettysburg]
   - Cooperate with local entities to preserve, rehabilitate and interpret the Lincoln Train Station [in downtown Gettysburg]

- Establish a partnership with local governments, the Commonwealth of Pennsylvania and private groups to acquire, preserve, interpret and operate the Wills House [in downtown Gettysburg]
- Establish a NPS presence downtown [Gettysburg]
- Develop, in coordination with local entities, an active menu of programs, interpretation, living history and tours to educate visitors about the town's [Gettysburg's] role in the battle, its aftermath and the preservation of the battlefield.
- Provide information about the town of Gettysburg, the historic pathway, and other sites in the park Visitor Center, along with information about local and regional visitor services (hotels, restaurants, etc.)
- Work with the community and private entities to provide regular shuttle service between the Visitor Center and downtown Gettysburg.
- Incorporate the community in the park's auto tour.

NPS considers that these activities will help to achieve the Service's mission at Gettysburg National Military Park. NPS studies indicate that visitor spending will likely be increased by 21%, or by $23 million per year, in the local communities as a result of these and other activities included in the draft GMP.

4. *According to Park Service, Director's Order 2, "General management planning will constitute the first phase of tiered planning and decision making....Decisions about site-specific actions will be deferred to implementation planning. More detailed, site-specific analyses of implementation plan alternatives will be required before any major federal action is undertaken."*

   In this case, it is clear that the Park Service used the Kinsley proposal to develop the GMP. Is it not more appropriate to complete the GMP and then to generate a Concept Plan for the construction of new facilities? In fact, is this not the way that it is supposed to work according to Park Service policy?

   Response: Inclusion of the proposed Visitor Center/Museum complex in the draft GMP does not violate NPS policy. The Collections Storage, Museum and Visitor Center DCP was prepared under Gettysburg National Military Park's existing 1982 GMP. Development Concept Plans are a tool NPS can use to solve facilities concerns. The findings of the DCP were brought into the new GMP when it became clear that the public interest could best be served by doing so.

5. *According to NEPA, Environmental Impact Statements are to be used to contribute to the decision-making process and cannot be used to rationalize or justify decisions already made.*

   In this case, didn't the Park Service make a decision to go with the Kinsley plan and then rationalized and formed the GMP/EIS around it?

Response: Development Concept Plans are tools that NPS uses to solve facility concerns. During the draft Development Concept Plan/Environmental Assessment, NPS developed and reviewed with the public four alternatives for solving the facility concerns at Gettysburg National Military Park. The public had an opportunity to review and comment upon alternatives for resolving the facility problem, and had the opportunity to review and comment upon the criteria that NPS proposed for evaluation of the site and selection of a proposal. After a proposal was selected for negotiation, NPS sought public comment on the specifics of that proposal. During this NEPA process, the public had many opportunities to comment on alternatives, criteria, specifics of the proposal, and other issues.

In April 1997, while the RFP process was underway, NPS began the planning for a new General Management Plan/Environmental Impact Statement (GMP/EIS) to replace the park's 1982 GMP. Because the RFP was underway, NPS announced that it would defer consideration of new facilities as a part of the GMP until proposals were received and evaluated. The proposal selected for negotiation in response to the RFP would be incorporated into the GMP/EIS. Working with the public, NPS established goals for the GMP (pgs. 7-9). Those are:

- The land and resources of Gettysburg NMP are protected, rehabilitated and maintained.
- Visitors understand and appreciate the significant events associated with the Gettysburg Campaign and its impact on the development of the nation.
- Visitors safely enjoy high-quality and accessible educational experiences.
- Public and private entities understand the park's mission and act cooperatively to protect and interpret the park and other resources related to the Gettysburg Campaign and its commemoration.

As a part of the process NPS held public scoping meetings, workshops and focus group meetings; prepared and presented new mapping and resource work to explain the 1863 battle landscape and the changes it had undergone; and evaluated five preliminary concepts. Because of public comment, a sixth combined concept was developed. This combined concept eventually became NPS' preferred alternative.

6. *The Park Service terminated the Development Concept Plan and EA, then incorporated these into the GMP. However, the alternatives in the DCP/EA are vastly different from the ones expressed in the draft GMP, where all but the "No Action" alternative implements the Kinsley plan.*

   Do you believe that eliminating all the other alternatives expressed in the DCP/EA, which effectively limited what the public could comment on, follows the letter and intent of NEPA to develop a "full range of alternatives"?

   How is it possible that the Park Service could fold the comments made relative to the DCP/EA into the EIS when those comments were on completely different alternatives?

Response: NPS developed a reasonable range of alternatives during the draft Development Concept Plan/Environmental Assessment. As part of the DCP/EA process, NPS developed and reviewed with the public four alternatives for solving the facility concerns at Gettysburg National Military Park. The public had an opportunity to review and comment upon those alternatives and to review and comment upon the criteria that NPS proposed for evaluation of the site and selection of a proposal. After a proposal was selected for negotiation, NPS sought public comment on the specifics of that proposal. During this NEPA process, the public had many opportunities to comment on alternatives, criteria, specifics of the proposal, and other issues. NPS considered public comment, and the proposal included in the draft GMP/EIS reflects changes made because of public comment. NPS considers that the environmental review procedures followed in this matter, including the consideration of public comment as a part of the process, comply with NEPA.

7. *The 1990 Gettysburg National Military Park Boundary Legislation addressed and set the boundaries of the Park and with the purpose to preserve, conserve and protect the grounds of the Park and other important sites. This legislation resulted in boundaries being set that included private land, including the LeVan tract, that was deemed to have historic significance within the Park. In fact, subsequent actions to the passage of this legislation reinforced the intent for the Park Service to preserve and protect the lands within the boundaries.*

   How then is it possible for the Park Service to propose massive construction and development of a site that has remained virtually undisturbed since at least 1863? Is not this contrary and in direct conflict with the 1990 legislation?

   Response: NPS management policies call for NPS to provide "appropriate facilities necessary for resource protection and required for visitor enjoyment of parks." (Chapter 9 page 1). In the large majority of natural and historic parks, parklands are utilized for the purpose of providing visitor facilities.

   Both NPS and independent historians have reviewed the LeVan site and concluded that no significant battle action took place there. Archeological, endangered species, and wetland surveys have been conducted to ensure that the site can be developed without impacts to the site's natural or cultural resources. The topography of the site will ensure that the facility will not present a physical intrusion upon the historic landscapes of the park, and will not be visible from any of the primary interpretive areas of the park. Relocating these facilities from their current sites along some of the most hallowed ground of the battlefield will remove major visual intrusions from the heart of the historic battlefield. Therefore, NPS considers that the LeVan tract is an appropriate site for visitor facilities development.

8. *According to NPS Management Policies, if adequate facilities exist or can feasibly be developed by private enterprise to serve park visitors' needs for commercial services outside park boundaries, such facilities will not be expanded or developed within parks.*

   Although this policy may apply to concessions, this situation presents about the same situation. If so, how does the Park justify the expansion and development of commercial services inside the boundaries of the park when adequate, and in fact many, facilities currently exist outside park boundaries?

   Response: NPS, in its prepared testimony stated that the proposed project would not result in "commercialism" of the park. Rather, the project would include necessary and appropriate facilities for visitors. The existing visitor facilities at the park include a visitor center with an antiquated museum and collections storage facility, the Electric Map Program, the Cyclorama Gallery, a conventional theater in which we present an old film, a licensed battlefield guide tour center, and the Eastern National bookstore. The new facility will continue these uses, providing enough space to make these operations more efficient. The new facility will also include food service. In the new facility, 86% of the space will be used for the visitor center, museum, collections storage and associated uses; 9% for the Eastern National book/museum store and the Licensed Battlefield Tour Center; and 5% for food service. NPS considers that these uses are necessary and appropriate incidental services that enhance the visitor experience, and as such are appropriate inclusions in the proposed facility that do not violate NPS policy.

9. *Has the Cyclorama building been determined to be eligible for listing on the National Register of Historic Places?*

   Response: In December, 1995, the NPS prepared a Determination of Eligibility for the Cyclorama Building, which concluded that the structure was not eligible for listing on the National Register of Historic Places. In May 1996, the Pennsylvania State Historic Preservation Officer (SHPO) concurred with that determination of non-eligibility. The concurrence of the Pennsylvania SHPO fulfilled the requirements of the regulations of the Advisory Council on Historic Preservation (ACHP) (36 CFR Part 800) for compliance with the National Historic Preservation Act, as amended. Based upon that compliance, the 1996 Development Concept Plan and the Request for Proposals presumed that the Cyclorama Building was not eligible to the National Register.

   In February 1997, the Society of Architectural Historians appealed the determination of non-eligibility, and formally requested that the ACHP seek the opinion of the Keeper of the National Register of Historic Places. The ACHP acceded to that request. On September 24, 1998, the Keeper reversed the findings of the NPS and the Pennsylvania SHPO and determined that the Cyclorama Building was eligible for listing on the National Register of Historic Places.

Is the Park Service planning to use some of the space offered at the new visitors center complex, that is, be a tenant?

Response: As described on pages 85-90 of the Draft General Management Plan, 112,100 square feet or 95% of the total area of the proposed Visitor Center/Museum complex would be used for NPS activities, including the Eastern National Bookstore and the Licensed Battlefield Guide Tour Center. However, the NPS would not be a "tenant" in the normal definition of that word, but would have a cooperative arrangement for management of the facility with the Gettysburg National Battlefield Museum Foundation. The purpose behind the partnership is for the Museum Foundation to fund, build, and maintain the proposed complex for the benefit of the NPS and the visiting public.

Is it true that federal agencies, like the Park Service must use, to the maximum extent feasible, historic properties available, before acquiring, construction, or leasing buildings for purposes of carrying out agency responsibilities, as per the National Historic Preservation Act? Because the Park Service must use historic buildings, like the Cyclorama, does this prevent its proposed demolition?

Response: Section 110 of the National Historic Preservation Act, as amended, requires federal agencies to use, to the maximum extent feasible, historic properties. However, this provision of the law does not absolutely prevent the demolition of historic buildings. Rather it requires consideration in the planning process to determine if it is appropriate to demolish an historic building.

10. *The Park Service has testified before the Senate, that once Mr. Kinsley is accepted as the cooperator, then Mr. Kinsley and his company or a contractor of his choice would do the construction.*

    Can we assume then that federal bidding procedures and construction guidelines will not be followed in the construction of the complex? Since the complex will eventually be turned over to the NPS, should construction contracts follow federal bidding and construction guidelines?

    Response: The Board of Directors of the Gettysburg National Battlefield Museum Foundation, not Mr. Kinsley, will make the decision regarding what contractor will be awarded the contract to build the facility. The Board of Directors would represent national preservation groups, educators, Civil War historians, the national business community, the Park's Advisory Commission and others. The details of a final arrangement have not yet been negotiated because a final general management plan has not been approved. NPS has made no decision regarding these issues.

11. *If this project proceeds will the Park Service allow construction to begin, in any manner or form, before the entire amount of funds, that is, all of the approximately $40 million, are absolutely secured by Mr. Kinsley and the Foundation?*

Response: No construction will begin until 100% of the funding for the project has been secured.

What assurance can you give us that this will be the case?

Response: NPS and the Gettysburg National Battlefield Museum Foundation have signed a letter of intent noting that no construction will begin until all of the funds for the project are secured.

If a reasonable amount of time passes, let's say 4 or 5 years, and the money has not been secured, what, if any, actions does the NPS plan to take?

Response: The GMP describes the type, use, and benefits of a proposed new visitor center/museum complex, and suggests that the proposed partnership between the NPS and the Gettysburg National Battlefield Museum Foundation is the most feasible method of accomplishing those goals. The Foundation has indicated that it would be able to raise the needed funds for the facility. However, if the Foundation is unable to secure sufficient funds to construct the complex, it would not change the overall goals identified in the GMP. In that case, the NPS would pursue all other feasible alternatives to achieve its goals.

12. *The Park Service has testified before the Senate hearings that "there will be no 'commercialization' of the park", yet even the pared down version of the Kinsley proposal has a cafeteria style restaurant and the tour bus area which is clearly going to be a commercial enterprise.*

    Can you clarify this – is there going to be commercial activity or not? There seems to be a clear policy direction from the Park Service to move commercial activity away from and out of park boundaries, especially in western parks. What is the rational to buck this approach for Gettysburg, especially in light of the fact that there were other proposals which did not require commercialization within the unit?

    Response: NPS in its prepared testimony stated that the proposed project would not result in "commercialism" of the park. Rather, the project would include necessary and appropriate facilities for visitors. The existing visitor facilities at the park include a visitor center with an antiquated museum and collections storage facility, the Electric Map Program, the Cyclorama Gallery, a conventional theater in which we present an old film, a licensed battlefield guide tour center, and the Eastern National bookstore. The new facility will continue these uses, providing enough space to make these operations more efficient. The new facility will also include food service. In the new facility, 86% of the space will be used for visitor center, museum, collections storage and associated uses; 9% for the Eastern National book/museum store and the Licensed Battlefield Tour Center; and 5% for food service. NPS considers that these uses are necessary and appropriate incidental services that enhance the visitor experience, and as such are appropriate inclusions in the proposed facility that do not violate NPS policy.

13. *The Park Service testified before the Senate stating that "under the Kinsley deal, there would be no new fees for – fees that the Park Service charges would be exactly the same."*

However, in a staff briefing in June of 1998, the Park Service states "the only new interpretive fee would be for the film and is estimated at $4.00 for an adult."

Can you clarify this – Are there going to be new fees for the visitors at Gettysburg?

Response: At the time of Deputy Director Galvin's testimony, NPS interpretive fees would have remained the same, but a new fee for an I-MAX film would have been charged by a third party. Under the revised proposal presented to interested members of Congress in June 1998, and included in the GMP, the I-MAX theatre was eliminated, and a conventional theater with a new NPS interpretive fee was included. The new interpretive fee would be $4.00. This new feature at the park would be voluntary. Other interpretive fees at the park, which are also voluntary fees, would remain the same.

We provide the following display of current and proposed NPS fees for the park:

Fee	Current	Proposed
NPS (Interpretive Fee collected by Eastern National Cooperating Assn.)		
. Electric Map	$3.00/adult $1.00/child (6-16)	$3.00/adult $1.00/child (6-16)
. Cyclorama Program	$3.00/adult $1.00/child (6-16)	$3.00/adult $1.00/child (6-16)
. Interpretive Film	not available	$4.00/adult $1.00/child (6-16)
. Combination Interpretive Fee (3 venues)	not available	$7.75/adult
Entrance Fee	none	none
Parking Fee	none	none

14. *Were all comments made by the Peer Review Panel of Historians that was convened by the GNMP Advisory Commission in January and February of 1998 in favor of developing the LeVan tract? How many were opposed?*

Response: The Peer Review panel of Historians convened by the GNMP Advisory Commission was not asked for their opinions regarding development of the LeVan tract. The peer review panel was asked to evaluate the methodology, sources and process used to understand the extent of landscape change and the significance of

features to the outcome of the battle; to suggest improvements to the methodology, sources and process; to advise if the process was sufficient basis for General Management Plan level decision-making; and to advise if there was evidence of battle action or battle activity that NPS missed in its evaluation of the LeVan tract.

The Peer Review Panel endorsed the validity of the methodological design, agreed with the use of source material and the applicability of NPS' methods of analysis to identify crucial terrain features affecting the outcome of the battle. The panel concluded that the information developed as a result of the analysis provided a sufficient basis for GMP level decisions. The panel agreed with the park historians' assessment of battle-related activity experienced on the LeVan tract. The panel also unanimously agreed that the site of Kinzie's and Rugg's batteries, which are marked by monuments and lie at the eastern edge of the 45-acre tract, should be protected. Protection of these sites is considered mandatory by NPS, and the Gettysburg National Battlefield Museum Foundation has agreed to protect the site of these batteries from development.

15. *When was the last time that estimates were obtained for the repair of the Cyclorama Center? Why was this information not presented in the GMP? Would this information have been helpful in giving a more accurate perspective of options available for the park?*

Response: A "Class C" estimate for correction of health, life-safety, and accessibility deficiencies for the Cyclorama Building was prepared in May 1996. Since that time, however, NPS studies have determined that irrespective of costs to correct health, life-safety and accessibility deficiencies, the cyclorama painting cannot be adequately preserved and maintained within the building. The size of the gallery is too small for the adequate display and ongoing conservation of the painting. NPS considers that the physical inadequacies of the Cyclorama building cannot be corrected without complete demolition and reconstruction of the entire drum area of the building. In light of this discussion (included in the draft GMP, pgs. 12, 170) NPS does not consider that the specific dollar amount for repairs to correct health, life-safety and accessibility deficiencies to the Cyclorama Center would have been helpful.

16. *How does the Park Service respond to the fact that the Cyclorama Center has been declared an architecturally important building and a decision that, as such, it merits protection and preservation?*

Response: NPS fully recognizes that the Cyclorama Building has been declared significant and in accordance with law and policy is taking that into account in reaching its decision about whether or not to retain it. NPS has not yet reached a decision regarding this issue.

17. *Did the Park Service relate to the public at the public meetings held in October of this year, the fact that the Cyclorama Building was determined eligible for the National Register of Historic Places as a structure of "exceptional historic and architectural*

significance"? Does the NPS believe this to be important information to have when deciding the fate of the building?

Response: The draft GMP, which was released on August 14, 1998, informed the public that the Cyclorama Building might be considered eligible to the National Register of Historic Places (p. 238). The draft GMP also stated that if the Keeper determined the building to be eligible, then the NPS would consult with the Pennsylvania SHPO and the ACHP, in accordance with 36 CFR Part 800 and the National Historic Preservation Act, as amended, to determine the future of the building. The Keeper's determination was dated September 24, 1998 and received by the park on September 25, 1998, after the first six public meetings held during the public comment period were completed. The keeper's decision was widely reported in the newspapers, and was discussed by speakers during the October 1, 1998 public hearing.

18. *How often have funds been requested from Congress for any significant improvements or repairs to the Cyclorama building in the last 6 years?*

Response: In 1993, Gettysburg NMP formally requested line-item construction funds for rehabilitation of the Cyclorama building. Again, in 1996, the park formally requested line-item construction funds for its rehabilitation. However, neither request successfully competed against the other backlog items of the NPS on a national basis, and consequently neither request was included in the NPS' service-wide construction priority list. Therefore, the President has not formally requested any funds from the Congress for rehabilitation of the Cyclorama building, as part of the Administration's budget request, in the last six years.

19. *Have funds been requested in recent years to address the need for improved collection storage and maintenance? If not, why not?*

Response: In the past seven years, Gettysburg NMP has requested and received $703,500 for a variety of projects to improve the care of the museum collections at the park. These projects range from the installation of a fire-suppression system in the collection storage area to purchase of improved storage cabinets and cases and the rehousing of artifacts in acid-free holders.

20. *Was a Borough -specific economic analysis completed in order to ascertain the true impact of the proposed development on the municipality? If not, why not?*

Response: NPS defined the area affected by the proposed alternatives as the communities within which the park is located and those that are adjacent to it. Portions of the park are located within five townships, and commercial services for tourists are located in these townships, adjacent townships and the Borough of Gettysburg. For this reason, the economic assessment incorporated all of the communities that might be affected by the alternatives incorporated in the draft GMP/EIS.

NPS discussed the affected area it felt was appropriate during public scoping and resource workshops. During the various public workshops, NPS was asked to consider the impacts of the proposal on specific segments of the tourism economy, and this was done. However, NPS was not asked to perform separate economic assessments for each municipality during these scoping meetings.

The draft GMP/EIS notes that although some individual businesses may be affected by the proposal, the overall economic impacts from the action alternatives on the economy of the affected area are positive. Therefore, NPS does not believe that a separate analysis of the economic impact from the proposal on the Borough of Gettysburg would provide additional useful information.

LETTER TO MR. STANTON, DIRECTOR, NATIONAL PARK SERVICE FROM MR. HANSEN

Dear Director Stanton:

I would like to thank the National Park Service for responding to the twenty questions I submitted dealing with Gettysburg National Military Park. Although some of the questions were adequately responded to, I still find that many others were not. As such, I feel compelled to respond to the Park Service response (dated April 2, 1999).

Questions #1, #2, and #3 are all related as to how supportive the public is of this proposal and that half of the Gettysburg residents are in support. Yet, the flip side is equally valid, i.e., half of the Gettysburg residents are opposed, as is the Borough, and the many other Civil War groups and associations. The point is that there is a great deal of clear and unmistakable opposition to this and the Park Service needs to step back and take another look at the proposal and the GMP. It is agreed that any project probably will not get 100 percent support, but having the Borough of Gettysburg and many of its residents in adamant opposition should send a clear message to the Park Service that there is something very wrong with both the proposal and the process used to get where you are today. Instead of being divisive, the Park Service needs to be forging partnerships with those most affected by their actions the local residents and the community. Moving ahead with this project in its current form will certainly exacerbate an already deteriorating situation with the local government at Gettysburg.

Furthermore, it must be mentioned that the Letter of Intent the Park Service signed with the Borough of Gettysburg is not part of the GMP; therefore, its mention in your response is irrelevant. In no manner should this Letter of Intent be construed as endorsement or support for the proposed visitor center and GMP.

Clearly, arrogant and self-serving statements such as those made by Superintendent Latschar that "there's nothing in our mission statement that says we're supposed to look out for businesses surrounding the park" are needless and unproductive in anyone's opinion. The Park Service's attempt in trying to justify this callous and contemptible comment is convincing no one, especially me. Statements such as these made by Superintendent Latschar are justly simply uncalled for and unprofessional.

Questions #4, 5, and 6 regard the GMP, DCP, and the EIS and EA which accompany these documents. Instead of fully answering the questions, the Park Service chose to restate their position. The fact is, in terms of timing, the DCP EA. which had different alternatives from the Kinsley proposal, was withdrawn, then the Kinsley proposal was selected, and finally the DEIS was issued. *All* the alternatives in the DEIS had the Kinsley proposal as a central component, except the no action alternative. Without debate, the Park Service had chosen the Kinsley proposal before the GMP EIS. Without debate, all the action alternatives mandated the Kinsley proposal. NEPA states (as a matter of fact, twice) that EISs shall not serve to rationalize or justify decisions already made (40 CFR §§ 1502.2(g) and 1502.5). Unarguably, the Park Service selected the Kinsley visitor center *before* the issuance of the DEIS. Clearly, this is a NEPA violation and is also counter to Park Service planning policy. For example, Director's Order 2 essentially states that general management planning (which the GMP is) will be the first phase in decision making followed by decisions for site-specific actions (which the Kinsley proposal is). Like NEPA, the Park Service has clearly violated their own policy guidelines in moving forward with and in defense of this project.

A primary reason the NEPA regulations prohibit the use of a predetermined decision in developing an EIS is so that a full range of alternatives can be developed and so that the public has a choice in providing meaningful input. This full range of alternatives is, in fact, the heart of any EIS (40 CFR § 1502.14). By selecting the Kinsley proposal beforehand and making it part of all the action alternatives, the Park Service has effectively violated NEPA once again and has prohibited the public from commenting on other reasonable alternatives that could have been developed and, in fact, were developed in the DCP EA.

The Park Service states that the "findings" of the DCP were brought into the GMP EIS because it better served the public interest. First of all, I am not aware of any "findings" of the DCP or the EA. If there are findings please send them to me. Secondly, it is impossible to simply "bring in" or apply public comment on alternatives to a document (the EIS) which has completely different alternatives from the alternatives the public commented on (the DCP EA).

The Park Service also responds that the public has had ample opportunity to comment on the EA, the Kinsley proposal, and EIS. However, one document, the EA, was withdrawn. Details on another, the Kinsley proposal, were not forthcoming from the Park Service and only released via FOIA requests after the proposal was al-

ready selected. And the other, the EIS, really only gave the public one choice to comment on—the Kinsley proposal. Taken together, the way the Park Service proceeded makes a mockery of NEPA, public comment, and public concern.

In Question 97, the Park Service states that their policies provide for the construction of this visitor facility within the park. However, the 1990 *law* states otherwise—that the lands within the boundaries are to be protected. Thus, it seems as the contention of the Park Service is that policy supercedes law. I certainly do not believe this to be the case, especially when coupled with another Park Service policy that states if adequate facilities exist to serve the park visitors' needs for commercial services outside park boundaries, then these facilities will not be developed within the park. In the first case the Park Service uses policy to trump the law, then turn right around and disregard its own policy. This is not consistent application of Park Service policy and seems to me to possibly be illegal.

In the response to Question #9, the Park Service, in regard to Section 110 of the NHPA, states that Federal agencies must use, to the maximum extent feasible, historic properties. I am not sure how the Park Service can use the historic Cyclorama building "to the maximum extent feasible" and simultaneously plan for its demolition. At the very least, this is very poor planning on the part of the Park Service and, at the most, would seem to be a violation of the law.

Regarding Question #10, it was the Park Service, no one else, which stated at the Senate hearings that Mr. Kinsley, when accepted as the cooperator, would get the construction contract. The response also states that the Board of Directors of the the Gettysburg National Battlefield Museum Foundation will select the construction company—not Mr. Kinsley. I can hardly see a difference between Mr. Kinsley, the contractor, and Mr. Kinsley, who is the president of the Board of Directors of the Gettysburg National Battlefield Museum Foundation. The Park Service is playing word games and not being fully honest.

The Park Service chooses yet again not to come clean in its response to Question #12. The question was—will there be commercial activity in the proposed visitor center or not? The obvious answer to anyone but the Park Service is "yes"—there will be some commercial activity at the proposed visitor center. And, instead of stating the full truth that the food service being proposed at the Kinsley visitors center will seat the largest number of people compared to any other food service establishment in Gettysburg, the Park Service states that the food service is only "5 percent" of the space of the proposed facility. More of the same pattern of not being completely forthright.

With Question #14, the Park Service again skirts the truth. Regardless of whether the Peer Review Panel was specifically asked for their opinions on the appropriateness of siting a new visitors center facility on the LeVan Tract, the fact is that many of them voiced this opinion anyway. The Park Service ignored this in answering this question. In fact, at least three of the reviewers, Snell, Pfanz, and Rollins, have considerable concerns with constructing the Kinsley proposal on the LeVan Tract. Of course, the Park Service never admits that these experts are opposed to constructing the Kinsley visitors center on the LeVan Tract.

The response to Question #15, yet again, follows the Park Service pattern of avoiding answers which are completely truthful. The Park Service responds that, indeed, an estimate was conducted in regard to rehabilitating the Cyclorama Building insofar as only correcting health, life-safety, and accessability deficiencies. However, the estimate, conducted in 1993, did much more than this. That estimate was a package for the rehabilitation of the Cyclorama Center which, among other things, would remove and replace the roof, remove the asbestos ceiling (which was the cause of closing the building down recently), patching the cracks and treating the masonry material, and included a redesign of the building's interior for greater efficiency of visitor use and for better design of exhibit space. This was to be done for a net cost of $2.7 million. Of course, the Park Service never mentions any of this.

Interestingly, the estimate proposal also states that "[i]n the last 30 years, no major rehab of the building's exterior has been undertaken, and significant masonry, roof, and cleaning/painting work is needed" and also that "[f]urther delay on mitigation of study and corrective action will lead to accelerated structural problems as interior steel rusts, cracks widen, and the threat of serious asbestos contamination increases." Obviously, serious problems existed at the Cyclorama Building since at least 1993, yet the Park Service never included rehabilitation of this building in their service-wide construction priority list, nor did they bother to tell the Subcommittee any of these problems.

Of last note, recent information has surfaced that the Park Service has received a copy of a letter from J. Carter Brown, chairman of the U.S. Commission of Fine Arts, indicating his strong opposition to the demolition of the Cyclorama Building. In that letter (dated March 17, 1999), Mr. Brown concludes "[e]very conceivable ef-

fort should be made to protect and restore this exceptional building." Although nearly two months old, this letter was never publicized or made known by the Park Service. Yet they were quick to send to my office letters of support for the GMP and Kinsley proposal by some noted historians. J. Carter Brown's sentiments were echoed on March 23rd by Terence Riley, Chief Curator for the Museum of Modern Art. Purposely withholding comments which oppose this plan, especially by people of prestige, is simply unfair to the public who deserve an unbiased assessment of the Cyclorama Building by Federal agencies. It is these sorts of tactics used by the Park Service at Gettysburg which has plagued this project from the beginning.

The simple and sufficient answer to Question #20 would have been "no," a specific economic analysis was not done for the Borough of Gettysburg. The Park Service responds further that they were not asked to do this analysis and that this analysis would not have provided additional useful information. The fact is that the Borough of Gettysburg is so tightly tied to the Military Park it is difficult to separate the two, especially economically. Concerns of the businesses in the Borough were voiced by the business community to the Park Service time and time and again, yet the Park Service paid little heed. I was not aware that a community necessarily had "to ask" for a separate economic analysis. However, it should be obvious to anyone to include a more detailed economic analysis for communities which have such close ties to any park like the relationship exhibited by the Borough and the Military Park. Contrary to the opinion of the Park Service, I believe that a Borough specific economic analysis would provide useful information.

All in all I am not pleased with the answers given by the Park Service to most of the questions that were asked relative to the oversight hearing I held on Gettysburg National Military Park. In fact, most of the answers were incomplete and seemed to be written purposely to dance around a fair and honest answer. As a result, my opinion has not changed and I continue to strongly suggest and highly recommend to the Park Service that they either withdraw the current EIS or supplement the existing one in order to address significant deficiencies and inadequacies.

Thank you for your attention to this letter.

○

Page 32, Line 704

Economic Impact Evaluation
Gettysburg National Military Park
General Management Plan Alternatives

Prepared by:
The Office of Thomas J. Martin
Economic Research and Management Consultants

Prepared for:
National Park Service

August 1998

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Section I
INTRODUCTION

The following report reviews the economic impacts associated with the Gettysburg General Management Plan. It needs to be reviewed in the context of the ***General Management Plan and Environmental Impact Statement*** issued by the National Park Service in August of 1998.

This report is structured in the following sections:

I. Introduction
II. Project Context and Socio-Economic Environment
III. Gettysburg NMP Attendance Profile
IV. Proposed GMP Alternatives/Visitation Outlook/Projection for the Gettysburg National Military Park
V. Proposed Gettysburg Foundation Visitor Center
VI. Economic Impacts Associated with the Gettysburg GMP

Tourism is an important industry in Adams County, and Gettysburg in particular. Gettysburg National Military Park (Gettysburg NMP) is the primary reason for visitation to the area. Visitors are served by facilities within the Park as well as by private attractions and businesses outside of the Park. Since the Gettysburg NMP is the principal reason for most visits to Gettysburg, it is reasonable to surmise that future changes in visitation to the Gettysburg NMP will affect the tourism economy of Gettysburg. The analysis of economic impacts provides an estimate of visitor spending in Gettysburg due to the GMP alternatives and an assessment of the impacts the alternatives would have on the economic benefits of Gettysburg NMP to the local area.

The methodology for assessment of economic impact included several steps and multiple sources of data. A projection of Park-wide visitation was developed, based on historical trends and an assessment of the probable impact of each GMP alternative on annual visitation. The Park-wide visitation estimate provided a range of likely visitation over a ten-year period, with some variation based on special events and other factors. Two projections were made for this analysis. The first

was of total Park visitation, while the second was of visitation to the main Park visitor center. In addition, the projections are considered as the mid point of a low and high range of annual visitors. The mid-range visitation estimate for 2007, the target impact year, was utilized in all the economic analyses presented in this document.

Using current Park visitor projections, as modified by the specific characteristics of each alternative, an estimate was made of the number of total Park-wide visitors which would use the Park's Visitor Center. Based on the proposed program of uses within the Visitor Center, estimates were made of visitor length of stay, visitor usage of the activities in the Visitor Center, and visitor expenditures for each proposed activity within the Visitor Center. The impacts of the GMP alternatives on the economy of the Park's region include increased expenditures by visitors in the community and increases in operating and capital expenditures by the Park and Park co-operators. Visitor expenditures are estimated both for the total community and for "in-Park" expenditures. The "in-Park" expenditures are those associated with sales at the existing Visitor Center, the existing Cyclorama Center, or the new combined Visitor Center (for Alternatives B, C and D). These "in-Park" visitor expenditures do not include visitor spending on licensed Battlefield guides or tour operator fees. The distinction between total community expenditures and "in-Park" expenditures allows assessment of the impact of the Alternatives and the new Visitor Center on the economy of the affected community.

The report was prepared between February and August of 1998. Every reasonable effort has been made in order that the data contained in this study reflect the most accurate and timely information possible, and it is believed to be reliable. This study is based on estimates, assumptions and other information developed by the Office of Thomas J. Martin from its independent research efforts, general knowledge of the industry, and consultations with the client. No responsibility is assumed for inaccuracies in reporting by the client, its agents and representatives, or any other data source used in the preparation of this study. No warranty or representation is made that any of the projected values or results contained in this study will actually be achieved. There will usually be differences between forecasted or projected results and actual results because events and circumstances usually do not occur as expected, and other factors not considered in the study may also influence actual results.

Section II

PROJECT CONTEXT AND SOCIO-ECONOMIC ENVIRONMENT

This section of the report reviews the project context and socio-economic environment.

Project Context

Gettysburg National Military Park is located in Adams County, south-central Pennsylvania. It is about 50 miles northeast of Baltimore, and 37 miles south of Harrisburg. Located on the Mason-Dixon Line, the County is adjacent to Frederick and Carroll Counties in Maryland, and is bordered by Cumberland, Franklin and York Counties in Pennsylvania. It includes 526 square miles of rolling farms, orchards and woodlands. Gettysburg is the County seat, and the most populous community in the region, with about 7,000 residents; Cumberland, with about 5,800 residents, is the most populous township. Both border the Park. While Gettysburg is served by state highways in several directions, it is not on a principal national travel route. Interstate 76, the Pennsylvania turnpike, is about thirty miles to the north, while I-81 is 25 miles to the west and I-83 is 30 miles to the east.

Demographic Profile

In 1995, the population of the County was 85,936. This represents a 9.7 percent increase over the County's 1990 population of 78,274, and a 26 percent increase over the 1980 population of 68,231. In contrast, the population of the Commonwealth of Pennsylvania has grown only about 0.1 percent between 1980 and 1990. The most rapidly increasing population segments are the older senior citizens, aged 75 and above. Also increasing rapidly are those in the 25 to 44 age group, and those under the age of 5. This will place pressure on social service systems to provide elderly- and child-oriented services, including education, health, welfare and transportation. At the same time, the total number of people in the 45-59 age group, those at or near peak earning (and tax-paying) potential, has declined modestly.

In the next 20 years, the County is expected to continue to grow at a rate greatly exceeding that of the commonwealth or the northeastern United States.

Local Economy

Agriculture and tourism have traditionally been important sectors of the local economy. In 1988, 1,250 farms operated in the County, employing 7 percent of the workforce. Adams County regularly rates first or second in the state in the production of apples, peaches, turkeys and eggs. Travel and tourism related employment is estimated at approximately 1,200 jobs. Gettysburg NMP is the County's major tourist attraction.

Manufacturing is the largest employment sector, accounting for 24 percent of all employment in 1990. Major products include electronic components, transformers, lighting, furniture, food processing, shoes, elevators and animal feed. The service sector accounts for 21 percent of employment, and the retail trades account for another 16 percent. Many of these jobs are seasonal. Generally, about one-third of the County's employed work outside of Adams County.

Tourism Context

The Park is close to several major markets, including Baltimore, Washington and Philadelphia, and other regional markets, such as Harrisburg, York and Lancaster, PA. These areas, represent a current population of 13.8 million persons, with other nearby areas adding to this population. Gettysburg has substantial regional resident markets from which to draw its visitors. However, survey data indicate that 70 percent or more of annual attendance comes from beyond Pennsylvania and Maryland.

Most tourism in the region is focused on the historic battle, area history and culture, traveling the region's scenic agricultural landscapes and drives, or recreation. Information about the sites, events and landscapes of the region is available through the Gettysburg Convention and Visitors Bureau (CVB), and through displays at many privately owned sites. According to the Gettysburg CVB, the motivation for visitors to come to Gettysburg is the story of the Battle. Current interpretive

facilities are not a primary factor in trip decision. However, in the end, a quality experience must be maintained for visitors to the area for the tourism industry to stay healthy.

The CVB characterizes the market segments for Gettysburg NMP as including:

- Families from the region on weekend vacations, and on longer touring trips. The CVB believes this segment is declining.
- Seniors traveling either as couples or with friends, or as members of group tours. The CVB believes this segment is increasing substantially.
- Younger, childless couples enjoying a "get-away" weekend. The CVB believes this segment is declining.
- School groups. The CVB believes this segment is declining, possibly because students are going on fewer school trips.
- History buffs, historians, Civil War re-enactors and others with an interest in the Battle or the Civil War. The CVB believes this segment is increasing.

While the local Gettysburg economy is heavily dependent on tourism, the CVB reports a small marketing budget. The local tourism industry relies upon the strong drawing power of the Gettysburg NMP to attraction visitors to Gettysburg. The economic impact generated by the Gettysburg NMP was outlined in a series of reports prepared in 1994, 1995 and 1996.[1] The 1996 study uses National Park Service data for these fiscal years and tax data to estimate the economic impacts of Gettysburg NMP and Eisenhower National Historic Site. The results of these studies indicate the importance of the Park to the economic health of Gettysburg and Adams County.

[1] ***Gettysburg National Military Park and Eisenhower National Historic Site Economic Impact on Gettysburg and Adams County 1996***, Wendy Becker, distributed by Gettysburg-Adams County Area Chamber of Commerce, in cooperation with Friends of the National Parks at Gettysburg and the National Park Service. (Hereafter cited as ***Economic Impact on Gettysburg and Adams County.***)

Tourism Facilities in the Gettysburg Area

Gettysburg and the Adams County area have public and private facilities and services that encourage heritage tourism to the region. Lodging facilities include campground, hotel/motels and bed & breakfasts. The number of lodging facilities is rising, and there are at least nine campgrounds within a six-mile radius of Gettysburg. Gettysburg has about 1,400 hotel and motel rooms within about five miles of the NMP. In addition, some visitors stay with friends or family. Other accommodations are available along the area's main roads and in nearby cities. Occupancy of hotels and motels ranges between 45 and 90 percent, depending on the season. However, during times of special events within the town, the National Parks, or at Gettysburg College, 100 percent capacity is common. Bed & breakfasts have a slightly higher occupancy rate of 70 to 90 percent for the much smaller number of rooms available. The average stay at both bed & breakfasts and hotel/motels is two nights; most guests report that they visit the National Parks. The Borough of Gettysburg also offers dining, shopping and several commercial themed museums, generally with visitation under 100,000 people per year.

Tour and transportation services include bus tours that visit the Battlefield, attractions and hotels. Special package plans are available. Trolley service is available during the summer months. The area has many restaurants and services catering to visitors.

Summary

In summary, Gettysburg NMP is the primary visitor draw for the Borough of Gettysburg. Both domestic and international visitors are interested in the history of the site, and include Gettysburg as a destination or as part of a touring itinerary. Gettysburg does not have immediately adjacent large resident markets to draw upon. However, there are a number of large markets that are within day-trip or overnight distances.

Section III

GETTYSBURG NATIONAL MILITARY PARK ATTENDANCE PROFILE

This section of the report reviews the pattern of attendance at the Gettysburg National Military Park, as well as attendance at the various Park venues.

Total Annual Attendance

Estimating total attendance at a large, highly visited National Park with multiple venues, no entrance fee, and free accessibility from different roads can be methodologically and practically challenging. The National Park Service has established an estimation protocol based on a computerized manipulation of the actual traffic counts on Hancock Avenue, plus the addition of other classes of visitors to reach the estimate of total visitation. The computerized system was put in place January 1, 1993, but the system of counting has used the same factors and counting methods since the late 1970s.

There are both possible upward and downward biases in the formulas used. Upward biases include a multiplier of 1.8 applied to the number of buses counted in the Visitor Center to estimate the total number of buses in the Park, and an average attribution of 3.3 visitors per auto counted between November and March, and 4.0 between April and October. Recent visitor surveys indicate that both of these factors may be too high. There are also possible downward biases in the formulas used. NPS counts visitors on Hancock Avenue only. However, NPS has no indication of how many of its visitors use Hancock Avenue. Since many of the visitors to the Park are returning visitors, it is possible that some of these do not use the auto tour route or go to visit Hancock Avenue. Data in **Table III-1** profile the National Park Service's estimate of total visits to Gettysburg NMP.

Table III-1
Gettysburg NMP General Management Plan
Visitation History: Total Visitation Estimates Using NPS Formulas

Year	Notes	Estimated Total Visits	Percentage Change In Total Visitation
1980		1,170,764	
1981		1,314,047	12.2%
1982		1,225,541	-6.7%
1983		1,273,349	3.9%
1984		1,286,626	1.0%
1985		1,395,530	8.5%
1986		1,437,561	3.0%
1987		1,367,709	-4.9%
1988	1/	1,538,944	12.5%
1989		1,427,128	-7.3%
1990	2/	1,318,042	-7.6%
1991		1,490,240	13.1%
1992		1,373,603	-7.8%
1993	3/	1,485,853	8.2%
1994	2/	1,748,932	17.7%
1995	4/	1,717,382	-1.8%
1996	5/	1,707,120	-0.6%
1997		1,801,470	5.5%
Ten-Year Average		1,560,871	
Eighteen-Year Average		1,448,880	

1/ 125th Anniversary. Major changes in exhibits.
2/ PBS Series on Civil War premiered in September 1990.
3/ Gettysburg Movie premiered in 1993, but video release in 1994 and Movie on TV in 1994 also impacted visitation.
4/ Government shutdown impacts.
5/ Government shutdown impacts. "Blizzard" early 1996 plus regional floods.

Source: Gettysburg NMP and The Office of Thomas J. Martin.

Venue Attendance

Data in **Table III-2** profile the National Park Service's estimate of visits at Gettysburg NMP venues, services and roads. These counts are believed to be fairly accurate "actual" counts. Counts for the visitor centers are based on electronic counters, while counts for the Cyclorama and Electric Map are based on actual ticket sales. The electronic counters were installed in both the Main Visitor Center and the Cyclorama Center. Factors are used to adjust for double counting and utilization by NPS staff and other business related visitors to come to a "count" of visitors. Visitors who don't stop at the visitor centers are obviously not counted, nor are visitors who use the bathrooms, which are accessible without going into the Visitor Center. Visitor survey data reviewed later in this memorandum suggest that most visitors do visit the Visitor Center. Typical visitors who may not visit the Visitor Center are more locally oriented visitors who use the Park more as a recreational resource and some visitors (typically on buses) who drive through the Park with their own interpreters on board. Data in **Table III-3** show the percentage change in usage by year for the various NMP venues. In addition to overall growth in visitation to National Parks, factors cited in the increase at Gettysburg NMP include films and documentaries about Gettysburg and the Civil War, the 125th anniversary of the Battle, and the increased interest in historical reenactments.

As noted above, among the total visitors to the NMP, most visitors enter the NMP Visitor Center, while a smaller number attend the Cyclorama Visitor Center and participate in or visit other activities and sites.

Seasonality

There is a strong seasonal attendance pattern as shown by data in **Tables III-4** and **III-5**. However, the "shoulder" seasons of spring and fall have a stronger visitation pattern than some comparable visitor destinations nationally due to the strong group tour visitation the Gettysburg NMP enjoys.

Table III-2
Gettysburg NMP General Management Plan
Visitation History: Park Venue Visitation

	Notes	Main Visitor Center 1/	Electric Map2/	LBG Guided Tours	Cyclorama Visitor Cntr.	Cyclorama Show2/
1987		813,602	303,109	154,507	295,858	200,190
1988	3/	854,981	329,717	160,388	340,438	220,540
1989		835,606	338,940	169,829	274,195	215,268
1990	4/	862,077	339,817	167,573	266,510	205,137
1991		972,276	364,600	177,493	323,202	213,312
1992		989,038	373,497	178,801	296,994	190,625
1993	5/	1,011,001	394,858	195,722	322,362	216,620
1994	5/	1,206,214	465,181	216,592	346,409	261,425
1995	6/	1,147,165	422,502	224,086	385,825	206,560
1996	7/	1,157,559	352,713	242,267	315,803	170,154
1997		1,142,000	348,705	268,211	289,311	168,636
10-year Average		1,017,792	373,053	200,096	316,105	206,828

1/ Estimates of Main Visitor Center usage based on "electric eye" counts and interpolation formulas prepared by the NPS.
2/ Paid attendance; small percentage unpaid.
3/ 125th Anniversary. Major changes in exhibits.
4/ PBS Series on Civil War premiered in September 1990.
5/ Gettysburg Movie premiered in 1993, but video release in 1994 and movie on TV in 1994 also impacted visitation.
6/ Government shutdown impacts.
7/ Government shutdown impacts. "Blizzard" early 1996 plus regional floods. Prior to 1996, $2.00 adult admission, $1.50 senior/adult groups, under age 16 free. In Jan. 1996, ticket prices raised to: $2.50 adult admission, $2.00 senior/adult groups, under age 16, $1.00.
Source: Gettysburg NMP and The Office of Thomas J. Martin.

Table III-3
Gettysburg NMP General Management Plan
Visitation History: Percentage Change In Park Venue Visitation

	Notes	Main Visitor Center 1/	Electric Map2/	LBG Guided Tours	Cyclorama Visitor Cntr.	Cyclorama Show2/
1987		5.0%	-3.8%	-1.4%	-11.6%	-3.0%
1988	3/	5.1%	8.8%	3.8%	15.1%	10.2%
1989		-2.3%	2.8%	5.9%	-19.5%	-2.4%
1990	4/	3.2%	0.3%	-1.3%	-2.8%	-4.7%
1991		12.8%	7.3%	5.9%	21.3%	4.0%
1992		1.7%	2.4%	0.7%	-8.1%	-10.6%
1993	5/	2.2%	5.7%	9.5%	8.5%	13.6%
1994	5/	19.3%	17.8%	10.7%	7.5%	20.7%
1995	6/	-4.9%	-9.2%	3.5%	11.4%	-21.0%
1996	7/	0.9%	-16.5%	8.1%	-18.1%	-17.6%
1997		0.9%	-16.5%	8.1%	-18.1%	-17.6%
10-Year Averag		3.9%	0.3%	5.5%	-0.3%	-2.5%

1/ Estimates of Main Visitor Center usage based on "electric eye" counts and interpolation formulas prepared by the NPS.
2/ Paid attendance; small percentage unpaid.
3/ 125th Anniversary. Major changes in exhibits.
4/ PBS Series on Civil War premiered in September 1990.
5/ Gettysburg Movie premiered in 1993, but video release in 1994 and movie on TV in 1994 also impacted visitation.
6/ Government shutdown impacts.
7/ Government shutdown impacts. "Blizzard" early 1996 plus regional floods.
Prior to 1996, $2.00 adult admission, $1.50 senior/adult groups, under age 16 free. In Jan. 1996, ticket prices raised to: $2.50 adult admission, $2.00 senior/adult groups, under age 16, $1.00.
Source: Gettysburg NMP and The Office of Thomas J. Martin.

Table III-4
Gettysburg NMP General Management Plan
Visitation History: Percentage Of Total Electric Map Visitors Attending By Month

	Total Visitation				Percent To total Visitation			
	1997	1996	1995	1994	1997	1996	1995	1994
January	3,469	1,033	7,152	3,015	1.0%	0.3%	1.7%	0.6%
February	5,664	4,416	7,193	5,567	1.6%	1.3%	1.7%	1.2%
March	19,300	16,558	21,943	20,252	5.5%	4.7%	5.2%	4.4%
April	40,736	40,049	55,939	45,790	11.7%	11.4%	13.2%	9.8%
May	56,545	56,033	64,871	64,327	16.2%	15.9%	15.4%	13.8%
June	43,550	46,651	56,370	59,592	12.5%	13.2%	13.3%	12.8%
July	57,291	57,769	64,344	72,092	16.4%	16.4%	15.2%	15.5%
August	45,651	45,613	55,503	78,080	13.1%	12.9%	13.1%	16.8%
September	24,751	25,772	32,280	36,817	7.1%	7.3%	7.6%	7.9%
October	35,024	35,899	41,616	51,616	10.0%	10.2%	9.8%	11.1%
November	13,983	16,363	13,272	21,816	4.0%	4.6%	3.1%	4.7%
December	2,741	6,557	2,019	6,217	0.8%	1.9%	0.5%	1.3%
	348,705	352,713	422,502	465,181	100.0%	100.0%	100.0%	100.0%

Source: Gettysburg NMP and The Office of Thomas J. Martin.

Table III-5
Gettysburg NMP General Management Plan
Visitation History: Percentage Of Total Cyclorama Visitor Center Visitors Attending By Month

	Total Visitation				Percent To total Visitation			
	1997	1996	1995	1994	1997	1996	1995	1994
January	4,906	3,133	3,776	6,369	1.7%	1.0%	1.0%	1.8%
February	6,425	7,288	5,915	7,067	2.2%	2.3%	1.5%	2.0%
March	15,696	18,857	14,883	18,142	5.4%	6.0%	3.9%	5.2%
April	28,557	37,923	36,089	38,884	9.9%	12.0%	9.4%	11.2%
May	37,762	41,189	42,927	42,316	13.1%	13.0%	11.1%	12.2%
June	34,438	40,775	48,669	51,625	11.9%	12.9%	12.6%	14.9%
July	51,156	51,016	71,608	58,211	17.7%	16.2%	18.6%	16.8%
August	40,024	43,426	59,701	49,852	13.8%	13.8%	15.5%	14.4%
September	20,714	24,393	32,799	27,835	7.2%	7.7%	8.5%	8.0%
October	30,264	27,568	37,567	29,595	10.5%	8.7%	9.7%	8.5%
November	13,696	14,734	23,172	13,717	4.7%	4.7%	6.0%	4.0%
December	5,673	5,501	8,719	2,796	2.0%	1.7%	2.3%	0.8%
	289,311	315,803	385,825	346,409	100.0%	100.0%	100.0%	100.0%

Source: Gettysburg NMP and The Office of Thomas J. Martin.

Visitation Summary

The Gettysburg NMP attracts a large number of visitors annually. The best indicator of attendance trends is the Main Visitor Center, which most people visiting Gettysburg NMP enter. The Cyclorama and other activities and venues attract large portions of the overall attendance. These data indicate a very active and well-used National Park site.

Visitor Surveys

In addition to the collection of raw visitor count data, there have been a number of visitor use surveys over the last 20 years. Because different methodologies were used, the studies are not directly comparable. They do, however, give an indication of visitor use patterns. As part of this evaluation, we reviewed a series of these visitor use studies. The result of the review follows.

1978 Visitor Survey[2]

The following summary is comprised of key findings from the "Visitor Use Survey" conducted by John Barnes during the summer of 1978 at Gettysburg National Military Park. The study was undertaken for the National Park Service and was based on a total sample of 657 questionnaires distributed at seven locations throughout the Park, and returned by mail.

Visit Duration. Forty-five percent of visitors spent more than 20 hours total at the Park, though it is unclear from this data as to how the visitors allocated their time.

Visit duration in hours	Percentage of total
1-7 (up to 1 day)	40
8 – 20 (up to 2 days)	16
21 – over 125 (over 2 days)	45

[2] "Visitor Use Survey at Gettysburg National Military Park," summary of 1978 by John Barnes.

Previous Visits. Approximately half of visitors surveyed had visited the Park on at least one occasion before.

Number of Visits	Percent of total (%)
0	52
1	24
2	8
3	6
4	4
5-10	4
11-25	1
25 and over	1

Auto Tour. During the study period, 86% of visitors traveled the Park auto-tour route via automobile, yet only 76% completed the tour.

1987 Visitor Survey[3]

This report describes the results of a visitor mapping study undertaken at Gettysburg National Military Park during the week of July 22-28, 1986. Visitors were contacted at 11 different sites throughout the Park. Questionnaires were administered to 1,093 visitors, and 454 were returned – a 41 percent response rate. This visitor survey provides a profile of the people who visit Gettysburg, how they spend their time, which sites they visit, and which visitor services they use.

Size of Visitor Group. Visitors were most likely to be in family groups of two to four people (74%). Large proportions were children; adults between 35 and 45 were also common.

1 person	4%
2 people	32%
3 people	18%
4 people	25%
5 people	10%
6 or more people	11%

[3] "Visitors Services Project, Report 7" Gary Machlis and Sara Baldwin, March 1987.

Length of Stay. Most visitors entered Gettysburg during the middle of the day and spent from three to six hours in the Park. Most activity in the Park took place during the early afternoon. About one-half of the visitors stayed in the area overnight. Sixty percent of visitors were first-time visitors.

Origin of Visitors. Twenty-eight percent of visitors were from Pennsylvania, and 2 percent were foreign visitors. U.S. visitors come from nearly every state in the nation.

Visitor Use Patterns. Visitors enter the Park at different points and visit different sites in different order. A summary of sequence of use is given in the text table below.

Location	Total %	% Who Visit Site				
		1st	2nd	3rd	4th	5th
Visitor Center	87%	**70%**	10%	3%	3%	3%
Little Round Top	86%	3%	10%	**22%**	**22%**	16%
Soldiers' National Cemetery	83%	7%	**29%**	13%	7%	7%
Virginia Memorial	75%	2%	4%	12%	21%	**22%**
Culp's Hill	74%	2%	9%	16%	**18%**	16%
Eternal Light Peace Monument	71%	**18%**	11%	12%	11%	16%
Cyclorama Center	61%	7%	**29%**	21%	9%	6%
East Cavalry Battlefield	48%	5%	**17%**	15%	11%	10%

As noted in the table, over 80 percent of all the visitors in this survey went to the Visitor Center, the Soldiers' National Cemetery, and Little Round Top. Seventy to 80 percent went to the Virginia Memorial, Culp's Hill and the Eternal Light Peace Memorial. Sixty-one percent went to the Cyclorama Center; and one-half went to the East Cavalry Battlefield. Only 70 percent of visitors started their visit at the Visitor Center; many others started their visit at the Eternal Light Peace Memorial. The Soldiers' National Cemetery, East Cavalry Battlefield, and Cyclorama Center were popular as second sites visited.

Visitor Activities. Motorized travel was the most common activity, followed by resting, and viewing interpretive facilities. Resting was more common during sunrise and evening; while picnicking, hiking/walking, attending interpretive programs, and viewing interpretive facilities were more common during the morning and afternoon.

Visitor Services. The most commonly used visitor services were the self-guided auto tour, the Electric Map, and the Visitor Center bookstore. While most of the services listed received favorable ratings, large majorities rated the Electric Map and the Licensed Battlefield Guided tours as "extremely useful." The study also revealed that 80 percent of the visitors felt making the tour-stops in chronological order was important for understanding the battle. Most visitors relied on guidebooks, maps and road signs to locate the Park, and 25 percent of the respondents felt distracted by the presence of modern structures surrounding the historical sites.

1987 Visitor Impact Survey[4]

The following data is taken from the August 1987 study of "The Economic Impact of Tourism Generated by the Gettysburg National Military Park on the Economy of Gettysburg," based on 400 surveys of Gettysburg area tourists. The study was undertaken to examine the impact of Park visitation on the local economy.

Reasons Tourists Visit the Gettysburg Area.[5] The predominant reason for visiting the Gettysburg area is to visit the National Military Park.

Reasons for Visiting Gettysburg	Percentage of total (%)
Battlefield	87
Eisenhower Farm	23
Not Planned	14
Other	5
Personal	3
Antiques	3

[4] "The Economic Impact of Tourism Generated by the Gettysburg National Military Park on the Economy of Gettysburg," based on 400 surveys of Gettysburg area tourists. August 1987.
[5] Total percentages based on multiple responses from visitors.

Ratio of Adults and Children Tourists. These data indicate that 37 percent of tourists visiting the National Military Park are under the age of 13, while 63 percent of visitors are adults. These data do not, however, paint a clear picture of visitor group composition, e.g. families, visitors visiting alone.

Percentage of Overnight Visitors to Gettysburg. The majority of visitors (77 percent) to GNMP stay overnight, while only 23 percent are "day trippers."

Average Mileage Traveled by Tourists.[6] Approximately 53 percent, not including foreign tourists, have traveled greater than 200 miles to visit the borough of Gettysburg or the National Military Park.

Average Mileage (miles)	Percentage of total (%)
Less than 100	16%
100-200	31%
200-500	30%
More than 500	23%
Foreign	2%

October 1994 Visitor Survey[7]

This was a visitor survey conducted in October 1994. The survey is limited by the difference in visitor characteristics between the "average" visitor for the year versus the characteristics of October visitors. Four hundred twenty-nine visitor groups were surveyed.

Group Size. In the fall, as might be expected, Gettysburg NMP attracts both large and small parties, as shown in the text table below.

Persons in Group	Percent to total
1	2%
2	49%
3-5	26%
6-10	4%
11+	18%

[6] Mileage based on one-way trip to Gettysburg from point of origin
[7] "Visitor Services Project," Report #73, Mark Patterson, Dwight Madison, June 1995.

Age profile. The visitor age profile in this period, as might be expected, is mature. The age profile from the survey indicates that 39 percent of the visitors are 56 years of age or older.

Visitor Origin. Gettysburg draws from a national market, with bordering states having a stronger visitation pattern. Nevertheless, the vast majority of visitors are on long-distance trips. There is no single market or metro area, which predominates.

Length of Stay. The length of stay is quite long as shown below. It appears that some people are responding to a total length of stay, and not the stay in the NMP, while others are referring to their visit duration at the NMP. None-the-less, these are substantial stay-times.

Hours on site	Percent to total
25+	4%
9-24	19%
7-8	17%
5-6	27%
4	16%
3	10%
2	7%
1	1%

Visitor Spending. The per capita expenditure was $68. The spending was 38 percent for lodging, 24 percent food, 18 percent travel and 20 percent other.

Travel Purpose. Following are the choices offered to describe travel purpose. The responses, as might be expected, weigh heavily toward historical interest and touring.

Reasons for Visit	Percent to total
Learn about history / culture	88%
Travel scenic views / drives	53%
Recreation	49%
Personal reflection	26%
View park wildlife	8%
Other	15%

Visitor Services Used. Following are the visitor services used. The vast majority of visitors utilize one of the several tour guidance options.

Visitor Services Used	Percent to total
Restrooms	88%
Museum Exhibits	84%
Information desk	77%
V.C. Bookstore	65%
Electric Map program	63%
Self-guided auto tour brochures	44%
Cyclorama Painting program	40%
Audio visual programs	40%
Bulletin Boards	21%
Tour by Licensed Guide	21%
Tour conducted by Ranger	20%
Audio messages	17%
Cassette tape tours	13%
Self-guided trail brochures	11%
Traveler info station	10%
Tour bus with tape	10%

1995 Visitor Study[8]

Following are findings of a visitor intercept study that was conducted in July 1994. This survey, conducted by a private contractor, focused on testing the concept for a downtown visitor center. This study asked many questions that were similar to those of the October 1994 survey, although the phrasing of the questions was often different. The sample size was 301 surveys.

[8] February 1995 "Feasibility Study and Plan for an Interpretive Center, Gettysburg, PA" prepared by Economics Research Associates.

Travel Purpose. Following are the choices offered to describe travel purpose.

Reasons for Visit	Percent to total
Visiting Relatives	6%
For fun	82%
Business	1%
Passing through PA	10%
Other	1%

Travel Party Characteristics Thirty percent of parties were one or two persons, 57% were 3 to 6 persons and 13 percent were 7 or more persons. Thirty-two percent of parties included children. The age profile of the interviewee was 20 to 39 years of age – 49 percent, 40-59 years of age – 37 percent, and 60+ years of age – 14 percent. This is a younger profile than in October.

Visitor Origin This data also shows that Gettysburg draws from a national market, with bordering states having a stronger visitation pattern with no single market or metro area predominating.

Visitor Origin	Percent to total
Pennsylvania	22%
Maryland	8%
NJ/NY/OH	20%
Virginia	11%
Other States	39%

Of the visitors, 44 percent live within 150 miles of Gettysburg, and 56 percent live beyond 150 miles. By comparison, the 1987 visitor impact study indicated that 53 percent of visitors lived farther than 200 miles from the Park.

Length of Stay in Gettysburg. Despite being a regional and national attraction, many people stay one day or less in Gettysburg.

Hours on site	Percent to total
One day or less	53%
One night	10%
Two or more nights	37%

By comparison, the 1979 study showed 40 percent at one day or less, 16 percent at 2 days (or overnight), and 45 percent at over 2 days.

Downtown Visitor Center. This survey tested interest in a visitor center for downtown Gettysburg. The survey found interest in both amenities and services offered and in the interpretive potential of the visitor center. The respondents were nearly unanimous (95%) in stating they would visit such a visitor center. In fact, 48% of visitors said that such a center would extend their stay in Gettysburg, and 18 percent said that it might prompt them to come back to Gettysburg.

The survey sample was divided into three groups regarding interest in attending at various prices. Following are the results.

Ticket Price	Free	$2.50	$5.00
Yes	93%	93%	64%
No	5%	5%	16%
Depends on final product	2%	2%	20%

Visitor Survey Research Summary

Gettysburg NMP attracts several market segments with concentrations of particular visitor groups at certain times of the year. The NMP attracts many couples, as well as families and tour groups. The audience profile is mature, with learning about history, and enjoying the area's scenic views important trip purposes. About one-third of the visitation to Gettysburg NMP appears to be from a region up to 100 to 150 miles, while the remainder of visitation appears to be from long distance travelers. While there is a wide range of time spent on-site, clearly -- for the majority of visitors -- at least 4 to 6 hours are spent touring the Park.

The NMP attracts visitors from throughout the United States and internationally. However, there is a regional market made up of visitors who do not stay overnight. Some of these are people on day trips, others are "passing through," while others have accommodations outside the local area.

The extended length of stay on-site and the sites visited within the Park indicate that many visitors take complete or extensive tours of the NMP. Visitors rate the interpretive venues well, but have

less positive views of the overall experience and the visitor amenities provided. Addressing these aspects of the NMP would be well received by visitors.

The visitors surveyed with regard to a downtown visitor center are interested in additional interpretive facilities, but indicate a degree of price resistance to a fee for the proposed downtown visitor center.

Section IV

VISITATION OUTLOOK/PROJECTION FOR GETTYSBURG NATIONAL MILITARY PARK

This section of the report reviews the visitation outlook for Gettysburg National Military Park.

There are a number of site-specific factors as well as underlying trends which are the basis for the long-term attendance outlook at Gettysburg NMP. These factors are outlined and discussed in **Table IV-1**.

A primary determinant of future visitation will be the nature of improvements to the visitor experience at Gettysburg. The Alternatives for the GMP outline a series of visitor improvements, which are summarized as follows:

Alternative A	Existing Conditions
Alternative B	Minimum Required Action
Alternative C	The Proposed Plan
Alternative D	Maximum Park Rehabilitation

These alternatives are discussed in considerable detail in the ***General Management Plan and Environmental Impact Statement*** issued by the National Park Service in August of 1998.

Alternative Visitor Centers

In Alternative A, the Visitor Center (and Cyclorama) remain in their current locations with their program elements remaining the same as the current configuration. In Alternatives B through D, the Visitor Center and Cyclorama are relocated from their current location to a new site, and the new Visitor Center is configured to include the Cyclorama as well as additional uses. These additional uses include a welcome center, the Gettysburg Film Theater, a new NPS museum, food service and supporting facilities, including administration, classrooms, archives, and an expanded bookstore. The project components and size of the new visitor center are described in **Table IV-2**.

Table IV-1

Gettysburg NMP General Management Plan
Factors Affecting Gettysburg NMP Visitation Outlook

Factor	Discussion
Gettysburg NMP Current Use Patterns	To the degree that current use patterns are maintained, visitation will likely remain stable. If significant disruptions occur, such as major road closings or restriction in access to venues within the Park, then visitation could be affected.
Gettysburg NMP Venue Pricing	The price point for the various current and proposed attractions will impact on visitation. High entry fees to Park venues may also impact on visitation.
Gettysburg NMP Capacity	The capacity of the Park during busy periods is currently constrained. During the busiest spring and summer periods, the Park's roads are filled with vehicles. Therefore, based on current Park configurations, much of the future growth must occur in less busy periods.
Population Growth Trends	Population in the United States over the next twenty years is forecast to grow more slowly than in the past twenty years. The U.S. Census Bureau has projected an overall average annual increase in population of .9% for the United States. However, in the northeast where Gettysburg draws most heavily, the projected average annual increase in population is only .3 to .4 percent.
Demographic Characteristics	The US population is aging, and becoming better educated and financially well off. History oriented travelers are generally older. By the year 2006, the over-50 population will expand by 50 percent from current levels. These trends are positive for destinations such as Gettysburg.
Changing Vacation Habits	Increasingly, vacations are shorter in duration but occur more frequently. This suggests that the regional market for Gettysburg will become increasingly important, but the long-distance market less important. Group (bus) travel is becoming a larger portion of the travel market, suggesting that there will be growth in the number of groups (buses) visiting Gettysburg.

Table IV-1 (Cont.)

Gettysburg NMP General Management Plan
Factors Affecting Gettysburg NMP Visitation Outlook

Factor	Discussion
Changing Expectations	The travel and leisure industries are becoming increasingly dominated by major destinations, which offer highly capitalized and very controlled environments. These environments are quite different from the experience offered at Gettysburg. Thus, while destinations such as Gettysburg may offer a welcome relief from the "packaged" vacation destinations such as Williamsburg, the mass audience's leisure travel expectations are being shaped by these major destinations.
Increasing Competition	There has been a huge investment in attractions and visitor infrastructure in metropolitan areas throughout the Country. There is increasing competition for the available leisure time and expenditures of travelers.
Marketing Potential	Because the National Park Service does not advertise, yet the National Park is the dominant draw to Gettysburg, this destination must compete with the increasingly well-funded and sophisticated marketing initiatives of major as well as lesser destination areas.
Limitation On Effectiveness Of Capital Investments	The principal draw of Gettysburg is the historical battle and associated cultural history, and to a lesser degree the quality of the landscape and the in-town experience. Interpretive elements sized to accommodate and reinforce the visitors to the NMP have limited potential for becoming major draws for new visitors to the NMP.

Source: The Office of Thomas J. Martin.

Table IV-2

Gettysburg NMP General Management Plan
Proposed Gettysburg NMP Visitor Center Use and Area Allocations

Total Space	Square Feet
National Park Service Activities	
Welcome Center	21,490
NPS Museum	23,760
NPS Classrooms	1,950
Library/Research Center	1,700
Archives and Collections Storage	14,900
Administration	3,700
Cyclorama	18,000
Electric Map Theater	6,000
Gettysburg Film Theater	10,000
Eastern National Book and Museum	6,000
Subtotal, NPS Activities	**107,500**
Foundation Activities	
300-seat family-oriented cafeteria	6,000
Non-exclusive LBG Tour Center	4,600
Subtotal, Foundation Activities	**10,600**
Grand Total	**118,100**

Source: National Park Service.

Visitation Projections

The attendance estimates for Gettysburg National Military Park are based on the premise that the overall visitation level to GNMP will not be transformed from its current levels by the implementation of the plan alternatives and/or the creation of a larger and relocated Visitor Center. Rather, the GMP and new visitor center will provide an enhanced visitor experience that will reinforce existing visitation patterns, and allow for moderately higher attendance. In addition, due to its enhanced offerings, and the overall increases in Gettysburg NMP visitation associated with the plan, increased visitation is expected at the new Visitor Center.

Visitation projections were accomplished to provide a framework for the GMP and for the alternatives under review. Visitor projections were made for both total Park visitation and visitation to the main Visitor Center for the Park. Because each of the alternatives includes a different level of Park renewal and expenditures, it was necessary to do projections for each alternative. Data in **Table IV-3** indicate the 10-year estimate for the alternatives for total Park visitation, while data in **Table IV-4** indicate the visitation estimate for the main Visitor Center. With no improvements, the increases in attendance in recent years due to media exposure and general market growth are expected to dissipate. Thus in the "mid-range" projection for Alternative A a decline in attendance from current to 1,650,000 is estimated. In Alternative B, with minimum required action, but a new visitor center, a slight increase in attendance in the mid-range is estimated. Alternative C and Alternative D are estimated to have a similar attendance potential about 8.2% higher than the 1997 total visitation.

Data in Table IV-4 provide an estimate of visitors who visit at least one of the existing visitor centers – the Main Visitor Center and the Cyclorama Visitor Center. In this analysis, it is assumed that most of the visitors to the Cyclorama also visit the Main Visitor Center. However, a portion of the Cyclorama visitors – estimated at 25 percent do not also visit the Main Visitor Center. Thus the total persons visiting a visitor center at GNMP is higher than the Main Visitor Center alone. The estimate for 1997 is 1,214,328 persons.

Table IV-3
Gettysburg NMP General Management Plan
Mid-range Estimate of Total Park Visitation By Alternative (2007)

	Estimated Total Park Visitors	Projected Alternative A	Projected Alternative B	Projected Alternative C	Projected Alternative D
1988 1/	1,538,944				
1989	1,427,128				
1990 2/	1,318,000				
1991	1,490,200				
1992	1,373,603				
1993 3/	1,485,853				
1994 3/	1,748,932				
1995 4/	1,717,382				
1996 5/	1,707,120				
1997	1,801,470				
Ten-year Average	1,560,863				
Project Build-Out Visitor Projection (2007)					
Low Range		1,402,500	1,572,500	1,657,500	1,657,500
Mid Range		**1,650,000**	**1,850,000**	**1,950,000**	**1,950,000**
High Range		1,897,500	2,127,500	2,242,500	2,242,500

1/ 125th Anniversary; major changes in exhibits.
2/ PBS Series on Civil War premiered in September 1990.
3/ Gettysburg Movie premiered in 1993, but video release in 1994 and Movie on TV in 1994 also impacted visitation.
4/ Government shutdown impacts.
5/ Government shutdown impacts. "Blizzard" early 1996 plus regional floods.

Source: The Office of Thomas J. Martin.

Table IV-4
Gettysburg NMP General Management Plan
Mid-range Estimate of Visitation at Gettysburg Main Visitor Center(s)
By Alternative (2007)

	Adjusted Visitor Center Visitors 4/	Projected Alternative A 7/	Projected Alternative B 8/	Projected Alternative C 8/	Projected Alternative D 8/
1988 1/	940,091				
1989	904,155				
1990 2/	928,705				
1991	1,053,077				
1992	1,063,287				
1993 3/	1,091,592				
1994 3/	1,292,816				
1995 4/	1,243,621				
1996 5/	1,236,510				
1997	1,214,328				
Ten-Year Average	1,096,818				
Project Build-Out Visitor Center Projection (2007)					
Low Range		981,750	1,179,375	1,243,125	1,243,125
Mid Range		**1,155,000**	**1,387,500**	**1,462,500**	**1,462,500**
High Range		1,328,250	1,595,625	1,681,875	1,681,875

1/ 125th Anniversary; major changes in exhibits.
2/ PBS Series on Civil War premiered in September 1990.
3/ Gettysburg Movie premiered in 1993, but video release in 1994 and Movie on TV in 1994 also impacted visitation.
4/ Government shutdown impacts.
5/ Government shutdown impacts. "Blizzard" early 1996 plus regional floods.
6/ Assumes that 75 percent of Cyclorama Visitor Center visitors also go to Main Visitor Center.
7/ 70 percent of total Park visitation.
8/ 75 percent of total Park visitation.

Source: The Office of Thomas J. Martin

Data in Table IV-4 provide estimates of visitation to the GNMP visitor center(s) under the four GMP alternatives. In Alternative A, the two existing visitor centers reflect the gradual decline in attendance as estimated for GNMP as a whole. In Alternatives B, C and D, an increase in Visitor Center usage is estimated. These reflect the higher overall visitation to GNMP, and the enhanced visitor center offerings.

Data in **Table IV-5** illustrate Visitor Center projections by year over the next 10 years for Alternatives C and D.

Table IV-5
Gettysburg NMP General Management Plan
Estimated Annual Visitation at Gettysburg Relocated Visitor Center
Alternatives C, D [1/]

	Main Visitor Center		
Year	Actual (Main VC Only)	Mid-range Projected	Comments
1990	862,077		
1991	972,276		
1992	989,038		
1993 [2/]	1,011,001		
1994 [2/]	1,206,214		
1995	1,147,165		
1996	1,157,559		
1997	1,142,000		
1998		1,180,000	
1999		1,140,000	
2000		1,120,000	
2001		[3/]	
2002 [4/]		1,344,000	New Visitor Center combines old V.C. and Cyclorama V.C.
2003		1,370,900	2% increase annually as GMP is implemented
2004		1,398,300	2% increase annually as GMP is implemented
2005		1,426,300	2% increase annually as GMP is implemented
2006		1,454,800	2% increase annually as GMP is implemented
2007		1,462,500	Stable Year Attendance GMP completed.

1/ Projected visitation represents mid-range with a range of 15% below or above the projection.
2/ Visitation impacted by Gettysburg movie premiere in 1993, Video release in 1994 and movie on TV in 1994.
3/ Current Visitor Center is either closed for a short period during the year or open in a reduced operating profile with Electric Map move to new Visitor Center.
4/ New Visitor Center Assumed to open January 1, 2002. Opening year surge in visitation.
Source: The Office of Thomas J. Martin.

Section V
PROPOSED GETTYSBURG FOUNDATION VISITOR CENTER

Introduction

The proposed new Visitor Center building at the Gettysburg NMP will be operated by the Gettysburg Foundation. This not-for-profit entity will provide building operating services to tenants and common areas. It will collect rents from private sector operators of the cafeteria and the non-exclusive licensed Battlefield Guide Center, as well as earn miscellaneous revenue. It will be an entity to pay the mortgage on the building. This profile of the Visitor Center first reviews the economics of the individual tenants proposed for the building then reviews overall building operations and finances.

The operating profile of this analysis assumes that the NPS and Eastern National would operate various ticketed and unticketed interpretive elements along with retail stores. The Gettysburg Foundation would subcontract the operation of a cafeteria to a food service vendor, and to the non-exclusive licensed Battlefield Guide Center. The various ticketed venues and the retail outlets would earn net operating revenues in order to help support the project. This analysis examines the basic economics of this operating profile.

This analysis is limited by available information. This analysis is not a prediction of final attendance or operating results.

Operations Of Visitor Center Tenants

The following is an analysis of the operating profile of the proposed interpretive and commercial elements proposed for inclusion in the new Visitor Center at the Gettysburg NMP. The analyses are based on an overall attendance assumption for the Visitor Center, as well as projected usage and spending in the various components. The attendance estimates at the Visitor Center, the separate interpretive venues in the Visitor Center and the commercial facilities are based on the premise that the overall visitation level to the Gettysburg National Military Park (GNMP) will not be transformed from its current levels by the implementation of the GMP and/or the creation of a

larger and relocated Visitor Center. Rather, as the only visitor center at Gettysburg NMP, it will serve the visitors currently using two visitor centers, the existing Main Visitor Center and the Cyclorama Visitor Center. In addition, due to its enhanced offerings, and the overall increases in Gettysburg NMP visitation associated with the GMP, some increased usage is expected, as outlined in the previous section of this report. Since there are a number of factors affecting visitation, a single "stable" year baseline is used to evaluate the proposed new Visitor Center and its economic impacts. The year chosen is the fifth year of operation (or 2007) for the new Visitor Center, which would open in 2002. This year is also the planned completion date for the GMP elements. Gettysburg National Military Park GMP Alternatives C and D are used as a baseline for this analysis, as they are estimated to have equal Visitor Center usage, and they are anticipated to have higher overall usage than GMP Alternative B. A summary of the economics of GMP Alternative B is included in **Appendix A**. Also included in **Appendix B** is a summary of the economics of GMP Alternatives C and D in Year One, in which it is assumed there is lower attendance than in the stable year. The current 1998 value of the dollar is used in the stable year analysis to simplify comparison and analysis of the data presented.

These attendance and revenue assumptions are a basis for preliminary operating pro formas for the various interpretive venues. These pro formas are also used to generate total spending estimates and their associated economic impacts later in the report.

Following is a more detailed discussion of the analysis, assumptions, and conclusions.

Total Visitor Center Attendance

The proposed Visitor Center program is not anticipated to transform the attendance pattern to Gettysburg NMP as a whole. However, a somewhat higher usage pattern among Park visitors is anticipated than in the current Visitor Centers. This analysis assumes 1,462,500 visitors use the proposed Visitor Center facility in the mid-range attendance estimate. Data in **Table V-1** outline the projected monthly usage pattern for the proposed Visitor Center as a whole.

Table V-1
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Estimated Attendance Potential
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Current Typical Visits 1/	Percent To Total	Potential Stable Year Attendance
January	10,000	0.9%	12,863
February	22,000	1.9%	28,298
March	60,000	5.3%	77,177
April	115,000	10.1%	147,922
May	145,000	12.8%	186,511
June	155,000	13.6%	199,373
July	190,000	16.7%	244,393
August	150,000	13.2%	192,942
September	95,000	8.4%	122,197
October	118,000	10.4%	151,781
November	55,000	4.8%	70,745
December	22,000	1.9%	28,298
Total	1,137,000	100.0%	1,462,500

1/ Main Visitor Center Only
Source: National Park Service And the Office of Thomas J. Martin

Venue Usage Potential

Two existing interpretive elements, the Cyclorama and the Electric Map, as well as a free NPS museum have been analyzed along with a Gettysburg Film Theater. Based on the past attendance patterns, the overall attendance estimated for the proposed Visitor Center and market assumptions, attendance has been estimated for the interpretive venues, and is summarized in **Table V-2.**

Ticket Prices

Venue tickets will help cover the costs of building and operating the Visitor Center and providing the interpretive experiences offered. Estimates of adult ticket prices for the interpretive venues are provided in Table V-2, along with an estimate of the distribution of tickets among combination tickets and single venue tickets. The estimated attendance levels take into account the ticket prices and combination ticket assumptions.

Retail and Cafeteria Usage

The usage pattern of the retail and cafeteria offerings is a product of the scale and the quality of the offerings, the number of visitors to the proposed Visitor Center, and visitors spending patterns.

An Eastern National Bookstore and Museum Shop are proposed. The multiple retail offerings planned for the Visitor Center create more choices for visitors than are currently offered. However, there are limits to visitors retail budgets, and there are many retail alternatives in the Borough of Gettysburg and Adams County. A large percentage of those shopping would make purchases, some shoppers at several stores. Data in **Table V-3** presents an estimate of total visits and purchases at the stores.

Given the relatively long stay at the Gettysburg National Military Park, and the preponderance of out-of-area visitors, food service at the proposed Gettysburg Visitor Center will be desired by some visitors. A cafeteria is proposed to be included in the Visitor Center. The estimate of visitor spending in the cafeteria factors in the presence of many restaurants nearby in the borough of Gettysburg as well as the Park touring pattern by private vehicles on streets with many commercial offerings.

Table V-2
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Visitor Center Estimated Audience and Assumed Ticketing Analysis
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Percent To Total VC Attendance	Annual Attendance Distribution	Adult Ticket Price	$ Share of Full Combo Tickets	% Share of Full Combo Tickets	$ Share of NPS Venue Combo Tickets	% Share of NPS Combo Tickets
Visitors That Use The Visitor Center	100%	1,462,500					
Use of Visitor Center Free Areas Only	48%	702,000					
Attend One or More Ticketed Venues of Visitor Center	52%	760,500					
Combination Ticket (All Venues)	15%	219,375	$7.75				
Gettysburg Film Theater Only	13%	190,125	$4.00	$3.10	40.0%		
Cyclorama Only	4%	58,500	$3.00	$2.325	30.0%	$2.50	50.0%
Electric Map Only	12%	175,500	$3.00	$2.325	30.0%	$2.50	50.0%
Electric/Cyclorama	8%	117,000	$5.00				
Total Ticketed	52%	760,500		$7.75	100%	$5.00	100%
NPS Museum	50%	731,250	$0.00				

Visitation at Individual Components	Percent Visiting	Number of Visitors	Total Ticket Revenue	Attendance Per Total VC Visitors	Total VC Visitors Ticket Revenue Per Cap	Venue Attendees Ticket Revenue Per Cap
Gettysburg Film Theater	28%	409,500	$1,210,073			
Cyclorama	27%	394,875	767,767			
Electric Map	35%	511,875	1,043,302			
NPS Museum	50%	731,250	-			
Total Venue Attendance		2,047,500	$3,021,141	1.4	$2.07	$3.97

Source: National Park Service And the Office of Thomas J. Martin

Table V-3
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Estimated Attendance Analysis - Visitor Center Retail Facilities
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Total Visitors To Visitor Center	Estimated % Who Visit Any Store	Who Visit An Individual Store	% Who Purchase at Store	Who Visit Any Store	Number of Visitors	Number of Purchasers
Eastern National Bookstore			45%	30%		658,125	438,750
Eastern National Museum Shop			50%	34%		731,250	497,250
Total	1,462,500	65%			950,625	1,389,375	936,000
Average Stores Visited Of Those Who Visit Stores						1.5	

Source: National Park Service And the Office of Thomas J. Martin

Data in **Table V-4** presents an analysis of food service usage based on two types of users – those sitting down for a light meal, and those purchasing a drink or small item as a snack.

Visitor Retail and Cafeteria Spending

Based on the estimates of retail and cafeteria usage and per capita expenditures by visitors, data in **Table V-5** provide estimates of retail and cafeteria spending at the proposed Visitor Center.

Venue Operating Pro formas

Estimated operating pro formas for the interpretive venues have been prepared to profile the economic opportunity they represent, and to inform the economic impact estimates of the GMP. These pro formas are provided in **Tables V-6, V-7, V-8** and **V-9**. Venue operating expenses were provided by Eastern National. These pro forma do not include any contributions for Visitor Center operations and common area maintenance from NPS and Eastern National. (These costs are paid for from the net operating income of the venues and the revenues from commercial portions of the project.) It should be noted that the operating expenses for the NPS in the Visitor Center do not include other expenditures and personnel that operate the remainder of Gettysburg NMP. The Gettysburg Film Theater operating pro forma suggests an operating profit can be achieved. The Electric Map and Cyclorama also operate at a profit. The NPS Museum, with no ticket revenue, however, operates at a loss.

Data in **Table V-10** summarize the estimated revenues and expenses for the Eastern National Bookstore and Museum Shop. This retail operation would increase sales from current levels because it would not only retain the book and map sales of its current operation, but also would add "museum shop" type goods. Thus visitors would have a wider choice of items to purchase. In addition, the Visitor Center would have more visitors who are staying longer in the building than in the current facility. The operating expense profile of the expanded Eastern National store is based on the current operating profile as estimated by Eastern National.

Table V-4
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Estimated Visitor Usage Potential of Cafeteria
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Seats	"Turns" Per Day	Days Per Month	Total Patrons 1/	Meal Market Penetration	Estimated Other Food & Drink Sales Market Penetration	Other Food & Drink Buyers 2/
January	300	0.4	31	3,720	29%	10%	1,286
February	300	1.0	28	8,400	30%	10%	2,830
March	300	1.8	31	16,740	22%	10%	7,718
April	300	3.0	30	27,000	18%	10%	14,792
May	300	3.0	31	27,900	15%	10%	18,651
June	300	3.0	30	27,000	14%	10%	19,937
July	300	3.3	31	30,690	13%	10%	24,439
August	300	3.2	31	29,760	15%	10%	19,294
September	300	3.0	30	27,000	22%	10%	12,220
October	300	3.0	31	27,900	18%	10%	15,178
November	300	2.3	30	20,700	29%	10%	7,075
December	300	0.9	31	8,370	30%	10%	2,830
Total			365	255,180			146,250

1/ This is the number of people buying lunch or a small meal.
2/ These are people who make a small purchase such as a drink or candy bar.
Source: National Park Service And the Office of Thomas J. Martin

APPENDIX A

GMP Alternative B
Economic Evaluation

Table V-5
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Retail and Cafeteria Spending Analysis And Operating Profile
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

Visitation Profile To Commercial Venues	% of Total VC Visitors Who Shop in Stores	Number of Shoppers / Diners Per Store	% of Total VC Visitors Who Make Purchases	Number of Purchasers	Per Purchaser Spending on Retail or Food: With Visitor Center	Gross Revenue Potential: With Visitor Center
Eastern National Bookstore	45%	658,125	30%	438,750	$6.00	2,632,500
Eastern National Museum Shop	50%	731,250	34%	497,250	$4.25	2,113,313
Cafeteria Snacks	10%	150,000	10%	146,250	$1.25	182,813
Cafeteria Meals	19%	275,000	17%	255,180	$5.00	1,275,900
Total		1,814,375		1,337,430		$6,204,525

Per Capita Spending Of Visitor Center Visitors	**With Visitor Center**
Retail Per Cap	$3.25
Cafeteria Per Cap	$1.00
Total Retail / Cafeteria	$4.24

Source: National Park Service And the Office of Thomas J. Martin

Table V-6
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Gettysburg Film Theater
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Full Admissions	190,125
Full Combo Admissions	219,375
Total Attendance	409,500
Revenue	
Avg. Admission Fee	$2.96
Admission Revenue	$1,210,073
Less Admissions Taxes	$121,007
Net Revenue	$1,089,065
Expenses	
Equipment Maintenance	$50,000
Fixed Op. Costs	300,000
Replacement Reserve	30,000
Marketing/Promo	102,375
Total Operating Expenses	$482,375
Net Operating income	$606,690

Assumptions

Facility Size in SF	10,000			
Fixed Op. Costs	$300,000		Equipment Maintenance	$50,000
(includes staff, add'l utilities, prints, lamps etc.)			Admissions Taxes % of Ticket Sales	10%
Replacement Reserve	$30,000	Annually	Marketing/Promo Per Capita	$0.25

Admission Price Assumptions	**% to Total Theater Attendees**	**Percent of Adult Price**	**Theater Only Admission Price**	**Combo Tickets Theater Share**
Adult	48%	100%	$4.00	$3.10
Group Sales/Senior	12%	85%	$3.40	$2.64
Children	20%	75%	$3.00	$2.33
Student Group	18%	60%	$2.40	$1.86
Free	2%	0%	$0.00	$0.00
Weighted Average	100%		$3.36	$2.60
Per Capita Admission Revenue				$2.96

Note: National Geographic estimates $5 to $8 million for film production and fit-out. These pro-formas assume These amounts will be 100% fund-raised under a fund-raising plan approved by the NPS. This is not an IMAX-type theater but a 30 to 35 minute destination type film.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin

Table V-7
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Electric Map Theater
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Electric Map Only Tickets	175,500
Full Combo Tickets	219,375
NPS Combo Tickets	117,000
TOTAL ATTENDANCE	511,875
Revenue	
Avg. Admission Fee	$2.04
Admission Revenue	$1,043,302
Less Admissions Taxes	$104,330
Net Revenue	$938,972
Expenses	
Salaries & Benefits	$175,000
G&A/Insur./Maint./ Supplies/Exhibits	54,000
Total Expenses	$229,000
Net Operating income	$709,972

Assumptions

Facility Size in SF	6,000	Map Theater Only	Salaries & Benefits	$175,000
G&A/ Exhibit Maintenance / Supplies	$9.00	Per S.F.	Admissions Taxes % of Ticket Sales	10%

Admission Price Assumptions	**% to Total Museum Attendees**	**Percent of Adult Price**	**Admission Price**	**Full Combo Tickets Elec. Map Share**	**NPS Combo Tickets Elec. Map Share**
Adult	55.0%	100%	$3.00	$2.33	$2.50
Group Sales/Senior	10.0%	85%	$2.55	$1.98	$2.13
Children	20.0%	75%	$2.25	$1.74	$1.88
Free/Students	15.0%	0%	$0.00	$0.00	$0.00
Weighted Average	100.0%		$2.36	$1.83	$1.96
Per Capita Admission Revenue			$2.04		

Note: Operating costs based on Eastern National historical operating costs.
This Pro Forma assumes facility operations provision by the Visitor Center.
Source: National Park Service, Eastern National And the Office of Thomas J. Martin

Table V-8
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Cyclorama

Combined Visitor Center Stable Year (2007) In Current Dollars

GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Cyclorama Only Tickets	58,500
Full Combo Tickets	219,375
NPS Combo Tickets	117,000
TOTAL ATTENDANCE	394,875
Revenue	
Avg. Admission Fee	$1.94
Admission Revenue	$767,767
Less Admissions Taxes	$76,777
Net Revenue	$690,990
Expenses	
Salaries & Benefits	$130,000
G&A/Maint./ Supplies/Exhibits	126,000
Total Expenses	$575,587
Net Operating income	$32,902

Assumptions

Facility Size in SF	18,000	Cyclo. Only	Admissions Taxes % of Ticket Sales	10%
G&A/ Exhibit Maintenance / Supplies	$7.00	Per S.F.	Salaries & Benefits	$130,000

Admission Price Assumptions	**% to Total Museum Attendees**	**Percent of Adult Price**	**Admission Price**	**Full Combo Tickets Cyclorama Share**	**NPS Combo Tickets Cyclorama Share**
Adult	55.0%	100%	$3.00	$2.33	$2.50
Group Sales/Senior	10.0%	85%	$2.55	$1.98	$2.13
Children	20.0%	75%	$2.25	$1.74	$1.88
Free/Students	15.0%	0%	$0.00	$0.00	$0.00
Weighted Average	100.0%		$2.36	$1.83	$1.96
Per Capita Admission Revenue			$1.94		

Note: Operating costs based on Eastern National historical operating costs.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin

Table V-9
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
NPS Museum
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
TOTAL ATTENDANCE	731,250
Revenue	
Avg. Admission Fee	$0.00
Admission Revenue	$0
Additional Operating Expenses	
Salaries & Benefits	$200,000
G&A/Insur./Maint./ Supplies/Exhibits	118,800
Total Expenses	$318,800
Net Operating income	($318,800)

Assumptions

				Salaries & Benefits	$200,000
G&A/ Exhibit Maintenance / Supplies	$5.00	Per S.F.		Facility Size in SF	23,760

Admission Price Assumptions	**% to Total Museum Attendees**	**Percent of Adult Price**	**Admission Price**	**Full Combo Tickets Museum Share**	**NPS Combo Tickets Museum Share**
Adult	55.0%	100%	$0.00	$0.00	$0.00
Group Sales/Senior	10.0%	85%	$0.00	$0.00	$0.00
Children	20.0%	75%	$0.00	$0.00	$0.00
Free/Students	15.0%	0%	$0.00	$0.00	$0.00
Weighted Average	100.0%		$0.00	$0.00	$0.00
Per Capita Admission Revenue			$0.00		

Note: Operating costs are over and above what NPS currently spends, and do not reflect the total operating costs of the museum.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin

Table V-10
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Eastern National Bookstore and Museum Shop
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Eastern National Bookstore	
Revenue	$2,632,500
Expense	
Cost of Goods Sold	$1,337,310
Cost of Sales	562,039
Total Expense	$1,899,349
Net Operating Income	$733,151
Eastern National Museum Store	
Revenue	$2,113,313
Expense	
Cost of Goods Sold	$1,141,189
Cost of Sales	451,192
Total Expense	$1,592,381
Net Operating Income	$520,932
Total Free Cash Flow (Combined NOI)	$1,254,083
Assumptions	
Book Store Size 1/	3,600
Museum Store Size 1/	2,400
Cost of Sales Bookstore 2/	50.8%
Cost of Sales Museum Shop 2/	54.0%
Selling Expenses 3/	21.35%

1/ Space allocated between stores based on estimated sales.
2/ Per Eastern National based on its existing operations.
3/ Per Eastern National based on its existing operations. Includes salaries and benefits, payroll, freight, depreciation, credit card charges and miscellaneous.
This Pro Forma assumes facility operations provision by the Visitor Center.
Source: National Park Service, Eastern National and the Office of Thomas J. Martin.

A cafeteria is included in the proposed Visitor Center program. This would be operated by a private entity on a lease basis. The estimated cost of operations is based on typical market rates for food service. The rental rate is estimated based on the estimated sales volume, and typical levels in the industry. Data in **Table V-11** summarizes the estimated revenues and expenses for the proposed cafeteria.

Rental and Other Revenue

Estimates of revenue that the proposed Gettysburg Visitor Center will accrue from for-profit tenants and other sources have been prepared by the National Park Service. These are based on the following assumptions:

- Per square foot cafeteria rent of $30;
- $4.25 per square foot cafeteria contribution for the services provided by the Gettysburg Foundation;
- $100,000 revenue from a non-exclusive tour and licensed Battlefield Guide Tour Center; and
- $20,000 of other miscellaneous revenues from items such as Tour Guide fees, facility rentals, interest on operating funds, etc.

Visitor Center Operations

The Visitor Center will be operated by the Gettysburg Foundation. This proposed not-for-profit entity will collect rents and common area expense reimbursements to help pay the mortgage and pay for building operation, and provide building operating services to tenants and common areas.

The National Park Service has estimated that building operations will cost $429,400 in a stable year in current dollars. This is based on the following assumptions by the Park Service. The Park Service will provide certain services such as groundskeeping.

Table V-11
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Cafeteria
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Revenues	
Cafeteria	$1,458,713
Expense	
Cost of Sales	$1,021,099
Rent	180,000
Building Operating Expense Reimbursements to Foundation	25,481
Total Expense	$1,226,580
Net Operating Income	$232,133
Assumptions	
Cafeteria Square Footage	6,000
Cafeteria Rent Per SF	$30.00
Cost of Operations - Cost of Goods, Personnel, Fit-out & Misc.	70%
Shared Services Expense Per SF	$ 4.25

Note: Operating Costs are based on industry averages, including fit-out costs.
This Pro Forma assumes facility operations provision by the Visitor Center.
Source: National Park Service And the Office of Thomas J. Martin.

Building Operating Expense Assumptions	Factor
Structural reserve per square foot	$0.20
Management fees (% of Rents & Op. Expenses)	10%
Insurance expense per square foot	$0.25
Utilities per square foot	$1.50
Repairs, maintenance, & janitorial per square foot	$1.00

The estimated development cost of the proposed Visitor Center is $39.285 million including land. The Foundation will seek donations and grants of $27,360,000, and seek non-recourse conventional financing of no more than $11,925,000.

Summary Visitor Center Operations

The proposed Visitor Center will centralize visitor services and amenities, and will be a central location for much of the interpretation offered for the Gettysburg NMP. This is proposed to be owned and operated by a newly created not-for profit Gettysburg Foundation. In addition to free areas, there will be spending opportunities for visitors including interpretive venues, retail goods, food service and guided tours.

Several revenue and expense streams relating to Eastern National, The National Park Service and the proposed Gettysburg Foundation are assumed for the proposed Visitor Center. These include revenue and expenses from the interpretive venues, rents to the Gettysburg Foundation for private commercial operations, and expense reimbursements for Visitor Center operations. In addition, Eastern National retains a portion of its net proceeds from the bookstore as a contribution to Gettysburg NMP, and Eastern National will provide a portion of its net revenue to Gettysburg NMP for Interpretive Programs and Resource Protection. Data in **Table V-12** summarizes these revenue and expense streams to Gettysburg NMP from the Visitor Center. This analysis is presented in current dollars for comparative purposes, although it represents a "stable year" of operations,

Table V-12
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Summary Combined Visitor Center Operations
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year (2007)
Revenues by Source	
Electric Map Admissions	$1,043,302
Cyclorama Program Admissions	767,767
Gettysburg Film Theater	1,210,073
Eastern National Bookstore Gross Revenue	2,632,500
Eastern National Museum Store Gross Revenue	2,113,313
Non Exclusive Tour & Licensed Battlefield Guide Tour Center	100,000
Cafeteria Rent	180,000
Cafeteria Contribution to Building Operations	25,481
Other Misc. Revenues	20,000
TOTAL	$8,092,435
Less Admissions Taxes	$302,114
Net Revenue	$7,790,321
Facility Operating Expenses	
Retail Cost of Goods Sold	$2,478,499
Retail Cost of Sales	$1,013,231
Electric Map, Cyclorama, Gettysburg Film Theater Costs	967,375
NPS Museum Operating Expense	318,800
Building Operating Expenses	429,353
Total Expense	$5,207,257
Net Operating Income	$2,583,063
Less: Bookstore Revenue To Eastern National and NPS to Support Operations In Other Parks	$420,000
Less: Eastern National Return To Gettysburg NMP For Interpretive Programs and Resource Protection	$393,300
Available for Project Financing	$1,769,763
Supportable Debt [1/]	$13,900,638
Supportable Debt (Rounded)	$13,901,000

1/ Based on 8% interest rate, 20 year term and 1.25 Debt Coverage ratio.
Source: National Park Service And the Office of Thomas J. Martin.

assumed to be 2007. The excess cash flow identified in Table V-12 indicates that there is sufficient resources to support operations.

Sensitivity Testing

Testing of the effects of variation in the visitation to the proposed Visitor Center was conducted. Attendance is the single most important variable in facility operation from the perspective of the interpretive venue operators and the commercial operators. The operating model as discussed above was also used to assess mid-range attendance for GMP Alternative B and for a first year of operation at estimated mid-range attendance levels for GMP Alternatives C and D. These analyses are presented in **Appendix A and Appendix B**. Even at these lower attendance levels, there is still sufficient visitor activity to provide positive cash flow for tenants, and for the maintenance of the Foundation's operation of the Visitor Center.

Section VI

ECONOMIC IMPACTS ASSOCIATED WITH THE GETTYSBURG GENERAL MANAGEMENT PLAN

Tourism is an important industry in Adams County and Gettysburg in particular. The Gettysburg National Military Park (Gettysburg NMP) is the primary reason for visitation to the area. These visitors are served by facilities within the Park as well as by a number of other private attractions and businesses outside of the Park. Since the Gettysburg NMP is the principal reason for most visits to Gettysburg, it is reasonable to surmise that future changes in visitation to the Gettysburg NMP will affect the tourism economy of Gettysburg. This analysis provides an estimate of the additional visitor spending in Gettysburg due to the master plan alternatives and an assessment of the changes they would have on the economic benefits of Gettysburg NMP to the local area.

Current Economic Impacts

An estimate of the total economic impact of tourism generated by the Gettysburg NMP was outlined in a series of reports prepared in 1994, 1995 and 1996[9]. The 1996 study uses National Park Service data for these fiscal years and tax data to estimate the economic impacts of Gettysburg NMP, and Eisenhower National Historic Site. This study also provides a per capita visitor spending estimate that can be applied to the estimated future visitation levels due to the master plan. This visitor spending estimate is derived from a visitor survey undertaken in 1994.[10] This figure is $68 per visitor. Data in **Table VI-1** provides a summary analysis of the recent year economic impacts of the Gettysburg NMP as determined by the methodology employed in the ***Economic Impact on Gettysburg and Adams County*** study. Two factors regarding this study should be noted. First, the study used the visitor spending estimate for all years uncorrected for inflation. These data have not been adjusted to current value. The second is that the Adams County impact study has underestimated total visitor spending because of the way certain group travel was calculated.

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[9] ***Economic Impact on Gettysburg and Adams County*** Prepared for 1994, 1995 and 1996. Researched and written by Wendy Becker. Distributed by Gettysburg-Adams County Area Chamber of Commerce in cooperation with Friends of the National Parks at Gettysburg and the National Park Service.

[10] *Visitor Services Project, Report #73,* Mark Peterson, Dwight Madison, June 1995.

Table VI-1
Gettysburg NMP General Management Plan
Annual Economic Impact of the Gettysburg NMP and Eisenhower National Historic Site

Direct Contributions of National Parks to Local Economy	1994	1995	1996
--GNMP/ENHS operations	$2,552,228	$3,280,409	$3,754,250
--Licensed Battlefield Guides	$678,509	$761,560	$510,917
--ENPMA	$800,303	$1,022,172	$1,087,374
--Eisenhower Tour	N/A	$129,966	$125,862
--Crop income	N/A	$300,000	$320,250
--FNPG	N/A	N/A	$285,071
--Visitor Expenditures	$100,436,538	$106,423,264	$104,890,068
TOTALS:	**$104,467,578**	**$111,917,371**	**$110,973,792**
Tax Effect			
--Amusement	$171,922	$164,175	$146,238
--Wage/Per capita	$35,321	$41,222	$47,214
--Real estate	$195,030	$205,274	$223,580
--Sales	$6,026,192	$6,385,396	$6,293,404
--State Income Tax	$67,282	$131,416	$134,358
TOTALS:	**$6,495,747**	**$6,927,483**	**$6,844,794**
OVERALL IMPACT			
--Number of Visitors	1,748,932	1,717,382	1,707,120
--Visitor Expenditures	$100,436,538	106,423,264	$104,890,068
--Operating Budgets	$4,031,040	$5,494,107	$6,083,724
--Tax Revenues	$6,495,747	$6,927,483	$6,844,794
TOTALS:	**$110,963,325**	**$118,844,854**	**$117,818,586**
IMPACT ON LOCAL ECONOMY	***$248,557,848***	***$266,212,473***	***$263,913,633***
Local Economic Impact for Each $1 Federal Tax Investment	***$24.51***	***$25.63***	***$24.59***

Source: ***Economic Impact on Gettysburg and Adams County*** Prepared for 1994, 1995 and 1996. Researched and written by Wendy Becker. Distributed by Gettysburg-Adams County Area Chamber of Commerce in cooperation with Friends of the National Parks at Gettysburg and the National Park Service.

To correct for this understatement of total spending, the per capita spending estimate of $68 from the ***Economic Impact on Gettysburg and Adams County*** study is used in this analysis for all visitors. This approach more accurately reflects the findings of the visitor spending survey.

Sources Of Changes In Economic Impacts Due To The Alternative GMP Plans

Changes in the level of economic impacts of the Gettysburg NMP due to the implementation of the master plan will occur because of the following:

- Changes in the number of visitors to Gettysburg. The analysis of future visitors indicates that the number of visitors will increase under Alternatives B, C and D. Additional visitors will create additional spending in the local area. The spending by new visitors due to the General Management Plan (GMP) will occur at the Visitor Center and inside the Park, as well as outside of the Park. The spending by new visitors is clearly net new spending to the local area.

- The amount that visitors spend per capita while visiting the Gettysburg area. There will be additional and improved spending opportunities presented in the plan for tickets to interpretive venues, retail and food service. The improvements in the GMP, are projected to increase the length of stay of visitors. Increased lengths of stay are associated with increased visitor spending. Thus, additional spending will occur associated with the implementation of the GMP.

- Changes in the location of some of the visitor spending in Gettysburg due to the creation of additional spending opportunities at the new Visitor Center. This analysis evaluates not only total visitor spending (all visitor spending benefits the local economy); but also, changes in the level of visitor spending which occurs outside of the Gettysburg Visitor Center. Under the GMP Alternatives B, C and D, future spending patterns will include increases in total visitor spending due to increases in visitation, and per capita spending as well as redistribution of visitor spending in the local economy and within Gettysburg NMP. Redistribution of visitor spending and alteration of visitor purchasing behavior may occur because of the relocation of the Visitor Center. However, the anticipated increases in visitation, the increase in length of visitor stay, the limitation of the cafeteria in the Visitor Center to daytime (no evening meal) service, the routing of the Park auto tour along Steinwehr Avenue, the increased promotion of in-town sites in the Visitor Center, and the fact the field of Pickett's Charge as well as the soldiers' National Cemetery will continue to draw visitors to the Steinwehr Avenue area may moderate these impacts. Evaluating visitor spending outside of the Gettysburg NMP and at the new Gettysburg Visitor Center does not imply that sales at the Visitor Center are not beneficial to the local economy, since area residents will be employed at the facility, taxes will be generated, and many expenditures made to operate the facility will be made in the local economy.

The effects of these key assumptions include the following:

- The analysis understates the total economic benefits to the area by the amount that per capita visitor spending would have increased from the amounts stated in the ***Economic Impact on Gettysburg and Adams County*** study to current levels due to underlying inflation.
- Distributing total visitor spending between "Visitor Center spending" and "visitor spending elsewhere in Gettysburg" allows the analysis of Master Plan impacts on the overall visitor economy in Gettysburg.

NPS Visitor Center Spending

The NPS visitor center currently and in the future will provide visitor spending opportunities. Data in **Table VI-2** show current visitor spending for selected spending categories[11] at the existing visitor center and Cyclorama. The existing GNMP visitor centers already attract visitor spending for tickets to the Electric Map Theater and Cyclorama and retail sales at the Eastern National Bookstore. This current spending amounts to over $3.2 million in sales.

As the GMP is implemented and the new visitor center is developed, visitor per capita spending at the new visitor center is expected to grow along with an increase in the number of visitors under Alternatives B, C and D given mid-range attendance estimates. Data in Table VI-2 also summarizes the estimate of spending at the new visitor center using the mid-range attendance for each of the master plan alternatives. Alternatives C and D have Year 2007 spending estimates at the visitor center of $9.23 million in current dollars. Alternative B, with lower visitation has estimated Year 2007 visitor spending of $8.82 million, about 4.4 percent lower than Alternatives C and D.

Data in Table VI-2 also shows the estimate for future visitor spending at the existing visitor centers for Alternative A. In this alternative, the current visitor centers are retained, and park visitation is lower. Visitor spending in the Gettysburg NMP visitor centers of $3.11 million is estimated in current dollars for 2007 for Alternative A.

[11] Guided tours spending was not estimated; as visitation grows, this locally produced service is expected to grow commensurately.

Table VI-2

Gettysburg NMP General Management Plan
Estimated Sales at Alternative Visitor Centers
Gettysburg National Military Park
Mid-Range Attendance

Venue/Program	Current Baseline	Alt. A	Alt. B	Alt. C	Alt. D
Welcome Center	NA	NA	NA	NA	NA
NPS Museum	NA	NA	NA	NA	NA
Cyclorama	$300,986 [1]	NC	$728,400	$767,800	$767,800
Archives/Collections	NA	NA	NA	NA	NA
Gettysburg Film Theater	NA	NA	$1,148,000	1,210,100	1,210,100
Electric Map	642,607 [1]	NC	$989,800	1,043,300	1,043,300
Bookstore (Eastern National)	2,290,182 [1]	NC	$2,497,500	2,632,500	2,632,500
Museum store (Eastern National)	NA	NA	$2,004,900	2,113,300	2,113,300
Cafeteria	NA	NA	$1,449,300	1,458,700	1,458,700
Classrooms	NA	NA	NA	NA	NA
TOTAL:	**$3,233,775** [1]	**$3,112,700** [2]	**$8,817,900**	**$9,225,700**	**$9,225,700**
Per Capita For Visitor Center Visitors	$2.69 [3]	$2.69	$6.36 [4]	$6.31 [5]	$6.31 [6]

Source: The Office of Thomas J. Martin

NA = Not Applicable.
NC = Not Calculated.

1/ Annual sales, fiscal year ending 10/31/97.
2/ Based on 1,155,000 visitors.
3/ Per capita sales, fiscal year ending 10/31/97. Based on an assumed 1,200,000 visitors to the Visitor Center.
4/ Based on 1,387,500 visitors.
5/ Based on 1,462,500 visitors.
6/ Based on 1,462,500 visitors.

The estimated visitor spending impacts of the alternative plans are summarized in **Table VI-3,** with all future scenarios except one introducing higher levels of visitor spending in the local economy over current levels. These increases are attributable to higher attendance levels and increased visitor spending related to increased length of stay based on the improvements in the GMP. Only in Alternative A, which assumes a decline in attendance from current visitation, is there a decline in total visitor spending both inside the Park as well as outside the park.

In addition to the effect of the alternatives on total spending by visitors to Gettysburg NMP, the effect of the alternatives on Gettysburg NMP visitor sales outside the Visitor Center is also estimated. This distinction is made to describe the impact of the new Visitor Center in Alternatives B, C and D on the overall visitor sales in the community. Even though this distinction is made, most all of the visitor spending that would occur in Adams County, would pay the appropriate taxes in the County, and most of the employees hired due to the spending would likely reside in Adams County.

Visitor Spending Impacts By Sector

The total visitor spending impacts, as discussed above, would occur in several economic sectors. These include lodging, food, transportation and other, and retail and amusements.[12] All economic sectors grow in Alternatives B, C and D, except for retail and admissions outside of the Park, which could potentially decrease under Alternative B, and would likely be stable under Alternatives C and D. It should be noted that total visitor spending in all categories including retail and admissions outside of the Park decrease in Alternative A, the existing conditions alternative. Data in **Table VI-4** summarize the evaluation of visitor spending impacts by sector.

[12] These economic sectors are broken out in these components because the current spending data used as a basis for estimates is also broken out in this manner. (Gettysburg – Adams County Area Chamber of Commerce, "Gettysburg NMP and Eisenhower National Historic Site Economic Impact on Gettysburg and Adams County." 1996)

Table VI-3
Gettysburg NMP General Management Plan
Summary Economic Impact
Estimated Total Visitor Sales Mid-Range Attendance

	Current 1/	Alternative A	Alternative B	Alternative C	Alternative D
Park Visitation (Visitors/year)	1,707,120	1,650,000	1,850,000	1,950,000	1,950,000
% Increase in Visitor Spending Over Current Due to Alternatives		0%	5%	10%	10%
Total Per Capita Expenditures (Both in-Park and in-community)	$68.00	$68.00	$71.40	$74.80	$74.80
Total Park-Related Expenditures 2/	$116,084,160	$112,200,000	$132,090,000	$145,860,000	$145,860,000
Total Change In Visitor Expenditures		($3,884,200)	$16,005,800	$29,775,800	$29,775,800
Per Capita Expenditures "In Park" 3/	$1.89	$1.89	$4.77	$4.73	$4.73
Total Visitor Expenditures "In Park"	$3,233,775	$3,112,700	$8,817,900	$9,225,700	$9,225,700
"In Park" Expenditures as a Percent of Total Visitor Expenditures	2.8%	2.8%	6.7%	6.3%	6.3%
Visitor Sales Outside of Park in the community	$112,850,385	$109,087,300	$123,272,100	$136,634,300	$136,634,300
Change In Total Community Sales (Not Including Visitor Center/sales)	$0	($3,763,100)	$10,421,700	$23,783,900	$23,783,900
Percent Change In Total Community Sales (Not Incl. Visitor Center/sales)	0%	-3.3%	9.2%	21.1%	21.1%

1/ 1996 figures
2/ This is higher than the visitor spending estimate contained in Table 1 from the study ***Economic Impact on Gettysburg and Adams County***. This estimate is based on $68 per capita spending as discussed in the text.
3/ Per Capita for total Gettysburg NMP visitors. "In Park" expenditures in current situation and Alt. A occur at current main visitor center and Cyclorama visitor center. Does not include expenditures associated with licensed guide service. In Alt. B, C, D, the "In-Park" expenditures occur in the new visitor center. Alt B per capita spending figures are slightly higher because the food service can accommodate a greater percentage of visitors during peak periods.

Source: The Office of Thomas J. Martin.

Table VI-4

Gettysburg NMP General Management Plan
Potential Future Visitor Spending Compared to Current Levels of Spending
Gettysburg National Military Park
Mid-Range Attendance

Mid Range Visitation	Alt A	Alt B	Alt C	Alt D
	Total Visitor Spending			
Lodging	*Decrease*	Increase	Increase	Increase
Food	*Decrease*	Increase	Increase	Increase
Transportation and Other	*Decrease*	Increase	Increase	Increase
Retail and Amusements	*Decrease*	Increase	Increase	Increase
Total	*Decrease*	Increase	Increase	Increase
	Visitor Spending Outside Gettysburg NMP			
Lodging	*Decrease*	Increase	Increase	Increase
Food	*Decrease*	Increase	Increase	Increase
Transportation and Other	*Decrease*	Increase	Increase	Increase
Retail and Amusements	*Decrease*	*Potentially Decrease*	*Stable*	*Stable*
Total Visitor Spending in Gettysburg Area	*Decrease*	Increase	Increase	Increase

Source: The Office of Thomas J. Martin.

NPS Employment Due to the Master Plan

One portion of the benefits of additional visitors due to the implementation of the GMP are the new jobs at Gettysburg NMP that would be created. The data in **Table VI-5** show current NPS spending for personnel and support costs at Gettysburg NMP. Table VI-5 also shows NPS' estimate of employees required under the various alternatives. Alternative A would have no increases in personnel. Given the millions of dollars of new visitor spending that could occur in new private sector businesses and at Eastern National due to the implementation of the GMP, there would also be new employment in the private sector and at Eastern National.

Construction Period Economic Impacts

The construction of the Alternatives and the new Visitor Center will provide a one-time economic benefit to the Gettysburg economy. The construction budgets for the Alternatives are shown in the text table below. The construction costs are shown in relationship to Alternative A, which is the no-action alternative.

Alternative	Total Cost
A	$0
B	$53,642,288
C	$63,559,996
D	$80,083,953

A portion of these construction budgets would be used for labor and materials that would come from the local economy. Thus there would be additional economic activity due to the construction of the project.

Table VI-5

Gettysburg NMP General Management Plan
Current And Potential Future Employment and Employee Costs
NPS Personnel At Gettysburg National Military Park
Mid-Range Attendance

Mid Range Visitation	Current & Alt A	Alt B	Alt C	Alt D
Personnel	75	92	99	104
Employee Costs	$4,664,200	$5,721,500	$6,098,800	$6,433,600
	Increase from Current Levels			
Personnel	0	17	24	29
Employee Costs	$0	$1,057,300	$1,434,600	$1,769,400

Source: National Park Service

Other Related Economic Impacts

The spending to revitalize the GNMP would also draw additional private investment as opportunities related to the increased length of stay and construction expenditures within the GNMP, as well as visitor spending, encourage private businesses to revitalize their attractions and services as well as provide for new supporting services. While this has not been quantified, experience from other destination tourist areas suggests that investment in the leading attraction results in new business opportunities in the larger local economy.

Summary of Potential Economic Impacts of the GMP

Data in **Tables VI-6A,VI- 6B, VI-6C and VI-6D** (four pages, one for each alternative) provides an assessment of the economic impacts of the proposed master plan for Alternatives A through D based on the format of the "Gettysburg NMP and Eisenhower National Historic Site Economic Impact on Gettysburg and Adams County" report. Direct visitor expenditures are forecast to decrease slightly over time in Alternative A, due to an anticipated slow erosion of attendance due to lack of reinvestment. Alternatives B, C and D are estimated to increase visitation, and thus visitor spending. For Alternatives B, C and D, there would be induced economic activity because the operating expenditures of the Park Service, Eastern National and private businesses would grow with the increased visitor spending. Corresponding to the increased expenditures in the local economy by visitors to Gettysburg NMP, and subsequent indirect effects and multiplier effects, there will be an increase in taxes generated for local and Commonwealth governments. Finally, the additional visitor expenditures in the local economy will be increased by multiplier effects in the local economy for these alternatives.

In addition to ongoing economic benefits to the local economy from increased visitation and higher visitor spending, the project will provide a one-time economic benefit to the area's economy due to project construction.

Table VI-6A

Gettysburg NMP General Management Plan
Annual Economic Impact of the Gettysburg NMP
and Eisenhower National Historic Site
Alternative A - Mid-Range Attendance

Direct Contributions of Gettysburg NMP to Local Economy	1994	1995	1996	2007 Current Dollars
--GNMP/ENHS operations	$2,552,228	$3,280,409	$3,754,250	Stable
--Licensed Battlefield Guides	$678,509	$761,560	$510,917	Stable
--ENPMA	$800,303	$1,022,172	$1,087,374	Stable
--Eisenhower Tour	N/A	$129,966	$125,862	Stable
--Crop income	N/A	$300,000	$320,250	Stable
--FNPG	N/A	N/A	$285,071	[13]
--Visitor Expenditures	$100,436,538	$106,423,264	$104,890,068	$112,200,000
TOTALS:	**$104,467,578**	**$111,917,371**	**$110,973,792**	**Slight Decrease** [14]
Tax Effects				
--Amusement	$171,922	$164,175	$146,238	Slight Decrease
--Wage/Per capita	$35,321	$41,222	$47,214	Stable
--Real estate	$195,030	$205,274	$223,580	Stable
--Sales	$6,026,192	$6,385,396	$6,293,404	Slight Decrease
--State Income Tax	$67,282	$131,416	$134,358	Stable
TOTALS:	**$6,495,747**	**$6,927,483**	**$6,844,794**	**Slight Decrease**
OVERALL IMPACT				
--Number of Visitors	1,748,932	1,717,382	1,707,120	1,650,000
--Visitor Expenditures	$100,436,538	106,423,264	$104,890,068	$112,200,000
--Operating Budgets	$4,031,040	$5,494,107	$6,083,724	Stable
--Tax Revenues	$6,495,747	$6,927,483	$6,844,794	Slight Decrease
TOTALS:	**$110,963,325**	**$118,844,854**	**$117,818,586**	**Slight Decrease**
IMPACT ON LOCAL ECONOMY	***$248,557,848***	***$266,212,473***	***$263,913,633***	***Slight Decrease***

Source: ***Economic Impact on Gettysburg and Adams County*** Prepared for 1994, 1995 and 1996. Researched and written by Wendy Becker. Distributed by Gettysburg-Adams County Area Chamber of Commerce in cooperation with Friends of the National Parks at Gettysburg and the National Park Service and The Office of Thomas J. Martin.

[13] This is a membership organization, and was not forecast.

[14] The 1996 spending estimate as presented in Table 3 is $116.1 million based on $68 per capita visitor expenditures. The impact report figures shown for 1994, 1995 and 1996 in this Table 5 have, as a component of total visitor spending, a lower amount for group visitors than was used in Table 3. This yields a lower overall spending estimate. The Alternative A visitor spending estimate above is less than the comparable Table 3 current spending estimate. Therefore, Alternative A is evaluated as having a slight decrease. The Alternative A spending estimate is based on a gradual decline in Gettysburg NMP visitation from current due to lack of Park reinvestment.

Table VI-6B

Gettysburg NMP General Management Plan
Annual Economic Impact of the Gettysburg NMP
and Eisenhower National Historic Site
Alternative B - Mid-Range Attendance

Direct Contributions of Gettysburg NMP to Local Economy	1994	1995	1996	2007 Current Dollars
--GNMP/ENHS operations	$2,552,228	$3,280,409	$3,754,250	Likely to Grow
--Licensed Battlefield Guides	$678,509	$761,560	$510,917	Likely to Grow
--ENPMA	$800,303	$1,022,172	$1,087,374	Likely to Grow
--Eisenhower Tour	N/A	$129,966	$125,862	Likely to Grow
--Crop income	N/A	$300,000	$320,250	Stable
--FNPG	N/A	N/A	$285,071	[15]
--Visitor Expenditures	$100,436,538	$106,423,264	$104,890,068	$132,090,000
TOTALS:	**$104,467,578**	**$111,917,371**	**$110,973,792**	**Will Grow**
Tax Effects				
--Amusement	$171,922	$164,175	$146,238	Will Grow
--Wage/Per capita	$35,321	$41,222	$47,214	Likely to Grow
--Real estate	$195,030	$205,274	$223,580	Stable
--Sales	$6,026,192	$6,385,396	$6,293,404	Likely to Grow
--State Income Tax	$67,282	$131,416	$134,358	Likely to Grow
TOTALS:	**$6,495,747**	**$6,927,483**	**$6,844,794**	**Will Grow**
OVERALL IMPACT				
--Number of Visitors	1,748,932	1,717,382	1,707,120	1,850,000
--Visitor Expenditures	$100,436,538	106,423,264	$104,890,068	$132,100,000
--Operating Budgets	$4,031,040	$5,494,107	$6,083,724	Likely to grow
--Tax Revenues	$6,495,747	$6,927,483	$6,844,794	Likely to grow
TOTALS:	**$110,963,325**	**$118,844,854**	**$117,818,586**	**Will grow**
IMPACT ON LOCAL ECONOMY	***$248,557,848***	***$266,212,473***	***$263,913,633***	***Will grow***

Source: ***Economic Impact on Gettysburg and Adams County*** Prepared for 1994, 1995 and 1996. Researched and written by Wendy Becker. Distributed by Gettysburg-Adams County Area Chamber of Commerce in cooperation with Friends of the National Parks at Gettysburg and the National Park Service and The Office of Thomas J. Martin.

[15] This is a membership organization, and was not forecast.

Table VI-6C

Gettysburg NMP General Management Plan
Annual Economic Impact of the Gettysburg NMP
and Eisenhower National Historic Site
Alternative C - Mid-Range Attendance

Direct Contributions of Gettysburg NMP to Local Economy	1994	1995	1996	2007 Current Dollars
--GNMP/ENHS operations	$2,552,228	$3,280,409	$3,754,250	Likely to Grow
--Licensed Battlefield Guides	$678,509	$761,560	$510,917	Likely to Grow
--ENPMA	$800,303	$1,022,172	$1,087,374	Likely to Grow
--Eisenhower Tour	N/A	$129,966	$125,862	Likely to Grow
--Crop income	N/A	$300,000	$320,250	Stable
--FNPG	N/A	N/A	$285,071	[16]
--Visitor Expenditures	$100,436,538	$106,423,264	$104,890,068	$145,860,000
TOTALS:	**$104,467,578**	**$111,917,371**	**$110,973,792**	**Will Grow**
Tax Effects				
--Amusement	$171,922	$164,175	$146,238	Will Grow
--Wage/Per capita	$35,321	$41,222	$47,214	Likely to Grow
--Real estate	$195,030	$205,274	$223,580	Stable
--Sales	$6,026,192	$6,385,396	$6,293,404	Likely to Grow
--State Income Tax	$67,282	$131,416	$134,358	Likely to Grow
TOTALS:	**$6,495,747**	**$6,927,483**	**$6,844,794**	**Will Grow**
OVERALL IMPACT				
--Number of Visitors	1,748,932	1,717,382	1,707,120	1,950,000
--Visitor Expenditures	$100,436,538	106,423,264	$104,890,068	$145,900,000
--Operating Budgets	$4,031,040	$5,494,107	$6,083,724	Likely to grow
--Tax Revenues	$6,495,747	$6,927,483	$6,844,794	Likely to grow
TOTALS:	**$110,963,325**	**$118,844,854**	**$117,818,586**	**Will grow**
IMPACT ON LOCAL ECONOMY	***$248,557,848***	***$266,212,473***	***$263,913,633***	***Will grow***

Source: ***Economic Impact on Gettysburg and Adams County*** Prepared for 1994, 1995 and 1996. Researched and written by Wendy Becker. Distributed by Gettysburg-Adams County Area Chamber of Commerce in cooperation with Friends of the National Parks at Gettysburg and the National Park Service and The Office of Thomas J. Martin.

[16] This is a membership organization, and was not forecast.

Table VI-6D

Gettysburg NMP General Management Plan
Annual Economic Impact of the Gettysburg NMP
and Eisenhower National Historic Site
Alternative D - Mid-Range Attendance

Direct Contributions of Gettysburg NMP to Local Economy	1994	1995	1996	2007 Current Dollars
--GNMP/ENHS operations	$2,552,228	$3,280,409	$3,754,250	Likely to Grow
--Licensed Battlefield Guides	$678,509	$761,560	$510,917	Likely to Grow
--ENPMA	$800,303	$1,022,172	$1,087,374	Likely to Grow
--Eisenhower Tour	N/A	$129,966	$125,862	Likely to Grow
--Crop income	N/A	$300,000	$320,250	Stable
--FNPG	N/A	N/A	$285,071	[17]
--Visitor Expenditures	$100,436,538	$106,423,264	$104,890,068	$145,860,000
TOTALS:	**$104,467,578**	**$111,917,371**	**$110,973,792**	**Will Grow**
Tax Effects				
--Amusement	$171,922	$164,175	$146,238	Will Grow
--Wage/Per capita	$35,321	$41,222	$47,214	Likely to Grow
--Real estate	$195,030	$205,274	$223,580	Stable
--Sales	$6,026,192	$6,385,396	$6,293,404	Likely to Grow
--State Income Tax	$67,282	$131,416	$134,358	Likely to Grow
TOTALS:	**$6,495,747**	**$6,927,483**	**$6,844,794**	**Will Grow**
OVERALL IMPACT				
--Number of Visitors	1,748,932	1,717,382	1,707,120	1,950,000
--Visitor Expenditures	$100,436,538	106,423,264	$104,890,068	$145,900,000
--Operating Budgets	$4,031,040	$5,494,107	$6,083,724	Likely to grow
--Tax Revenues	$6,495,747	$6,927,483	$6,844,794	Likely to grow
TOTALS:	**$110,963,325**	**$118,844,854**	**$117,818,586**	**Will grow**
IMPACT ON LOCAL ECONOMY	***$248,557,848***	***$266,212,473***	***$263,913,633***	***Will grow***

Source: ***Economic Impact on Gettysburg and Adams County*** Prepared for 1994, 1995 and 1996. Researched and written by Wendy Becker. Distributed by Gettysburg-Adams County Area Chamber of Commerce in cooperation with Friends of the National Parks at Gettysburg and the National Park Service and The Office of Thomas J. Martin.

[17] This is a membership organization, and was not forecast.

Appendix Table A 1
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Estimated Attendance Potential
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternative B Mid-Range Visitation

	Current Typical Visits 1/	Percent To Total	Potential Stable Year Attendance
January	10,000	0.9%	12,203
February	22,000	1.9%	26,847
March	60,000	5.3%	73,219
April	115,000	10.1%	140,336
May	145,000	12.8%	176,946
June	155,000	13.6%	189,149
July	190,000	16.7%	231,860
August	150,000	13.2%	183,047
September	95,000	8.4%	115,930
October	118,000	10.4%	143,997
November	55,000	4.8%	67,117
December	22,000	1.9%	26,847
Total	1,137,000	100.0%	1,387,500

1/ Main Visitor Center Only
Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table A 2
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Visitor Center Estimated Audience and Assumed Ticketing Analysis
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternative B Mid-Range Visitation

	Percent To Total VC Attendance	Annual Attendance Distribution	Adult Ticket Price	$ Share of Full Combo Tickets	% Share of Full Combo Tickets	$ Share of NPS Venue Combo Tickets	% Share of NPS Combo Tickets
Visitors That Use The Visitor Center	100%	1,387,500					
Use of Visitor Center Free Areas Only	48%	666,000					
Attend One or More Ticketed Venues of Visitor Center	52%	721,500					
Combination Ticket (All Venues)	15%	208,125	$7.75				
Gettysburg Film Theater Only	13%	180,375	$4.00	$3.10	40.0%		
Cyclorama Only	4%	55,500	$3.00	$2.325	30.0%	$2.50	50.0%
Electric Map Only	12%	166,500	$3.00	$2.325	30.0%	$2.50	50.0%
Electric/Cyclorama	8%	111,000	$5.00				
Total Ticketed	52%	721,500		$7.75	100%	$5.00	100%
NPS Museum	50%	693,750	$0.00				

Visitation at Individual Components	Percent Visiting	Number of Visitors	Total Ticket Revenue	Attendance Per Total VC Visitors	Total VC Visitors Ticket Revenue Per Cap	Venue Attendees Ticket Revenue Per Cap
Gettysburg Film Theater	28%	388,500	$1,148,018			
Cyclorama	27%	374,625	728,394			
Electric Map	35%	485,625	989,799			
NPS Museum	50%	693,750	-			
Total Venue Attendance		1,942,500	$2,866,211	1.4	$2.07	$3.97

Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table A 3
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Estimated Attendance Analysis - Visitor Center Retail Facilities
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternative B Mid-Range Visitation

	Total Visitors To Visitor Center	Estimated % Who Visit Any Store	Who Visit An Individual Store	% Who Purchase at Store	Who Visit Any Store	Number of Visitors	Number of Purchasers
Eastern National Bookstore			45%	30%		624,375	416,250
Eastern National Museum Shop			50%	34%		693,750	471,750
Total	1,387,500	65%			901,875	1,318,125	888,000
Average Stores Visited Of Those Who Visit Stores						1.5	

Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table A 4
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Estimated Visitor Usage Potential of Cafeteria
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternative B Mid-Range Visitation

	Seats	"Turns" Per Day	Days Per Month	Total Patrons 1/	Meal Market Penetration	Estimated Other Food & Drink Sales Market Penetration	Other Food & Drink Buyers 2/
January	300	0.4	31	3,720	30%	10%	1,220
February	300	1.0	28	8,400	31%	10%	2,685
March	300	1.8	31	16,740	23%	10%	7,322
April	300	3.0	30	27,000	19%	10%	14,034
May	300	3.0	31	27,900	16%	10%	17,695
June	300	3.0	30	27,000	14%	10%	18,915
July	300	3.3	31	30,690	13%	10%	23,186
August	300	3.2	31	29,760	16%	10%	18,305
September	300	3.0	30	27,000	23%	10%	11,593
October	300	3.0	31	27,900	19%	10%	14,400
November	300	2.3	30	20,700	31%	10%	6,712
December	300	0.9	31	8,370	31%	10%	2,685
Total			365	255,180			138,750

1/ This is the number of people buying lunch or a small meal.
2/ These are people who make a small purchase such as a drink or candy bar.
Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table A 6
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Gettysburg Film Theater
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternative B Mid-Range Visitation

	Stable Year
Full Admissions	180,375
Full Combo Admissions	208,125
Total Attendance	388,500
Revenue	
Avg. Admission Fee	$2.96
Admission Revenue	$1,148,018
Less Admissions Taxes	$114,802
Net Revenue	$1,033,216
Expenses	
Equipment Maintenance	$50,000
Fixed Op. Costs	300,000
Replacement Reserve	30,000
Marketing/Promo	97,125
Total Operating Expenses	$477,125
Net Operating income	$556,091

Assumptions

Facility Size in SF	10,000			
Fixed Op. Costs	$300,000		Equipment Maintenance	$50,000
(includes staff, add'l utilities, prints, lamps etc.)			Admissions Taxes % of Ticket Sales	10%
			Marketing/Promo	
Replacement Reserve	$30,000	Annually	Per Capita	$0.25

Admission Price Assumptions	**% to Total Theater Attendees**	**Percent of Adult Price**	**Theater Only Admission Price**	**Combo Tickets Theater Share**
Adult	48%	100%	$4.00	$3.10
Group Sales/Senior	12%	85%	$3.40	$2.64
Children	20%	75%	$3.00	$2.33
Student Group	18%	60%	$2.40	$1.86
Free	2%	0%	$0.00	$0.00
Weighted Average	100%		$3.36	$2.60
Per Capita Admission Revenue				$2.96

Note: National Geographic estimates $5 to $8 million for film production and fit-out. These pro-formas assume These amounts will be 100% fund-raised under a fund-raising plan approved by the NPS. This is not an IMAX-type theater but a 30 to 35 minute destination type film.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin.

Appendix Table A 7
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Electric Map Theater
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternative B Mid-Range Visitation

	Stable Year
Electric Map Only Tickets	166,500
Full Combo Tickets	208,125
NPS Combo Tickets	111,000
TOTAL ATTENDANCE	485,625
Revenue	
Avg. Admission Fee	$2.04
Admission Revenue	$989,799
Less Admissions Taxes	$98,980
Net Revenue	$890,819
Expenses	
Salaries & Benefits	$175,000
G&A/Insur./Maint./ Supplies/Exhibits	54,000
Total Expenses	$229,000
Net Operating income	$661,819

Assumptions

Facility Size in SF	6,000	Map Theater Only	Salaries & Benefits	$175,000
G&A/ Exhibit Maintenance / Supplies	$9.00	Per S.F.	Admissions Taxes % of Ticket Sales	10%

Admission Price Assumptions	**% to Total Museum Attendees**	**Percent of Adult Price**	**Admission Price**	**Full Combo Tickets Elec. Map Share**	**NPS Combo Tickets Elec. Map Share**
Adult	55.0%	100%	$3.00	$2.33	$2.50
Group Sales/Senior	10.0%	85%	$2.55	$1.98	$2.13
Children	20.0%	75%	$2.25	$1.74	$1.88
Free/Students	15.0%	0%	$0.00	$0.00	$0.00
Weighted Average	100.0%		$2.36	$1.83	$1.96
Per Capita Admission Revenue			$2.04		

Note: Operating costs based on Eastern National historical operating costs.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin.

Appendix Table A 8
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Cyclorama

Combined Visitor Center Stable Year (2007) In Current Dollars

GMP Alternative B Mid-Range Visitation

	Stable Year
Cyclorama Only Tickets	55,500
Full Combo Tickets	208,125
NPS Combo Tickets	111,000
TOTAL ATTENDANCE	374,625
Revenue	
Avg. Admission Fee	$1.94
Admission Revenue	$728,394
Less Admissions Taxes	$72,839
Net Revenue	$655,555
Expenses	
Salaries & Benefits	$130,000
G&A/Maint./ Supplies/Exhibits	126,000
Total Expenses	$575,587
Net Operating income	$32,902

Assumptions

Facility Size in SF	18,000	Cyclo. Only	Admissions Taxes % of Ticket Sales	10%
G&A/ Exhibit Maintenance / Supplies	$7.00	Per S.F.	Salaries & Benefits	$130,000

Admission Price Assumptions	**% to Total Museum Attendees**	**Percent of Adult Price**	**Admission Price**	**Full Combo Tickets Cyclorama Share**	**NPS Combo Tickets Cyclorama Share**
Adult	55.0%	100%	$3.00	$2.33	$2.50
Group Sales/Senior	10.0%	85%	$2.55	$1.98	$2.13
Children	20.0%	75%	$2.25	$1.74	$1.88
Free/Students	15.0%	0%	$0.00	$0.00	$0.00
Weighted Average	100.0%		$2.36	$1.83	$1.96
Per Capita Admission Revenue			$1.94		

Note: Operating costs based on Eastern National historical operating costs.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin.

Appendix Table A 9
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
NPS Museum
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternative B Mid-Range Visitation

	Stable Year
TOTAL ATTENDANCE	693,750
Revenue	
Avg. Admission Fee	$0.00
Admission Revenue	$0
Additional Operating Expenses	
Salaries & Benefits	$200,000
G&A/Insur./Maint./ Supplies/Exhibits	118,800
Total Expenses	$318,800
Net Operating income	($318,800)

Assumptions

				Salaries & Benefits	$200,000
G&A/ Exhibit Maintenance / Supplies	$5.00	Per S.F.		Facility Size in SF	23,760

Admission Price Assumptions	**% to Total Museum Attendees**	**Percent of Adult Price**	**Admission Price**	**Full Combo Tickets Museum Share**	**NPS Combo Tickets Museum Share**
Adult	55.0%	100%	$0.00	$0.00	$0.00
Group Sales/Senior	10.0%	85%	$0.00	$0.00	$0.00
Children	20.0%	75%	$0.00	$0.00	$0.00
Free/Students	15.0%	0%	$0.00	$0.00	$0.00
Weighted Average	100.0%		$0.00	$0.00	$0.00
Per Capita Admission Revenue			$0.00		

Note: Operating costs are over and above what NPS currently spends, and do not reflect the total operating costs of the museum.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin.

Appendix Table A 10
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Eastern National Bookstore and Museum Shop
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternative B Mid-Range Visitation

	Stable Year
Eastern National Bookstore	
Revenue	$2,497,500
Expense	
Cost of Goods Sold	$1,268,730
Cost of Sales	533,216
Total Expense	$1,801,946
Net Operating Income	$695,554
Eastern National Museum Store	
Revenue	$2,004,938
Expense	
Cost of Goods Sold	$1,082,666
Cost of Sales	428,054
Total Expense	$1,510,720
Net Operating Income	$494,217
Total Free Cash Flow (Combined NOI)	$1,189,771
Assumptions	
Book Store Size 1/	3,600
Museum Store Size 1/	2,400
Cost of Sales Bookstore 2/	50.8%
Cost of Sales Museum Shop 2/	54.0%
Selling Expenses 3/	21.35%

1/ Space allocated between stores based on estimated sales.
2/ Per Eastern National based on its existing operations.
3/ Per Eastern National based on its existing operations, Includes salaries and benefits, payroll, freight, depreciation, credit card charges and miscellaneous.
This Pro Forma assumes facility operations provision by the Visitor Center.
Source: National Park Service, Eastern National and the Office of Thomas J. Martin.

Appendix Table A 11
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Cafeteria
Combined Visitor Center Stable Year (2007) In Current Dollars
GMP Alternative B Mid-Range Visitation

	Stable Year
Revenues	
Cafeteria	$1,449,338
Expense	
Cost of Sales	$1,014,536
Rent	180,000
Building Operating Expense Reimbursements to Foundation	25,481
Total Expense	$1,220,017
Net Operating Income	$229,320
Assumptions	
Cafeteria Square Footage	6,000
Cafeteria Rent Per SF	$30.00
Cost of Operations - Cost of Goods, Personnel, Fit-out & Misc.	70%
Shared Services Expense Per SF	$4.25

Note: Operating Costs are based on industry averages, including fit-out costs. This Pro Forma assumes facility operations provision by the Visitor Center.
Source: National Park Service And the Office of Thomas J. Martin.

APPENDIX B

GMP Alternative C and D
Year One Economic Evaluation

Appendix Table B 1
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Estimated Attendance Potential
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Current Typical Visits 1/	Percent To Total	Potential Stable Year Attendance
January	10,000	0.9%	11,821
February	22,000	1.9%	26,005
March	60,000	5.3%	70,923
April	115,000	10.1%	135,937
May	145,000	12.8%	171,398
June	155,000	13.6%	183,219
July	190,000	16.7%	224,591
August	150,000	13.2%	177,309
September	95,000	8.4%	112,296
October	118,000	10.4%	139,483
November	55,000	4.8%	65,013
December	22,000	1.9%	26,005
Total	1,137,000	100.0%	1,344,000

1/ Main Visitor Center Only.
Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table B 2
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Visitor Center Estimated Audience and Assumed Ticketing Analysis

Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Percent To Total VC Attendance	Number	Adult Ticket Price	$ Share of Full Combo Tickets	% Share of Full Combo Tickets	$ Share of NPS Venue Combo Tickets	% Share of NPS Combo Tickets
Visitors That Use The Visitor Center	100%	1,344,000					
Use of Visitor Center Free Areas Only	48%	645,120					
Attend One or More Ticketed Venues of Visitor Center	52%	698,880					
Combination Ticket (All Venues)	15%	201,600	$7.75				
Gettysburg Film Theater Only	13%	174,720	$4.00	$3.10	40.0%		
Cyclorama Only	4%	53,760	$3.00	$2.325	30.0%	$2.50	50.0%
Electric Map Only	12%	161,280	$3.00	$2.325	30.0%	$2.50	50.0%
Electric/Cyclorama	8%	107,520	$5.00				
Total Ticketed	52%	698,880		$7.75	100%	$5.00	100%
NPS Museum	50%	672,000	$0.00				

Visitation at Individual Components	Percent Visiting	Number of Visitors	Total Ticket Revenue	Attendance Per Total VC Visitors	Total VC Visitors Ticket Revenue Per Cap	Venue Attendees Ticket Revenue Per Cap
Gettysburg Film Theater	28%	376,320	$1,112,026			
Cyclorama	27%	362,880	705,558			
Electric Map	35%	470,400	958,768			
NPS Museum	50%	672,000	-			
Total Venue Attendance		1,881,600	$2,776,351	1.4	$2.07	$3.97

Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table B 3
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Estimated Attendance Analysis - Visitor Center Retail Facilities
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Total Visitors To Visitor Center	Estimated % Who Visit Any Store	Who Visit An Individual Store	% Who Purchase at Store	Who Visit Any Store	Number of Visitors	Number of Purchasers
Eastern National Bookstore			45%	30%		604,800	403,200
Eastern National Museum Shop			50%	34%		672,000	456,960
Total	1,344,000	65%			873,600	1,276,800	860,160
Average Stores Visited Of Those Who Visit Stores						1.5	

Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table B 4
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Estimated Visitor Usage Potential of Cafeteria
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Seats	"Turns" Per Day	Days Per Month	Total Patrons 1/	Meal Market Penetration	Estimated Other Food & Drink Sales Market Penetration	Other Food & Drink Buyers 2/
January	300	0.4	31	3,720	31%	10%	1,182
February	300	1.0	28	8,400	32%	10%	2,601
March	300	1.8	31	16,740	24%	10%	7,092
April	300	3.0	30	27,000	20%	10%	13,594
May	300	3.0	31	27,900	16%	10%	17,140
June	300	3.0	30	27,000	15%	10%	18,322
July	300	3.3	31	30,690	14%	10%	22,459
August	300	3.2	31	29,760	17%	10%	17,731
September	300	3.0	30	27,000	24%	10%	11,230
October	300	3.0	31	27,900	20%	10%	13,948
November	300	2.3	30	20,700	32%	10%	6,501
December	300	0.9	31	8,370	32%	10%	2,601
Total			365	255,180			134,400

1/ This is the number of people buying lunch or a small meal.
2/ These are people who make a small purchase such as a drink or candy bar.
Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table B 5
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Retail and Restaurant Spending Analysis And Operating Profile
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

Visitation Profile To Commercial Venues	% of Total VC Visitors Who Shop in Stores	Number of Shoppers / Diners Per Store	% of Total VC Visitors Who Make Purchases	Number of Purchasers	Per Purchaser Spending on Retail or Food: With Visitor Center	Gross Revenue Potential: With Visitor Center
Eastern National Bookstore	45%	604,800	30%	403,200	$6.00	2,419,200
Eastern National Museum Shop	50%	672,000	34%	456,960	$4.25	1,942,080
Cafeteria Snacks	11%	150,000	10%	134,400	$1.25	168,000
Cafeteria Meals	20%	275,000	19%	255,180	$5.00	1,275,900
Total		1,701,800		1,249,740		$5,805,180

Per Capita Spending Of Visitor Center Visitors	**With Visitor Center**
Retail Per Cap	$3.25
Rest. Per Cap	$1.07
Total Retail / Restaurant	$4.32

Source: National Park Service And the Office of Thomas J. Martin .

Appendix Table B 6
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Gettysburg Film Theater
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Full Admissions	174,720
Full Combo Admissions	201,600
Total Attendance	376,320
Revenue	
Avg. Admission Fee	$2.96
Admission Revenue	$1,112,026
Less Admissions Taxes	$111,203
Net Revenue	$1,000,823
Expenses	
Equipment Maintenance	$50,000
Fixed Op. Costs	300,000
Replacement Reserve	30,000
Marketing/Promo	94,080
Total Operating Expenses	$474,080
Net Operating income	$526,743

Assumptions

Facility Size in SF	10,000		Equipment Maintenance	$50,000
Fixed Op. Costs (includes staff, add'l utilities, prints, lamps etc.)	$300,000		Admissions Taxes % of Ticket Sales	10%
Replacement Reserve	$30,000	Annually	Marketing/Promo Per Capita	$0.25

Admission Price Assumptions	**% to Total Theater Attendees**	**Percent of Adult Price**	**Theater Only Admission Price**	**Combo Tickets Theater Share**
Adult	48%	100%	$4.00	$3.10
Group Sales/Senior	12%	85%	$3.40	$2.64
Children	20%	75%	$3.00	$2.33
Student Group	18%	60%	$2.40	$1.86
Free	2%	0%	$0.00	$0.00
Weighted Average	100%		$3.36	$2.60
Per Capita Admission Revenue				$2.96

Note: National Geographic estimates $5 to $8 million for film production and fit-out. These pro-formas assume These amounts will be 100% fund-raised under a fund-raising plan approved by the NPS. This is not an IMAX-type theater but a 30 to 35 minute destination type film.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin.

Appendix Table B 7
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Electric Map Theater
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Electric Map Only Tickets	161,280
Full Combo Tickets	201,600
NPS Combo Tickets	107,520
TOTAL ATTENDANCE	470,400
Revenue	
Avg. Admission Fee	$2.04
Admission Revenue	$958,768
Less Admissions Taxes	$95,877
Net Revenue	$862,891
Expenses	
Salaries & Benefits	$175,000
G&A/Insur./Maint./ Supplies/Exhibits	54,000
Total Expenses	$229,000
Net Operating income	$633,891

Assumptions

Facility Size in SF	6,000	Map Theater Only	Salaries & Benefits	$175,000
G&A/ Exhibit Maintenance / Supplies	$9.00	Per S.F.	Admissions Taxes % of Ticket Sales	10%

Admission Price Assumptions	**% to Total Museum Attendees**	**Percent of Adult Price**	**Admission Price**	**Full Combo Tickets Elec. Map Share**	**NPS Combo Tickets Elec. Map Share**
Adult	55.0%	100%	$3.00	$2.33	$2.50
Group Sales/Senior	10.0%	85%	$2.55	$1.98	$2.13
Children	20.0%	75%	$2.25	$1.74	$1.88
Free/Students	15.0%	0%	$0.00	$0.00	$0.00
Weighted Average	100.0%		$2.36	$1.83	$1.96
Per Capita Admission Revenue			$2.04		

Note: Operating costs based on Eastern National historical operating costs.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin.

Appendix Table B 8
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Cyclorama
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Cyclorama Only Tickets	53,760
Full Combo Tickets	201,600
NPS Combo Tickets	107,520
TOTAL ATTENDANCE	362,880
Revenue	
Avg. Admission Fee	$1.94
Admission Revenue	$705,558
Less Admissions Taxes	70,556
Net Revenue	$635,002
Expenses	
Salaries & Benefits	$130,000
G&A/ Exhibit Maintenance /	126,000
Total Expenses	$256,000
Net Operating income	$379,002

Assumptions

Facility Size in SF	18,000	Cyclo: Only	Admissions Taxes % of Ticket Sales	10%
G&A/ Exhibit Maintenance /	$7.00	Per S.F.	Salaries & Benefits	$130,000

Admission Price Assumptions	**% to Total Museum Attendees**	**Percent of Adult Price**	**Admission Price**	**Full Combo Tickets Cyclorama Share**	**NPS Combo Tickets Cyclorama Share**
Adult	55.0%	100%	$3.00	$2.33	$2.50
Group Sales/Senior	10.0%	85%	$2.55	$1.98	$2.13
Children	20.0%	75%	$2.25	$1.74	$1.88
Free/Students	15.0%	0%	$0.00	$0.00	$0.00
Weighted Average	100.0%		$2.36	$1.83	$1.96
Per Capita Admission Revenue			$1.94		

Note: Operating costs based on Eastern National historical operating costs.
This Pro Forma assumes facility operations provision by the Visitor Center.
Source: National Park Service, Eastern National And the Office of Thomas J. Martin.

Appendix Table B 9
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
NPS Museum
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
TOTAL ATTENDANCE	672,000
Revenue	
Avg. Admission Fee	$0.00
Admission Revenue	$0
Additional Operating Expenses	
Salaries & Benefits	$200,000
G&A/Insur./Maint./ Supplies/Exhibits	118,800
Total Expenses	$318,800
Net Operating income	($318,800)

Assumptions

G&A/ Exhibit Maintenance / Supplies	$5.00	Per S.F.	Salaries & Benefits	$200,000
			Facility Size in SF	23,760

Admission Price Assumptions	**% to Total Museum Attendees**	**Percent of Adult Price**	**Admission Price**	**Full Combo Tickets Museum Share**	**NPS Combo Tickets Museum Share**
Adult	55.0%	100%	$0.00	$0.00	$0.00
Group Sales/Senior	10.0%	85%	$0.00	$0.00	$0.00
Children	20.0%	75%	$0.00	$0.00	$0.00
Free/Students	15.0%	0%	$0.00	$0.00	$0.00
Weighted Average	100.0%		$0.00	$0.00	$0.00
Per Capita Admission Revenue			$0.00		

Note: Operating costs are over and above what NPS currently spends, and do not reflect the total operating costs of the museum.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service, Eastern National And the Office of Thomas J. Martin.

Appendix Table B 10
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projections
Eastern National Bookstore and Museum Shop
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Eastern National Bookstore	
Revenue	$2,419,200
Expense	
Cost of Goods Sold	$1,228,954
Cost of Sales	516,499
Total Expense	$1,745,453
Net Operating Income	$673,747
Eastern National Museum Store	
Revenue	$1,942,080
Expense	
Cost of Goods Sold	$986,577
Cost of Sales	$414,634
Total Expense	$1,401,211
Net Operating Income	$540,869
Total Free Cash Flow (Combined NOI)	$1,214,616
Assumptions	
Book Store Size 1/	3,600
Museum Store Size 1/	2,400
Cost of Sales Bookstore 2/	50.8%
Cost of Sales Museum Shop 2/	54.0%
Selling Expenses 3/	21.35%

1/ Space allocated between stores based on estimated sales.

2/ Per Eastern National based on its existing operations.

3/ Per Eastern National based on its existing operations. Includes salaries and benefits, payroll, freight, depreciation, credit card charges and miscellaneous.

This Pro Forma assumes facility operations provision by the Visitor Center.

Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table B 11
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Cafeteria
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year
Revenues	
Cafeteria	$1,443,900
Expense	
Cost of Sales	$1,010,730
Rent	180,000
Building Operating Expense Reimbursements to Foundation	25,481
Total Expense	$1,216,211
Net Operating Income	$227,689
Assumptions	
Cafeteria Square Footage	6,000
Cafeteria Rent Per SF	$30.00
Cost of Operations - Cost of Goods, Personnel, Fit-out & Misc.	70%
Shared Services Expense Per SF	$4.25

Note: Operating Costs are based on industry averages, including fit-out costs.
This Pro Forma assumes facility operations provision by the Visitor Center.
Source: National Park Service And the Office of Thomas J. Martin.

Appendix Table B 12
Gettysburg NMP General Management Plan
Estimated Pro Forma Operating Projection
Summary Combined Visitor Center Operations
Combined Visitor Center Year One In Current Dollars
GMP Alternatives C and D Mid-Range Visitation

	Stable Year (2007)
Revenues by Source	
Electric Map Admissions	$958,768
Cyclorama Program Admissions	705,558
Gettysburg Film Theater	1,112,026
Eastern National Bookstore Gross Revenue	2,419,200
Eastern National Museum Store Gross Revenue	1,942,080
Non Exclusive Tour & Licensed Battlefield Guide Tour Center	100,000
Cafeteria Rent	180,000
Cafeteria Contribution to Building Operations	25,481
Other Misc. Revenues	20,000
TOTAL	$7,463,112
Less Admissions Taxes	$277,635
Net Revenue	$7,185,477
Facility Operating Expenses	
Retail Cost of Goods Sold	$2,215,530
Retail Cost of Sales	$931,133
Electric Map, Cyclorama, Gettysburg Film Theater Costs	959,080
NPS Museum Operating Expense	318,800
Building Operating Expenses	429,353
Total Expense	$4,853,896
Net Operating Income	$2,331,581
Less: Bookstore Revenue To Eastern National and NPS to Support Operations In Other Parks	$420,000
Less: Eastern National Return To Gettysburg NMP For Interpretive Programs and Resource Protection	$393,300
Available for Project Financing	$1,518,281
Supportable Debt 1/	$11,925,367
Supportable Debt (Rounded)	$11,925,000

1/ Based on 8% interest rate, 20 year term and 1.25 Debt Coverage ratio
Source: National Park Service And the Office of Thomas J. Martin.