

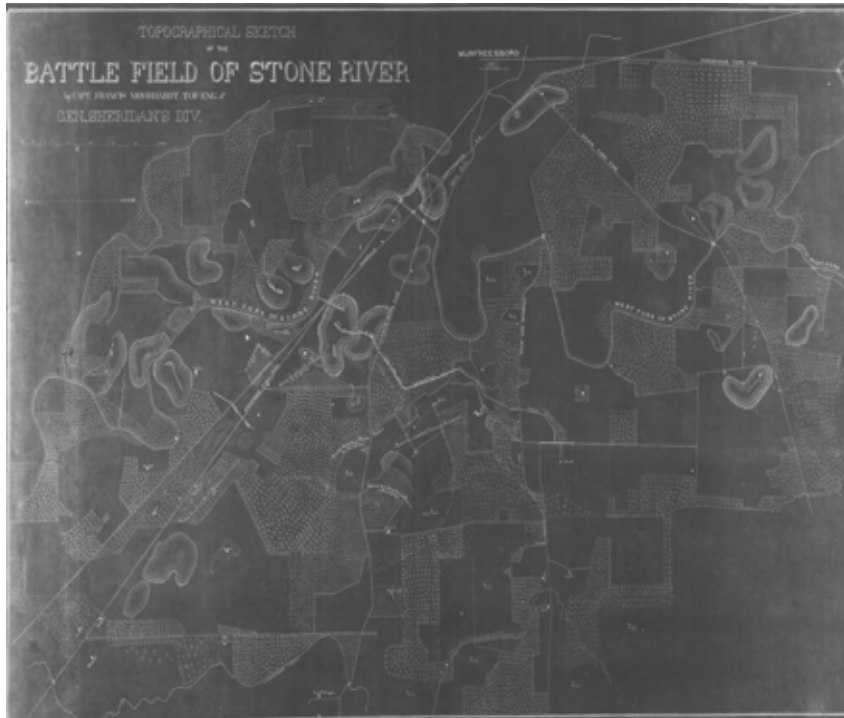


Stones River National Battlefield Business Plan

Fiscal Year 2005



Park Map



Introduction

The purpose of business planning in the National Park Service is to improve the abilities of parks to more clearly communicate their financial status with principal stakeholders. A business plan answers such questions as: What is the business of this park unit? How much money does this park need to be operated within appropriate standards? This plan demonstrates the functional responsibilities, operational standards, and financial picture of the park.

The business planning process is undertaken to accomplish three main tasks. First, it provides the park with a synopsis of its funding history. Second, it presents a clear, detailed picture of the state of current park operations and funding. Finally, it outlines park priorities and funding strategies.

A common methodology is applied by all parks developing business plans. Park activities are organized into five functional areas, which describe all areas of business for which a park is responsible. The functional areas are then further broken down into 33 programs. This allows the park to move beyond the traditional National Park Service method of reporting expenditures in terms of fund sources, and instead report expenditures in terms of activities. As a result, the park can communicate its financial situation more clearly to external audiences. Furthermore, using the same 33 program structure for all parks provides a needed measure of comparability across park units.

This process is aided by the use of an Electronic Performance Support System, a web-based application that allows parks to complete the data collection, analysis, and document production with step-by-step instruction.

Completing the business plan process not only enables a park to produce a powerful communication tool, but also provides park management with financial and operational baseline knowledge for future decision-making.

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Foreword



Superintendent Stuart K. Johnson

Stones River National Battlefield is a tranquil enclave in one of the most rapidly growing metropolitan areas in the United States. Even with throngs of visitors enthralled by the sights and sounds of cannon or muskets being fired during living history programs, it's difficult to believe that for three terrible days during the winter of 1862 – 63, this patchwork landscape of fields, hardwood forests and cedar glades was the site of one of the Civil War's bloodiest encounters. Over 81,000 Union and Confederate soldiers fought for control of middle Tennessee and the network of turnpikes and railroads that served it. Although the battle was a tactical draw, it was an important strategic victory for the North. Both sides paid a high cost with total casualties exceeding 23,000.

Those of use who are privileged to work here take enormous pride in what we do to preserve this place and interpret the events that occurred here. But the average visitor might be surprised to learn of the amount of work hours and level of effort that are required to manage a park of such historical significance.

The FY2005 Business Plan for Stones River National Battlefield successfully identifies, describes and analyzes the tasks and activities required to operate this unit of the National Park Service (NPS). The good news is that the park does a great job at extracting the maximum efficiency from the financial and human resources with which we are entrusted. This is not a surprise. The staff here is extremely dedicated and they consistently exceed normal expectations. The bad news is that there is already a considerable gap between what we do now, and what we would need to do to run the park on an optimal basis. To manage the park as it should be managed, we need an additional nine

employees. The funding gap identified for this optimal service level is approximately \$600,000. This was not surprising to members of the park staff who have experienced the effects of the funding gap first hand.

If the park makes no changes to its basic operations, and continues to manage at a status quo level, we will be \$106,000 in the red by 2011, and this has nothing to do with reaching an optimal level of operations. Therefore, we have no option but to start making changes in the way we manage the park.

When we look to the 150th anniversary of the Battle of Stones River on December 31, 2012 – January 2, 2013, our goal is to be more efficiently managed, more diversely funded and to be a more sustainable organization. The business plan provides a framework for attaining these goals.

Many thanks to the staff of Stones River for taking the time out of their busy schedules and putting their energy and skills into this project. This undertaking would not have been completed without the hard work of our business plan consultants: Brent Acree and Kate Choban, and the support of the NPS Washington Office and the Student Conservation Association. We hope this plan communicates the park's critical fiscal needs and we welcome comments and participation in this continuing process.

Stuart K. Johnson
Superintendent

Executive Summary

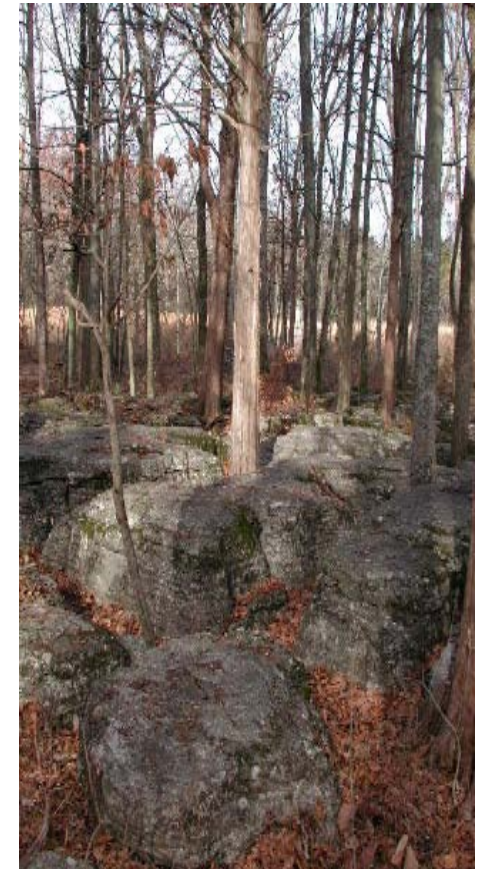
This business plan is designed to capture the financial condition and capabilities of Stones River National Battlefield during FY2005 and to provide insight into the park's needs and priorities over the next five years. Specifically, this plan describes how operational expenditures and investments were made, identifies where funding gaps exist, and determines key investment and operational priorities for the future. It also provides strategies for reducing costs and increasing non-appropriated funds. The following are a few of the park's most significant challenges and opportunities.

- Stones River struggles to meet its mission and operating standards at its current funding level. As an example, in FY2005, Stones River spent \$302,000 on Facility Operations and Maintenance; the two functional areas which cover the basic care of the park's grounds and infrastructure. However, \$528,000 was required to fully meet park needs leading to a shortfall of \$226,000. This shortfall represents 37% of the park's total deficit identified through the business plan process. Insufficient funding results in the failure to achieve many of the park's primary goals.
- The functional areas with the greatest need for additional funding are Resource Management (a \$168,000 shortfall) and Facility Operations (a \$158,000 shortfall). Activities related to the preservation of the park's cultural and natural resources, such as maintaining museum and archival artifacts, protecting threatened and endangered species and native plants and grasses, and utilizing invasive species control measures are among those most affected by the shortfall in

Resource Management. The Facility Operations program has the greatest need for more funds in activities related to Grounds, Buildings and Janitorial Operations.

- Volunteers and partner organizations have provided a pool of labor for Stones River. Over the past few years, the park has relied on Middle Tennessee State University and the City of Murfreesboro to make significant contributions to mission-related operations. With almost 10,000 hours of service to the park in FY2005, volunteer contributions have also helped assure continued services amid budget shortfalls.
- Strategies to remedy the funding shortfall at the park rely on revisiting standard practices and finding creative solutions to park challenges. Stones River is committed to exploring new and innovative opportunities to reduce costs and generate additional revenue while maintaining its focus on the park's mission. Cost reduction strategies, such as the elimination of unnecessary park vehicles, will enable the park to redirect resources to under-funded programs. Additionally, enhancing partnerships and examining fees for living history programs will allow the park to increase its revenue. Together, these strategies serve as a basis for the park to operate more efficiently without relying solely on an increase in appropriated base funding.

Despite the challenges presented in this plan, the outstanding efforts of park staff, volunteers, and partners create a bright future for Stones River National Battlefield.



Limestone outcroppings at the Slaughter Pen, where a major portion of the Battle of Stones River occurred.

Park Overview



A reenactment of the Battle of Stones River.

“I can never forget, whilst I remember anything, that about the end of last year and at the beginning of this, you gave us a hard-earned victory, which, had there been a defeat instead, the nation could scarcely have lived over.”

-President Abraham Lincoln to Union General Rosecrans, 1863, on the Battle of Stones River

Stones River National Battlefield was established by an act of Congress in 1927 to preserve a portion of the site of the Battle of Stones River; the key Civil War battle in the struggle for middle Tennessee. From December 31, 1862 to January 2, 1863, over 81,000 Union and Confederate soldiers hammered away at each other in a patchwork landscape of farm fields, hardwood forests and cedar brakes in a bitterly fought contest that resulted in over 23,000 casualties. The Battle of Stones River gave President Lincoln a badly needed victory during a low point in the Union war effort, and transformed Murfreesboro into a critical staging area and supply depot for the successful Federal drive on Chattanooga and the subsequent campaign for Atlanta.

The 650-acre park interprets the Battle of Stones River and the subsequent Union occupation of Murfreesboro, Tennessee. It is located in Rutherford County, three miles northwest of downtown Murfreesboro and thirty miles southeast of Nashville. A newly renovated and expanded visitor center interprets the battle through museum exhibits, a videotape presentation and book sales. Other interpretive opportunities include publications, wayside exhibits, ranger programs, and a self-guiding driving tour of the park.

Cultural and Natural Resources

Stones River National Battlefield consists of several

non-contiguous parcels of land and preserves only a small portion of the more than 4,000 acres over which the battle raged. The Nashville Pike Unit, south of the Stones River National Cemetery, encompasses the area where Confederate forces on December 31, 1862 turned the Union flank and were in turn checked by massed Federal artillery. Just to the north of the park’s visitor center, across Highway 41, the McFadden Farm Unit preserves the site of the last day of fighting, where massed Union artillery was again the decisive factor in turning back the final Confederate assault. The park also owns land containing fragments of Fortress Rosecrans which was built after the battle as a supply depot. The Fortress was the largest enclosed earthwork built during the Civil War. Memorial structures such as the U.S. Regulars and Hazen Brigade Monuments (said to be the oldest monument of the Civil War), together with the commemorative landscape of the Stones River National Cemetery, are tangible reminders of the sacrifices of the soldiers who fought at Stones River.

The museum collection of Stones River includes two dozen cannon tubes, personal weapons, accoutrements, flags and personal items from the Civil War period, as well as photographs and archives. Among the highlights of the objects on display are: two cannon tubes that were present at the battle in 1862-1863; a rare wooden cemetery marker; a Medal of Honor; various muskets, small arms and uniforms. Objects not on display are stored in the new curatorial storage room adjacent to the museum and bookstore.

In addition to cultural resources, two endangered plant species are present in the park and extensive measures have been taken to preserve these species. The park also

protects several indigenous, fragile cedar glades. These cedar glades are not only important natural resources but were also significant features of the landscape during the battle. The National Park Service works closely with the Tennessee Natural Heritage Program in the management of these glades.

Recreational Activities

In addition to the natural and cultural resources of Stones River, the park offers opportunities for numerous forms of recreation. Recreational activities available at the park include auto touring, biking, bird watching, fishing, hiking, interpretive programs and nature walks. Stones River serves as a green space in the middle of Murfreesboro, a growing city with a population of about 82,000. Local community members enjoy using the park for jogging and walking their dogs. The park also has a picnic area that is popular with visitors. Both Stones River National Battlefield and Stones River National Cemetery provide a haven for

Enabling Legislation

In 1862, Congress passed legislation creating national cemeteries, one of which was established on the battlefield at Stones River. On March 3, 1927, Stones River National Military Park was established under the Secretary of War (44 Stat. 1399). In June 1933, the park was transferred to the National Park Service under the Department of the Interior. On April 22, 1960, the park was expanded and redesignated as Stones River National Battlefield (74 Stat. 82). The park was also expanded in 1987 and 1991.

local residents seeking an outdoor experience.

Unique Challenges

Stones River National Battlefield preserves and protects an outstanding assemblage of cultural and natural wealth. However, the park is faced with unique challenges as well. Stones River has seen an increase in available funds for projects, such as the recent renovation and expansion of the visitor center, but has not received corresponding funds to maintain the facilities. Stones River also faces budget constraints that limit the ability of the park to maintain its natural and cultural resources, which are crucial to the interpretation of a Civil War battlefield. Despite these fiscal challenges, the staff of Stones River is committed to working collaboratively to ensure the long-term viability of the park.

Mission Statement

The mission of Stones River National Battlefield is to preserve the landscapes, structures, and historic objects of the battlefield of Stones River and Fortress Rosecrans and interpret the stories of these resources to promote understanding and appreciation of the battle and related events. The National Cemetery pre-dates the establishment of the battlefield and tangibly illustrates the nation's respect for the war dead, while underscoring the sacrifices made by soldiers and civilians alike.

Inventory

General Information

650 acres
207,969 annual visits in 2005
10 permanent employees out of
17 authorized FTE positions
9,986 volunteer hours

Cultural and Historic Features

21 historic structures
13 recorded archaeological sites
5,423 archaeological artifacts
100,476 catalogued objects
9 cultural landscapes
4 types of historic fences

Natural Resources

24 mammal species
152 bird species
30 reptile and amphibian species
44 fish species
550 plant species
2 endangered species
1.4 miles of streams or rivers
15 wetlands

Park Infrastructure

1 picnic area
1 visitor center
4 miles of roads
188 signs
12,957 linear feet of fencing

Historical Context

Adjusted Base Budget

In FY2005, the park's appropriated base budget increased 21%, a CPI-adjusted increase of 16.8%.

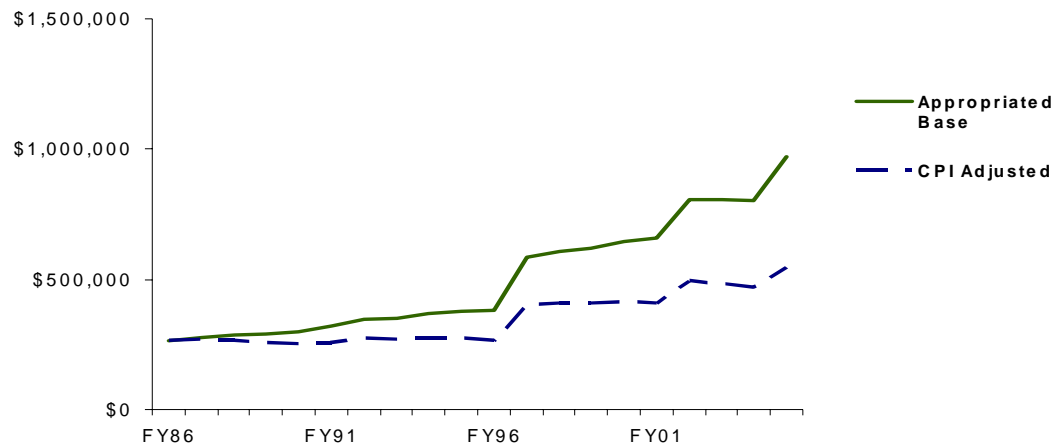
Since FY1986, Stones River has experienced modest yearly growth in its appropriated base budget punctuated by three major increases of 54% in FY1997, 22% in FY2002 and 21% in FY2005. Although this appears to be healthy growth when viewed in nominal monetary terms, a different picture arises when the budget is examined in real terms, using the effect of inflation. When adjusted for inflation using the Consumer Price Index (CPI), the park's base budget has actually experienced negative growth rates for the past nine out of nineteen years.

At the same time as its base budget increased little, or not at all, Stones River has experienced a near doubling of its acreage. This placed increased demands on the park, particularly in the areas of natural and cultural resource management, maintenance and interpretation.

The park's budget has also been affected by increases in unfunded mandates, salaries and assessments charged by the National Park Service and the Department of the Interior. These assessments totaled \$50,800 in FY2005; including \$19,300 for Regional Office contingency fees and \$5,600 for information technology licensing fees.

The park's budget situation brightened in FY2005, when it received an appropriated base budget increase of 21% (a CPI adjusted base budget increase of 16.8%). This increase included funding for the salary and benefits of two new temporary maintenance positions as well as resources for the management and interpretation of new lands and resources. This base increase included a 1.5% increase targeted to cover annual pay increases. However, the actual pay increase mandated by Congress was 3.3%, leaving the park to absorb 1.8% of the total increase in its operating budget.

Appropriated Base Budget History



Fund Source Analysis

Activities at Stones River National Battlefield are funded from four sources. Appropriated base funds, in an amount set by Congress, pay for regular, recurring operational expenses whereas appropriated non-base funds support projects and are awarded competitively. Reimbursable funds at Stones River stem from cost recovery for the operation and maintenance of the park housing quarters. Revenue funds at the battlefield come from donations.

Appropriated Base

Appropriated base funds have low variability in amount from year to year and are focused on operational needs that are the exclusive responsibility of the NPS. Although the total dollar amount of these funds has remained fairly constant, their percentage of the park's total budget has fluctuated; from a high of 87% in FY1996 to a low of 17% in FY1998. This fluctuation places demands on the park staff's ability to balance their time between regular park work and investment project management.

Appropriated Non-Base

Appropriated non-base funds are for one-time investments projects. The amount of money the park has received in appropriated non-base has also fluctuated, reflecting the competitive nature and relative unreliability of this funding. Most recently, in FY2003 and FY2004, the battlefield received a large amount of funding for the renovation and expansion of the park's visitor center. Although funds for capital improvements such as these are much appreciated, the wide variation in the yearly amount of these funds and the lack of operational increases to support the infrastructure they provide places burdens on park management and staff.

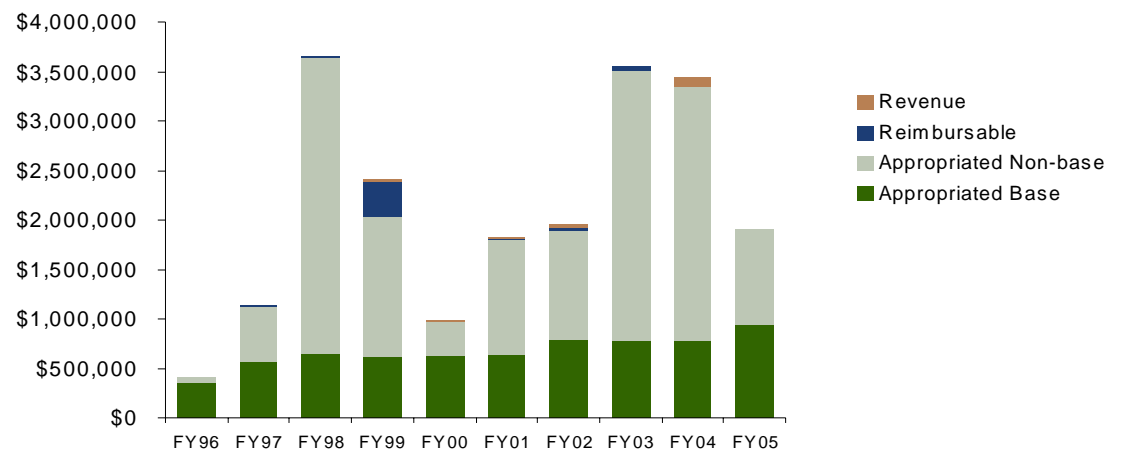
Reimbursable

Park housing income is deposited in a reimbursable account used to maintain and operate park quarters. In FY2005, Stones River had \$1,300 in expenditures, leaving a remaining balance to be used for necessary housing improvements in future fiscal years.

Revenue

The park collects revenue from a donation box located in the visitor center. Total expenditures from revenue were \$2,160 in FY2005, or less than 1% of the park's total fund sources. The park has previously collected fees, but a fee study determined that it was not cost-effective to continue doing so. However, revenue opportunities remain and are discussed in the Priorities and Strategies section.

Historical Expenditures by Fund Source



Base Funding Analysis



The park's experienced staff is a critical investment

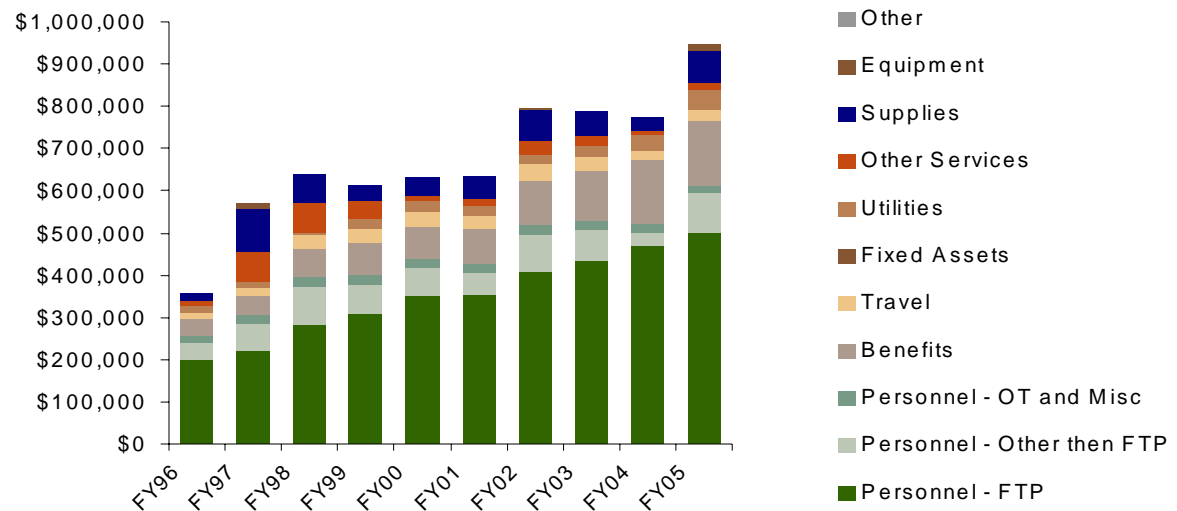
The composition of expenditures from Stones River's base budget is an important determinant of the park's flexibility in making financial decisions. Appropriated base funds are intended to cover regular, recurring, operational expenses. Expenditures from base funds can be divided into two categories: fixed costs and discretionary spending. For the purposes of the National Park Service, fixed costs include permanent personnel salaries and benefits as well as utilities and contracts for services. While personnel and utilities are critical to park operations, high base fixed costs can limit the park's ability to respond to unanticipated needs and lead to greater dependence on less reliable funding sources.

Fixed costs at Stones River have averaged 73% of the battlefield's base budget over the last decade, ranging

from a low of 62% to a high of 87%. As compared to other national park units, Stones River has been extremely successful at keeping fixed costs as a percentage of total base budget low, leaving the park much-needed financial flexibility.

In order to keep fixed costs down, the park has increasingly relied on temporary and seasonal staff. These "Other than Full Time Permanent" workers, comprise between 6.0 and 7.0 FTE per fiscal year for the park and are paid from a mix of base and non-base funding. This flexibility however, has come at the cost of the park being unable to fully meet its mission and a dependence on non-recurring fund sources to meet basic operational requirements.

Appropriated Base Expenditures by Category



Non-Base Funding Analysis

Stones River has received significant financing from its appropriated non-base funding sources over the last ten years. The park uses non-base funds to finance one-time projects that improve its infrastructure, visitor services and resource protection efforts. Non-base funds fluctuate between years reflecting the competitive nature of these resources. Non-base funding at the park has varied from a low of \$236,000 in FY1996 to a high of \$3.01 million in FY1998. In FY2005, as in most years, the largest portion of non-base expenditures was for fixed assets and other services (such as contract labor).

The graph at right illustrates the areas where Stones River has spent its appropriated non-base funds over the past nine years. Significant projects include the following:

- In FY1998 and FY1999, the park spent a large portion of its funding on fixed assets. This was due to the acquisition of approximately 66 acres of land at a cost of \$4.6 million and the construction of boardwalks at Fortress Rosecrans.
- In FY2003 and FY2004, the majority of expenditures were appropriated toward the construction of a new visitor center at the park. Fixed assets and contracts were particularly high during this time.
- FY2005 used funds from "Other Services" for two main tasks: the rehabilitation of the wall bordering the National Cemetery, and the production of new wayside exhibits for the park. The "Full Time Personnel" category represented in fiscal years 2002, 2003, 2004 and 2005 represents work done by

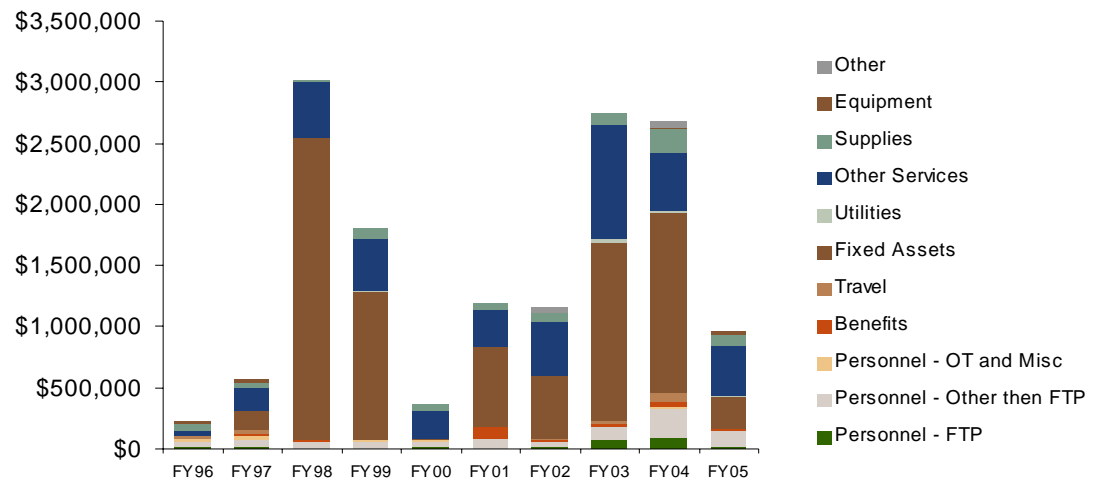
employees from the Harpers Ferry Center on the wayside and museum exhibits at Stones River.

These projects are only a small sample of the many ways the park has benefited from project funds. Although the investment projects add great value to the park, they also increase operational costs. Despite their success in obtaining non-base funds, Stones River, like many parks, has not been as successful in receiving corresponding base increases to support those capital improvements. Finding ways to fund full maintenance and operation of these assets will be a continuing challenge for the park.



Several new wayside exhibits were installed at Stones River in FY2005

Historical Non-Base Expenditures by Category



Visitation Analysis



Visitors to the park have the opportunity to see the Hazen Brigade Monument, the oldest intact Civil War monument.

Stones River averages about 200,000 visits per year, with visitation tracking slightly upward over the past eight years. The busiest months are June through August, during the summer vacation season. October also shows higher visitation, as tourists come to the area to observe the fall foliage and northern travelers begin heading south for winter.

In the early 1990s, park visitation was trending upward, increasing from 222,583 visitors in 1991 to 283,283 in 1993. Some of the rise in visitation was attributed to Ken Burns' television series on the Civil War, which ran on PBS in 1990 and sparked renewed national interest in Civil War history.

In 1994, a reduction in the person-per-vehicle multiplier led to a decrease in calculated visitation, as total visitors declined to 203,956.

The opening of Fortress Rosecrans led to an increase in visitation in 1995 (258,269), and visitation remained noticeably higher through 1996. Due to a statistical anomaly, official visitation declined to 165,026 in 1997. In reality, the larger drop came in 1998.

Visitation at Stones River is closely tied to the strength of overall tourism in the Nashville area. In 1997, Opryland, a theme park in Nashville, closed, reducing tourism to the region. The lack of vacationers traveling to Opryland contributed to a drop in the number of visitors to Stones River from 255,888 in 1996 to 187,647 in 1998 (noting the statistical anomaly in 1997). Since that time, Nashville has added teams in both the National Football League and the National Hockey League; this has helped improve tourism strength in the region. In the last three years, visitation to Stones River has improved to over 200,000 visitors each year.



Volunteer Analysis

Volunteers have contributed greatly to the personnel resources available at Stones River National Battlefield. Stones River manages a Volunteers-in-Parks (VIP) program that assists the park in accomplishing tasks the battlefield would be unable to achieve at current staffing levels. The VIP program is an opportunity for Stones River to receive valuable assistance from enthusiastic individuals while providing another avenue for sharing the National Park experience with the local community. Local seniors, scout groups, regional college students and community service workers all contribute volunteer hours to the park. One goal of the park is to increase the amount of program areas where volunteers can be utilized.

In FY2005, 840 volunteers donated 9,986 hours of service to the park. This is the equivalent of 4.8 full-time employees. The net benefit to the park from volunteers was estimated to be \$166,000 which is

calculated by valuing volunteer labor at \$15.55 per hour (the NPS national average for volunteers) and subtracting the costs associated with managing the volunteer program. FY2004 saw a spike in donated hours due to volunteer assistance for the filming of a new video for the visitor center. In FY2005, volunteers donated their time to the following functions:

Interpretation: The largest portion of volunteer time was spent in interpretation with a total of 7,042 hours. Within this program, approximately 61% of the volunteer hours went toward the living history programs while 36% of the hours were spent providing visitor services at the visitor center.

Maintenance: 2,125 hours were donated toward the maintenance of trails and park facilities, comprising 21% of total volunteer hours.

Natural Resource Management: 7% of the volunteer time represents the efforts in activities such as the management of invasive species of plants throughout the park.

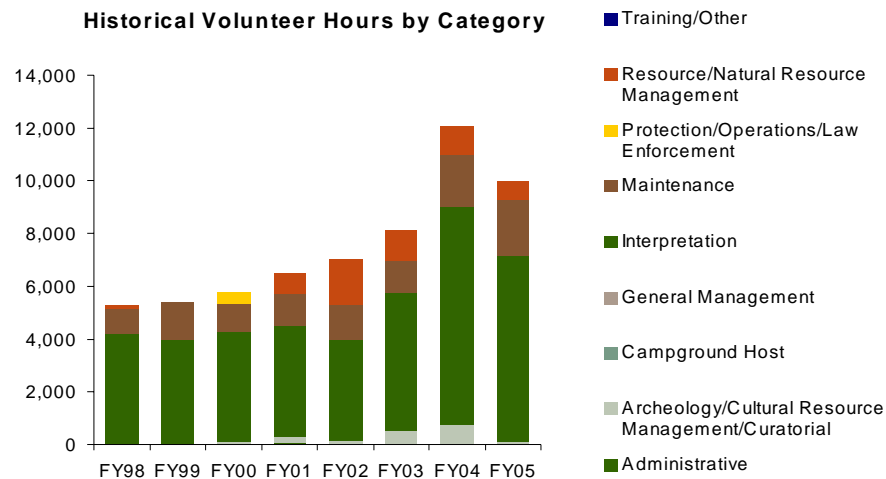
Other: The remaining 1% of volunteer hours was spent supporting cultural resource management and the training of other volunteers.



Volunteers often staff the information desk at the visitor center



A member of a Brownie troop helps place flags in the national cemetery for Memorial Day



NPS Scorecard



Split rail fencing along Wilkinson Pike

The NPS, like all government bureaus, has a responsibility to present the best possible case for its budget and to do so in a manner that demonstrates efficiency and high quality performance. The Park Service has responded to this mandate by creating a Balanced Scorecard tool, which aims to provide an overarching snapshot of each park's situation in any given fiscal year.

The Scorecard uses existing data sources to determine measures of efficiency, strategic performance, program performance, and descriptive information about the parks. The NPS uses statistical techniques to adjust and weight these measures based on their reliability and the extent to which individual parks can control their outcomes. Scores provide indicators of park performance in relation to other parks in the Service. Scores are used at the national level in budgeting decisions and at the park level as a management tool.

Out of 390 total units in the NPS, Stones River ranked 43rd in overall efficiency and performance during FY2004. Stones River scored average relative to other parks in most areas. The following examples highlight some of the areas where the park scored either above or below average as compared with other units.

Efficiency: Efficiency measures indicate how effective parks are at using their resources to achieve desired outputs. Some of the highest scores in FY2004 came from the park's financial and organizational efficiencies. Specifically, Stones River scored very well in labor and overhead expenditures. However, lower ratings were given to the relatively large number of vehicles operated by the park. From FY2004 to FY2005, the park eliminated 2 fleet vehicles, thereby improving the score

of park vehicles to staff ratio. The park is considering the possibility of eliminating up to three additional vehicles from its fleet within the next year.

Strategic Performance: Strategic performance measures focus on customer service, asset management preservation and a park's ability to meet planning goals for all aspects of park operations. In FY2004, the park met the Strategic Performance goals in the areas of visitor understanding and visitor satisfaction. However, the visitor understanding ranking remained stable after the new visitor center opened. In FY2006, Stones River produced a new brochure to highlight the park's significance. Also, the park initiated a training program for volunteers and staff to help provide critical information for visitors.

Programmatic: Programmatic measures are groupings of indicators that assess the efficiency, effectiveness, capacity and performance of specific programs and/or divisions within parks. Stones River scored above average during FY2004 in the programmatic areas that deal with the ratio of interpretation money spent per visitor and the ratio of volunteers the park has compared to total FTE. The park also scored well in the percent of museum standards being met, and in efforts towards improving the condition of threatened and endangered species found at the park. These scores remained consistent in FY2005.

Stones River plans to use the data from the Scorecard to continue developing and prioritizing strategies aimed at correcting the areas that scored low. In addition, efforts will be made by the park to maintain the areas where high scores were achieved.

Current Park Operations

The business plan differentiates between two types of expenditures: Operations & Maintenance, and Investments. Operations & Maintenance requirements are those funds needed to carry out everyday operations at a park unit. Some examples include annual payroll costs, janitorial operations, and managing a telecommunications network. On the other hand, investments are significant, one-time costs that parks incur in order to fix current problems or provide for future park development. Investments may include projects such as a resource inventory necessary to establish a credible baseline before beginning a monitoring program as well as constructing a new building.

This section of the plan focuses on the Operations & Maintenance activities of the park. In order to describe park operations for this business plan, park activities were divided into five functional areas, which describe the five areas of business for which the park is responsible. The five functional areas are:

- Resource Management
- Visitor Experience & Enjoyment
- Facility Operations
- Maintenance
- Management & Administration

These are then further broken down into 33 programs that more precisely describe park operations. Programs are general in order to cover a broad suite of activities that should be occurring in the park.

The next component of the business planning process is the completion of a detail sheet for each program.

These forms describe the day-to-day activities occurring in the park and the totality of financial need associated with them.

Statements of work are developed to describe the suite of activities encompassed by the program. Operational standards are generated to describe the duties and responsibilities required to meet the critical functions of the programs as outlined in the statement of work. These standards are then used to determine the total financial resources required to perform the standard task of the program. The final step is to compare current park activities to the operational standards to identify the gaps between required and available resources.

The following pages discuss each of the functional areas in detail.



The Artillery Monument and historic cannon

Resource Management: encompasses all activities related to the management, preservation and protection of the park's cultural and natural resources. Activities include research, restoration efforts, species-specific management programs, wildland fire management, archives and collections management, historic site protection, law enforcement and information integration activities.

Visitor Experience & Enjoyment: includes all park activities directly related to providing visitors with a safe and educational experience while at the park. It includes all interpretation (including living history), visitor center management, interpretive media, education, fee collection, and visitor safety services.

Facility Operations: includes all activities required to manage and operate the park's infrastructure on a daily basis. Buildings, roads, trails, utilities, basic sanitation and maintaining a national cemetery require a range of operational activities.

Maintenance: includes activities directed solely to prolonging the life of park assets and infrastructure through substantial repair, replacement or rehabilitation of park assets, such as buildings, roads, trails, utilities, fleet vehicles, and equipment.

Management & Administration: encompasses all park wide management and administrative support activities. It includes all park communications and external affairs activities, park level planning, human resource management, information technology, park leadership, and financial management.

Summary Financial Statement

This financial statement has been prepared from the books and records of the National Park Service in accordance with NPS accounting policies. The resources available reflect the total operations and maintenance expenses incurred by the park during the last complete fiscal year. The resources required represent the funding needed to operate the park while fully meeting operational standards as defined in business plan supporting documentation. Program requirements are presented as a five-year planning tool based on salary and wage tables from the same fiscal year, given current resource inventories, and the current park infrastructure. Investments, one-time projects and capital improvements, are also represented in the statement. A detailed description on Funded Investments can be found on page 26.

The value of donated materials and in-kind services is not included on the statement. For a further discussion of the use of and benefit from volunteers, see page 11.

FUNCTIONAL AREAS AND PROGRAMS	Estimated Required to Meet Core Needs		CURRENT AVAILABLE RESOURCES			
	FTE	Funds	AVAILABLE		SURPLUS(DEFICIT)	
	FTE	Funds	FTE	Funds	FTE	Funds
RESOURCE MANAGEMENT						
Cultural resource management	1.8	\$184,181	1.24	\$126,955	(0.56)	(\$57,226)
Natural resource management	2.6	\$140,587	1.47	\$87,233	(1.13)	(\$53,354)
Resource protection	1.0	\$82,174	0.54	\$51,170	(0.46)	(\$31,004)
Resource management m&a	0.6	\$67,436	0.32	\$40,719	(0.28)	(\$26,718)
Subtotal	6.0	\$474,378	3.57	\$306,076	(2.43)	(\$168,302)
VISITOR EXPERIENCE AND ENJOYMENT						
Education	1.0	\$50,202	0.34	\$22,129	(0.69)	(\$28,072)
Fee collection and permitting	0.1	\$7,471	0.07	\$5,089	(0.03)	(\$2,382)
Interpretation	3.0	\$170,068	1.14	\$88,505	(1.85)	(\$81,563)
VEE management and administration	0.4	\$44,097	0.31	\$31,750	(0.09)	(\$12,347)
Visitor center operations	1.1	\$47,104	0.86	\$39,892	(0.24)	(\$7,213)
Visitor Safety Services	0.2	\$15,087	0.05	\$4,780	(0.12)	(\$10,308)
Subtotal	5.8	\$334,030	2.77	\$192,145	(3.02)	(\$141,885)
FACILITY OPERATIONS						
Buildings operations	0.6	\$34,195	0.01	\$249	(0.54)	(\$33,946)
Facility operations management and adminis	0.3	\$31,080	0.33	\$26,581	(0.01)	(\$4,500)
Transportation systems and fleet operations	0.1	\$6,428	0.06	\$2,996	(0.01)	(\$3,431)
Grounds operations	4.0	\$212,199	2.22	\$123,562	(1.78)	(\$88,636)
Janitorial operations	1.1	\$60,916	0.69	\$42,746	(0.39)	(\$18,170)
Roads operations	0.1	\$8,120	0.13	\$6,096	0.02	(\$2,025)
Trails operations	0.1	\$8,434	0.12	\$5,427	0.03	(\$3,007)
Utilities operations	0.0	\$41,370	0.05	\$36,696	0.03	(\$4,674)
Subtotal	6.3	\$402,741	3.61	\$244,353	(2.65)	(\$158,389)
MAINTENANCE						
Buildings maintenance	0.1	\$17,387	0.15	\$9,062	0.01	(\$8,325)
Transportation systems and fleet maintenanc	0.2	\$10,450	0.03	\$2,010	(0.12)	(\$8,440)
Maintenance management and administratio	0.9	\$66,344	0.47	\$43,388	(0.43)	(\$22,955)
Roads and channels maintenance	0.1	\$9,834	0.01	\$669	(0.09)	(\$9,166)
Trails maintenance	0.2	\$13,398	0.01	\$669	(0.17)	(\$12,730)
Utilities maintenance	0.0	\$7,920	0.01	\$2,308	(0.01)	(\$5,611)
Subtotal	1.5	\$125,332	0.68	\$58,106	(0.81)	(\$67,227)
MANAGEMENT AND ADMINISTRATION						
Communications	0.4	\$24,921	0.39	\$25,314	0.04	\$393
External affairs	0.3	\$33,373	0.11	\$12,295	(0.14)	(\$21,077)
Financial management	0.5	\$40,318	0.34	\$27,525	(0.19)	(\$12,793)
General administration	0.8	\$55,363	0.92	\$48,235	0.12	(\$7,129)
General management	0.6	\$47,227	0.26	\$21,532	(0.34)	(\$25,695)
Parkwide safety	0.3	\$28,651	0.36	\$28,556	0.10	(\$95)
Partnerships	0.5	\$37,295	0.44	\$35,289	(0.02)	(\$2,005)
Planning	0.4	\$34,350	0.35	\$33,044	(0.01)	(\$1,306)
Subtotal	3.6	\$301,497	3.17	\$231,790	(0.44)	(\$69,707)
Total for Park Operations	23.2	\$1,637,978	13.80	\$1,032,468	(9.35)	(\$605,510)
Total Investment				\$877,818		
Grand Total	23.2	\$1,637,978	13.80	\$1,910,286		

The Summary Financial Statement on the adjacent page outlines the funding needed annually to support the park's operational requirements for each of the five functional areas, across the 32 programs. FY2005 expenditures are displayed according to fund source and are compared to the program's funding requirements to determine the corresponding shortfall or surplus. The investments appearing in this financial summary, totaling approximately \$878,000, are one-time expenditures and do not represent annually recurring needs.

In FY2005, Stones River required an operational budget of \$1.6 million and 23.2 FTE (full-time equivalents). However, the park had available \$1.03 million and 13.8 FTE. This corresponds to a funding shortfall of 9.4 FTE and \$606,000 or 37% of required funding.

All functional areas demonstrated deficits, with the

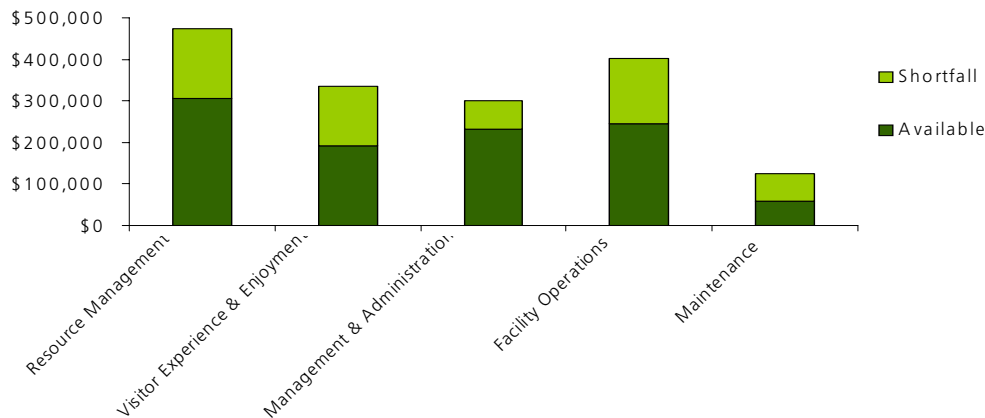
greatest shortfall (in percentage terms) occurring in Maintenance. The \$125,000 funding requirement in Maintenance exceeded the available funds in FY2005 by \$67,000, or 54% of required funding. Visitor Experience & Enjoyment revealed a 42% shortfall in funding.

Facility Operations and Resource Management also demonstrated an overall deficit in funding for FY2005. These shortfalls were 39% and 35%, respectively. The programs within these two functional areas requiring the greatest need were Grounds, Buildings and Janitorial Operations. Recommendations have been made in this Business Plan to reduce expenses in these program areas.

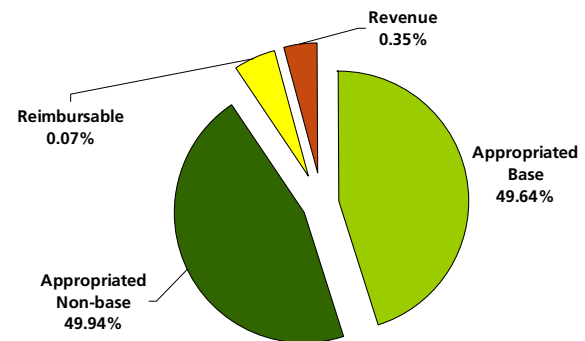
The smallest shortfall occurred in Management & Administration, which required an additional \$70,000, or 23%, of required funding.

All functional areas demonstrated deficits, with the greatest shortfall (in percentage terms) occurring in Maintenance.

FY2005 Required Funds by Functional Area



FY2005 Expenditures by Fund Source



Resource Management



Pyne's ground-plum, an endangered species found at the park.



(Photo Credit: David L. Shirk)

The Tennessee coneflower is one of more than 500 vascular plants found at the park.

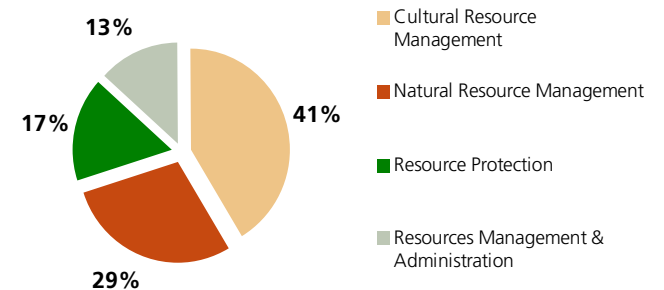
Resource Management at Stones River encompasses activities related to the management, preservation, and protection of the park's natural communities and processes, cultural landscapes, historic structures, archeological resources, museum artifacts, and archives. In addition to an ecologist and biological science technicians, the park's law enforcement officer works within Resource Management to provide site patrols, resource damage detection, and criminal investigation and prosecution, as well as in caring for the museum collection.

Overall, Resource Management constitutes 30% of total park expenditures totaling \$306,000 in FY2005. The deficit for this functional area is \$168,000 and 2.43 FTE, the largest in the park.

Cultural Resource Management

This program is responsible for understanding, protecting, and preserving cultural resources in the park including sites, structures, landscapes, and artifacts. Activities include: 1) conducting research and performing archeological excavations; 2) inventorying cultural resources; 3) ensuring compliance with the National Historic Preservation Act (NHPA); 4) monitoring resources through NPS law enforcement patrols; and 5) overseeing the museum collections for the park. Stones River staff monitors twenty-one historic structures, nine cultural landscapes, thirteen recorded archeological sites and four types of historic fences that contribute to the park's national significance. In addition, cultural resource staff manages the park's museum collections, including over 89,000 catalogued archival documents and 5,400 archeological artifacts.

Resource Protection
FY05 Expenditures by Program



Total Required		Available	
FTE	Funds	FTE	Funds
6.0	\$474,378	3.57	\$306,076

With current shortfalls, the park has been unable to inventory some of the archival, archeological and biological collections; approximately 5% have not been catalogued. Until this process is completed, the artifacts are vulnerable to loss or damage. This program had a shortfall of \$57,000 in FY2005 and a need was identified for an additional .56 FTE to meet the challenges of managing the park's cultural resources.

Natural Resource Management

Natural resources at the park are managed to encourage biological diversity and to avoid adverse impacts on regional ecology while protecting the quality and character of the park's cultural resources. Activities within Natural Resource Management include ecosystem monitoring, research, restoration efforts, species-specific management initiatives, National Environmental Policy Act (NEPA) management, and general resource protection. Stones River has two

endangered species of plants and several plant and bird species that deserve priority conservation attention, along with the fragile cedar glades, located throughout the park.

This program had a deficit totaling \$53,000 in FY2005. Staffing deficits exist throughout the program. The park has active programs to manage invasive exotic species, but this is a persistent problem. One way to potentially save money and control invasive species is to bush hog field areas in the park instead of using prescribed fire regimens, which are more expensive and time-consuming.

Resource Protection

This program area is primarily concerned with the enforcement of resource laws and regulations. The law enforcement officer at the park plays a crucial role in protecting cultural and natural resources through patrol, education and management of resource information. However, this program does not have any additional staff support, so activities such as daily security checks of park structures and bike patrolling of the park are only completed on a limited basis. Resource Protection had a deficit of \$31,000 in FY2005.

Resource Management and Administration

In recent years, almost all Resource Management staff have experienced an increase in the share of their time devoted to a broad spectrum of management, administration, and planning functions. The objective of this program is to develop, manage, coordinate, and supervise a natural and cultural resource protection effort for a 650-acre National Park Service unit while balancing environmental, political, economic, recreational, and social issues. The program keeps

abreast of current resource management methods and documents resource impacts.

In FY2005, this program had a deficit of \$27,000. With just 13% of the current operational funds in this functional area, Resource Management and Administration requires additional staff and operating funds to meet these challenges. Additional support staff is also needed in this area to begin work on planning documents for the future of resource protection. Two efficiencies identified for this program area would be to do away with prescribed burn planning and general agreements, both of which are lower priority items to the park.



Natural resource staff members monitor the park's cedar glades

Protecting Park Cedar Glades

Cedar glades are rocky or gravelly openings surrounded by cedar trees. The land encompassed by the glades often has poor soil, or a lack of soil in general. At Stones River, 185 acres of land is designated as Stones River Cedar Glade and Barrens State Natural Area. The glades at Stones River are home to 11 endemic plant species that are uniquely adapted to shallow soil and the harsh climatic conditions found in this environment. The glades at the park are also home to two endangered species of plants: the Tennessee coneflower and Pyne's ground-plum.

The park monitors its glades for invasive plants that are threats to the endemic species. The resource management staff of the park, in conjunction with the Southeast Exotic Plant Management Team, spent 950 hours in calendar year 2005 to monitor and remove invasive species from Stones River Cedar Glade and Barrens State Natural Area. Through monitoring, the park determines if the glades are being encroached upon by invasive species, a situation the park hopes to prevent.

Visitor Experience and Enjoyment



A park interpreter interacts with visitors.

Stones River’s visitors come to the park for a variety of activities including auto touring, biking, bird watching, fishing, hiking, interpretive programs, and nature walks. Park staff in the Visitor Experience and Enjoyment (VEE) functional area strive to ensure that all visitors have a safe and enjoyable experience at the park. VEE expenditures accounted for \$192,000 (19%) of the park’s total FY2005 available operating budget of \$1.03 million.

The largest programs in terms of expenditures in VEE were Interpretation, Visitor Center Operations, VEE Management & Administration, and Education. The six VEE programs combined have identified \$334,000 in required funding, indicating a shortfall of \$142,000.



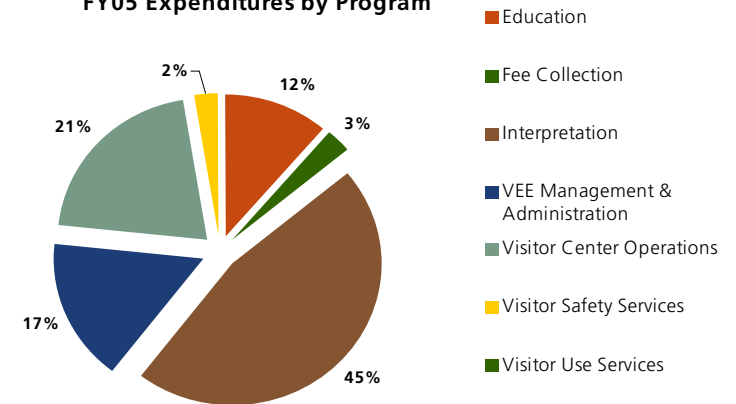
Volunteers participate in a living history program.

Interpretation

Interpretation at Stones River National Battlefield utilizes a variety of personal and non-personal services to provide multiple avenues for visitors to connect with the significant cultural and natural resources of the park. Formal interpretation includes all scheduled interpretive programs presented to visitors by interpretive park rangers. Interpretive programs also encourage and facilitate safe, appropriate and minimum impact uses of the park and promote understanding of NPS policies and programs.

The park’s non-personal interpretive services include museum exhibits, wayside exhibits, publications, and audiovisual presentations. Approximately 47,000 visitors annually have the opportunity to use these services in the visitor center. Park rangers and volunteers present between 600-700 walks, talks, and tours per year to approximately 5,000 visitors. Based on the park's Strategic Plan, the goal for interpretation is for 87% of visitors to understand the significance of the

Visitor Experience & Enjoyment
FY05 Expenditures by Program



Total Required		Total Available	
FTE	Funds	FTE	Funds
5.8	\$ 334,030	2.77	\$ 192,145

park by FY2008. The park determines its success based on an annual visitor survey. The deficit for this program was \$82,000 in FY2005. The park is considering the elimination of off-site interpretive programs, outreach programs and temporary exhibits as ways to reduce this program’s shortfall.

Living History

Living history programs at Stones River National Battlefield are offered as part of the park’s interpretive services. The park presents more than one hundred programs using historic weapons each year, reaching about 4,000 visitors. An additional 40-50 costumed programs that do not include the use of weapons are presented each year and account for a portion of the annual attendance for informal interpretation. Stones

River does not charge any fees for living history programs, despite the fact that some of the programs occur outside of normal operating hours. This program operated at a shortfall of \$5,000 in FY2005. The park is also considering reducing the number of living history programs offered throughout the year, or charging fees for programs to implement cost recovery.

Education

This program area encompasses a variety of opportunities for school-age children through adults to experience and learn about the park's resources. The education program seeks to create a connection that will foster stewardship of the park's cultural and natural resources. This program area is primarily concerned with the development and operation of a comprehensive internal/external education program that enhances visitor experience and enjoyment of the park. Last year, the park presented programs to 108 school groups with 4,401 students. Stones River hosts between four to six graduate students at the park annually who work in both paid and unpaid internships. Faculty and students working toward academic degrees may also further their education by doing research or studies at Stones River. The deficit for this program was \$28,000. Cost savings can be achieved in this program area by eliminating off-site visits to local schools.

VEE Management and Administration

VEE deals with the oversight of any activity that is aimed at enhancing visitor experience and involves a broad spectrum of management and planning activities. This program area includes hiring, training, and managing the volunteer and ranger staff; program planning and scheduling; and budgeting and reporting accomplishments. A key objective in this program is to

cultivate an interpretive and education program that achieves a balance between resource protection, visitor enjoyment and understanding, and safety. In FY2005, this program operated at a deficit of \$12,000. This reduces the park staff's time devoted to planning for visitor activities, since more time is spent on responding to day to day needs.

Visitor Center Operations

The Visitor Center Operations category deals with the management and staffing of the Stones River visitor center. The center serves as the initial point of contact for park visitors and operates year-round, except for Christmas Day. The main functions are to orient visitors to the park and offer information and interpretation about the battle and the Civil War. At present, volunteers and cooperating association employees provide about 75 hours of visitor center staffing during the 63 hours the center is open to the public each week. During peak visitation periods, two people operate the center. Temporary and permanent park rangers assist with visitor center operations, especially during the busy summer season and during gaps in volunteer coverage. The shortfall for this program was \$7,000 in FY2005. This shortfall prevents the park from offering more educational programs on weekdays, since a ranger must be scheduled to work weekends. The park is considering the option of reducing the amount of time the visitor center is open on a daily basis, as well as possibly closing the visitor center on Thanksgiving. This has the potential to free up some Stones River staff time for working on other high priority park goals.

Special Interpretation at Stones River

Stones River National Battlefield presents a number of special interpretive events on an annual basis. The primary special event at the park is the annual commemoration of the Battle of Stones River. Every year from December 26th through January 2nd, park rangers and volunteers present a variety of talks, walks, tours and living history demonstrations that reach as many as 1,500 visitors per year.

Memorial Day weekend is a special event that draws 300-400 Boy and Girl Scouts to Stones River National Cemetery to place flags on more than 7,000 headstones. Two to three-hundred visitors come to the annual Memorial Day service in the cemetery.

The park staff and volunteers also present several long running events at the battlefield and cemetery each summer. These include a living history encampment at Fortress Rosecrans and artillery programs featuring a six gun battery in July. Rangers and volunteers also offer seven or more presentations of *Hallowed Ground: A Lantern Tour of Stones River National Cemetery* each summer. Hundreds of visitors participate in these programs annually.

Facility Operations



Over six miles of trails are maintained throughout the park

The Facility Operations functional area at Stones River encompasses all day-to-day activities needed to ensure that park facilities are operating smoothly and safely for visitors and employees. Typical operational activities include hazardous tree removal on trails and roads, fence maintenance, and janitorial functions. Facility Operations expenditures accounted for approximately 24% of the park's total operating budget with \$244,000 in spending in FY2005. Full funding for Facility Operations would require \$403,000, thereby creating a current funding shortfall of \$159,000.

Grounds Operations

Grounds Operations includes mowing, weed trimming and other grounds management functions within the park. This includes weed trimming around approximately 7,000 headstones in the National Cemetery (see sidebar), mowing park grounds, weed trimming around all historic fences throughout park property, and maintaining the picnic area. During the mowing season, the following areas are mowed and weed trimmed weekly: the Thompson Lane/Wilkinson Pike area, the McFadden Farm Unit, the visitor center/tour loop, Old Nashville Highway road shoulders, General Bragg/General Rosecrans Headquarters sites, and the Hazen Brigade Monument area. A shortfall of \$89,000 was identified in FY2005. Reducing both the amount of mowing that is performed, and the frequency of mowing, would help offset the deficit in this program area.

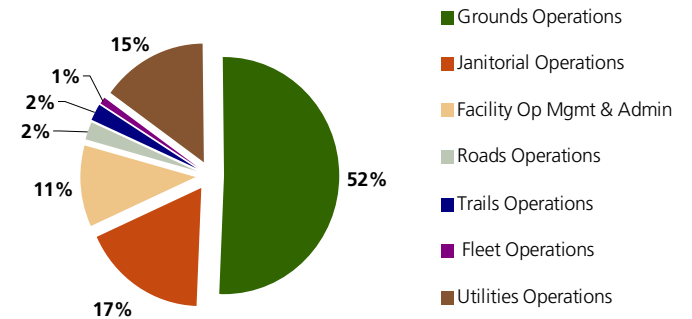
Janitorial Operations

Janitorial operations within the park are performed to ensure a clean, sanitary environment for park staff and visitors in order to provide high visitor satisfaction and comfort. Maintenance staff performs janitorial



All fencelines are trimmed by Facility Operations staff

Facility Operations
FY05 Expenditures by Program



Total Required		Total Available	
FTE	Funds	FTE	Funds
6.3	\$402,741	3.61	\$244,353

operations in order to accomplish the park's goals of maintaining a proper appearance. Custodial services at the Visitor Center and in staff offices include daily cleaning, trash removal, and ensuring adequate supplies of items such as toilet paper. In FY2005, this program area had a shortfall of \$18,000. Maintenance staff could reduce the frequency of some janitorial operations, such as the daily cleaning of the staff offices and kitchen, to reduce this deficit. The park is also investigating the use of smaller trash dumpsters, and reducing the frequency with which dumpsters are emptied.

Buildings Operations

The Buildings Operations program includes activities required to maintain the appearance of the park's buildings. There are eight buildings within the park; the visitor center, maintenance shop, maintenance storage building, well house, powder magazine, resource management and maintenance office building and two

employee residences. This program ensures safe, clean and functional park buildings for the public and employees. In FY2005, this program had a shortfall of \$34,000. This shortfall prevents park staff from promptly addressing all high priority items, such as responding to work orders within 24 hours.

Transportation Systems and Fleet Operations

This program is responsible for providing day-to-day operational support of vehicles and equipment, including working with the General Services Administration (GSA) when needed to keep the fleet functional. The park leases seven vehicles from GSA: one law enforcement sedan, one passenger van, one compact pickup truck and four full-size pickup trucks. Additionally, the park owns two tractors, two landscape mowers, and three small utility vehicles. Through an analysis of fleet usage, an efficiency was identified for this area that could potentially reduce the park's vehicle fleet by two or three vehicles.



The Regulars Monument at Stones River National Cemetery

Roads Operations

The Roads Operations program at Stones River is responsible for four miles of roads within the park's boundary. This program also includes managing 188 signs within the park, striping of roads, and maintaining parking lots in the park. Stones River is currently developing a sign plan for the park. This plan will include the recommendation to replace all wooden sign posts with weathering steel, which does not require painting.

Trails Operations

Trails Operations at Stones River includes all ongoing, non-maintenance activities associated with trail management. Stones River has over six miles of trails, seven trail heads, three boardwalks and one trail bridge. Maintenance crews spend a significant amount of time maintaining the elevated boardwalk systems at Fortress Rosecrans, Redoubt Brannan, and other areas of the park. Trail signs and culverts are also repaired on an ongoing basis to provide a safe passageway for all users. The park is experimenting with different types of paved surfaces in order to reduce impervious surfaces, lower maintenance costs, and improve the appearance of park trails.

Maintaining a National Cemetery

Stones River National Cemetery provides a historically significant, human dimension to the Civil War battle commemorated by Stones River National Battlefield. The cemetery's formal, manicured design dates to 1865 and its construction took over two years to complete. The cemetery consists of 22 acres of land, and has over 7,000 graves of which 6,100 are Civil War soldiers. Modern burials continue in the cemetery but are reserved for military veterans and their spouses.

The cemetery at Stones River requires a significant amount of upkeep to sustain its appearance. National cemeteries must be maintained according to the *Secretary of Interior's Standards for the Treatment of Historic Properties* to ensure their proper preservation. Grass is mowed to a consistent height and maintenance equipment is outfitted with bumper guards to avoid damaging headstones. Stones River staff spends over 1,700 labor hours each year to mow, trim grass and rake leaves in the cemetery and around the 7,200-foot cemetery wall. Approximately 1,000 headstones must be cleaned each year with a special low-pressure washer to prevent erosion. Preserving the cemetery honors the memory of those buried there and assures visitor appreciation.

Maintenance



Hazardous tree removal is an ongoing process at the park to ensure visitor safety and satisfaction

The Maintenance functional area encompasses all activities designed to improve or prolong the life of the park's assets and infrastructure. The preservation of these resources allows for visitors to safely enjoy their activities at Stones River National Battlefield. For the purposes of this business plan, maintenance activities do not include any work performed on the park's historic structures, including monuments, cannon and historic structures found throughout the park. Those activities are covered in the Resource Management functional area. Overall, the Maintenance functional area's spending represented 6% of total park expenditures in FY2005. The program that experienced the largest shortfall was Maintenance Management and Administration.

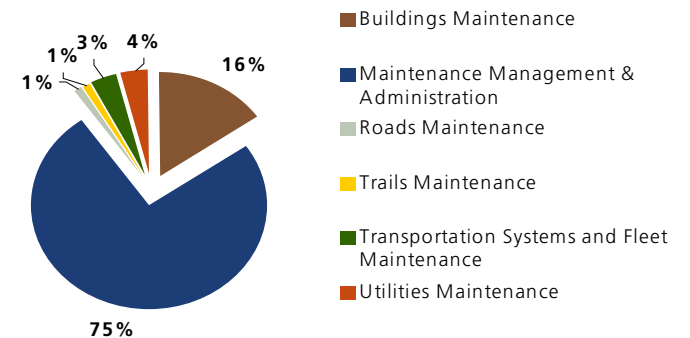
Buildings Maintenance

The Buildings Maintenance program includes all activities required to prolong the useful life of park buildings. This program maintains eight buildings within the park: the visitor center, maintenance shop, maintenance storage building, well house, powder magazine, resource management and maintenance office building and two employee residences. The safety officer and division supervisor inspect all buildings yearly and determine maintenance projects that include structural work, interior/exterior painting, roofing, water damage repair, plumbing, electrical and HVAC repair/maintenance. All maintenance and repair activities comply with the following regulations: Uniform Building Act; Americans with Disabilities Act; National Fire Protection Association; Life, Health and Safety Code; and the National Electric Code. In FY2005, \$17,000 was needed for Buildings Maintenance, creating an \$8,000 shortfall. Certain activities, such as building condition assessments, exterior weatherproofing and



Stones River staff use park owned equipment for routine maintenance tasks

Maintenance
FY05 Expenditures by Program



Total Required		Total Available	
FTE	Funds	FTE	Funds
1.5	\$125,332	0.68	\$58,106

roof maintenance are not performed due to the deficit in this program area. Additional funding would allow all necessary activities in Buildings Maintenance to be routinely completed.

Trails Maintenance

The primary activity of the Trails Maintenance program is the rehabilitation and repair of approximately six miles of trails. This includes the removal of hazardous trees and vegetation from trails and the placement of wood chips on dirt trails to provide adequate drainage. Also requiring maintenance under this program are the park's 787 feet of boardwalk and seven trailheads. Currently, only 1% of total Maintenance funding is spent on trails. As a result, trails maintenance had a deficit of \$13,000 in FY2005.

Transportation Systems and Fleet Maintenance

Transportation System and Fleet Maintenance activities include all maintenance and cyclic repair activities that prolong the life of park vehicles and motorized equipment. Fleet Maintenance is responsible for the routine inspection, preventive maintenance and repair of the park's two tractors, two landscape mowers and three small utility vehicles. The program also coordinates the maintenance of seven vehicles the park leases from the General Services Administration (GSA) leased vehicles. In FY2005, this program required a total of \$10,000 to function effectively, resulting in a shortfall of \$8,000. The park is considering the elimination of up to three park vehicles, thereby reducing the deficit in this program area.

Maintenance Management and Administration

The Maintenance Management and Administration program includes all administration functions related to the park's maintenance operations and is headed by the Chief of Maintenance. This program includes budgeting, supervising maintenance staff, scheduling and overseeing maintenance projects including contract work, updating the Facilities Maintenance Software System (FMSS), and coordinating maintenance staff training. Stones River National Battlefield also has local community members who fulfill court-ordered community service by assisting with various maintenance tasks and projects at the battlefield; this program area supervises those workers. This program area has the largest operating deficit of any maintenance program with a shortfall of \$23,000 in FY2005. One possible solution to this deficit would be to utilize a data entry clerk for work currently performed by higher wage grade maintenance workers and/or the division chief.

Roads Maintenance

The Roads Maintenance program includes services that ensure the safe and effective use of all roadways for park visitors and staff. This program area is responsible for the maintenance of all paved and unpaved surfaces and road shoulders, upkeep on culverts throughout the park, and mowing and trimming areas adjacent to roads. Cyclic preventive maintenance, as well as road surface repair and rehabilitation work, also occurs in this program area. This program operated at a \$9,000 shortfall in FY2005. Activities such as the paving of roads and parking areas, the replacement of damaged and worn road signs, and the maintenance of drainage structures are particularly underfunded.



Cannon are placed strategically throughout the park to mirror their location at the time of the battle

Cannon at Stones River

The staff at Stones River goes to great lengths to ensure that the park provides the best possible representation of the battlefield as it was at the time of the Civil War. One of the most impressive features at the park is the large number of cannon on the field. These cannon are placed strategically to mirror their location at the time of the battle.

Nearly all of the bronze and iron cannon tubes are of Civil War vintage. The maintenance staff at Stones River must periodically paint the iron tubes and all carriages, which is a significant undertaking. Ten iron tubes and 19 carriages must be regularly maintained due to the typical weathering that occurs from spending everyday outdoors. Wear and tear also accumulates due to living history demonstrations and education programs.

Sanding, painting, and touch-up require 40 work hours for each carriage and eight work hours for each cannon. Each of the carriages and cannon is painted once every three years. In total, 840 work hours are spent on carriage and cannon maintenance in a three-year period, an average of 280 work hours each year.

Management and Administration



Middle Tennessee State University works closely with the park on symposiums.

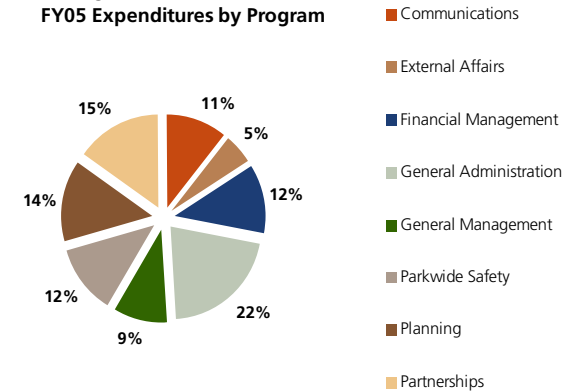
Management and Administration at Stones River encompasses activities related to parkwide administrative, managerial, and support functions, as well as safety and planning. This functional area is also responsible for working with external constituencies to develop valuable park partnerships. Altogether, the Management and Administration area provides a host of essential services enabling park employees to focus on their functional duties. Management and Administration expenditures accounted for approximately 22% of the park's total operating budget in FY05 with \$232,000 in spending.

Communications

The Communications program is responsible for the functioning of park systems such as telephones, alarms, computers, computer networks, a satellite video conferencing station, and a narrowband radio system. Technological advancements have benefited the park by leading to increased productivity and efficiency. However, these advancements have not been without cost; in FY2005, expenditures in Communications totaled \$25,000. Additional funding is required to maintain network support, security, and technical support within the park.

Another aspect of the communications program relates to law enforcement and other dispatch services. Park dispatch is currently conducted within the park and coordinated with local law enforcement agencies. The park's current narrowband radio program does not allow for communications with local law enforcement agencies. A need of approximately \$5,000 was identified for the funding of an additional radio to communicate with local agencies.

Management & Administration
FY05 Expenditures by Program



Total Required		Total Available	
FTE	Funds	FTE	Funds
3.6	\$301,497	3.17	\$231,790

General Management

The management team at Stones River provides executive oversight on a wide variety of park activities. This includes staff development activities designed to promote increased capabilities among park employees and the coordination of park operations among different divisions. This program was funded at a \$26,000 shortfall in FY2005.

General Administration

The General Administration program incorporates a wide variety of functions required to support the park's basic mission responsibilities. Administrative functions primarily involve procurement, contracting, management of the park's files, and clerical duties. The total shortfall for FY2005 was \$7,000. The use of either a data entry clerk or volunteers to input information into computer systems would be helpful in this program

area. The park is also considering the creation of a formal summer internship program, which would alleviate much of the labor costs in this program.

External Affairs and Partnerships

Developing and maintaining positive relationships with a wide array of constituents is critical. Partnerships at Stones River are extremely diverse. They include: The Friends of Stones River National Battlefield, the Tennessee Department of Environment and Conservation, the City of Murfreesboro Department of Parks and Recreation, local volunteer fire departments, the Tennessee Wildlife Resources Agency, the Tennessee State Forestry Division and the Natural Resource Conservation Service. The park also works extensively with various departments and programs at Middle Tennessee State University (MTSU), including the Department of History, the Center for Historic Preservation, the Tennessee Civil War National Heritage Area, the School of Agribusiness and Agriscience, the Department of Biology, and the Environmental Education Center. Through the generous donation of their time and resources, these groups provide an invaluable contribution to the park's operations.

Press releases, fact sheets and briefing papers all fall under the External Affairs program. Staff time in this program area is devoted to working with local governments, community groups, the local congressional delegation, and as a contact point for information requests from the public. Maintaining these relationships allows the park to sustain its visibility in the local community and throughout the state. In FY2005, the External Affairs and Partnerships

programs operated at a combined shortfall of \$23,000. This deficit represents the lack of time staff currently has available to work towards the goals of these programs. One of Stones River's highest priorities in this area is increasing the amount of contact the park has with both the public and members of Congress.

Planning

This program area encompasses all planning activities at Stones River National Battlefield. In 1999, Stones River completed a General Management Plan, which will guide the park's management of natural and cultural resources, visitor use, interpretation and the development of necessary and appropriate facilities for the next ten to fifteen years. During FY2005, the park created the final draft of the Development Concept Plan and Environmental Assessment for Improvements to the Self-Guiding Tour Routes, and initiated the final round of public review. In addition, the park completed the planning and design for the reconstruction of the historic rostrum in the cemetery, which will be used as a speaker's platform at special events and ceremonies. The park began using the Planning, Environment and Public Comment (PEPC) system, an internet based project planning system, in FY2005 to document all project planning and compliance.

Partnerships: Critical Relationships

Partnerships are a vital aspect to successful operations at the park. With over ten formal partnerships, Stones River relies heavily on mutual relationships to accomplish key tasks that support the park's mission. Examples of the park's numerous and diverse partners include:

- The City of Murfreesboro's Department of Parks and Recreation. The Department consults with Stones River on the management of the greenway that borders the park.
- The Center for Historic Preservation and the Department of History at Middle Tennessee State University (MTSU), and the Tennessee Civil War National Heritage Area. These organizations provide support for symposiums related to the Civil War.
- The Tennessee Department of Environment and Conservation. The park coordinates with this state office on the protection of the State Natural Area within park boundaries.

For the success of operations in the future, the park should maintain existing partnerships, and cultivate new relationships with additional groups.

Funded Investments



Surviving earthworks of Fortress Rosecrans

Stones River National Battlefield engaged in several one-time investment projects in FY2005 totaling \$878,000 in expenditures. These investments were critical to resource protection, visitor safety, and park infrastructure. Some of the most significant projects are summarized below. Total expenditure amounts reflect FY2005 spending only; however, several of the listed projects are multi-year efforts.

Acquire Land Tract Within Authorized Boundary

In FY2005, the park acquired a land tract of 6.3 acres at the McFadden Farm Unit; where the final action of the battle occurred. When the park was established in 1927, only about 350 acres of the original battlefield were acquired and protected. The park's authorized boundary was expanded in 1987 and 1991 by public law which allowed the National Park Service to acquire and preserve additional battlefield lands.

Total expenditure: \$212,000

Preserve National Cemetery Stone Wall

One distinctive feature of Stones River National Cemetery is the limestone enclosing wall. Construction of the wall began in 1865 by the 111th United States Colored Troops. After this regiment was mustered out of the service in 1866, the War Department contracted to complete the stone wall in the early 1870s. Repair, repointing and rebuilding of 884 linear feet of the cemetery wall was completed in FY2005.

Total expenditure: \$284,000

Upgrade Radio Systems

The National Telecommunications and Information Administration (NTIA) mandated the migration of federal wireless communications channels to narrow-band frequencies, and the removal of all 25 kHz

bandwidth systems, by January 1, 2005. The park radio system was upgraded with new equipment and is used in such functions as law enforcement support, resource protection, and staff communication with the law enforcement officer.

Total expenditure: \$31,000

Stabilization of Earthworks

Construction of a new boardwalk, viewing platform, fencing and repaving of the asphalt trail at Fortress Rosecrans was substantially completed in FY2005. The resources crew continued to concentrate on problem areas of the earthworks at Fortress Rosecrans and Redoubt Brannan in FY2005, focusing on removing invasive species and establishing native grasses.

Total expenditure: \$85,000

Visitor Center

The visitor center rehabilitation and expansion project was substantially completed in FY2004 with an investment cost of \$2.9 million, and the facility was dedicated in September 2004. However, work that took place during FY2005 included adjustments to exhibits, media and lighting, as well as measures to improve waterproofing and site drainage.

Total expenditure: \$118,000

Rehab Interpretive Trail

The asphalt trail leading to tour stop two was replaced with Poly Pavement material. A major portion of the trail is now wheelchair accessible. These interpretive trails are the primary way by which visitors access the most significant locations on the tour route. The old trail is now in good condition and clearly designed to take visitors to key interpretive features of the park.

Total expenditure: \$15,000

Government Performance and Results Act

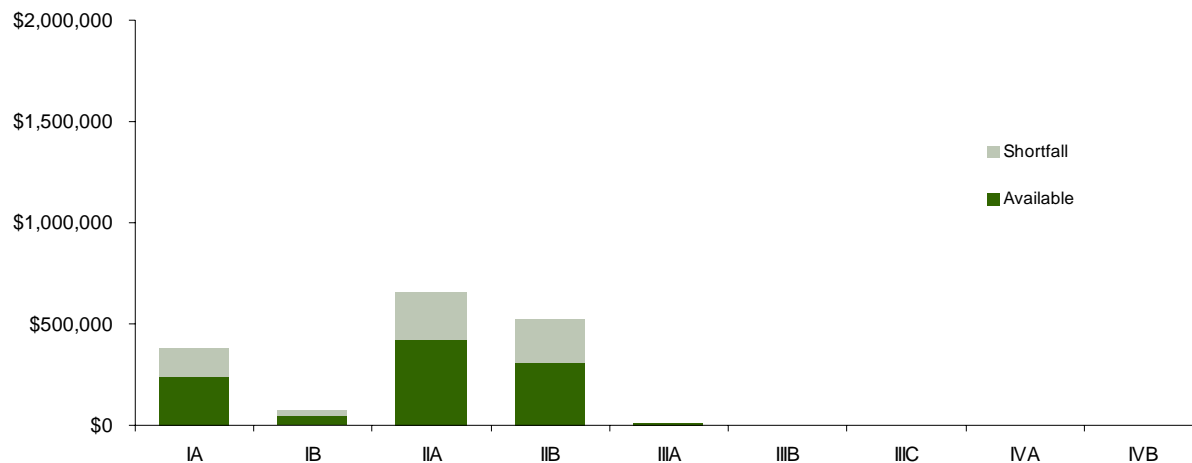
Congress passed the Government Performance and Results Act (GPRA) of 1993 to enforce a greater degree of accountability for mission accomplishment, and to stimulate efficient, effective practices in federal agencies. GPRA mandates federal agencies to define performance goals and track their ability to meet these goals. With a focus on outcomes rather than efforts, GPRA provides a tool for tracking the effectiveness of spending within particular programs. This, in turn, facilitates management decisions regarding optimal allocation of park funding. The following chart shows how Stones River National Battlefield distributed its resources across the four GPRA goals during FY2005:

- Goals I and II: The National Park Service’s dual mission to preserve resources and provide for visitor enjoyment is accounted for by GPRA goal categories I and II. The majority of Stones River’s

activities, approximately 99%, were dedicated to resource preservation and public enjoyment activities. These programs are central to fulfilling the park’s mission and require further resources; fully 99% of the funding shortfall is attributed to Goals I and II.

- Goal III: This goal focuses on resource preservation partnerships, an area of interest to Stones River but not one to which a large amount of operating funds is dedicated.
- Goal IV: GPRA Goal IV is for service-wide NPS goals and does not represent the individual goals of a specific park unit. No money from Stones River’s budget in FY2005 went towards the funding of projects or meetings to meet overall NPS service-wide goals.

FY 2005 Expenditures by GPRA Goal



I. Preserve Park Resources

- Natural and cultural resources and associated values are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.
- The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.

II. Provide for the Public Enjoyment and Visitor Experience of Parks

- Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.
- Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.

III. Strengthen and Preserve Natural and Cultural Resources and Enhance Recreational Opportunities Managed by Partners

- Natural and cultural resources are conserved through formal partnership programs.
- Through partnerships with other federal, state, and local agencies and nonprofit organizations, a nationwide system of parks, open space, rivers and trails provides educational, recreational, and conservation benefits for the American people.
- Assisted through federal funds and programs, the protection of recreational opportunities is achieved through formal mechanisms to ensure continued access for public recreational use.

IV. Ensure Organizational Effectiveness

- The National Park Service uses current management practices, systems, and technologies to accomplish its mission.
- The National Park Service increases its managerial resources through initiatives and support from other agencies, organizations, and individuals.

Core Operations Analysis



A museum exhibit at the visitor center. Core Operations Analysis identified labor efficiencies that can be reassigned to visitor center operations.

The National Park Service's Core Operations Analysis program was designed to assist park management to improve operations by ensuring that funds are spent wisely and are tied to core mission goals. It is part of a planning procedure to evaluate the state of the park in terms of its financial management and efficiencies. Core operations seeks to realign the park's resources to the highest priorities and to control the park's fixed costs. The Core Operations Analysis differs from the Business Plan process as it looks at what activities are core, or essential, to meeting the park's mission and determines how the park can accomplish these activities while staying within its budget.

Stones River National Battlefield participated in a Core Operations Workshop in May of 2006. Based on its enabling legislation, the Battlefield staff decided that, "The purpose of Stones River National Battlefield is to preserve the landscapes, structures, and historic objects of the battlefield of Stones River and Fortress Rosecrans, and interpret the stories of these resources in order to promote understanding and appreciation of the battle and related events." The staff then determined the core activities most central to supporting its mission. These activities include: improving visitor understanding, maintaining cultural resources and reducing fixed costs.

Stones River staff identified several areas where efficiencies could be achieved. These efficiencies allow for the discontinuation of non-core activities so that those resources can be reallocated. The top financial and labor efficiencies identified were the use of more volunteers and court-ordered community service workers, and the removal of garbage cans from tourist stops. A total of \$123,000 was identified for reallocation

to high priority activities. Stones River will next focus on freeing up labor that is currently being used on lower priority activities and reassigning the available FTE, where possible, to visitor center operations and maintenance.



Members of the Stones River staff participated in a Core Operations Analysis Workshop in May of 2006

Budget Cost Projection

The Budget Cost Projection module (BCP) is a tool National Park units may use to forecast financial flexibility and project necessary cost reductions under different base funding scenarios. Parks can combine budget shortfall projections from BCP analysis with cost cutting ideas developed through Core Operations Analysis to formulate strategies that will better prepare them to weather tighter budget climates.

Stones River has developed two BCP scenarios. The first scenario depicts cost reductions necessary to meet Core Operations goals, and the second scenario reflects a break-even state. In both cases, funding deficits are created by a combination of two factors. First, current projections anticipate labor costs will rise at a much higher rate than base budget allocations, due to a combination of salary and benefits growth and step increases. Second, the projected budget allocation growth rate is less than the projected inflation rate of the economy, at which non-labor fixed costs are expected to grow.

In the first scenario, parks are asked to trim projected costs such that by 2011 costs are equal to 80% of the total projected base funding. This creates available funds for discretionary spending and ensures a cushion should base funding allocations decline. To meet Core Operations goals, the BCP reveals that the park would need to reduce labor and fixed non-labor costs by a total of \$245,000 over the next five years. This total equates to a reduction of 3.48 FTE, from 13.11 FTE in FY2006 to 9.63 FTE in FY2011.

The second scenario shows how much cost cutting is required for the park to break even through 2011, without leaving any funds for discretionary spending. To break even the park must reduce labor and fixed non-labor costs by a total of \$106,000, or 2.4 FTE, over the next five years. Stones River is looking to cut costs by decreasing the amount of work done on grounds and janitorial operations, eliminating several of the park fleet vehicles, and reducing the visitor center hours.

To meet Core Operations goals, the BCP reveals that the park would need to reduce labor and non-labor costs by a total of \$245,000 over the next five years.



The Cotton Field. Soldiers paused as they crossed the field to stuff cotton in their ears for protection against the din of battle.

Priorities and Strategies

Operations & Maintenance Priorities



A Kentucky State Guard militia coat owned by Confederate soldier Henry Hall, who was killed at Stones River. Establishing a cultural resources program would aid in the preservation of museum collection items.

Operations and Maintenance (O&M) includes activities required to carry out everyday park operations. The Summary Financial Statement identifies challenges and funding needs across programs at Stones River National Battlefield. In this section, the park has identified its top priorities. Accompanying each priority is an estimated cost and the number of fulltime equivalents (FTE) that are required to meet each need. The total cost of implementing these priorities is estimated at \$587,000, which represents 97% of the park's shortfall.

Operate Expanded Visitor Center

This request would provide services to operate the renovated and expanded park visitor center. In 2004, the visitor center increased in size by 4,000 square feet, added offices on both floors, a separate bookstore, a library, and museum work and storage areas. In addition, the building now has an elevator, computer server, Technology Enhanced Learning satellite system, expanded telephone system, narrowband radio, fire and security alarm system, and a sprinkler system. Due to the increased size and improvements of the new visitor center, utility needs for water, electricity, telephones, networks, natural gas, alarm monitoring, elevator permits and inspections increased substantially. Operational costs for the museum films, interactive exhibits, and lighting grew substantially as well. Increased funding in this program area is needed to operate the visitor center and provide interpretive and maintenance services. This request would help maintain visitor satisfaction at a high level, while enhancing resource protection for the museum collection.

Total Cost: \$225,000 (includes 2.5 FTE)

Enhance Natural Resource Program

Funding is requested to enhance the resources program, particularly management of new lands to restore cultural landscapes listed in the park's cultural landscape inventory. Since 1988, 298 acres of land have been added to the park. Rehabilitation of new lands requires management of 32 invasive exotic plant species on approximately 100 acres, re-contouring the landscape, and planting native species. Natural resources staff also manages, stabilizes and maintains Civil War era earthworks, controls invasive plants, restores disturbed sites, manages and protects rare cedar glade plant communities and two endangered plants, monitors resources, supervises volunteers, maintains the park herbarium, and interprets natural resources. Currently, the natural resource staff consists of only one permanent employee. Funding would be used to provide year round resources management and essential support services through the maintenance program. This funding would enable the park to effectively restore, protect, and manage the new lands which comprise the park's cultural landscape.

Total Cost: \$70,000 (includes 1.0 FTE)

Expand Maintenance Services to Improve Visitor Satisfaction

Funding is requested to provide additional maintenance for the park. Since 1988, 298 additional acres of land have been added to the park boundary. In addition, the expanded and renovated 11,353 square foot visitor center and headquarters building was opened to the public in 2004, adding more than 4,000 square feet of additional occupied space from the previous visitor facility. This increase would provide funding to restore one lapsed maintenance position and add one maintenance position

to provide daily facility cleaning and additional grounds maintenance operations. This increase would provide funds to pay for increased operational costs of the new building, including increased utility costs, elevator maintenance, and HVAC service and maintenance. The park's current maintenance staff consists of one WS-4749-07 maintenance foreman, one WG-4749-07 maintenance worker and one WG-4749-05 maintenance worker. This three person staff is responsible for grounds and building maintenance for the entire park.

Total Cost: \$130,000 (includes 2.0 FTE)

Establish Cultural Resources Program

Funding is requested to manage cultural resources including cultural landscapes, historic structures, museum objects, and archeological and ethnographic resources in the park. The park is listed on the National Register of Historic Places and all the structures and landscapes are contributing features. For most structures and landscapes, the park has no approved treatment, even though, according to the Historic Resource Documentation and Cultural Landscape Inventory, these structures and landscapes "should be" or "must be preserved." The park fails to meet some of the preservation and protection standards for museum collections, has not had a comprehensive archeological survey, and has no information about ethnographic resources. Funding would establish a program to manage cultural resources by documenting resources and developing and applying treatments. Funding would also enable the park to achieve its strategic plan goals to document historic structures, cultural landscapes, and to maintain structures and landscapes in their present condition or improve them to good condition. It would

further allow the park to improve the condition of its museum collection.

Total Cost: \$57,000 (includes 0.8 FTE)

Enhance Law Enforcement Capability

Funding is requested to enhance the protection of park resources, visitors and employees. A daily protection presence is essential at each of the park's six visitor use areas in order to respond to visitor and after-hour emergencies in a timely manner and provide reliable backup to law enforcement personnel, monitor visitor use and condition of historic structures and enforce regulations and closures. At present, the park has only one commissioned law enforcement ranger who, in addition to patrol and enforcement responsibilities, also performs cultural resource management, curatorial, and interpretive duties. The county population has increased by more than 50 percent since 1990 and new housing and commercial developments, roads and greenway trails have been built adjacent to the park, providing a number of new access points to the park. In addition, the park acreage has increased from 432 to 650 acres. This request would increase law enforcement patrols from five to seven days per week, ensuring the protection of resources, visitors and employees. This request would also provide funds for maintenance of fences, gates, boundary postings, fire detection and suppression systems, security systems and other park facilities that support the protection function.

Total Cost: \$105,000 (includes 1.0 FTE)



Additional natural resource employees are needed to enhance resource protection



Preserving cultural landscapes is a top priority at the park

Investment Priorities



Expanded trails and new wayside exhibits are needed throughout the park

Investments are one-time expenditures that improve park infrastructure or increase the intellectual capital of the park. Currently, Stones River National Battlefield has prepared over 40 requests for National Park Service investment funding, with a total need of nearly \$13.1 million. Stones River National Battlefield has identified the following projects as its top investment needs.

Rehabilitation/Expansion of Auto Tour Road, Waysides and Trails and Construction of New Park Entry Roads

The goal of this project is to develop a new, self-guiding, 5.5-mile auto tour route, with six interpretive stops and new interpretive wayside exhibits. This new tour route would permit visitors to experience as many of the significant areas of the greater Stones River battlefield as the park's land base allows—approximately 17% (677 of 4,000 acres) of the original battlefield. This tour route would include new park entry roads and changes to the tour loop within the existing authorized boundaries of the park. The NPS would work closely with city and county officials in planning and designing intersections of the tour route with existing public roads.

Required Investment: \$5,900,000

Rehabilitate Park Historic Structures

Rehabilitation of the historic flagpole, artillery monument, headstones, cemetery wall, earthworks and headquarters monuments, and all historic structures needing repair to restore them to good condition. After the structures are restored, preventive maintenance will keep them in good condition.

Required Investment: \$560,000



Rehabilitating park historic structures, such as this headquarters monument, is a high priority

Complete Land Acquisition and Document Utility Rights of Way

The authorized boundary of Stones River National Battlefield encompasses 712 acres, including 677 acres of the original battlefield, and 35 acres associated with Fortress Rosecrans. Of these 712 acres, 650 are federally owned, 32 acres are owned by the city or county, and 33 acres are privately owned. Federal acquisition of additional land within the authorized boundary would provide the opportunity for visitors to access additional battle-related sites and scenes. In addition, utility and road rights of ways would be researched and documented.

Required Investment: \$3,500,000

Rehabilitate Newly Acquired Lands

Of the 650 acres currently located within Stones River National Battlefield's boundaries, approximately 33% (215 acres) have been purchased since 1995, one-third of which have experienced some degree of past disturbance. Of these recently purchased properties, parking lots were located on six tracts; driveways were located on eighteen; houses were located on sixteen; farm buildings, some of which are still standing, were located on twelve; businesses were located on five; household dump sites currently occupy portions of four; commercial dumpsites occupy portions of five; and construction debris occupies sizeable portions of two. Structures and paved surfaces have been removed from most of the park's properties. Stones River has 550 documented plant species, and about 140 are exotics, most of which were introduced after 1865. The Tennessee Exotic Pest Plant Council lists eighteen of the exotics as severe threats to native plant communities; twenty-two are listed as significant threats; nine are listed as lesser threats; and two are on the watch list for

Tennessee. A management objective for the park as described in the General Management Plan (1999) is to preserve and restore the cultural landscape to its general 1860s appearance. By controlling the invasive exotic species and re-establishing native species, the park will meet this important objective.

Required Investment: \$720,000

Rehabilitate Maintenance Shop Building

This project would renovate the maintenance shop building which was constructed in 1963. Since that time, the number of staff in the maintenance division has increased, as has their need for computer technology. However, the building's electrical system has not been upgraded since that time, does not meet current codes and does not provide outlets needed for current technology. The rehabilitation project would accomplish the following goals: expand the office area to include five work stations; upgrade electrical service to meet current codes; insulate the office and shop area; improve the windows; and improve energy efficiency. In addition, the project would make the restroom handicapped accessible and would add a shower, eye wash station, mop sink, and drinking fountain.

Required Investment: \$420,000

Rehabilitate Park Roads and Parking Lots

This project would repair the park roads and parking areas including the tour loop, maintenance and cemetery roads, and the outlying parking areas throughout the park. Failure to rehabilitate the road within the next two to three years would result in substantial damage that would be beyond the park's ability to repair. To the extent possible, the park maintenance staff will continue to patch potholes and seal cracks, as necessary and as resources allow.

Required Investment: \$1,400,000

Purchase Artillery for Outdoor Exhibits

Stones River National Battlefield currently has 25 Civil War era cannon and 20 reproduction carriages that are used for outdoor exhibits. Artillery played a critical role in the Battle of Stones River, and should figure more prominently in battlefield exhibits than the current inventory allows. The purchase and placement of seven reproduction cannons and carriages, and a caisson and limber, would enhance visitor understanding of the role and function of artillery during the battle and its relationship to the landscape.

Required Investment: \$265,000

Upgrade Radio System

The radio system at Stones River National Battlefield was upgraded to narrowband digital radio equipment recently in accordance with a National Telecommunications and Information Administration (NTIA) mandate. An additional radio with the local agency frequency is required to enable the park's law enforcement officer to communicate with local law enforcement agencies.

Required Investment: \$5,000

Develop Park Planning Documents

Stones River National Battlefield has a need for many park planning documents. These plans include integrated pest management, cultural landscape reports, administrative history, museum collection plans, a vegetation management plan, and historic structure assessment reports. These plans are critical for management to better understand the park's resources and challenges.

Required Investment: \$250,000



A natural resource employee spreads native grass seed to restore park land



Many of the park roads need repair

Strategies for Reducing Costs



Reducing visitor center hours is a potential cost reduction.

In order to meet its needs with the limited funds available, Stones River actively pursues opportunities to reduce costs and improve operational efficiency. The following list includes several areas where the park has identified the potential for additional cost reductions.

Reduce Stones River Visitor Center Hours

Due to its relatively smaller size, the park does not see the volume of visitors that some other national battlefields experience. The visitor center currently closes everyday at 5 pm, but Stones River staff occasionally work overtime to make sure that all visitors have vacated the park and to close the gates. Reducing the hours of the visitor center by one hour per day would ensure that staff could complete all closing activities during normal work hours, thus avoiding overtime. The park is also considering closing on Thanksgiving Day, a low visitation day, to avoid paying holiday pay to employees.

Estimated benefit: \$13,000

Eliminate Several Park Fleet Vehicles

Stones River leases seven vehicles from the General Services Administration (GSA) at a total annual cost of approximately \$25,000 for the leasing fees, mileage and fuel surcharges. The costs associated with the park's law enforcement vehicle account for 20% of the annual expenditures for the entire fleet. By eliminating two to three vehicles and converting the law enforcement vehicle to a more cost efficient car with law enforcement capabilities (after its lease is up), the park could achieve significant savings. Also, with fewer cars available, park staff is likely to drive less, which will help reduce variable costs, as GSA charges the park for each mile driven. Additionally, park management should

inform staff that certain vehicles are cheaper per mile to drive than others and encourage the use of the less expensive vehicles when available.

Estimated benefit: \$9,000

Conserve Energy

In FY2005, Stones River spent over \$22,000 on utility bills. An investigation into the park's current energy use and available reduction opportunities is needed to reduce these costs, improve energy-use efficiency, and protect the environment. An energy audit will enable the park to identify simple, low-cost steps to begin conservation. For example, placing motion sensors on all light switches will ensure that the lights are not on when staff is not present. Other steps, including putting computers into low-power sleep mode during periods of inactivity, regulating thermostats in administrative buildings more efficiently, and eliminating unnecessary phone lines from park buildings, are easy to implement and cost-effective.

Estimated benefit: Variable

Create an Internship Program

Currently, experienced and tenured employees spend significant amounts of time performing data entry. A summer intern could help the park with museum cataloging, an activity that the cultural resource management program currently does not have the funds to regularly maintain. An intern might also be able to reduce the amount of time field personnel allocate to administrative tasks. The proposed internship program would be 10 weeks in length and the intern would receive a \$1,000 stipend. The intern would work at the equivalent of a GS-5 level park employee.

Estimated benefit: \$8,000 per year



The Business Plan Consultants were supported by a partnership between the Student Conservation Association and the National Park Service.

Reduce Janitorial Operations

The maintenance staff currently conducts many janitorial activities on a daily basis. The visitor center is cleaned, vacuumed, and mopped every day. Certain tasks, such as restroom cleaning, must be performed on a daily basis. However, other tasks, such as vacuuming, could be reduced in frequency to twice weekly. This would free up time for maintenance staff to work on higher priority park goals. Having park staff empty their own trashcans into a central receptacle would also save money in the maintenance functional area. In addition, the park should replace its current dumpster with a smaller one, as the trash contractor's fees are based upon the size of the dumpster being used. Stones River has recently implemented a recycling program throughout the park, thereby reducing the amount of trash collected in the dumpsters each month.

Estimated benefit: \$22,000 per year

Reduce Frequency of Living History Programs

Living history programs at Stones River National Battlefield and Cemetery are offered as part of the park's interpretive services. The park currently holds weekend living history programs throughout the year. While living history is an effective way to connect visitors to the history of the battle at Stones River, these programs cost the park \$20,000 on an annual basis. By reducing the frequency of living history programs, the park will be able to better absorb the cost of this activity. In addition, Stones River will investigate measures to reduce the cost of living history programs.

Estimated benefit: \$5,000 per year

Decrease Amount of Work Done on Grounds Operations

The maintenance crew at Stones River spends an annual average of 5,700 work hours on mowing and weed-eating at the park. Grounds maintenance is performed on a weekly basis during the months of April through October. Reducing these activities to biweekly and decreasing the amount of acreage that is mowed at the park by 10% would result in considerable annual cost savings. The park's fences pose a particularly cumbersome maintenance challenge. Approximately 24,000 linear feet of fencing within the park must be trimmed weekly. Eliminating 20% of the total fencing in the park, particularly in areas where it is not as visible or historically important, will provide the maintenance staff more time to work on high priority activities.

Estimated benefit: \$44,000 per year

Change Natural Resource Staff Activities

The natural resources staff at Stones River periodically performs prescribed burns in various sections of the park. These burns improve the habitat and vegetation by reducing exotic species, promoting the growth of native grasses, and keeping fields clear and open. However, prescribed fires are time-consuming and expensive to conduct due to the planning and safety guidelines that must be followed for each burn. A less expensive alternative is to bush hog or weed-eat the 60 acres of park land that are currently burned on an annual basis. This method will meet some of the same goals as burns, and will save the park money. Also, the natural resource staff donates a considerable amount of time toward the natural resource efforts at other parks and organizations. By eliminating this activity, this functional area will see significant gains.

Estimated benefit: \$4,200



Prescribed burns are time consuming and costly, and could be replaced by bush hogging.

Strategies for Increasing Non-Appropriated Funding



Implementing fees for some living history programs could increase park revenue

In keeping with the goal of maximizing the impact of each federal dollar invested, the park seeks ways to increase funding from non-appropriated sources. The following strategies are recommendations to increase non-appropriated funding available for operations, based upon the findings in this analysis.

Enhance Friends Group Partnership

The Friends of Stones River have the opportunity to play an important role in fundraising and community projects at the battlefield. Recently, several historic houses associated with the Battle of Stones River were torn down, sparking a renewed interest in the preservation of Stones River National Battlefield. This provides the Friends group with a unique opportunity to enhance its membership and to seek out leaders in the community who would like to contribute toward the preservation of Civil War history. In addition to enhancing membership, the park should explore updating the “wish list” of park needs which will allow prospective donors the opportunity to purchase equipment, supplies or services that are directly related to the park, or to dedicate resources for preferred areas they would particularly like to see assisted. The park is especially interested in funding activities that focus on core mission projects or projects which involve resource preservation and interpretation. The Friend’s group has discussed auctions, golf tournaments and fundraising dinners as ways to raise money towards these ends. The park would like the Friends group to apply for grants on an annual basis as a revenue generator. Stones River intends to continue expanding its relationship with the Friends group in the future to find new ways to increase contributions.

Estimated benefit: \$10,000 per year

Add an Additional Donation Box to the Visitor Center
There is currently one donation box placed in the lobby of the visitor center at Stones River National Battlefield. In FY2005, the revenue from donations was approximately \$6,000. An additional donation box could generate increased revenue for the park. Specifically, the box should be placed in the lobby toward the back of the visitor center, an area that is highly used by visitors for the restroom facilities and the water fountain. This is also the only area of the visitor center that is open during interpretive programs held at the park outside of normal operating hours; visitors tend to congregate in this area before and after the programs. Due to the high visibility of this area, an additional donation box placed there would be successful in raising additional funds for the park.

Estimated benefit: \$2,000 per year

Implement User Fees

The park currently conducts several living history programs. These programs cover topics about Civil War artillery, cavalry, and soldier life as well as the National Cemetery at Stones River. The two programs that cost the most for the park to provide are the Hallowed Ground tour of the Stones River National Cemetery, which occurs outside of normal operating hours and is offered seven evenings per summer, and a large artillery program offered once each July. These programs are offered to visitors free of charge and are highly popular. However, living history programs cost the park approximately \$22,000 on an annual basis, and the park must find a way to cover those costs. Charging a fee for these programs would recover costs that could allow the park to continue presenting living history programs. The park would need to perform a comparability study within the larger southeastern geographic area to

determine equitable fee amounts. The revenue estimates below are based on the following fees: \$10 for each adult on the Hallowed Ground Tour, \$7 for each person under 16 or each senior on the Hallowed Ground Tour, and \$5 for each person attending the artillery program in July. Even with conservative assumptions and incorporating the cost of collection, fees for living history could represent a significant source of revenue for the park.

Each year, approximately 30 commercial buses visit the park. Currently, Stones River does not charge for a commercial use authorization for these buses. By charging entry fees on a per bus basis, the park could generate sizeable revenue. The park should also implement a fee for those visitors who would like to do research at the park. In addition, a fee per page would be charged of any copies made of park materials or archives.

Estimated benefit: \$12,000 per year

Recover the Cost of Providing Human Resources Services to Other Parks

In FY2005, the park ecologist and law enforcement officer spent a combined total of 168 hours at other parks in the Southeast region. The ecologist helped monitor plant and animal species at Chickamauga-Chattanooga National Military Park and served as a Board Member on the Tennessee Exotic Pest Plant Council. The park's law enforcement officer traveled to both Chickamauga-Chattanooga National Military Park and Kennesaw Mountain National Battlefield Park to conduct or participate in living history demonstrations and to perform weapons inspections. In addition to the lost work hours, the park has to pay mileage fees to cover the expenses of towing a cannon and transporting

volunteers who are needed at off-site living history demonstrations. The law enforcement officer also served as a program and weapons inspector, requiring travel to Shiloh National Military Park, Big South Fork National River and Recreation Area, Cumberland Gap National Historical Park, Fort Donelson National Battlefield, and Horseshoe Bend National Military Park. Stones River paid for these expenses in FY2005, but does not have the means to continue funding off-site staff visits. Stones River can reallocate staff time to higher priority park activities by reducing some of these off-site activities.

Estimated benefit: \$7,000 per year

Increase Sales at Bookstore in Visitor Center

Cooperating association revenues provide significant support to the operational needs of Stones River National Battlefield. The park is included in a service-wide agreement with Eastern National (Eastern), whereby Eastern operates its bookstores. Eastern operates the bookstore at the Stones River visitor center and is able to donate a portion of its revenue back to the park each year. In FY2005, Eastern sold about \$120,000 worth of materials at Stones River. They donated \$4,800 for interpretation, maintenance and resource management activities, and an additional \$500 to the park's discretionary fund. If the bookstore increases sales to \$200,000, the park could net upwards of \$10,000 per year. The park will continue to work with Eastern to increase sales in the bookstore. Possibilities for increasing sales include sponsoring of author talks, book signings, open houses during the holidays, marketing at regional symposiums, and broadening the product selection.

Estimated benefit: \$6,000 per year



An additional donation box is needed in the back lobby of the visitor center



Sales from the bookstore provide a source of profit for the park

Additional Information

The City of Murfreesboro, Tennessee



Used as a hospital during the battle of Stones River, the Jenkins House was recently torn down

The City of Murfreesboro is located in Rutherford County, Tennessee; approximately thirty miles southeast of Nashville. The town was the site of three different battles during the Civil War, the most significant being the Battle of Stones River. In late 1862, Murfreesboro was the base of operations for the Confederate Army of Tennessee. Gaining control of the town was essential to the Federal 14th Army Corps (later renamed the Army of the Cumberland) due to the town's proximity to Nashville, a forward supply depot for Union forces advancing into the South.

Murfreesboro was the base of Confederate cavalry raids against Union supply lines in Tennessee, Kentucky, and Alabama. The town also straddled the Nashville & Chattanooga Railroad, which was a crucial means of transporting supplies to and from troops in the middle Tennessee area. When the Battle of Stones River concluded on January 2, 1863, Union troops had successfully driven the Confederates out of Murfreesboro. This Union victory gave President Lincoln a badly needed boost in morale during a low point in the Union war effort. After the battle, Murfreesboro was transformed into a supply depot, and continued to serve as a base for Federal troops throughout the remainder of the Civil War.

Today, the City of Murfreesboro continues to operate as a thriving metropolis with a population of 82,000. Stones River and the city have a mutually beneficial relationship. The park brings thousands of visitors to the area each year and those visitors patronize the local businesses of Murfreesboro. In return, the Rutherford County Chamber of Commerce advertises for Stones River on local billboards at no cost to the park. The city

contributes additional volunteer fire services to the park as needed, and the Murfreesboro Department of Parks and Recreation consults with Stones River staff on the management of the greenway that borders the park. The relationship that exists between the park and the city is vital to the revenue and opportunities that each provides to the other.

Murfreesboro is home to Middle Tennessee State University (MTSU), the largest undergraduate university in Tennessee with an enrollment of over 23,000 students. The Battlefield and the University work well at providing invaluable support to one another. Not only do students from the school work and volunteer at the park, but the History Department and the Center for Historic Preservation at MTSU, along with the Tennessee Civil War National Heritage Area, provide assistance for park symposiums.



The historic Murfreesboro Courthouse



A sketch of what Murfreesboro would have looked like during the time of the Civil War

Murfreesboro is one of the fastest growing cities in the U.S., having grown at more than five times the national average over the past three years. This growth poses a challenge to the park's ability to maintain its cultural landscapes in the face of urban encroachment. Development is also threatening historic structures in the Murfreesboro area, many of which are Civil War related. An example is the recent demolition of the 1853 Hiram Jenkins House, which was used during the Battle of Stones River as a hospital for wounded troops. Preservation groups were unable to mobilize enough support and resources to save the structure. The park, city and county must work together to ensure that planning efforts identify and preserve important cultural and natural resources.



Murfreesboro and the surrounding area

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Terri Hogan, Ecologist

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Stones River National Battlefield
3501 Old Nashville Highway
Murfreesboro, Tennessee 37129
<http://www.nps.gov/stri/>

