

D-17A

ANDERSONVILLE

National Historic Site

Georgia

w/ FONSI 11/88



General Management Plan
Development Concept Plan
Environmental Assessment

June 1988

ON MICROFILM

PLEASE RETURN TO:

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United States Department of the Interior

NATIONAL PARK SERVICE SOUTHEAST REGIONAL OFFICE

75 Spring Street, S.W.

Atlanta, Georgia 30303

IN REPLY REFER TO:

FINDING OF NO SIGNIFICANT IMPACT
ON
ENVIRONMENTAL ASSESSMENT
for
GENERAL MANAGEMENT PLAN/DEVELOPMENT CONCEPT PLAN
ANDERSONVILLE NATIONAL HISTORIC SITE
GEORGIA

INTRODUCTION

The National Park Service (NPS) prepared an Environmental Assessment (EA) on the General Management Plan/Development Concept Plan (GMP/DCP) for Andersonville National Historic Site, Georgia. The GMP/DCP/EA addresses the issues visitor facilities, administrative and maintenance facilities, the hazardous conditions at the park entrance and the park's vehicular circulation pattern. The proposal and alternatives are described in detail in the EA.

The purpose of this document is to record the selection of the proposal with the following clarifications and a Finding of No Significant Impact pursuant to the Council on Environmental Quality's regulations for implementing the National Environmental Policy Act. This document should be attached to the EA.

PROPOSAL CLARIFICATIONS

Recognizing that the town of Andersonville served as the rail depot for the prison and that the town contains historic resources related to the prison, the National Park Service will encourage park visitors to also visit the town. This will be accomplished by the following:

1. The National Park Service will allow the Mayor of Andersonville or his designee to participate in the development of park interpretation action plans to assist in the correct and adequate interpretation of the town.
2. An important element of the proposed development plan is the one-way exit using Pecan Lane. Once the Georgia Department of Transportation completes the necessary improvements at the intersection of Pecan Lane and Georgia 49, the Service will open and mark Pecan Lane as the only exit for visitor traffic.

Based on concern expressed by the State Historic Preservation Officer over the possible impact of development on the cookhouse site, emphasis will be given to avoiding the site rather than data recovery.

SUMMARY OF PUBLIC COMMENTS

A total of 5 written comments were received during the public review of the EA. All of the comments addressed the circulation problems; most were concerned that the two-way entrance was located too far from the town of Andersonville. The proposal has been revised so that the only exit for park visitors is adjacent to the town.

SUMMARY OF ENVIRONMENTAL CONSEQUENCES

Construction of the visitor center/administration building, maintenance area and entrance road will result in disturbance of approximately 8 acres. Revegetation will occur following construction.

All vehicular traffic except for funerals and administrative use will be eliminated from the cemetery. Removal of maintenance activity from the immediate vicinity of the cemetery will reduce noise and visual intrusion.

Consultation with the Fish and Wildlife Service under Section 7 of the Endangered Species Act revealed no effect on any endangered or threatened plant or animal species.

There is no floodplain or wetland involvement with this project.

Consultation under Section 106 of the National Historic Preservation Act of 1966 has been completed.

There are no prime or unique farmlands as identified by the US Department of Agriculture in the project area.

CONCLUSION

The National Park Service has made a Finding of No Significant Impact since implementation of this proposal does not constitute a major Federal action significantly affecting the human environment and an Environmental Impact Statement will not be prepared.

Approved: *R. W. Ogle*
FOR Robert M. Baker
Regional Director
Southeast Region

Date: 11/23/88

GENERAL MANAGEMENT PLAN/
DEVELOPMENT CONCEPT PLAN/
ENVIRONMENTAL ASSESSMENT

ANDERSONVILLE NATIONAL HISTORIC SITE
GEORGIA

June 1988

National Park Service

U.S. Department of the Interior



View of prison looking southwesterly with "sinks" (Prison Branch) in foreground

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REGION

Andersonville National Historic Site



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Not to scale



VICINITY

ANDERSONVILLE NATIONAL HISTORIC SITE

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PURPOSE AND NEED FOR THE PLAN

Background

Andersonville National Historic Site is located approximately 135 miles south of Atlanta and 65 miles southeast of Columbus in southwestern Georgia in Macon and Sumter Counties (see Region and Vicinity maps). During the Civil War nearly 45,000 Union prisoners were confined in the infamous Confederate prison camp there. Over one quarter of the prisoners at Andersonville died during their confinement and were buried near the prison compound. Their burial site has been maintained by the United States as a national cemetery, and the prison site was formerly preserved as a memorial park by the Grand Army of the Republic, a private organization.

In October 1970 Andersonville National Historic Site--incorporating both the cemetery and the prison area--was established as a unit of the National Park System "...to provide an understanding of the overall prisoner-of-war story of the Civil War, to interpret the role of prisoner-of-war camps in history, to commemorate the sacrifice of Americans who lost their lives in such camps, and to preserve the monuments located..." within the site. The site is listed on the National Register of Historic Places.

A combined General Management Plan (GMP) and Development Concept Plan (DCP) for the site was approved February 25, 1981, and was preceded by an Environmental Assessment. That GMP/DCP addressed several problems affecting the historic site that still remain. Recently, concern surfaced over the inability of the public to comprehend the conditions endured at the prison during the war. Consideration was given to reconstructing portions of the prison stockade. This, coupled with concern over the appropriateness of the 1981 plan for the park entrance and the visitor center design, led to the decision to reevaluate the earlier plan. Developing cost estimates for entrances off of Highway 49 delayed completion of the revision of the 1981 plan; consequently, the stockade reconstruction issue was dealt with separately as an amendment to that plan. This revision deals with the remaining issues and others as outlined below.

ISSUES

1. WHAT VISITOR FACILITIES ARE APPROPRIATE?

Frequent crowded conditions indicate a need to reevaluate facilities now used for visitor contact and interpretation. Current space is inadequate both in terms of extent and location.

2. WHAT ADMINISTRATIVE AND MAINTENANCE FACILITIES ARE APPROPRIATE?

Present space for these functions is inadequate in extent and location. Noise from the nearby maintenance facility has adverse impacts on visitor appreciation of the national cemetery and on funerals. Use of existing buildings needs to be reevaluated.

3. HOW CAN THE PRESENT HAZARDOUS CONDITIONS AT THE PARK ENTRANCE BE ALLEVIATED?

Due to the combination of limited sight distance and high speed traffic, conditions at and near the park entrance are accident-prone. An average of one accident per year and near accidents almost every day have caused concern over existing conditions. The current GMP/DCP proposal appears to be too costly to remain viable.

4. HOW CAN THE PARK'S VEHICULAR CIRCULATION PATTERN BE IMPROVED?

Current conditions result in:

- inefficiency in visitor movement;
- hazardous conditions, both between vehicles and between vehicles and pedestrians; and
- ineffectiveness in interpretation.

These conditions stem from the fact that all visitors must drive through the cemetery to get to other areas of the park and then drive back through the cemetery to leave. Also, driving through the cemetery first reverses the sequence of the Andersonville story; i.e., the cemetery is the logical end of the interpretive story.

DESCRIPTION OF EXISTING CONDITIONS

Cultural Resources

The resources at Andersonville are of several periods. In 1864 and 1865 the major historic scene was created. In subsequent years the memorialization of the site came about through the efforts of Clara Barton, Grand Army of the Republic, Woman's Relief Corps, and the Department of the Army. The memorialization period has created a secondary historic scene. The discovery of a significant prehistoric site has further expanded the story of Andersonville.

Andersonville National Historic Site is listed on the National Register of Historic Places. Therefore, all actions involving the park will have to be reviewed under the appropriate regulations, i.e., the Historic Preservation Act and Executive Order 11593, and National Park Service policies.

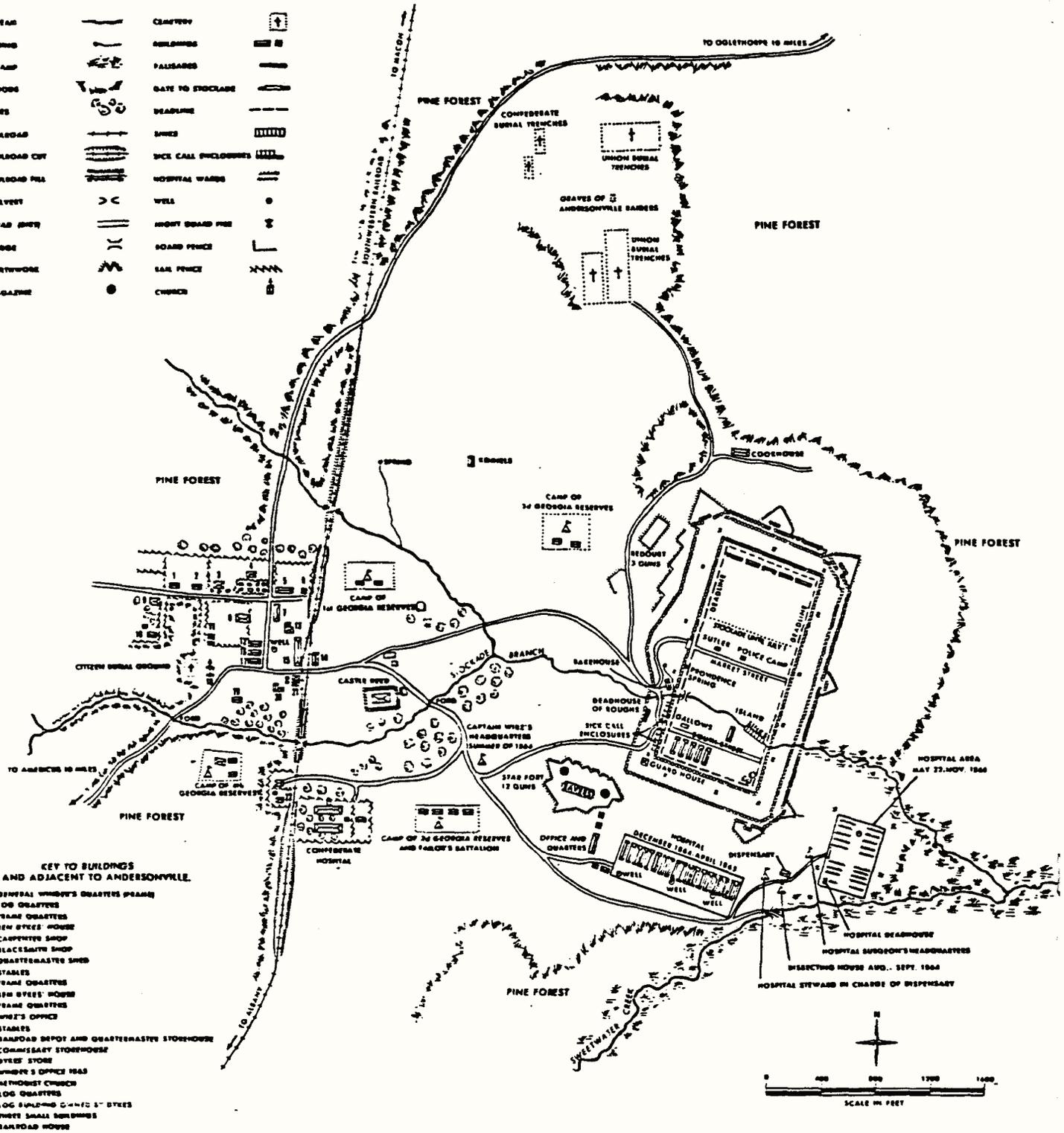
The Prison Site: The original stockade was built in 1864 by the Confederacy to house Union prisoners taken during the Civil War. Nothing remains of the 1,620-foot by 779-foot log structure. The stockade line and the parallel "dead line" inside it, which marked the point beyond which prisoners could not go, are shown today by white posts. The site of Providence Spring, the only source of fresh water for the prisoners, is marked by a memorial. At the northwest corner of the prison site, 11 monuments erected since 1901 commemorate the prisoners. In the north end of the site and at the hospital site are 32 escape tunnel and well sites.

The prison was surrounded by fortifications, mostly at the corners of the rectangular stockade. The remains of these fortifications now appear as grass-covered earthworks. The largest of these is the Star Fort, on the southwest corner. The prison area is now a grassy field.

The Cemetery: The cemetery contains the graves of over 12,000 men who died while prisoners. The cemetery was formerly administered by the War Department. Veterans of the Spanish-American War (including the Philippine Insurrection), World War I, World War II, the Korean conflict, and the Vietnam War were buried in the cemetery. Like the prison site, the cemetery contains monuments to the dead; 11 memorials have been emplaced since 1899. Unused burial spaces remaining total 8,400.

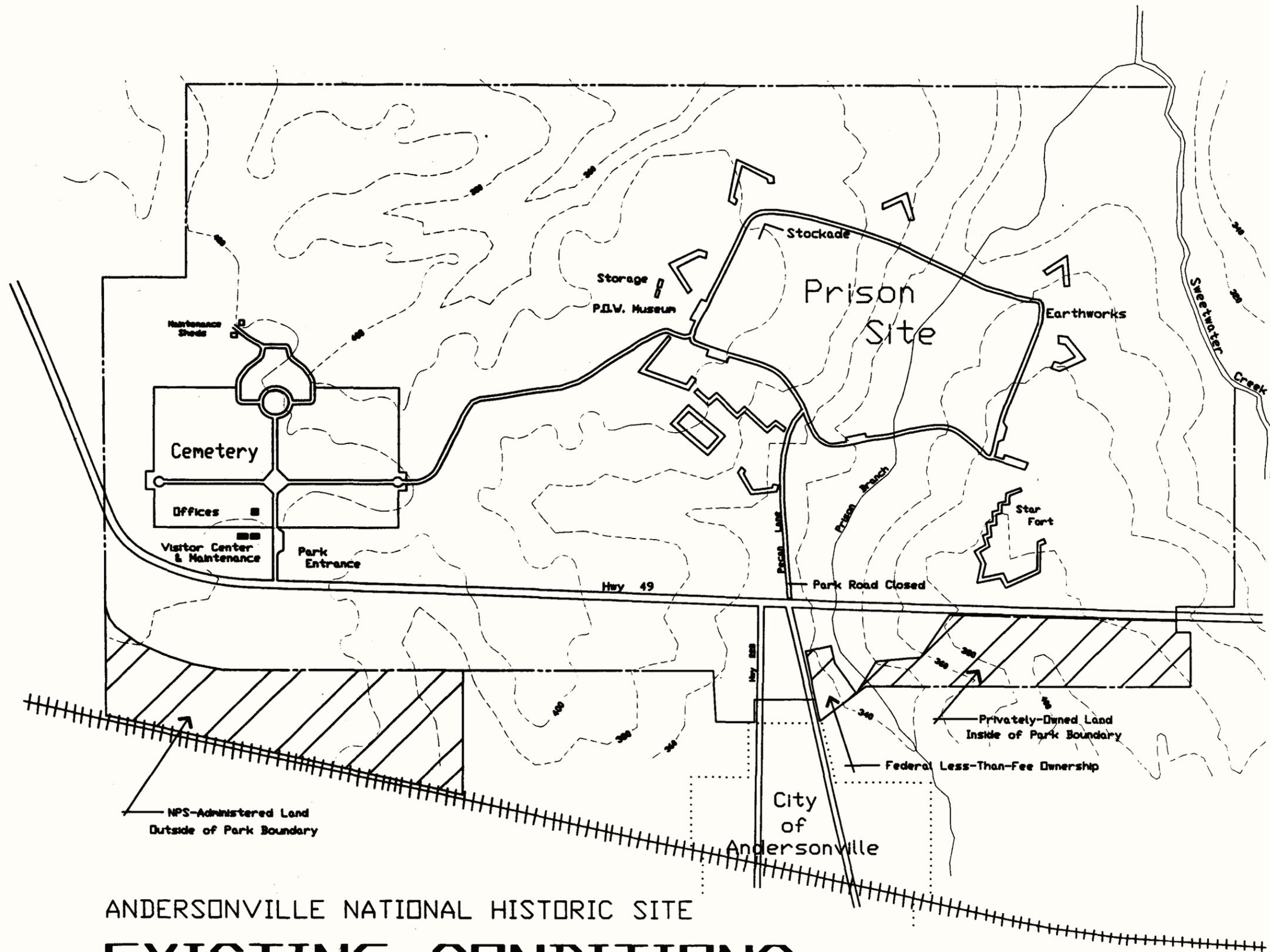
LEGEND

STREAM		CANYON	
SPRING		RAILROADS	
SWAMP		FALSBARS	
WOODS		GATE TO ENCLOSURE	
TREES		HEADLINE	
RAILROAD		DITCH	
RAILROAD CUT		DICE CALL ENCLOSURES	
RAILROAD PIA		HOSPITAL WARD	
CULVERT		WELL	
ROAD BRIDGE		SHORT BOARD FENCE	
BRIDGE		BOARD FENCE	
TARTWORM		SAIL FENCE	
MAGAZINE		CHURCH	



- KEY TO BUILDINGS
IN AND ADJACENT TO ANDERSONVILLE.
- 1 GENERAL WINDOM'S CHARTERS (FRAME)
 - 2 LOG CHARTERS
 - 3 FRAME CHARTERS
 - 4 SEN BYTES HOUSE
 - 5 CAPTIVITY SHOP
 - 6 BLACKSMITH SHOP
 - 7 QUARTERMASTER SHED
 - 8 STABLES
 - 9 FRAME CHARTERS
 - 10 SEN BYTES HOUSE
 - 11 FRAME CHARTERS
 - 12 WINDOM'S OFFICE
 - 13 STABLES
 - 14 RAMROAD DEPOT AND QUARTERMASTER STOREHOUSE
 - 15 COMMISSARY STOREHOUSE
 - 16 BYTES STORE
 - 17 WINDOM'S OFFICE 1864
 - 18 METHODIST CHURCH
 - 19 LOG CHARTERS
 - 20 LOG BUILDING CHARTER BYTES
 - 21 THREE SMALL BUILDINGS
 - 22 RAILROAD HOUSE

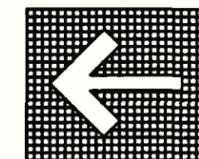
ANDERSONVILLE NATIONAL HISTORIC SITE
GEORGIA
HISTORICAL BASE MAP
1864-1865



ANDERSONVILLE NATIONAL HISTORIC SITE
EXISTING CONDITIONS



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NORTH

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A brick wall, completed in 1879, surrounds the cemetery, and is a constituent part of both the esthetic and historical scenes. At or near the entrance to the cemetery are two historic structures. One, outside the wall, is a 1908 chapel now used as a museum and visitor contact station. The second, a two-story structure dating from 1877, originally served as an office and residence for the cemetery superintendent and now houses park offices.

Museum/Historic Research Collections: Andersonville maintains a small collection of pertinent period pieces such as carved bone items, metal goods, documents, photos, diaries, and letters that have been acquired by purchase and donation. Items collected are being acquisitioned, cataloged, and stored in the best way possible under the present conditions. Storage facilities are poor and limited. Maintenance of the present collection is not adequate. To assist park staff with museum collection, a Curatorial Management Plan was completed in February 1982. The management plan identified management policies, scope of collection, acquisition policies, preservation activities, and coordination activities with other museums. In order to assure preservation of the collection, all included objects will be assigned to a cultural cyclic maintenance program to ensure appropriate preservation treatments.

Eight archeological investigations have been conducted at Andersonville. Artifacts are stored mainly at the National Park Service's Southeast Archeological Center in Tallahassee, Florida. Maps, photographs, and field notes are also primarily housed in Tallahassee. The eight investigations include:

- testing to verify stockade lines, Larson, 1973-1974,
- tests of temporary maintenance shed site and reconnaissance of Star Fort area, Faust, 1976,
- testing of alternative development sites and further testing of the stockade, the hospital, and the aboriginal site near Star Fort, Ehrenhard, 1978,
- reconnaissance of the Gunboat Street area, Ehrenhard, 1981,
- survey and testing of Federal land outside of boundary, Paglione, 1983,
- soil resistivity to locate hospital site, Marrinan, 1985,
- tests of septic tank and drainfield site near prison site, Cooper, 1986, and

- northeast corner of inner stockade prior to reconstruction, Walker, 1987.

Interpretive Themes: The primary interpretive themes for Andersonville National Historic Site are:

1. To provide an understanding of the overall prisoner-of-war (POW) story of the Civil War.
2. To interpret the role of POW camps in history.
3. To commemorate the sacrifice of Americans who lost their lives in such camps.
4. To interpret the monuments as elements in the Andersonville story.

Natural Resources

The park is located in the rolling hills of the East Gulf Coastal Plain. The site occupies 496 acres.

Soils: Overlaying a formation of sands and clays is the Tallahatta formation of fine to medium-fine sands. Bauxite and kaolin are mined and processed immediately outside the park. Soils are generally deep and well drained sandy loam or loamy sand. However, the soils are highly erodible when the protective vegetative cover is removed.

Water Resources: Sweetwater Creek and Prison Branch are the two streams associated with the park. Sweetwater Creek has an average flow of 47 cubic feet per second and drains an area of approximately 47 square miles. Prison Branch has an average flow of 1 cubic foot per second and drains a 975-acre subcatchment of Sweetwater Creek.

These two streams ordinarily flow in well-defined channels, but there are areas where the distinct banks disappear and broad wetlands take their place. There is a swampy area where the two join just east of the park. The 100-year floodplain of Prison Branch extends into the park.

The two streams are classified for fishing and propagation of game and fish, shellfish, and other aquatic life. Water quality in the streams is in conformance with environmental standards.

Vegetation: Approximately 135 acres of the park landscape are intensively managed, consisting mainly of lawn and ornamental shrubs and trees. In the unmaintained, natural sections of the park, the vegetation is primarily an oak/hickory/pine association.

The only exotic plant within the site is kudzu, which now occupies about 1 acre west of Highway 49. No endangered or threatened plant species are known to occur within the park.

Wildlife: Mammals found in the park include deer, squirrels, skunks, and cottontails. Birds are abundant and include warblers, owls, and hawks. Cottonmouth moccasins, rattlesnakes, and copperheads can be found.

Sweetwater Creek and Prison Branch contain fish species common to the Flint River Basin, including a number of shiners, carp, catfish, sunfish, yellow perch, and minnows.

The park lies within the range of the red-cockaded woodpecker, the American bald eagle, and the American alligator. These species are listed as endangered by the Fish and Wildlife Service and the State of Georgia. However, since habitat suitable for these species is lacking within the park, these animals are not expected to be found.

Air Quality: In the past, the mining and processing of bauxite and kaolin adjacent to the park caused air quality degradation in the park and adversely affected vegetation. Since the installation of air pollution control devices, air quality is generally considered to be good.

Visitor Use

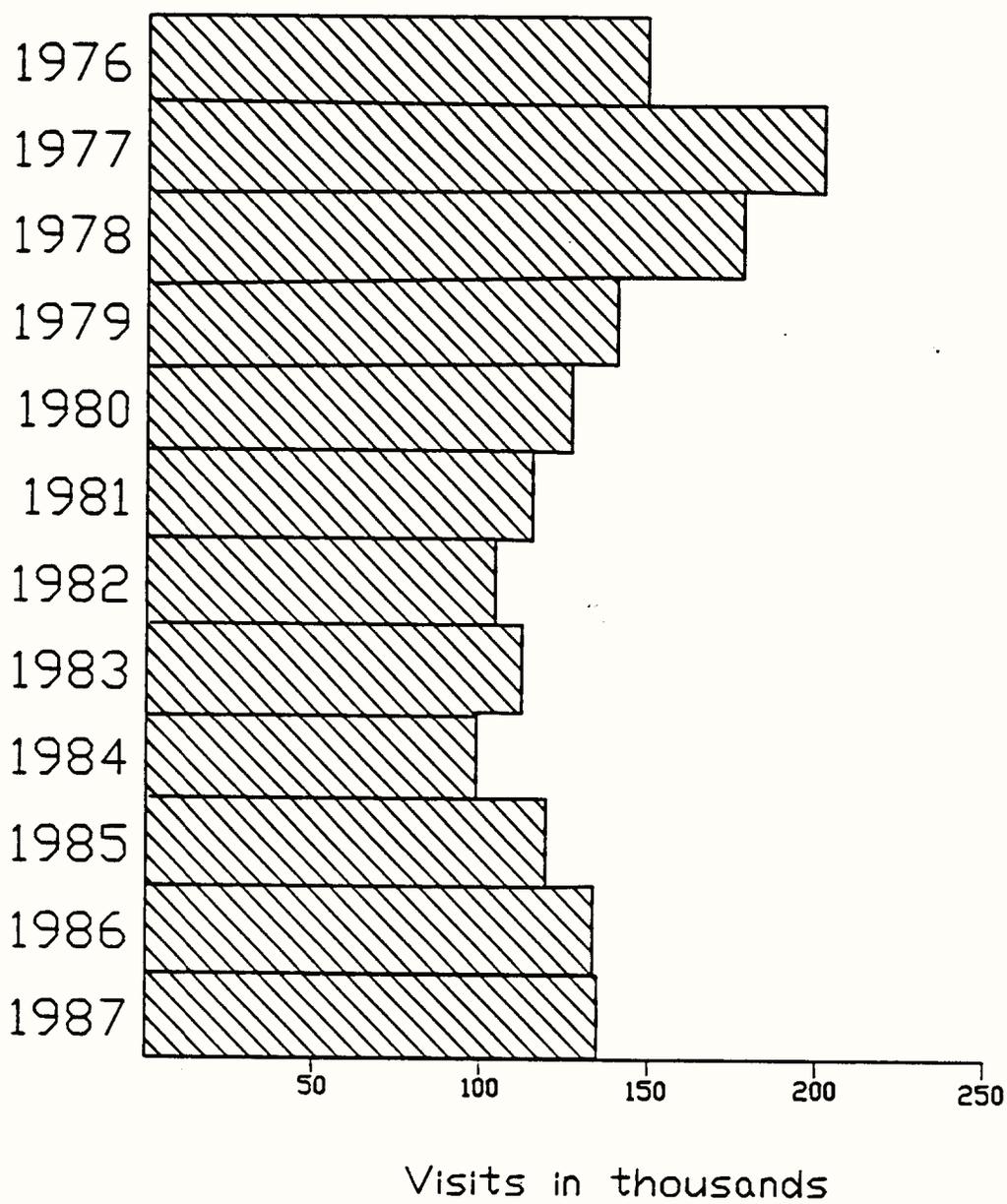
Approximately 50 percent of visitors visit the park to learn of the role of the Andersonville Prison during the Civil War. These visitors often have prior knowledge or interest in Andersonville. The average visitor in this category is from the continental United States enroute to or from Florida who decides that now is a convenient time to drop in on "the place I always wanted to come to." Visitors in this group take full advantage of the park's interpretive services, including the visitor center museum, the introductory slide show, the auto tape tour, the genealogical prisoner file and other scheduled interpretive programs.

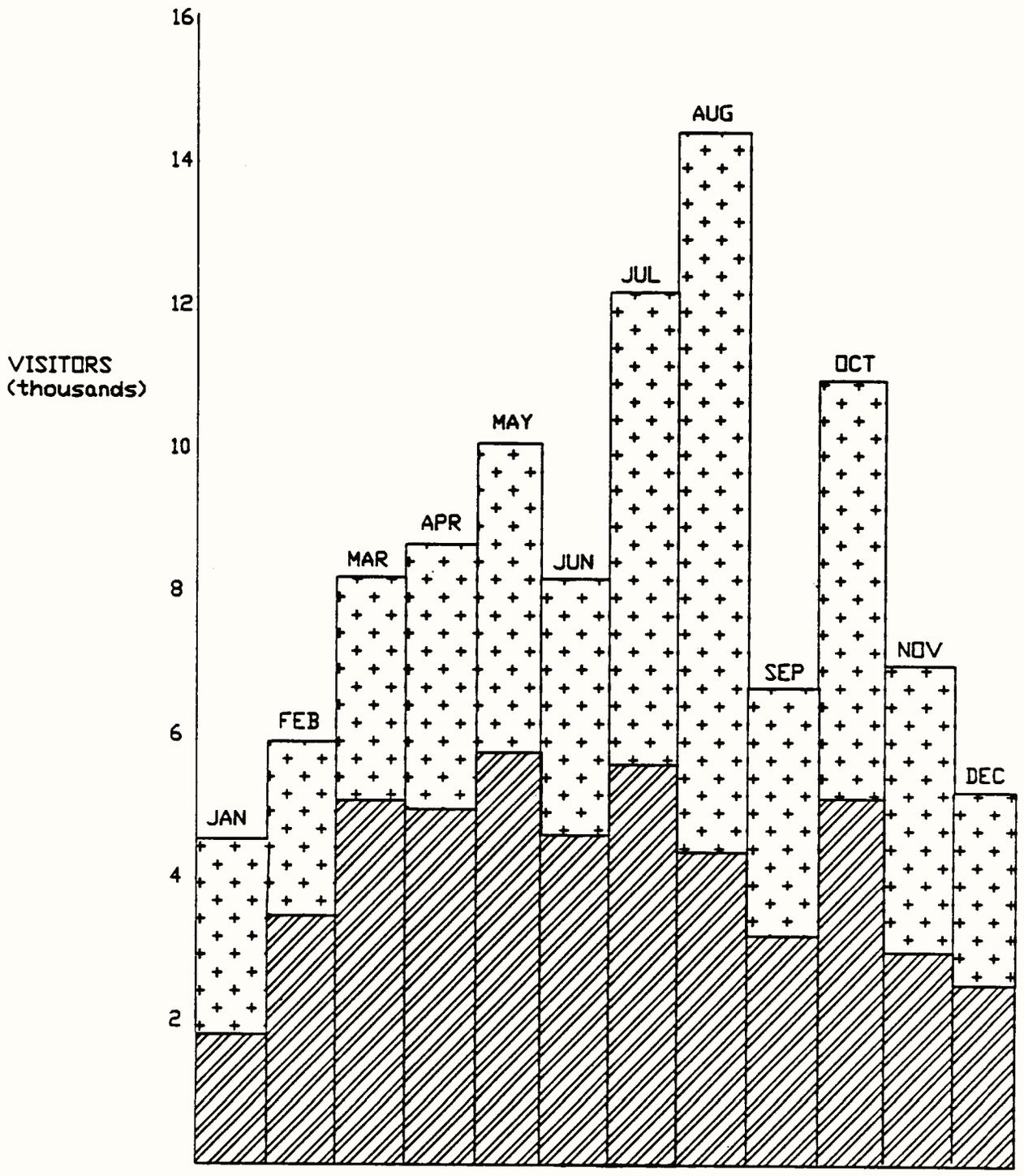
Approximately 30 percent of the visitors to Andersonville use the area as a combination park and historical area. The average visitor in this category is a local, repeat visitor, well-informed as to the park's history, who commonly by-passes the visitor center and drives straight into the park. These visitors utilize the park grounds and picnic area, as well as the numerous wayside exhibits on the park loop road. Frequently these visitors bring "out-of-town" friends and relatives into the park and conduct their own guided tours.

The final visitor category at Andersonville National Historic Site includes those who arrive as part of special interest groups or to attend special events and programs. This category includes school and bus tour groups, U.S. Army Officer Candidates, park volunteers who attend training workshops, and relatives and friends attending funerals and visiting gravesites. Another important aspect of this group is those visitors who attend special events and programs at the park such as Torchlight Tours, Memorial Day programs, sunrise services, candlelight cemetery programs, and the prisoner-of-war film series. The majority of the visitors attending these events are locals living within a 50-mile radius. Approximately 20 percent of Andersonville visitation are in this category.

Major fluctuations in visitation has been recorded at Andersonville over the past 15 years. The gas crises of 1973 and 1978 and the election of President Carter in 1977 affected visitation substantially. Special events in October and summer travel tend to cause surges in park attendance. School groups in May and people traveling to Florida increase visitation in the spring and fall. The majority of visitors during the week are group and out-of-state travelers. Weekend users are mostly from the local area and surrounding region. With the recent establishment of Jimmy Carter National Historic Site in nearby Plains, visitation is expected to increase at least 10 percent annually.

Visitation by Year





 Park Visitation
 Visitor Center

Visitation by Month

Existing Park Development

Roads and Parking Areas: The existing entrance to Andersonville National Historic Site is located on busy Georgia Highway 49. There are no entrance/exit lanes provided at the entrance area. The visitor turns off Highway 49 and travels approximately 250 feet to a 15-car parking area at the visitor center/administrative offices area. A paved road through the cemetery leads to the prison site and around a one-way paved loop road surrounding the prison site. The paved road from Highway 49 through Pecan Lane to the prison site was once a visitor entrance road but was closed as an entrance due to several severe accidents occurring at this intersection. The visitor may park anywhere along the park roads, but designated parking is provided at Providence Spring (seven cars) adjacent to the monuments (10 cars, two buses) and Star Fort (five cars, two buses).

Few accommodations for over-sized recreational vehicles or buses are available, and such vehicles easily cause congestion in parking areas. Even without larger vehicles, the parking areas are occasionally congested, and parking occurs along the park roads. During funerals, traffic congestion in the park is much greater.

The entrance area at Georgia Highway 49 poses a serious safety hazard for visitors, funeral attendees, administrative personnel, and passing motorists. Despite the placement of signs, the majority of traffic exceeds posted speed limits in the area of the park, according to traffic studies by the Georgia Highway Patrol.

Visitor Center/Administrative Space: The visitor center is located in a historic brick structure adjacent to the entrance road. The structure was originally built as a chapel and provided shelter to funeral parties during inclement weather. These functions are not available since conversion to a visitor center. Available space is 800 square feet. Maximum capacity is 50 people at one time, which is frequently one bus load. Each of the two rest rooms will accommodate only one or two persons at a time. A retail sales area and very small library are also located in the visitor center. Space for artifact conservation is very limited.

One of two small brick buildings (800 square feet) located just north of the prison site is used for displays of POW exhibits. Two single rest rooms are available there. The building is not historically significant.

Administrative space is provided in what once was the cemetery sexton's residence. The two-story structure has an area of approximately 2,000 square feet and includes offices for the superintendent, administrative assistant, secretary and receptionist, maintenance chief, chief ranger, and interpretive personnel. Work, file, and storage space is very limited.

Both the existing visitor center and administrative building are listed on the National Register of Historic Places nomination form as resources of local or park significance.

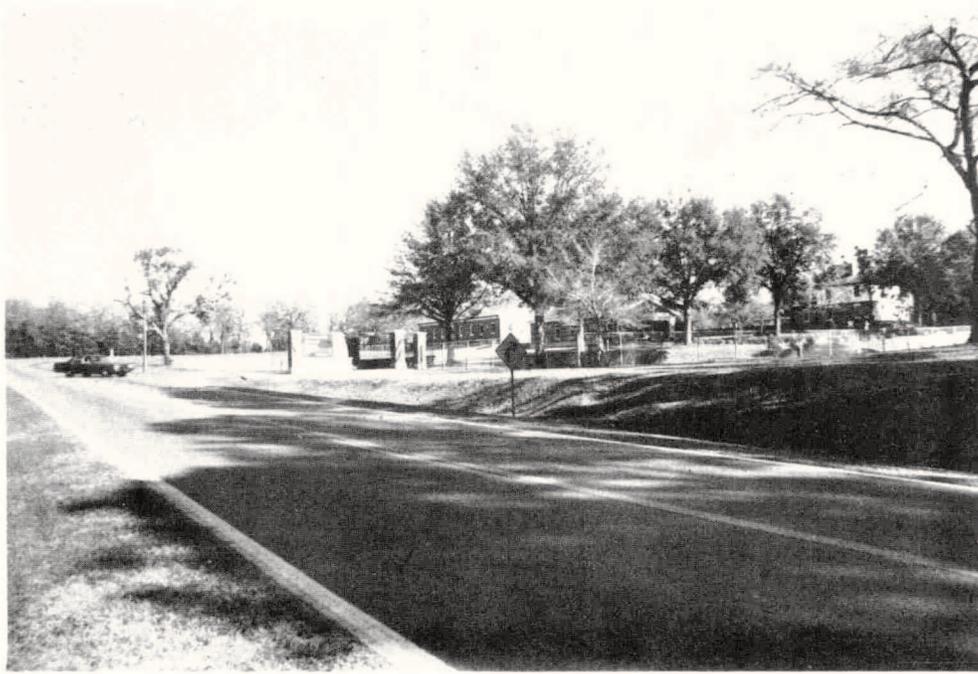
Maintenance Areas: The primary maintenance area is housed in a brick structure behind the existing visitor center. This building has 2,531 square feet of floor space which includes three mechanic bays with storage, personnel locker room, rest room, janitor supply storage room, and an oil storage room. A 1,200 square foot storage shed is located east of the cemetery and is also used for storage of maintenance equipment. One of two brick structures (630 square feet) located north of the prison site is also used for storage. A small employee parking area is located across Highway 49 from the existing visitor entrance.

The nomination form for the National Register of Historic Places lists the primary maintenance shop as a resource of local or park significance. The building used for storage is not historically significant.

The separation of the maintenance facilities contributes to inefficiency in the maintenance effort. A significant visual and audible impact on the nearby cemetery (less than 50 feet away) is caused by activity in the primary maintenance shop.

Utilities: Water is purchased from the city of Andersonville. Septic tanks are used to treat sewage. Electricity and telephone service are available from lines adjacent to the site.

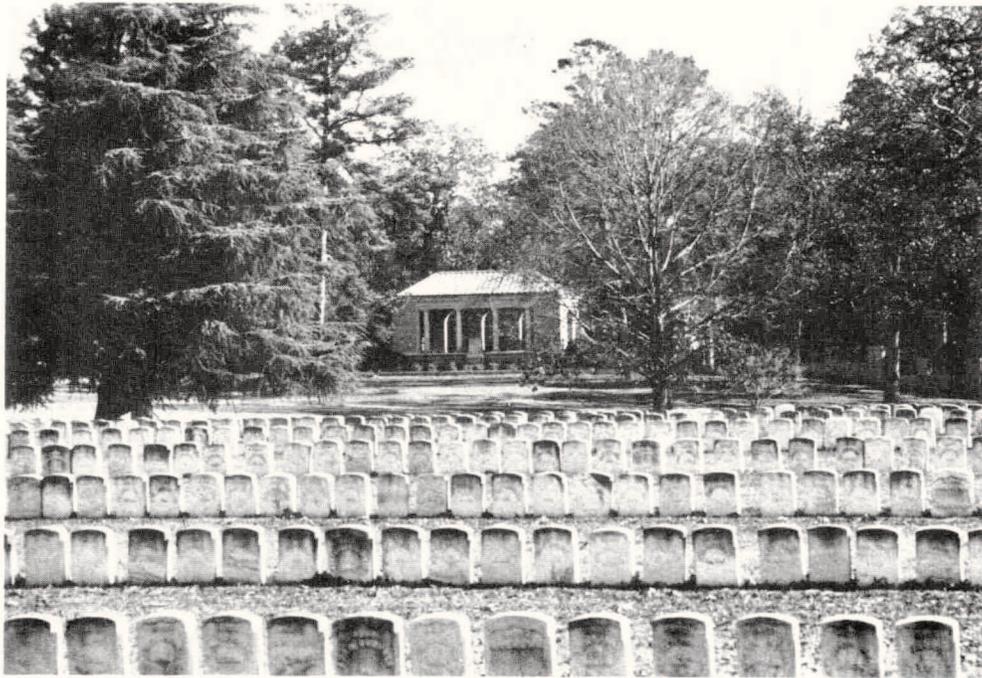
Other Features: Other visitor-use facilities at the park are: a 12-table picnic area near the old Pecan Lane entrance and a paved loop walking trail around the Star Fort. Other features not related to visitor use include some dirt access roads and a paint storage shed.



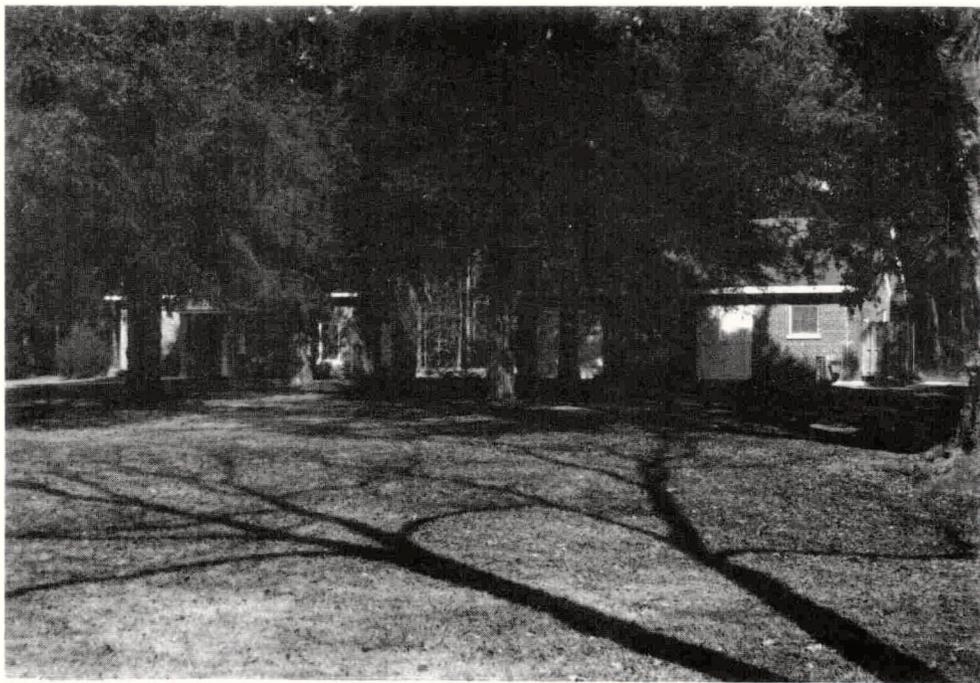
Existing entrance from Georgia Highway 49. Visitor center, maintenance building, and administrative offices shown.



Group use of visitor center



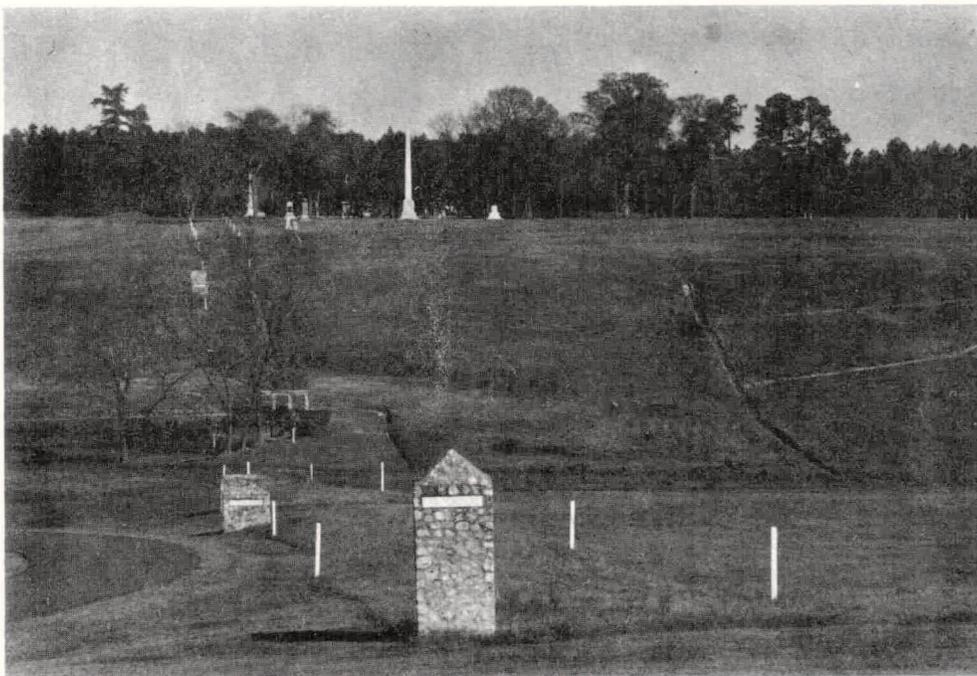
Cemetery and rostrum



Prisoner-of-war museum (L) and storage building
north of prison site



View eastward along Pecan Lane



View of prison site northward from southwest corner

Surrounding Land Use

Lands in the area of the park are predominantly farmland and forested tracts. The city of Andersonville is immediately adjacent to the park on the west and has a population of approximately 300. Kaolin is mined adjacent to the southwest corner of the park. These land uses have not represented serious threats to the park. On the contrary, relations with park neighbors are cordial, and cooperation is commonplace. The city of Andersonville and the park coordinate their respective tourist services. The owner of the kaolin mine voluntarily provided the vegetative planting for a visual screen. Significant changes in land use near the park are not expected in the foreseeable future.

PROPOSAL

Park Land Use and Management Zoning

The entire site will continue to be broadly categorized as a historic zone, where management emphasis is on the preservation, protection, and interpretation of cultural resources and their settings. Within this zone various subzones are identified to define the different management actions appropriate to specific portions of the park. Descriptions of these subzones follow.

1. **Access/Circulation:** Emphasis is on providing facilities for vehicular access and movement within the park. This includes all roads within the park.

2. **Administration and Education/Interpretation:** Emphasis is on providing facilities and services for administering the park and maintaining park resources and providing services to visitors. This includes the proposed visitor center/administrative building and maintenance area.

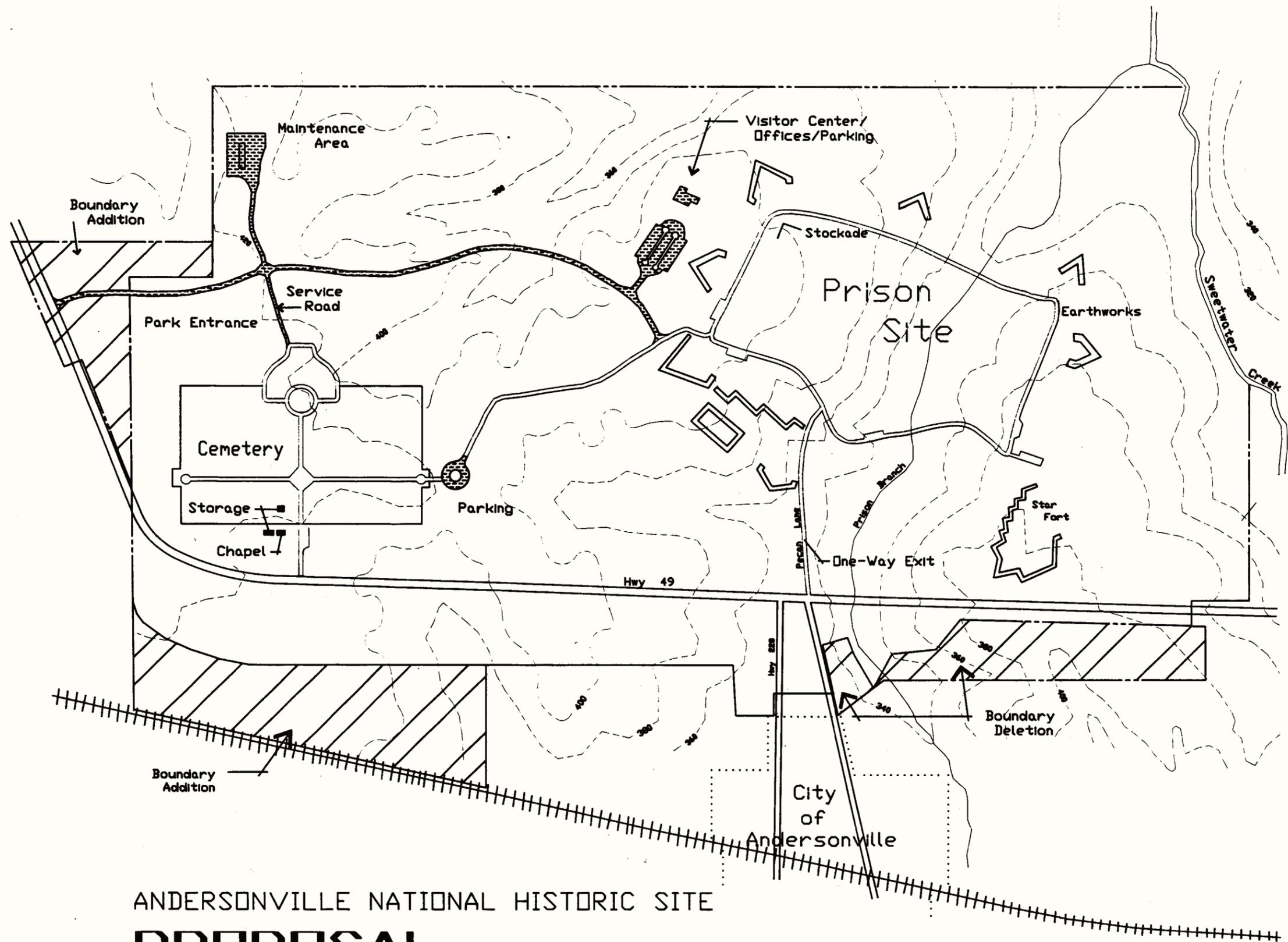
3. **Preservation/Adaptive Use:** Emphasis is on use, with necessary modifications, of historically significant structures for contemporary public and administrative activities that permit perpetuation of the structures' essential historic qualities. This includes the existing visitor center and adjacent maintenance building.

4. **Commemoration:** Emphasis is on management to create a commemorative setting rather than to preserve a setting that dates from the historic period. This includes the national cemetery.

5. **Special Use:** Emphasis is on continuation of present, acceptable uses by others of lands within park boundaries. This includes public rights-of-way.

Cultural Resource Management

Management objectives related to cultural resources are included in the Appendix. Generally, the objective is to identify, evaluate, protect, and preserve the park's cultural resources and artifacts in accordance with legislation, executive requirements, and NPS Management Policies.

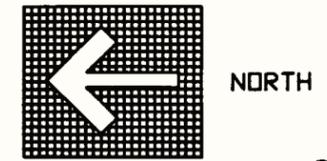


ANDERSONVILLE NATIONAL HISTORIC SITE

PROPOSAL



 Proposed Development



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The national cemetery will continue to operate as an active cemetery within the limitations imposed by its existing capacity. Headstone and monument maintenance will continue as at present, i.e., on a scheduled as well as on an as needed basis. A Curatorial Management Plan was completed in 1982 and identifies policies, scope of collection, acquisition policies, preservation activities, and coordination with other museums. All included objects will be assigned to a cultural cyclic maintenance program. No significant threats to archeological resources exist. National Register nominations are complete.

Several specific needs remain outstanding, and detailed proposals are included in the park's Resource Management Plan. These include test excavations and analysis of the prehistoric site, additional archeological investigation of the prison site, and several historical research projects.

Natural Resource Management

The park's natural resources will continue to be managed to complement and enhance the park's cultural resources. As indicated in the park's Management Objectives, management will promote reestablishment of mature oak-pine forest, except where manipulation is required to maintain the historic setting.

Several specific natural resource-oriented projects are needed by the park and are included in the park's Resource Management Plan. They include fire ant control, exotic vegetation control, monitoring effects of industrial air pollution, cemetery turf management, and tree maintenance.

Visitor Use and Interpretation

Three issues related to visitor use are addressed in this proposal: (1) access, (2) circulation, and (3) visitor contact and exhibit space.

The existing access off Highway 49 is hazardous as noted previously. The proposed new entrance on the north will eliminate hazardous conditions by providing more than the minimum sight distance required for safety without involving realignment of the highway. This proposal is discussed further in the Development section.

By locating the park entrance on the north, the vehicular circulation pattern inside the park will no longer be a problem. Visitors will be directed to the visitor center for orientation and invited to walk to the numerous resources at the north end of the prison site before driving the one-way tour road and visiting the cemetery. Non-funeral vehicles will no longer be allowed in the cemetery, thereby contributing to a more peaceful, contemplative atmosphere. A parking area adjacent to the cemetery will be provided. The Pecan Lane gate will be reopened for exit-only traffic to allow park visitors the option of going directly into the town of Andersonville to visit other prison-related features. Perhaps the most significant of these features is the train depot area where Union prisoners were off-loaded to be marched to the prison. Visitor information at the park will include a description of the close relationship of the prison to the town.

A new visitor center will alleviate the crowded conditions now experienced and provide adequate space for displays, Eastern National Park and Monument Association sales and storage, reception/information, audio-visual programs, and rest rooms.

The visitor center will serve to orient park visitors to the purpose of the area and to the park's cultural resources specifically. The interpretive themes mentioned earlier will be portrayed.

The park presently provides for a small amount of picnicking in support of the primary objective of historical interpretation. This use will continue at a site near the new visitor center.

Visitation is expected to number between 150,000 and 175,000 annually over the next 10 years considering the anticipated public response to the establishment of Jimmy Carter National Historic Site nearby and to the proposed improvements in visitor facilities at Andersonville.

Park Operations and Staffing

Administrative functions will be housed in the new visitor center/administration building.

A new maintenance area will consolidate all maintenance activities and promote efficiency.

No changes in park operations are proposed. No staff increases are anticipated as a result of this plan. The current level is 17.6 positions. A functional breakdown is as follows: administration - 3.0; maintenance - 9.3; interpretation and resource management - 5.3.

Development

Development proposals included in the plan include the new visitor center/administration building and associated parking, new entrance road, new maintenance facility, and cemetery turnaround and parking.

The visitor center/administration building will be located north of the prison site within easy walking distance of earthworks, the reconstructed northeast corner of the prison, many of the marked escape tunnels and wells, and the monuments. A breakdown of space is as follows:

Exhibits; audio-visual room	2,500 square feet
Reception area; sales	500 square feet
Library; research files	600 square feet
Administrative space	1,400 square feet
Storage	500 square feet
Rest rooms	400 square feet

	5,900 square feet

Parking for the visitor center/headquarters will accommodate 75 cars and 6 buses.

The new entrance road (approximate length 4,000 feet) will enter the park from the north and extend into the park east of the cemetery, joining the existing road connecting the prison site and cemetery. The present park entrance will be closed. The new entrance road will be a much safer entrance for visitors and funeral processions since it is in an area of nearly flat terrain and cars can clear Highway 49 more quickly with the longer

entrance road. It will provide truck access to the maintenance facility without imposition on historic features and visitor appreciation of those features. The intersection of this new road with Highway 49 will include turn lanes.

The reopening of Pecan Lane at Highway 49 as an optional exit will require improvements in Highway 49 in order to make this intersection safer.

The new maintenance facility will be located in the wooded, buffer area of the park, away from the cemetery and other historic features and near the park entrance. The facility will encompass approximately 1.25 acres and include a 5,000-square foot maintenance building and a 2,800-square foot storage building.

Public access to the cemetery will be from its existing south gate. Only funeral vehicles will be admitted. All other visitors to the cemetery will use the parking area at the cemetery's south gate and walk in. This parking area will accommodate 15 cars and 3 buses.

A service road (approximately 400 feet) will provide access for maintenance vehicles to the cemetery from the maintenance facility. The public may be permitted to use the service road for purposes of visiting gravesites of relatives.

Disposition of existing buildings will be as follows:

Visitor Center: return to original use as cemetery chapel and waiting area

Maintenance Building: artifact storage, darkroom, exhibit repair/rehabilitation

Sexton's House: administrative storage

Prison Site Buildings: remove

Maintenance Storage Building: remove

Although there have been eight previous archeological investigations in the park, some of the proposed development sites are not fully covered. Of primary concern is the site of the prison cookhouse north of the prison site. Implementation of the proposal will require early testing of development sites to permit appropriate facility siting or necessary data recovery.

Boundary Adjustments and Land Protection

Implementing this plan will require a boundary adjustment to include land for the new entrance. Approximately 10 acres will be required. Present land use is in row crops and Highway 49 right-of-way. The configuration of the required acreage is to minimize incompatible encroachment at the park entrance. The park's Land Protection Plan will be amended to identify the appropriate strategy to achieve management objectives.

A summary of the park's current Land Protection Plan is as follows:

Privately owned tract inside boundary (Mullite Company) (13.89 acres): Delete from boundary all but a reclaimed buffer strip. Accept donation of reclaimed strip.

Four non-Federal public tracts inside boundary (7.9 acres): These are public rights-of-way. No action is necessary.

Federal tract outside of boundary (20.33 acres): Adjust boundary to include tract. Previously reported as excess, results of an archeological study indicate the presence of important cultural resources.

In addition to the above, there is an approximate 1-acre scenic easement proposed for deletion. The area under easement lies west of Highway 49 and is not important to achieve park objectives.

These boundary adjustments can be accomplished under existing legislative authority.

Plan Implementation

Estimated costs for the development proposals are shown in the accompanying table.

The proposal would require approximately 10 acres on the north boundary. Land costs in this area range from \$400 to \$500 per acre for farm land.

Current use of existing buildings will continue until needed funds for plan implementation are available.

Increases in operating costs are not expected to be significant. They will be addressed in the operations plan to be developed after approval of this general management plan.

The potential exists for financial contributions from private sources, particularly for construction of plan elements related to POW research and museum space. Park personnel have been involved in discussions concerning a separate POW library research and artifact storage facility housed in the park. The facility would be turned over to the National Park Service. Such a facility would be in keeping with the park's legislative purpose. Space would be available near the proposed visitor center. Other possibilities for private funding include additional aspects of the visitor center and the remodeling of the existing visitor center into a cemetery chapel and waiting area.

Estimated Development Costs

Item	Gross Construction Cost	Advance and Project Planning Cost	Total Project Costs
New entrance road and Hwy. 49 turn lanes* (4,000 ft. paved)	\$ 576,400	\$110,000	\$ 686,400
Visitor center/offices (5,900 sq. ft.)	\$1,623,090	\$309,750	\$1,932,840
Visitor center parking (75 cars, 6 buses)	\$ 196,500	\$ 37,500	\$ 234,000
Cemetery parking/ turnaround (15 cars, 3 buses)	\$ 65,500	\$ 12,500	\$ 78,000
Maintenance area (53,900 sq. ft. total area, paved; 7,800 sq. ft. of bldgs.)	\$1,046,690	\$199,750	\$1,246,440
Maintenance area access roads (300 ft., paved; 400 ft., gravel)	\$ 32,750	\$ 6,250	\$ 39,000
Utilities	\$ 318,330	\$ 60,750	\$ 379,080
Remodel existing visitor center	\$ 10,480	\$ 2,000	\$ 12,480
Remodel existing maintenance building	\$ 65,500	\$ 12,500	\$ 78,000
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	\$3,935,240	\$751,000	\$4,686,240

* cost of intersection improvement at Pecan Lane and Highway 49 to be borne by others.

ENVIRONMENTAL CONSEQUENCES OF THE PROPOSAL AND ALTERNATIVES CONSIDERED

This section outlines the environmental consequences of the proposal as it is described in the previous section. Also included is a brief description of alternatives considered.

Environmental Consequences of the Proposal

Cultural Resources: Construction of the entrance road, visitor center/administrative building and maintenance area are not expected to have a serious impact. Generally, proposed development lies outside of known sensitive areas except for the area of the cookhouse. Archeological testing will be conducted during the advance planning phase of construction and the facility shifted to avoid disturbance or data recovery undertaken as needed.

Concerning the cemetery, the effect of the proposal will be to eliminate all vehicular traffic except for funeral and administrative use. Removal of maintenance activity from the immediate vicinity of the cemetery will reduce noise and visual intrusion.

Natural Resources: Construction of the visitor center/administration building, maintenance area, and entrance road will result in disturbance of approximately 8 acres. Impact will be on soils, vegetation, water resources, wildlife, and air quality.

Impacts on the sandy soils will be the exposure and compaction during construction. The potential for soil erosion will be greatest where the entrance road crosses the ravine. No soils that will be affected are considered prime or unique agricultural land.

Existing vegetation will be removed in the path of the entrance road and in the area of the maintenance facility and visitor center. This vegetation is comprised of early secondary-successional upland pine forest.

The only potential impact on water resources will be from temporary soil erosion during construction. The use of berms and silt fencing during construction followed by revegetation will mitigate any impacts. There will be no new modification or occupation of floodplains or wetlands under the proposal.

The proposed development will affect 8 acres of existing wildlife habitat resulting in the loss of nesting, cover, and food-producing vegetation. All of the wildlife species inhabiting the proposed development sites will be impacted during the construction period. Some birds and mammals--sparrows, mourning doves, mice, and squirrels--will probably return shortly after construction has been completed, but some animals will probably be permanently displaced to nearby habitat. No endangered or threatened species will be affected by the proposal.

In the short run, there will be an increase in particulates (dust) because of construction activity and in exhaust emissions because of construction equipment. Exhaust emissions from visitor vehicles are expected to have an insignificant impact on air quality and no impact on air quality standards.

During construction and for 3 to 6 months afterward, the disturbance to the landscape caused by development will be evident to visitors. There will be a temporary increase in noise levels from machinery in the area during construction.

Alternatives

Pecan Lane: By reopening the historic entrance, i.e., Pecan Lane, visitors would experience an approach to the prison site much like the prisoners experienced. The roadway, with its parallel stone walls and gate posts and mature pecan trees, is historic in itself, being developed during the park's early commemorative period.

Using Pecan Lane as a two-way entrance/exit would allow closing of the cemetery entrance except for funeral and special occasion traffic. This would reduce the hazard at that location but not eliminate it. Pecan Lane itself would have to be widened and the existing historic stone gate posts removed. Vehicle circulation in the park would not be desirable since the entrance road would link to the one-way tour road and take the visitor around the primary resource before arriving at the visitor contact facility. There is no suitable location for the visitor center along Pecan Lane because of the disruption such construction would have on the historic Pecan Lane corridor or on earthworks.

The Pecan Lane intersection with Highway 49 was closed previously due to its being an accident prone location. The intersection would be improved if it were made the park entrance.

A slight variation was also considered that would realign a portion of Pecan Lane to have it intersect with Highway 49 opposite Highway 228. This would also disturb historic resources in the Pecan Lane corridor and likely result in park visitors leaving the area and bypassing the town of Andersonville.

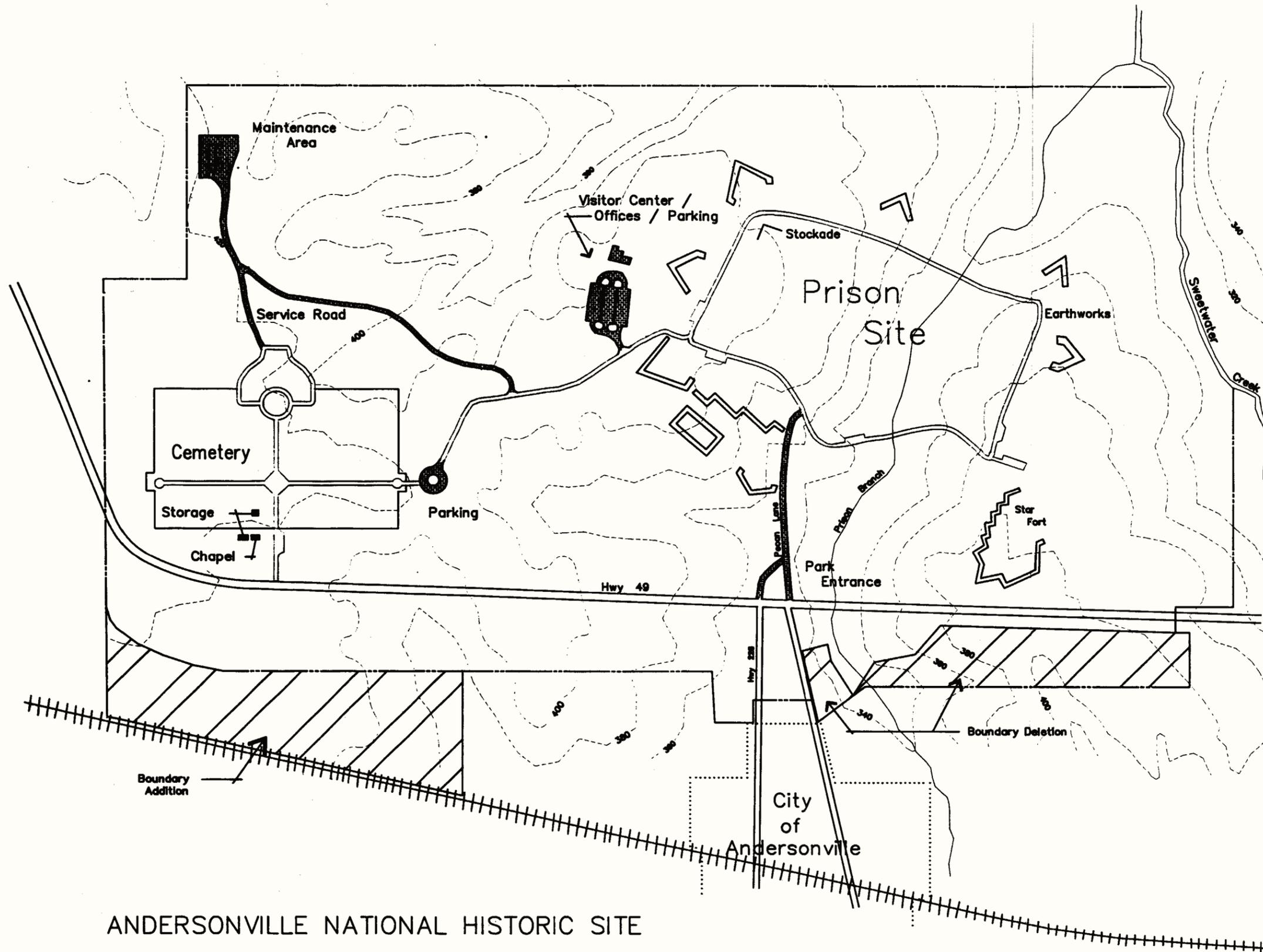
Known impacts on cultural resources would be the disturbance of the Pecan Lane corridor with removal of gates and probable damage to the trees. Possible impacts would involve the cookhouse, as in the proposal. Impact on natural resources would involve the disturbance of approximately 5 acres of previously undisturbed land since road construction outside of the Pecan Lane corridor would be less than the proposal. Disturbance of these 5 acres would result in the same type of effects as discussed under the proposal except to lesser magnitude.

The cost of implementing this alternative would be approximately \$115,000 less. This estimate is based on keeping the present entrance open to funeral traffic.

Entrance Opposite Highway 228: Due to the resource sensitivity of Pecan Lane, another entrance/exit was considered that would be located opposite Highway 228. The alignment in the park would be north of the Pecan Lane corridor and bear northeastwardly to connect with the existing road leading to the cemetery from the prison site. Without tying into the one-way tour road, the entrance road at this location would be more suitable for vehicle circulation. Funeral traffic would also find this entrance suitable. This would allow closing of the existing entrance.

Costs and resource impacts would be virtually the same as those of the proposal since the length of road segments to be constructed are nearly equal and the land north of Pecan Lane is wooded also. This alternative's entrance road would involve land having a higher potential for affecting archeological resources than that of the proposal. Considering the proximity of the entrance road to the earthworks and the Pecan lane corridor, this does not offer the best use of available park land.

Entrance Between Cemetery and Pecan Lane: Consideration was given to the entrance proposed in the last General Management Plan. Cost estimates for just reconstructing Highway 49 in this vicinity are close to \$2 million due to the hilly terrain and the requirement for achieving minimum sight distances. This option was dropped from further consideration.



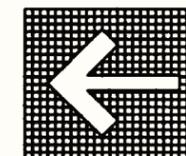
ANDERSONVILLE NATIONAL HISTORIC SITE

PECAN LANE ALTERNATIVE



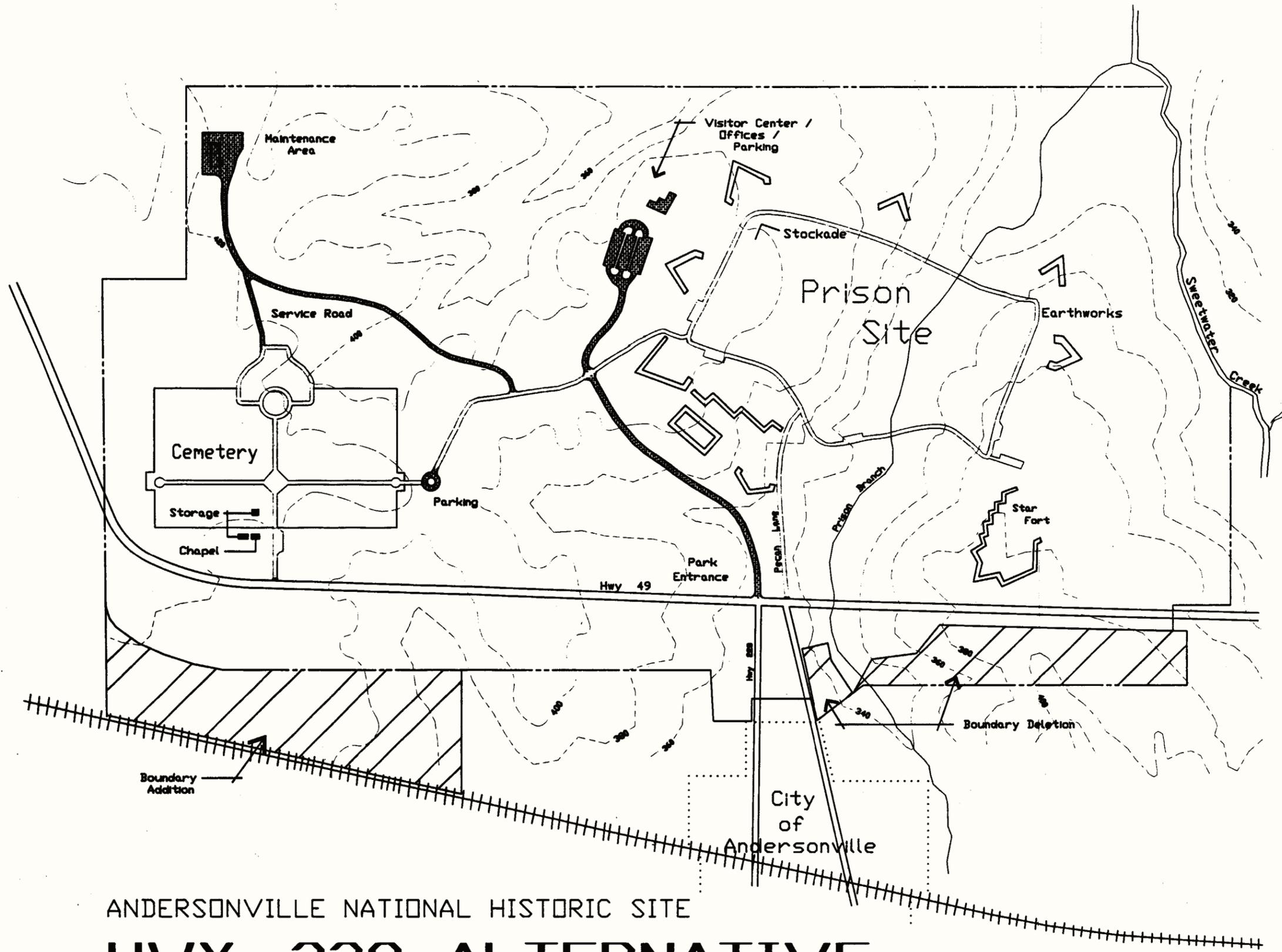
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 Proposed Development



NORTH

ON MICROFILM



ANDERSONVILLE NATIONAL HISTORIC SITE

HWY. 228 ALTERNATIVE



Proposed Development

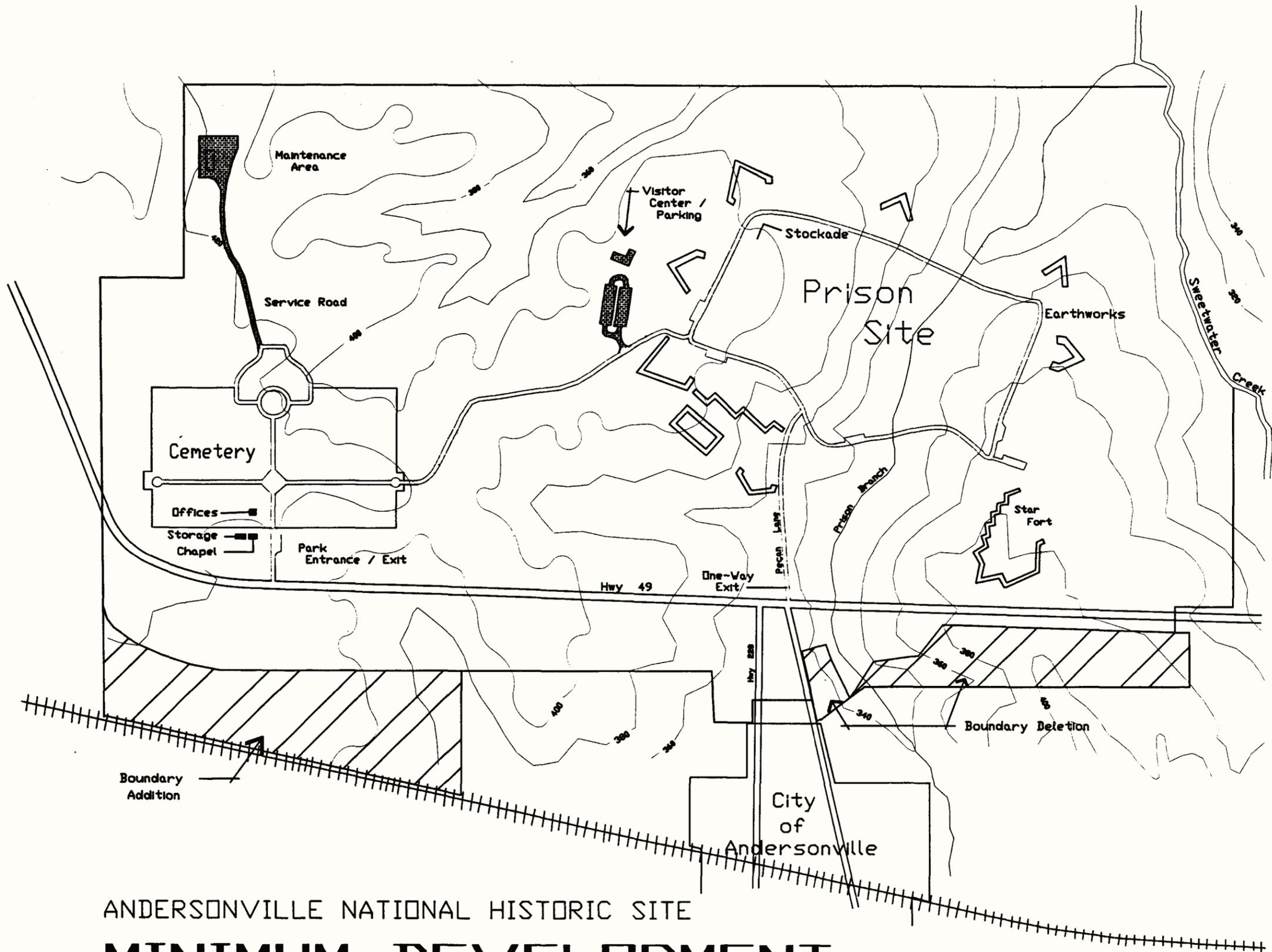


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ON MICROFILM

Minimum Development: This alternative includes providing improvements but not to the extent indicated in the proposal. The entrance would remain at the cemetery and the intersection would be improved. Pecan Lane would be opened as a one-way exit with its intersection with Highway 49 improved. A smaller building would be constructed north of the prison site housing only visitor facilities. The building would be 3,600 square feet with the potential for later expansion. Administrative offices would remain at the sexton's house. The maintenance area lot would be gravelled instead of paved and the smaller sheds would be constructed by the park staff. Access to the maintenance area would be from behind the cemetery rostrum. Disposition of other existing buildings would be as indicated in the proposal. The cost of this alternative is estimated to be \$2,866,000. This is \$1,820,000 less than the proposal. This alternative would provide needed improvement in visitor center space and in maintenance facilities but would not resolve the needs for a safe entrance, better vehicular circulation in the park, and efficient administrative space. Resource impacts would be similar to those of the proposal but less in magnitude. There would be the same potential for disturbance of the cookhouse. Approximately 3 acres of undisturbed area would be affected with the same type of effects as in the proposal.

Continuation of Present Condition ("No Action"): Improvements in present conditions possible under current funding are minimal. They include rehabilitation of one of the two small buildings just north of the prison site. One is currently used as the POW exhibit and the other as storage. This second building could be used as additional exhibit space, for sales of books and related materials, a library, artifact storage, and/or office space. Opportunity is limited, however, as the building is only 630 square feet in size. Minor modifications to the existing maintenance storage area just east of the cemetery are possible. Vehicle circulation could be improved by opening Pecan Lane as an exit, assuming intersection improvement. Little or no resource impacts would occur under this alternative.

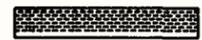


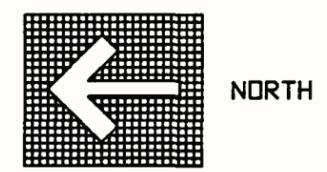
ANDERSONVILLE NATIONAL HISTORIC SITE

MINIMUM DEVELOPMENT ALTERNATIVE



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 Proposed Development



ON MICROFILM

Summary Comparison of the Proposal and Alternatives

Issue	Proposed Development Level			Minimum Development Level
	North Entrance (Proposal)	Pecan Lane Entrance (2-way)	Entrance Opposite Hwy. 228 (2-way)	Existing Entrance/Exit and Pecan Lane Exit
Crowded visitor facilities	new visitor center (3,600 sq. ft. of visitor space)	same as proposal	same as proposal	same as proposal
Inadequate administrative facilities	new headquarters (2,300 sq. ft. of administrative space)	same as proposal	same as proposal	retain use of sexton's house
Inadequate maintenance facilities	new facility with no impact on cemetery	same as proposal	same as proposal	new facility but all maintenance traffic would go through cemetery
Park entrance hazard	safest entrance (greatest sight distance)	marked improvement (required sight distance)	same as Pecan Lane entrance	minor improvement
Inefficient/hazardous vehicular circulation	problem eliminated	circulation pattern changed but still undesirable	same as proposal	minor improvement
Construction cost (million)	\$4.7	\$4.6	\$4.7	\$2.9

APPENDIX

Agencies Consulted

Legislation

Park Management Objectives

Planning Participants

AGENCIES CONSULTED

Advisory Council on Historic Preservation

Federal Highway Administration

Fish and Wildlife Service, U.S. Department of the Interior

**State Historic Preservation Officer, Georgia Department of Natural
Resources**

Georgia State Clearinghouse

Macon County

Sumter County

Town of Andersonville

Andersonville

An Act to authorize the establishment of the Andersonville National Historic Site in the State of Georgia, and for other purposes. (84 Stat. 989)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to provide an understanding of the overall prisoner-of-war story of the Civil War, to interpret the role of prisoner-of-war camps in history, to commemorate the sacrifice of Americans who lost their lives in such camps, and to preserve the monuments located therein, the Secretary is hereby authorized to designate not more than five hundred acres in Macon and Sumter Counties, Georgia, for establishment as the Andersonville National Historic Site.

SEC. 2. Within the area designated pursuant to section 1 of this Act, the Secretary of the Interior may acquire by donation, purchase with donated or appropriated funds, transfer from any Federal agency, or exchange lands and interests therein for the purposes of this Act. When an individual tract of land is only partly within the area designated, the Secretary may acquire the entire tract by any of the above methods to avoid the payment of severance costs. Land so acquired outside the designated area may be exchanged by the Secretary for non-Federal lands within such area, and any portion of the land not utilized for such exchanges may be disposed of in accordance with the provisions of the Federal Property and Administrative Services Act of 1949 (63 Stat. 377), as amended (40 U.S.C. 471 et seq.). In exercising his authority to acquire property by exchange, the Secretary may accept title to any non-Federal property within such area, and in exchange therefor he may convey to the grantor of such property any federally owned property in the State of Georgia under his jurisdiction which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. Notwithstanding any other provision of law, Federal property designated for the purposes of the national historic site may, with the concurrence of the head of the agency having custody thereof, be transferred, without a transfer of funds, to the administrative jurisdiction of the Secretary of the Interior for the purposes of this Act.

SEC. 3. The Secretary of the Interior shall administer Andersonville National Historic Site in accordance with the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented (16 U.S.C. 1 et seq.), and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461-467).

SEC. 4. There are authorized to be appropriated not more than \$363,000 for the acquisition of lands and interests in lands and not more than \$1,605,000 (March 1969 prices), for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indices applicable to the types of construction involved herein.

Approved October 16, 1970.

Legislative History

House Report No. 91-1394 (Committee on Interior and Insular Affairs).
Senate Report No. 91-1235 (Committee on Interior and Insular Affairs).
Congressional Record, Vol. 116 (1970):
Sept. 14, considered and passed House.
Oct. 7, considered and passed Senate.

NATIONAL HISTORIC SITES

Andersonville

An Act to authorize additional appropriations for the acquisition of lands and interests in lands within the Sawtooth National Recreation Area in Idaho. (92 Stat. 3467) (P.L. 96-625)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

TITLE I—DEVELOPMENT CEILING INCREASES

SEC. 101. The limitations on funds for development within certain units of the National Park System and affiliated areas are amended as follows:

* * * * *

(2) Andersonville National Historic Site, Georgia: Section 4 of the Act of October 16, 1970 (84 Stat. 989), is amended by changing "1,605,000" to "\$2,205,000 for development," and by deleting "(March 1969 prices), for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuation in construction costs as indicated by engineering cost indices applicable to the types of construction involved herein."

* * * * *

Approved November 10, 1978.

MANAGEMENT OBJECTIVES

Long-term Objectives

A. Cultural Resource Preservation

To identify, evaluate, protect, and preserve the park's cultural resources and artifacts in accordance with legislation and executive requirements, and the Service's historic preservation policies.

1. To preserve the remains of the Star Fort and other historic resources, to determine and mark the locations of other features of the Andersonville Prison site, and to restore cultural resources to the extent necessary for public appreciation of the site's historical significance and in accordance with applicable policies.
2. To commemorate the sacrifices of Americans who have suffered and lost their lives in prisoner of war camps.
3. To make available the national cemetery for burials, within the limitations imposed by its existing capacity.

B. Natural Resource Conservation

1. To promote reestablishment of mature oak-pine forest in the park, except where manipulation of natural resources is required to maintain the historic setting.
2. To acquire data relative to the natural environment and its effects on Camp Sumter.
3. Document the existing air quality and provide a management strategy to protect the historic resources of Andersonville.

C. Interpretation

1. To foster public understanding of the role of the Andersonville Prison in the Civil War, to promote appreciation of the suffering endured by the Union soldiers imprisoned therein, and to emphasize in a broader sense the role of prisoner of war camps in the military history of the United States.
2. To work closely with the town of Andersonville to identify, document, and interpret the activities of the town and railroad depot in the Camp Sumter story.
3. Through the process of interpretation develop public support to preserve, use, and protect the park resources.

D. Visitor Orientation

To make available information to the public on recreational and

interpretive opportunities in the park and its region, as well as on visitor service facilities available in the park's vicinity.

E. Access and Circulation

1. To promote, safe, efficient access to and circulation within Andersonville Prison site and the national cemetery.
2. To separate the funeral traffic from visitor traffic and maintain the solemn, tranquil peace expected in national cemetery.

F. Development

1. To provide the minimum level of development necessary to facilitate interpretation and environmentally compatible public use of Andersonville prison site and the national cemetery.
2. To insure that the locations and design of all facilities within the park are in harmony with preservation of historic resources and their settings.
3. To work with the American Ex-Prisoners of War Inc. and the Friends of Andersonville to develop a National Prisoner of War Museum and Research Center which will commemorate the sacrifices of American prisoners of war.

G. Acquisition of Information.

1. To secure adequate information to facilitate development of optimal management strategies for the park's cultural and natural resources.
2. To secure additional information on the locations and significance of archeological resources of the Andersonville Prison site with the park, city of Andersonville, and adjacent lands in Sumter County.
3. To determine the status and ecological effects of fire ant and kudzu infestation in the park in order to provide a basis for management of these exotic species.
4. To cooperate with the American Ex-Prisoners of War Organization to collect, evaluate, store, and make available to the public research materials and artifacts on the POW issue.

H. Cooperation

To cooperate with other agencies, private organizations, and members of the public to insure that;

--land use in the park's vicinity is compatible with long-term preservation of park resources and their settings,

--information on the park's resources and programs is made available to the public at appropriate locations in the region,

--the park is fully integrated into programs for interpretation of related cultural resources in the region.

--technical assistance is made available to local communities for the promotion of the tourism industry and interpretive points.

Short-Term Objectives

A. Cultural Resource Preservation

Seek means to provide for irrigation of the national cemetery in order to establish and maintain a low maintenance, attractive, problem free turf.

B. Natural Resource Conservation

Continue to control the vegetation in the historic zone to duplicate as near as practical the tree line of 1864.

C. Interpretation

Continue to cooperate with the Ex-Prisoner of War Association and the Friends of Andersonville to see private donations of funds and artifacts for interpretation of prisoner of war story museum.

D. Visitor Orientation

Continue to cooperate with local chambers of commerce and the Andersonville Trail Association to promote Andersonville National Historic Site and to provide visitor information.

E. Access and Circulation

Cooperate with the Georgia Department of Transportation to reduce the hazards associated with the park entrance and on Georgia 49.

F. Development

Cooperate with Friends of Andersonville and the Ex-Prisoner of War Associations to seek funds for the Andersonville Prisoner of War Museum/Research facility and visitor center.

G. Acquisition of Information

Complete the archeological work at southeast and southwest corners and the North Gate as outlined in amendment to General Management Plan.

H. Cooperation

To manage the park in a spirit of friendly cooperation with the

public, government, and private enterprise. Special attention should be placed on those agencies, individuals, and cooperations which have a direct influence on the resources of Andersonville National Historic Site.

I. Lands

To complete revision to Land Protection Plan based on findings and recommendations of GMP review.

J. Planning

Complete the General Management Plan revision currently underway for Andersonville National Historic Site.

PLANNING PARTICIPANTS

National Park Service Planning Team

John Fischer, Park Planner, Southeast Regional Office,
(Team Captain)

John Tucker, Park Superintendent

Steve Price, Environmental Protection Specialist, Southeast
Regional Office

Alan Woodrow, Landscape Architect, Southeast Regional Office

John Wilburn, Civil Engineer, Southeast Regional Office

Len Brown, Regional Historian, Southeast Regional Office

Ron Bishop, Historical Architect, Southeast Regional Office

Pete Faust, Chief, Southeast Archeological Center