

National Park Service

Carl Sandburg Home National Historic Site
General Management Plan and Final Environmental Impact Statement



RECORD OF DECISION

**GENERAL MANAGEMENT PLAN and
FINAL ENVIRONMENTAL IMPACT STATEMENT for
CARL SANDBURG HOME NATIONAL HISTORIC SITE
NORTH CAROLINA**

RECOMMENDED:

Connie Hudson Backlund 09/17/03
Superintendent, Carl Sandburg Home National Historic Site Date

APPROVED:

W.P. Hubel Acting 09/19/03
Regional Director, Southeast Region Date

Overview

The General Management Plan and Final Environmental Impact Statement (GMP/FEIS) for Carl Sandburg Home National Historic Site presents and analyzes four alternative management concepts (three action and one no action alternatives) and their potential environmental impacts. Each alternative proposes a different management philosophy to guide resource protection and visitor use decisions over the next 15-20 years.

The official 30-day public review and comment period for the GMP/FEIS began on 08/15/03 and closed on 09/15/03. No substantive public response was received during the 30-day review and comment period. Upon publication of this Record of Decision in the *Federal Register*, the park will be authorized to begin implementation of the Sandburg Center alternative as described in the GMP/FEIS.

Purpose and Need for Action

The park bases its current management decisions on guidance set forth in a 1971 park master plan, 1977 development concept plan, and 1996 master plan amendment. Over time, higher visitation, shifting local and regional demographics, and updated NPS policy guidelines have rendered these plans obsolete.

Significant local and regional trends currently impacting the park include:

- The populations of Hendersonville and Flat Rock are growing at a steady rate. Although firm statistics on all aspects of visitor use are not available, it is apparent that the number of visitors to the park is increasing along with the area's population.
- Residential home development and land subdivision associated with this growth are causing the character of the landscape surrounding the park to become more suburban in nature.
- The local community has traditionally used the trail system at the park for walking. As recreational use increases, additional management actions are needed to avoid adverse impacts to historic trails and views and promote an appropriate diversity of high quality visitor experiences.
- At times, visitors are discouraged from visiting the site by a shortage of open parking spaces in the existing parking area.

Park Mission

Each unit of the National Park System is provided guidance for how it is to be managed by the Presidential proclamation or Congressional legislation that authorizes and establishes it. The Presidential or Congressional intent for a park unit is further interpreted by the park and expressed as three kinds of statements: mission, purpose, and significance. Collectively these statements provide the foundation for sound decision-making at the park. All statements for Carl Sandburg Home NHS were reviewed and refined as part of the general management planning process.

Mission Statement

Carl Sandburg Home National Historic Site is dedicated to preserving the legacy of Carl Sandburg and communicating the stories of his works, life, and significance as an American poet, writer, historian, biographer of Abraham Lincoln, and social activist. The Carl Sandburg Home National Historic Site preserves and interprets the farm, Connemara, where Sandburg and his family lived for the last 22 years of his life (1945-1967).

Purpose Statements

The purpose of Carl Sandburg Home National Historic Site is:

- to carry on the legacy of Carl Sandburg's works and life for the benefit of future generations through preservation, interpretation, education, and inspiration.
- to preserve Carl Sandburg's last home, associated structures and landscape, original furnishings, personal belongings, and library.

Significance Statements

Carl Sandburg Home National Historic Site is significant because:

- the site is where one of America's most versatile and recognized writers completed a literary career that captured and recorded America's traditions, struggles, and dreams in his poetry, histories, biographies, novels, and folk songs. Sandburg relentlessly advocated for social justice and his writings reflect a deep respect for people as individuals.
- the home, associated buildings, farm scene, wooded hills, and gardens of Connemara embody the presence of Carl Sandburg more vividly than any other place he lived.
- the museum collection which preserves Carl Sandburg's personal belongings, furnishings, farm equipment, library, and papers, provides a unique and rare perspective of this American author's lifestyle, philosophy, intellectual pursuits, and life experiences.

Prescriptive Management Zones

In order to meet desired visitor experiences, desired cultural and natural resource conditions, and accommodate appropriate activities and facilities, five prescriptive management zones (PMZs) were developed. These PMZs are then overlaid on the park in varying arrangements and locations to best represent the particular intent or focus of each management alternative.

Five PMZs are used in the GMP:

1. Historic Discovery Zone – designates areas that are predominantly free of non period of significance intrusions and where visitors may find solitude or a contemplative experience at most times.
2. Historic Interaction Zone – designates areas that have a high degree of historic integrity but also include provisions for visitor education and resource interpretation.
3. Visitor Services Zone – designates areas reserved for visitor service infrastructure such as parking areas, comfort stations. Visitors enter the park only through the visitor services zone.
4. Park Services Zone – designates areas reserved for park administrative and maintenance activities. Visitors generally do not enter a park service zone.
5. Amphitheater Relocation Zone – designates three preferred areas where the existing amphitheater could be relocated.

Alternative Plans

When considered together, the alternatives represent the broad scope of public comments and suggestions received during the planning process. Three action and one no action alternatives are considered and analyzed in the GMP/FEIS:

1. Sandburg Center alternative
2. Paths of Discovery alternative
3. Connemara Lifestyle alternative
4. No Action alternative

Common Actions Associated with the Action Alternatives

The following common actions occur in the three action alternatives:

A Congressionally legislated boundary expansion would allow the park to acquire properties or interests in properties outside the currently authorized boundary of the park. In all alternatives, approximately 1 to 2 acres would be acquired for use as a parking area. The new parking area would be a separate entity in the Connemara Lifestyle alternative but combined with a new visitor center in the Sandburg Center and Paths of Discovery alternatives. Any property acquired by NPS would be acquired only on a willing seller-willing buyer basis, without the exercise of eminent domain.

NPS will not provide public overnight camping or lodging facilities or permit public off-road vehicle travel within the park in any alternative.

In all alternatives, historic structure exteriors would be preserved or restored to the period of significance. Recommendations for specific treatments or maintenance techniques of historic structures are beyond the scope of this document and would be determined in a more detailed Historic Structures Report or similar implementation level plan.

Over time, all administration and maintenance uses of historic structure interiors would be relocated to the park services or visitor services zones with the exception of the basement of the main house which would continue to function as a bookstore, visitor contact area, and assembly point for house tours. Historic structure interiors from which administrative or maintenance activities are removed would be restored to period of significance condition and opened for visitation or adapted for use as an interpretive program area. In no instance will a historic structure remain unoccupied or not be maintained after administrative or maintenance uses are relocated.

The existing amphitheater would be relocated to one of three alternative sites. Once relocated, the landscape at the existing amphitheater site would be restored to period of significance condition.

The existing trailer comfort station would be replaced with an appropriately designed new facility at the same location. An area defined by a 40-foot radius extending outward from the center point of the existing trailer unit is designated as a Visitor Service Zone to accommodate the replacement facility.

The existing visitor information station by Front Lake would be expanded by 500 to 1,000 square feet (SF) and renovated to enhance its interpretive and visitor orientation functions.

The parking area in the visitor services zone by Front Lake would be enlarged to accommodate approximately 10 additional vehicles in each alternative. It is expected that construction of the enlarged parking area would necessitate removal of the three existing bus parking spaces. The implementation of this parking expansion would be contingent on making alternative parking arrangements for buses.

The waters and banks of Front Lake would be included in the Historic Interaction Zone. Park managers would closely monitor potential impacts and manage visitor use in the surrounding Visitor Services Zone to protect the plant and animal communities which have adapted to this culturally significant natural resource.

Additional visitor service infrastructure would be permitted within the visitor services zone. Potential additions include:

- vehicle and pedestrian circulation system improvements.
- additions and/or modifications to existing walking trails.
- additional and/or modifications to existing outdoor interpretive exhibits and waysides.
- additional and/or modifications to existing visitor amenities such as benches, walkways, drinking fountains, etc.

The volunteers parking area would be enlarged to accommodate up to 20 total vehicles.

The Sandburg Center Alternative

The Sandburg Center alternative is the selected action, the NPS preferred alternative and the environmentally preferred alternative.

In this alternative, the park serves as a national and worldwide focal point for learning about Carl Sandburg. Access to more in-depth information about his life and work at Connemara would be provided through an extensive internet database and other high technology mass media formats. Visitors who come to the site in person would find extraordinary opportunities to participate in interpretive programs. The alternative provides high quality museum space where visitors can gain additional access to information and objects currently housed in the museum preservation facility.

Providing high quality interpretive venues is seen as an essential component of the alternative. Additional venues would be created by rehabilitating one or more historic structures near the main house or barn for interpretive program areas, renovating the existing Front Lake visitor information station to improve its interpretive and visitor services function, and creating a visitor interpretive center outside the current authorized boundary of the park.

A Congressionally legislated boundary expansion of up to 110 acres would provide critical views and boundary protection. The specific area to be included is shown on the Sandburg Center alternative PMZ map in Chapter Two. Because these areas were never owned by the Sandburg's, additional walking trails could be added without compromising the historic integrity of Connemara.

In addition, authorization to acquire approximately 3 to 5 acres for a 5,000 SF visitor center, parking for approximately 60 cars, and associated landscaping would be included. Given the unpredictable availability of funding and property, an exact location for the visitor center and parking area cannot be identified at this time; however, any selected site would be located west of Highway 25 and south of Little River Road in the Village of Flat Rock.

Any property considered for acquisition would be purchased under a willing seller/willing buyer arrangement, without the exercise of eminent domain.

Paths of Discovery Alternative

The Paths of Discovery alternative acknowledges the important bond between the park, local and regional governments, and park neighbors and relies upon its traditionally close association with them to protect and enhance common resource and quality of life values.

Recognizing that many people visit the park specifically to enjoy its pastoral beauty, the alternative strategically blends the community's desire for additional walking opportunities with the mission and overall function of the National Historic Site by adding a pedestrian only interpretive trail that connects the visitor entrance area with the historic back gate and the barn area. In turn, the park would look outward to the community to help meet internal park challenges such as the need for additional visitor service and administrative infrastructure.

A visitor center would be created in a new or existing structure on property purchased or leased outside the current authorized boundary of the park. The visitor center would be a multi-use facility that accommodated both park and community needs. It would be developed in partnership with preservation groups, friends groups, individuals, and/or local, county, and state governments to reduce development and/or maintenance costs to all participants. The park would use its portion of the shared facility to provide additional Sandburg interpretive opportunities and additional visitor contact and orientation services. Specific details regarding such partnerships would be developed at a future date in a memorandum of understanding or partnership agreement.

A Congressionally legislated boundary expansion of up to 110 acres would provide critical views and boundary protection. The specific area to be included is shown on the Paths of Discovery alternative PMZ map in Chapter Two. Because these areas were never owned by the Sandburg's, additional walking trails could be added without compromising the historic integrity of Connemara.

In addition, if necessary, a Congressionally legislated boundary expansion of approximately 3 to 5 acres would be undertaken to facilitate purchase or lease of a suitable site for a 5,000 SF visitor center and parking. The visitor center and parking area would be located west of Highway 25 and south of Little River Road.

Any property considered for acquisition would be purchased under a willing seller/willing buyer arrangement, without the exercise of eminent domain.

Connemara Lifestyle Alternative

The Connemara Lifestyle alternative directs the park to focus its resources on preserving the site's historic landscape, structures, and furnishings at the highest level of integrity. High quality interpretive and educational programs would be available on site and at local schools.

A Congressionally legislated boundary expansion would authorize the selection and acquisition of approximately 1 to 2 acres for a 60-car parking area outside the currently authorized boundary of the park. The parking area would be located west of Highway 25 and south of Little River Road.

A Congressionally legislated boundary expansion of up to 25 acres would provide critical views and boundary protection. The specific area to be included is shown on the Connemara Lifestyle alternative PMZ map in Chapter Two.

Any property considered for acquisition would be purchased under a willing seller/willing buyer arrangement, without the exercise of eminent domain.

Primary access to the objects and information contained in the museum collection would be provided at the main house. Additional interpretive capacity would be provided at the expanded visitor information station by the Front Lake and through the internet.

The Connemara Lifestyle alternative acknowledges the uncertainty of receiving significantly increased federal funding by taking a more conservative approach to increasing park infrastructure, staff, and maintenance responsibility than the other action alternatives.

No Action Alternative

The No Action alternative maintains the current management approach at the park. Resource protection and visitor use opportunities would continue on their present course without change in resource management capability, visitor programs, or facilities. Cultural and natural resources would be maintained in their present condition and traditional use patterns would endure.

High quality interpretive tours and programs would continue to be provided at the main house, amphitheater, barn area, and in local schools. Historic artifacts would be professionally cared for and preserved in the Museum Preservation Center. Museum objects would continue to be exhibited at the main house and in some historic structures. Existing trails would be maintained and managed in current conditions.

Park management would continue as an active, responsible, and contributing member of the local community. The park would continue to be funded and staffed at a level comparable to current conditions. The existing visitor parking area would remain unchanged. The amphitheater would not be relocated, improved, or enlarged. The trailer restroom would not be improved and remain at its present location.

Environmental Impact Analysis

Methodology

In this analysis, the term “factor” describes a potential environmental consequence used to compare the alternatives. Factors represent areas of environmental concern expressed by NPS technical advisors, federal and state agencies, local governments, park staff, community organizations, and individual citizens. High and low assessment criteria were established for each factor. High criteria describe very favorable or desirable environmental conditions. Minimum criterion generally reflect the minimum standards permitted by Federal Law or NPS policy.

Minimum criteria were used to screen for components of alternatives incompatible with law and policy or which caused impairment to park resources. Components of alternatives that did not meet minimum standards were removed from consideration. A discussion of components considered but rejected appears in Chapter Two.

Once adjusted to satisfy minimum criteria, alternatives were assessed for their ability to satisfy the high criteria of each factor and potential cumulative impacts. Cumulative impacts are environmental impacts that result from incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over time. Environmental consequences common to the action alternatives were assessed in association with the action alternatives to allow a direct comparison to the No Action alternative.

The following scale was used to assess each factor:

- Exceptional – results of implementing the alternative clearly meet and exceed the high criteria. An assessment of exceptional is the most desirable assessment and indicates that implementing the alternative would most likely result in a highly desirable, unique, or beneficial environmental condition readily noticed by visitors.
- Moderate – an assessment of moderate is a positive assessment indicating that implementing the alternative would result in conditions which generally satisfy the high criteria for the factor, but do so in a way that would not be noticed by most visitors.
- Minor – results of implementing the alternative do not satisfy conditions described in the high criteria for the factor but clearly exceed minimum criteria and fall well short of resource impairment. An assessment of minor is a neutral assessment acknowledging a less than optimum environmental condition that can be successfully managed to minimize its impact on visitor experience or resource protection goals.
- Negligible – results of implementing the alternative are notably less than the preferred condition but still exceed minimum criteria for the factor and do not cause resource impairment. An assessment of negligible generally indicates some visitors may perceive an environmental condition associated with implementation of the alternative as a distraction, inconvenience, or unfulfilled desire.

Selection of a preferred alternative was accomplished using Choosing by Advantages - a decision making process based on calculating and compiling the advantages of different alternatives for a variety of factors. Advantages were determined by calculating the difference between assessments for each factor among the alternatives. Once advantages were calculated for each factor, a compiled list was created. A most important advantage was selected from the compiled list and assigned an importance value of 100. The remaining advantages were then given importance values relative to the most important advantage and totals were calculated for each alternative. The alternative that received the highest compiled score was identified as the preferred alternative. Table 1 in this Record of Decision provides a brief summary of the factors, assessments, and importance values used to determine the preferred alternative.

The environmentally preferred alternative is the alternative that best promotes the national environmental policy as expressed in NEPA; is determined to cause the least damage to the biological and physical environment; and best protects, preserves, and enhances the historic, cultural, and natural resources of the park. The factors used to analyze and select a preferred alternative express the same values used to select an environmentally preferred alternative. Therefore, the environmentally preferred alternative is also considered to be the alternative that achieved the highest total importance value in the Choosing by Advantages analysis.

A complete discussion of environmental impacts is included in Chapter Four of the GMP/FEIS. Potential environmental impacts vary between the action alternatives primarily in response to the way each provides additional venues for interpretation activities. The reader should be aware that prior to implementing any action, detailed planning documents and an appropriate mitigation strategy would be created in full compliance with the National Environmental Policy Act, the National Historic Preservation Act, NPS policy, and coordination with the State Historic Preservation Officer and the general public.

Potential Impacts to Cultural Resources

All action alternatives propose a 500-1,000 SF expansion of the existing visitor information station, creation of a 10 space parking area, and the potential addition of trail side amenities in the visitor services zone. Such actions would increase the number of non period-of-significance objects in the vicinity of the Front Lake. The impacts of these additions, while potentially significant, would be reduced by using sound design and construction practices. The historic view from the front porch of the main house is considered the cultural resource most affected by these changes.

FACTORS	ALTERNATIVES							
	Sandburg Center		Paths of Discovery		Connemara Lifestyle		Existing Conditions (No Action)	
	Advantage	Importance Value	Advantage	Importance Value	Advantage	Importance Value	Advantage	Importance Value
Preservation of historic building interiors	No advantage		Medium advantage	67	Medium advantage	67	Medium advantage	67
Introduction of non-contributing elements to the historic landscape	Small advantage	54	No advantage		Small advantage	54	Medium advantage	100
Opportunities for solitude or a contemplative experience	No advantage		No advantage		Medium advantage	74	Small advantage	48
Provides high quality facilities to support a variety of interpretation and museum programs	Large advantage	82	Medium advantage	62	Small advantage	37	No advantage	
Provides visitors with opportunities for personal contact with NPS personnel (staff or trained volunteer)	Small advantage	50	No advantage		No advantage		No advantage	
Provides opportunities for public access to museum collection and related information	Medium advantage	74	Small advantage	54	No advantage		No advantage	
Promotes continued learning and research of Carl Sandburg	Medium advantage	90	Small advantage	65	No advantage		No advantage	
Provides opportunity to link park themes with local, state, national and international education programs	Small advantage	40	No advantage		No advantage		No advantage	
Potential to preserve existing vegetation	No advantage		No advantage		No advantage		Medium advantage	52
Minimizes maintenance responsibility	No advantage		No advantage		Small advantage	28	Small advantage	28
Provides additional parking spaces	Medium advantage	70	Medium advantage	70	Medium advantage	70	No advantage	
Enhances employee, volunteer, and visitor safety	Small advantage	36	Small advantage	36	No advantage		No advantage	
Enhances energy conservation or reduces energy consumption	No advantage		No advantage		Small advantage	17	Small advantage	17
Provides additional opportunities for walking	Small advantage	29	Medium advantage	44	No advantage		No advantage	
Provides incentives for partnering with local governments, community groups, and individual citizens	No advantage		Small advantage	46	No advantage		No advantage	
Potential economic benefit to local community	Small advantage	15	Small advantage	15	No advantage		No advantage	
TOTAL RELATIVE IMPORTANCE VALUE		540		459		347		312

CBA_Summary eps

Note: A "no advantage" advantage is represented in the importance value column by a blank cell

Table 1. Factors, Advantages, and Importance Values of Alternatives

All action alternatives relocate the existing amphitheater to one of three preferred locations. Up to two acres of the historic landscape would be modified to create the new facility. The impact of relocating the amphitheater on cultural resources is not considered significant and would be reduced by restoring the existing location to historic conditions and by the use of sound design and construction practices at the new site.

The Sandburg Center alternative would rehabilitate one or more historic building interiors to provide interpretive program areas near the main house and barn areas. This action would cause the loss of some historic fabric within the rehabilitated structures but impacts would be reduced by removing existing administrative and maintenance functions from historic structures, the accurate documentation of the historic resource prior to undertaking any rehabilitation activity, and employment of sensitive design and construction techniques.

The Paths of Discovery alternative would cause grading and vegetation removal on the shoulder of Little River Road and parallel to the back drive along the proposed route of the ¾ mile long pedestrian interpretive connector trail. The impacts of this action, while potentially significant are considered able to be reduced by the use of sound design and construction practices. The historic view of the side pastures from Little River Road is considered the cultural resources most affected by the potential changes. The new trail parallel to the back drive would be located in woodland areas and be heavily screened from historic views.

All alternatives increase public access to cultural resources contained in the museum collection. In some instances, added access may increase exposure of these resources to the harmful effects of light, humidity, and heat. The Sandburg Center and Paths of Discovery alternatives have the highest potential for causing such impacts because they create the greatest number of new venues. The probability of significant negative impacts to these sensitive resources is considered low and able to be reduced by professional museum collection management and preservation techniques.

To date, all archeological investigations carried out at the park have occurred in association with proposed maintenance, stabilization, and/or development of structures. While the ground disturbing activities described in each alternative do not occur on known archeological resources, it is recognized that, in the absence of a comprehensive archeological investigation, all ground disturbing activities have the potential to disturb previously unknown archeological resources. The impacts of proposed ground disturbing activities on previously unknown archeological resources, while potentially significant, would be reduced by undertaking a thorough archeological investigation of potentially affected areas prior to initiation of the activity. Archeological investigations are preferably conducted before or in association with design and development planning (such as a Development Concept Plan) so that appropriate actions to reduce or eliminate potential impacts can be incorporated into the design and construction program before they occur.

Potential Impacts to Interpretation, Education, and Museum Operations

Interpretation and education opportunities are significantly enhanced in the Sandburg Center and Paths of Discovery by the addition of interpretive program and exhibit areas in the new visitor center. The Sandburg Center alternative significantly enhances the park's ability to provide interpretive programs by creating additional interpretive areas inside the park. The Paths of Discovery alternative enhances the visitor's ability to experience and learn about the historic landscape by the addition of a ¾ mile interpretive trail.

All action alternatives propose increasing interpretation, education, and access to museum resources by a small expansion of the existing visitor information station, use of high technology mediums like the internet, and additional waysides in the visitor services zone near the Front Lake. Museum operations are significantly enhanced in the Sandburg Center and Paths of Discovery by the creation of additional climate controlled and secure exhibit environments in the new visitor center.

Opportunities for visitors to engage in interactive Sandburg-related programs are highest in the Sandburg Center alternative. Opportunities for visitors to have increased access to objects and information in the museum collection are greatest in the Sandburg Center and Paths of Discovery alternatives.

Potential Impacts to Natural Resources

Construction-related ground disturbing activities and selective clearing of vegetation related to the creation of additional park infrastructure could result in the relocation of certain wildlife species to other locations inside or outside the park. No threatened or endangered species have been identified within the park. None the less, the NPS would consult with appropriate wildlife agencies before initiating any ground disturbing activity to

determine if the proposed action represents an adverse affect on natural resources and determine an appropriate mitigation strategy if necessary.

A globally rare but locally common plant association exists on nine granite rock domes in the park. No construction related activity in any alternative is anticipated near granite dome plant communities.

The creation of an interpretive connector trail in the Paths of Discovery alternative constitutes the largest potential removal of vegetation in the action alternatives. Actions common to all alternatives that would result in vegetation removal are relocation of the amphitheater, expansion of the existing visitor parking near the Front Lake, expansion of the volunteers parking near the barn area, and renovating the existing visitor information station.

Potential Impacts to Quality of Life and Socioeconomic Conditions

The site is a popular North Carolina tourism destination and receives over 100,000 visitors each year. During peak visitation periods, parking capacity is exceeded and vehicles circulate in and out of the existing parking area in search of a free space. Those unable to locate a free space often park on the shoulder of Little River Road. The resulting mix of traffic congestion and pedestrians is hazardous to both park visitors and local residents. Increased parking capacity near the park entrance would help alleviate this unsafe traffic situation by reducing the need for on street parking and improving vehicle circulation.

All action alternatives expand the existing parking area by 10 spaces and add a 60 vehicle parking area on property currently outside the authorized boundary of the park. Potentially higher traffic densities on residential portions of Little River Road would be reduced by locating the new parking area as close as possible to the front entrance of the park. The 60 vehicle parking area would be combined with a visitor center in the Sandburg Center and Paths of Discover alternatives. A 60 vehicle parking area is of sufficient size to satisfy the existing parking shortfall and accommodate additional visitors drawn to the new visitor center over the life of the plan.

The Sandburg Center alternative would attract visitors from a worldwide audience. Visitors who come to the area to take advantage of new opportunities at the park are potential visitors to other regional tourism locations. Additional programs would potentially increase the amount of time a person stays in the park during a single visit and the frequency of park visitors staying overnight in local lodgings. Additional goods and services would be purchased from local businesses to support increased program, maintenance, and administrative activities at the park. Construction activity associated with the new visitor center, renovated visitor information station, and redesigned parking area in the visitor services zone would provide a temporary boost to the local and regional economy. Approximately nine permanent or part time employment opportunities could be created over time.

The Paths of Discovery alternative would attract visitors from a regional audience. Additional opportunities for walking and viewing cultural resources will attract visitors who come to the area to see nearby tourism locations. The amount of time a person stays in the park during a single visit and the frequency of park visitors staying overnight in local lodgings is expected to increase but at a less significant rate than the Sandburg Center alternative. Additional goods and services would be purchased from local businesses to support increased program, maintenance, and administrative activities at the park. Construction activity associated with the new interpretive trail, visitor center, and redesigned parking area in the visitor services zone would provide a temporary boost to the local economy. Approximately six permanent or part time employment opportunities could be created over time.

The Connemara Lifestyle alternative would attract visitors from a local and regional audience. The amount of time a person stays in the park during a single visit and the frequency of park visitors staying overnight in local lodgings is not expected to increase significantly over existing conditions. The park would continue to purchase goods and services from local businesses to support programs, maintenance, and administrative activities at the park. Construction activity associated with the renovated visitor information station and redesigned parking area in the visitor services zone would provide a temporary boost to the local and regional economy. Approximately three permanent or part time employment opportunities could be created over time.

Compliance with section 106 of the National Historic Preservation Act

Pursuant to Section 106 of the National Historic Preservation Act and the Advisory Council on Historic Preservation's Regulations for Compliance with Section 106 codified at 36 CFR Part 800, active consultation with the North Carolina Department of Cultural Resources, State Historic Preservation Office (SHPO) occurred throughout the planning process. In a letter dated January 6, 2003, the SHPO finds "the draft plan does an excellent job of addressing the alternatives being considered and takes into consideration the comments that were offered during the planning process". The SHPO also requested that future consultations occur as individual undertakings associated with the recommendations of the plan arise. A copy of the January 6, 2003 letter is reproduced in the GMP/FEIS. The SHPO has assigned the Carl Sandburg Home NHS GMP/FEIS the tracking number ER02-7949.

Compliance with Section 7 of the Endangered Species Act

Pursuant to provisions of the Fish and Wildlife Coordination Act, as amended (16 U.S.C. 661-667e), and section 7 of the Endangered Species Act of 1973, as amended (16 U.S.C. 1531-1543), active consultation with the U.S. Fish and Wildlife Service's (FWS) Asheville Field Office occurred throughout the planning process. In letters dated November 18, 2002 and August 27, 2003, the FWS stated they had "no major concerns with the preferred alternative" and that NPS's "obligations under section 7(c) of the Act have been fulfilled". FWS also encourages NPS to actively protect and manage granite outcrops and their associated rare vegetative communities and to control invasive exotic species at the site. A copy of the November 18, 2002 letter is reproduced in the GMP/FEIS. The FWS has assigned the Carl Sandburg Home NHS GMP/FEIS the log number 4-2-03-036.

Compliance with the National Environmental Policy Act and Section 309 of the Clean Air Act.

The U.S. Environmental Protection Agency (EPA) reviewed the GMP/Draft EIS (GMP/DEIS) pursuant to Section 102 (2)(c) of the National Environmental Policy Act and Section 309 of the Clean Air Act. In a letter dated December 3, 2002, the EPA concludes that "The scope of this proposed action appears to be within acceptable limits in order to achieve project objectives. Based on information provided in this document, there appears to be no significant environmental impacts associated with the proposed project alternatives, and we support implementation of the Management Plan. The Document received a rating of 'LO', (Lack of Objections); that is we did not identify any potential environmental impacts requiring substantive changes to the proposal." A copy of the December 3, 2002 letter is reproduced in the Final plan. The EPA assigned the GMP/DEIS the control number 020438 and the GMP/FEIS the control number FES 03-31.

Compliance with the NPS Organic Act and Discussion of Impairment

From the facts presented in the analysis in the EIS and summarized in this Record of Decision, the alternative selected for implementation will not impair park resources or violate the NPS Organic Act.

History of Public Involvement

Public participation has been thorough and comprehensive throughout the scoping, alternative development, GMP/DEIS public review, and GMP/FEIS phases of the project. Much of the credit for bringing the plan to completion must be attributed to our planning partners. The NPS planning team would like to extend its sincere appreciation to those government agencies, park neighbors, visitors, local politicians, local business leaders, friends groups, surviving Sandburg relatives, and other public interest groups who freely shared their thoughts and concerns about our ideas. The plan's recommendations serve admirably as a reminder of the many benefits of cooperative decision making and our mutual commitment to good stewardship of the historic resources that make Connemara and the Village of Flat Rock such special places.

Scoping was initiated with a series of open house and focus group meetings in the Summer of 1999 and ongoing consultations and briefings occurred regularly thereafter. The alternatives and GMP/DEIS were covered extensively in the local print media and an internet site was created to facilitate a dialogue with persons outside of the local area (www.nps.gov/carl/gmp_info.htm).

Three NPS newsletters (6/99, 10/99, 10/01), four series of public meetings hosted by NPS (6/22-24/99, 11/9/99, 10/30/01, 11/19, 20/02), two public meetings hosted by the Flat Rock Village Council (4/16/02, 6/19/02), over 20 special presentations, and a GMP/DEIS (10/02) were provided to a wide variety of public and private audiences.

Discussion of how public input influenced the development of management alternatives can be found in Chapter One of the GMP/FEIS. Public comments received about the GMP/DEIS and how they influenced preparation of the GMP/FEIS are discussed in the following section.

Public Review of the GMP/DEIS

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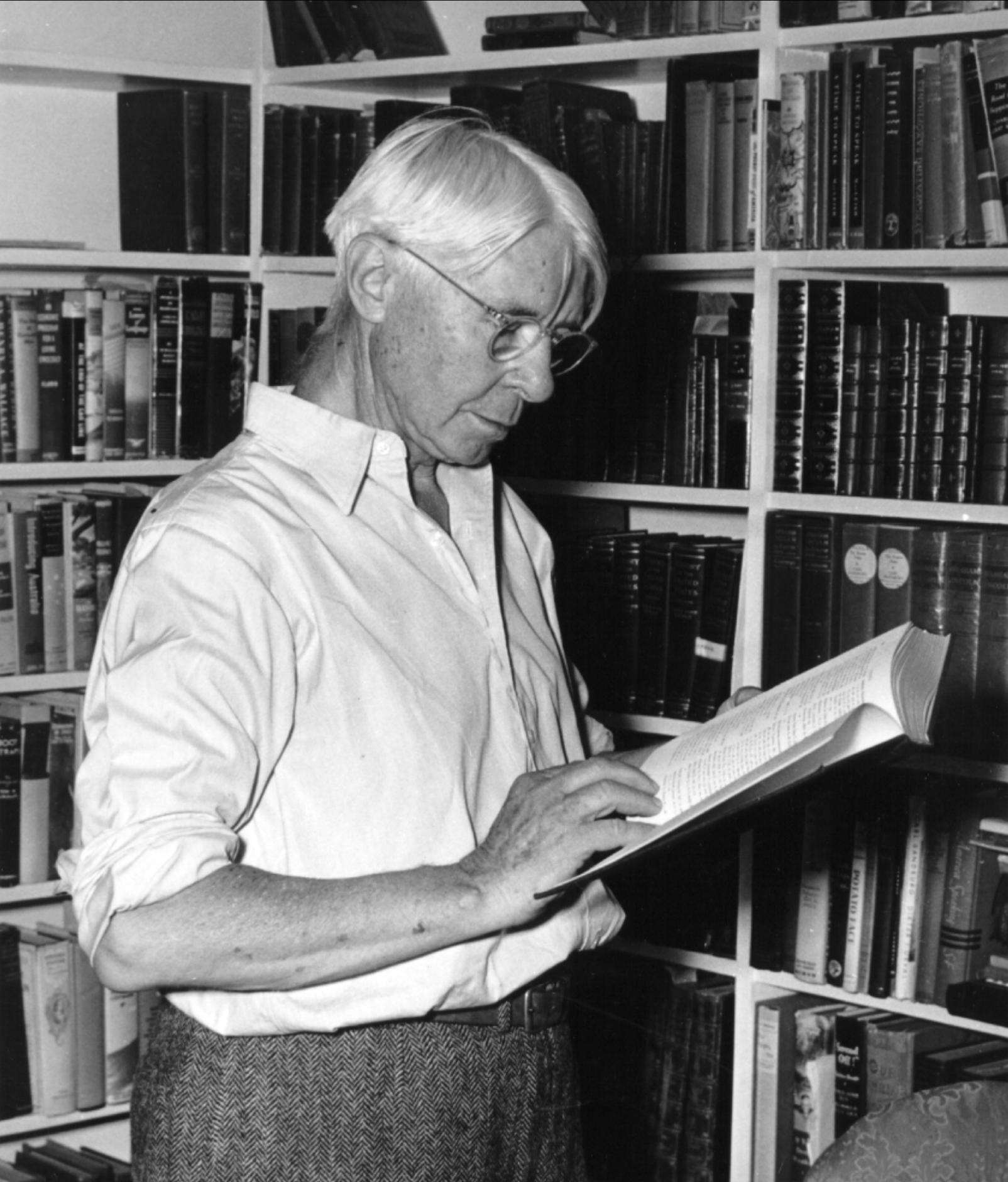
- by personal and public oral statements made during two public meetings in Hendersonville, NC on 11/19-20/02.
- through written letters or response forms submitted by individual citizens
- through written letters by NGOs or special interest groups
- through written letters by Federal, State, or Local government agencies

Approximately 25 written letters and 17 oral statements constitute the extent of public response to the GMP/DEIS. The relatively small number of responses is attributed to the public consultation and coordination that occurred during the alternative development phases of the project. An analysis of the public response to the GMP/DEIS resulted in several general observations:

- broad public support exists for selecting the Sandburg Center alternative as the preferred alternative
- any private property acquired by the park to protect historic views, add parking, or construct a visitor center should occur only through a willing seller/willing buyer arrangement without the exercise of eminent domain
- any development of properties for added parking or a visitor center should adhere to the setback and buffering requirements of the Flat Rock Zoning Ordinance
- no future park development should include public overnight lodging or camping facilities or permit the use of off-road recreational vehicles
- providing additional visitor service and interpretation infrastructure is supported with the understanding that potential development alternatives (1) are created using an open public planning and design process; (2) are analyzed for potential environmental impacts using an appropriate level of NEPA compliance; and (3) minimize, to the greatest extent possible, potential negative impacts to the historic and natural resource values of the park and the Village of Flat Rock.

Public Review of the GMP/FEIS

Approximately 200 copies of the GMP/FEIS were distributed to Federal, state and local government agencies; non-governmental organizations; and individual park stakeholders. Availability of the GMP/FEIS was widely announced using local media sources and posted in electronic format on the Park website. No substantive public response was received during the 30-day review and comment period.



Prairie

I was born on the prairie and the milk of its wheat, the red of its clover, the eyes of its women, gave me a song and a slogan.

Here the water went down, the icebergs slid with gravel, the gaps and the valleys hissed, and the black loam came, and the yellow sandy loam.

Here between the sheds of the Rocky Mountains and the Appalachians, here now a morning star fixes a fire sign over the timber claims and cow pastures, the corn belt, the cotton belt, the cattle ranches.

Here the gray geese go five hundred miles and back with a wind under their wings honking the cry for a new home.

Here I know I will hanker after nothing so much as one more sunrise or a sky moon of fire doubled to a river moon of water.

The prairie sings to me in the forenoon and I know in the night I rest easy in the prairie arms, on the prairie heart.

-- *Cornhuskers*

Final
**GENERAL MANAGEMENT PLAN and
ENVIRONMENTAL IMPACT STATEMENT**

August 2003

CARL SANDBURG HOME NATIONAL HISTORIC SITE

Henderson County, North Carolina

The National Park Service (NPS) uses general management planning to establish the resource conditions and visitor experiences that should be achieved and maintained at a specific unit of the National Park System over time. The purpose of the proposed federal action described in this *Final General Management Plan/Environmental Impact Statement* is to provide a clearly defined direction for resource protection and visitor use at Carl Sandburg Home National Historic Site for a period of 15-20 years. Three alternative management approaches and a no-action alternative are analyzed in this document.

The Sandburg Center alternative is the NPS preferred alternative. In it, Sandburg related cultural resources would be accessible to a worldwide audience in ways that both protect and preserve those resources and promote a greater understanding and appreciation of the contributions of Carl Sandburg to this nation. The Sandburg Center concept would provide visitors with additional interpretive opportunities by creating multi use interpretive spaces in historic structures, establishing a new visitor center on property outside of the existing boundary of the park, and expanding the visitor information station near the park entrance.

The Paths of Discovery alternative encourages park managers to look outside established park boundaries and make full use of local and regional resources in a true partnership relationship. Park managers would work closely with local government and civic leaders to identify and implement creative methods to enhance and protect both park resources and local quality of life values. The Paths of Discovery concept complements the park's traditional high quality interpretive and educational programs with additional outdoor interpretive media and walking opportunities. A new visitor center located on property outside of the existing boundary of the park would be established in a partnership arrangement with the local community. Visitor orientation would be improved by expanding the visitor information station near the park entrance.

The Connemara Lifestyle alternative encourages visitors to experience a site much as Carl Sandburg knew it. Park management would focus on maintaining the historic scene to closely represent the time period of the Sandburg residency by controlling as many non-historic intrusions as practical. NPS quality interpretive and educational programs are provided on-site and at local schools. Additional interpretive opportunities would be available at an expanded visitor information station near the park entrance.

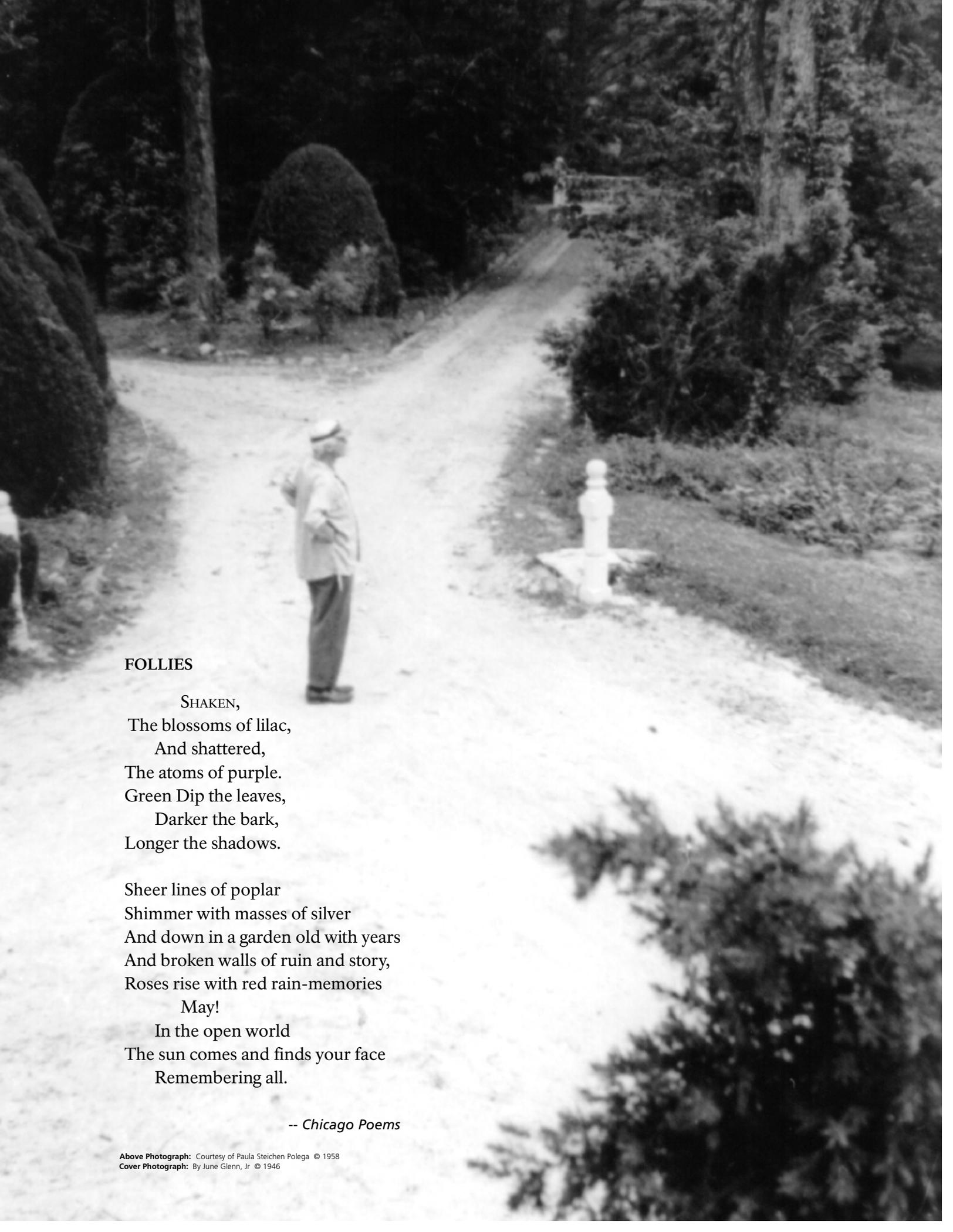
In all alternatives, the park would continue to provide NPS quality guided tours of the Sandburg residence and maintain the historic landscape at a high level of integrity. Opportunities for walking would be available and managed to maintain the historic character of the site. The interiors of one or more historic structures could be rehabilitated to support interpretation or administrative needs. The parking area near the Front Lake would be expanded and additional parking would be provided at a location outside the current boundary of the park. The existing amphitheater adjacent to the Sandburg residence would be relocated to a less intrusive location and the trailer restroom would be replaced by an appropriately designed modern facility at the same location.

Potential environmental impacts that would result from implementation of the alternatives are addressed in the document.

Comments on this document should be sent to:

Connie Hudson Backlund, Superintendent
Carl Sandburg Home National Historic Site
81 Carl Sandburg Lane
Flat Rock, North Carolina 28731-8635

E-mail: carl_superintendent@nps.gov



FOLLIES

SHAKEN,
The blossoms of lilac,
And shattered,
The atoms of purple.
Green Dip the leaves,
Darker the bark,
Longer the shadows.

Sheer lines of poplar
Shimmer with masses of silver
And down in a garden old with years
And broken walls of ruin and story,
Roses rise with red rain-memories

May!
In the open world
The sun comes and finds your face
Remembering all.

-- *Chicago Poems*

EXECUTIVE SUMMARY

This Final General Management Plan / Environmental Impact Statement presents and analyzes four alternative management plans (three action and one no action alternatives) and their potential environmental impacts at Carl Sandburg Home National Historic Site. Each alternative proposes a different management philosophy to guide resource protection and visitor use decisions over the next 15-20 years.

Purpose and Need for Action

The park bases its current management decisions on guidance set forth in a 1971 park master plan, 1977 development concept plan, and 1996 master plan amendment. Over time, higher visitation, shifting local and regional demographics, and updated NPS policy guidelines have rendered these plans obsolete.

Significant local and regional trends currently impacting the park include:

- The populations of Hendersonville and Flat Rock are growing at a steady rate. Although firm statistics on all aspects of visitor use are not available, it is apparent that the number of visitors to the park is increasing along with the area's population.
- Residential home development and land subdivision associated with this growth are causing the character of the landscape surrounding the park to become more suburban in nature.
- The local community has traditionally used the trail system at the park for walking. As recreational use increases, additional management actions are needed to avoid adverse impacts to historic trails and the historic scene as well as to ensure a quality visitor experience for all.
- At times, visitors are discouraged from visiting the site by a shortage of open parking spaces in the existing parking area.

Park Mission

Each unit of the National Park System is provided guidance for how it is to be managed by the Presidential proclamation or Congressional legislation that authorizes and establishes it. The Presidential or Congressional intent for a park unit is further interpreted by the park and expressed as three kinds of statements: mission, purpose, and significance. Collectively these statements provide the foundation for sound decision-making at the park. All statements for Carl Sandburg Home NHS were reviewed and refined as part of the general management planning process.

Mission Statement

Carl Sandburg Home National Historic Site is dedicated to preserving the legacy of Carl Sandburg and communicating the stories of his works, life, and significance as an American poet, writer, historian, biographer of Abraham Lincoln, and social activist. The Carl Sandburg Home National Historic Site preserves and interprets the farm, Connemara, where Sandburg and his family lived for the last 22 years of his life (1945-1967).

Purpose Statements

The purpose of Carl Sandburg Home National Historic Site is:

- to carry on the legacy of Carl Sandburg's works and life for the benefit of future generations through preservation, interpretation, education, and inspiration.
- to preserve Carl Sandburg's last home, associated structures and landscape, original furnishings, personal belongings, and library.

Significance Statements

Carl Sandburg Home National Historic Site is significant because:

- the site is where one of America's most versatile and recognized writers completed a literary career that captured and recorded America's traditions, struggles, and dreams in his poetry, histories, biographies, novels, and folk songs. Sandburg relentlessly advocated for social justice and his writings reflect a deep respect for people as individuals.
- the home, associated buildings, farm scene, wooded hills, and gardens of Connemara embody the presence of Carl Sandburg more vividly than any other place he lived.
- the museum collection which preserves Carl Sandburg's personal belongings, furnishings, farm equipment, library, and papers, provides a unique and rare perspective of this American author's lifestyle, philosophy, intellectual pursuits, and life experiences.

Prescriptive Management Zones

In order to meet desired visitor experiences, desired cultural and natural resource conditions, and accommodate appropriate activities and facilities, five prescriptive management zones (PMZs) were developed. These PMZs are then overlaid on the park in varying arrangements and locations to best represent the particular intent or focus of each management alternative.

Five PMZs are used in this GMP:

1. Historic Discovery Zone – designates areas that are predominantly free of non period of significance intrusions and where visitors may find solitude or a contemplative experience at most times.
2. Historic Interaction Zone – designates areas that have a high degree of historic integrity but also include provisions for visitor education and resource interpretation.
3. Visitor Services Zone – designates areas reserved for visitor service infrastructure such as parking areas, visitor information stations, non-historic walking trails, and comfort stations. Visitors enter the park only through the visitor services zone.
4. Park Services Zone – designates areas reserved for park administrative and maintenance activities. Visitors generally do not enter a park service zone.
5. Amphitheater Relocation Zone – designates three preferred areas where the existing amphitheater could be relocated.

Alternative Plans

When considered together, the alternatives represent the broad scope of public comments and suggestions received during the planning process. Three action and one no action alternatives are considered and analyzed in the document:

1. Sandburg Center alternative
2. Paths of Discovery alternative
3. Connemara Lifestyle alternative
4. No Action alternative

Common Actions Associated with the Action Alternatives

The following common actions occur in the three action alternatives:

A Congressionally legislated boundary expansion would allow the park to acquire properties or interests in properties outside the currently authorized boundary of the park. In all alternatives, approximately 1 to 2 acres would be acquired for use as a parking area. The new parking area would be a separate entity in the Connemara Lifestyle alternative but combined with a new visitor center in the Sandburg Center and Paths of Discovery alternatives. Any property acquired by NPS would be acquired only on a willing seller-willing buyer basis, without the exercise of eminent domain.

NPS will not provide public overnight camping or lodging facilities or permit public off-road vehicle travel within the park in any alternative.

In all alternatives, historic structure exteriors would be preserved or restored to the period of significance.

Recommendations for specific treatments or maintenance techniques of historic structures are beyond the scope of this document and would be determined in a more detailed Historic Structures Report or similar implementation level plan.

Over time, all administration and maintenance uses of historic structure interiors would be relocated to the park services or visitor services zones with the exception of the basement of the main house which would continue to function as a bookstore, visitor contact area, and assembly point for house tours. Historic structure interiors from which administrative or maintenance activities are removed would be restored to period of significance condition and opened for visitation or adapted for use as an interpretive program area. In no instance will a historic structure remain unoccupied or not be maintained after administrative or maintenance uses are relocated.

The existing amphitheater would be relocated to one of three alternative sites. Once relocated, the landscape at the existing amphitheater site would be restored to period of significance condition.

The existing trailer comfort station would be replaced with an appropriately designed new facility at the same location. An area defined by a 40-foot radius extending outward from the center point of the existing trailer unit is designated as a Visitor Service Zone to accommodate the replacement facility.

The existing visitor information station by Front Lake would be expanded by 500 to 1,000 square feet (SF) and renovated to enhance its interpretive and visitor orientation functions.

The parking area in the visitor services zone by Front Lake would be enlarged to accommodate approximately 10 additional vehicles in each alternative. It is expected that construction of the enlarged parking area would necessitate removal of the three existing bus parking spaces. The implementation of this parking expansion would be contingent on making alternative parking arrangements for buses.

The waters and banks of Front Lake would be included in the Historic Interaction Zone. Park managers would closely monitor potential impacts and manage visitor use in the surrounding Visitor Services Zone to protect the plant and animal communities which have adapted to this culturally significant natural resource.

Additional visitor service infrastructure would be permitted within the visitor services zone. Potential additions include:

- vehicle and pedestrian circulation system improvements.
- additions and/or modifications to existing walking trails.
- additional and/or modifications to existing outdoor interpretive exhibits and waysides.

- additional and/or modifications to existing visitor amenities such as benches, walkways, drinking fountains, etc.

The volunteers parking area would be enlarged to accommodate up to 20 total vehicles.

The Sandburg Center Alternative

The Sandburg Center alternative is the proposed action, the NPS preferred alternative and the environmentally preferred alternative.

In this alternative, the park serves as a national and worldwide focal point for learning about Carl Sandburg. Access to more in-depth information about his life and work at Connemara would be provided through an extensive internet database and other high technology mass media formats. Visitors who come to the site in person would find extraordinary opportunities to participate in interpretive programs. The alternative provides high quality museum space where visitors can gain additional access to information and objects currently housed in the museum preservation facility.

Providing high quality interpretive venues is seen as an essential component of the alternative. Additional venues would be created by rehabilitating one or more historic structures near the main house or barn for interpretive program areas, renovating the existing Front Lake visitor information station to improve its interpretive and visitor services function, and creating a visitor interpretive center outside the current authorized boundary of the park.

A Congressionally legislated boundary expansion of up to 110 acres would provide critical views and boundary protection. The specific area to be included is shown on the Sandburg Center alternative PMZ map in Chapter Two. Because these areas were never owned by the Sandburg's, additional walking trails could be added without compromising the historic integrity of Connemara.

In addition, authorization to acquire approximately 3 to 5 acres for a 5,000 SF visitor center, parking for approximately 60 cars, and associated landscaping would be included. Given the unpredictable availability of funding and property, an exact location for the visitor center and parking area cannot be identified at this time; however, any selected site would be located west of Highway 25 and south of Little River Road in the Village of Flat Rock.

Any property considered for acquisition would be purchased under a willing seller/willing buyer arrangement, without the exercise of eminent domain.

Paths of Discovery Alternative

The Paths of Discovery alternative acknowledges the important bond between the park, local and regional governments, and park neighbors and relies upon its

traditionally close association with them to protect and enhance common resource and quality of life values.

Recognizing that many people visit the park specifically to enjoy its pastoral beauty, the alternative strategically blends the community's desire for additional walking opportunities with the mission and overall function of the National Historic Site by adding a pedestrian only interpretive trail that connects the visitor entrance area with the historic back gate and the barn area. In turn, the park would look outward to the community to help meet internal park challenges such as the need for additional visitor service and administrative infrastructure.

A visitor center would be created in a new or existing structure on property purchased or leased outside the current authorized boundary of the park. The visitor center would be a multiuse facility that accommodated both park and community needs. It would be developed in partnership with preservation groups, friends groups, individuals, and/or local, county, and state governments to reduce development and/or maintenance costs to all participants. The park would use its portion of the shared facility to provide additional Sandburg interpretive opportunities and additional visitor contact and orientation services. Specific details regarding such partnerships would be developed at a future date in a memorandum of understanding or partnership agreement.

A Congressionally legislated boundary expansion of up to 110 acres would provide critical views and boundary protection. The specific area to be included is shown on the Paths of Discovery alternative PMZ map in Chapter Two. Because these areas were never owned by the Sandburg's, additional walking trails could be added without compromising the historic integrity of Connemara.

In addition, if necessary, a Congressionally legislated boundary expansion of approximately 3 to 5 acres would be undertaken to facilitate purchase or lease of a suitable site for a 5,000 SF visitor center and parking. The visitor center and parking area would be located west of Highway 25 and south of Little River Road.

Any property considered for acquisition would be purchased under a willing seller/willing buyer arrangement, without the exercise of eminent domain.

Connemara Lifestyle Alternative

The Connemara Lifestyle alternative directs the park to focus its resources on preserving the site's historic landscape, structures, and furnishings at the highest level of integrity. High quality interpretive and educational programs would be available on site and at local schools.

A Congressionally legislated boundary expansion would authorize the selection and acquisition of approximately 1 to 2 acres for a 60-car parking area outside the currently



Photograph: by David Libman

authorized boundary of the park. The parking area would be located west of Highway 25 and south of Little River Road.

A Congressionally legislated boundary expansion of up to 25 acres would provide critical views and boundary protection. The specific area to be included is shown on the Connemara Lifestyle alternative PMZ map in Chapter Two.

Any property considered for acquisition would be purchased under a willing seller/willing buyer arrangement, without the exercise of eminent domain.

Primary access to the objects and information contained in the museum collection would be provided at the main house. Some additional interpretive capacity would be provided at the expanded visitor information station by Front Lake and through the internet.

The Connemara Lifestyle alternative acknowledges the uncertainty of receiving significantly increased federal funding by taking a more conservative approach to increasing park infrastructure, staff, and maintenance responsibility than the other alternatives.

No Action Alternative

The No Action alternative maintains the current management approach at the park. Resource protection and visitor use opportunities would continue on their present course without change in resource management capability, visitor programs, or facilities. Cultural and natural resources would be maintained in their present condition and traditional use patterns would endure.

High quality interpretive tours and programs would continue to be provided at the main house, amphitheater, barn area, and in local schools. Historic artifacts would be professionally cared for and preserved in the Museum Preservation Center.

Museum objects would continue to be exhibited at the main house and in some historic structures. Existing trails would be maintained and managed in current conditions.

Park management would continue as an active, responsible, and contributing member of the local community. The park would continue to be funded and staffed at a level comparable to current conditions. The existing visitor parking area would remain unchanged. The amphitheater would not be relocated, improved, or enlarged. The trailer restroom would not be improved and remain at its present location.

Potential Environmental Impacts Associated with the Action Alternatives

Potential environmental impacts vary between the action alternatives primarily in response to the way each provides additional venues for interpretation activities. This summary highlights the most significant potential impacts. A complete discussion of environmental impacts is included in Chapter 4 of the Final plan. The reader should be aware that prior to implementing any action, detailed planning documents and an appropriate mitigation strategy would be created in full compliance with the National Environmental Policy Act, the National Historic Preservation Act, NPS policy, and coordination with the State Historic Preservation Officer and the general public.

Potential Impacts to Cultural Resources

All action alternatives propose a 500-1,000 SF expansion of the existing visitor information station, creation of a 10 space parking area, and the potential addition of trail side amenities in the visitor services zone. Such actions would increase the number of non period-of-significance objects in the vicinity of

the Front Lake. The impacts of these additions, while potentially significant, would be reduced by using sound design and construction practices. The historic view from the front porch of the main house is considered the cultural resource most affected by these changes.

All action alternatives relocate the existing amphitheater to one of three preferred locations. Up to two acres of the historic landscape would be modified to create the new facility. The impact of relocating the amphitheater on cultural resources is not considered significant and would be reduced by restoring the existing location to historic conditions and by the use of sound design and construction practices at the new site.

The Sandburg Center alternative would rehabilitate one or more historic building interiors to provide interpretive program areas near the main house and barn areas. This action would cause the loss of some historic fabric within the rehabilitated structures but impacts would be reduced by removing existing administrative and maintenance functions from historic structures, the accurate documentation of the historic resource prior to undertaking any rehabilitation activity, and employment of sensitive design and construction techniques.

The Paths of Discovery alternative would cause grading and vegetation removal on the shoulder of Little River Road and parallel to the back drive along the proposed route of the ¾ mile long pedestrian interpretive connector trail. The impacts of this action, while potentially significant are considered able to be reduced by the use of sound design and construction practices. The historic view of the side pastures from Little River Road is considered the cultural resources most affected by the potential changes. The new trail parallel to the back drive would be located in woodland areas and be heavily screened from historic views.

All alternatives increase public access to cultural resources contained in the museum collection. In some instances, added access may increase exposure of these resources to the harmful effects of light, humidity, and heat. The Sandburg Center and Paths of Discovery alternatives have the highest potential for causing such impacts because they create the greatest number of new venues. The probability of significant negative impacts to these sensitive resources is considered low and able to be reduced by professional museum collection management and preservation techniques.

To date, all archeological investigations carried out at the park have occurred in association with proposed maintenance, stabilization, and/or development of structures. (Pence 1998). While the ground disturbing activities described in each alternative do not occur on known archeological resources, it is recognized that, in the absence of a comprehensive archeological investigation, all ground disturbing activities

have the potential to disturb previously unknown archeological resources. The impacts of proposed ground disturbing activities on previously unknown archeological resources, while potentially significant, would be reduced by undertaking a thorough archeological investigation of potentially affected areas prior to initiation of the activity. Archeological investigations are preferably conducted before or in association with design and development planning (such as a DCP) so that appropriate actions to reduce or eliminate potential impacts can be incorporated into the design and construction program before they occur.

Potential Impacts to Interpretation, Education, and Museum Operations

Interpretation and education opportunities are significantly enhanced in the Sandburg Center and Paths of Discovery by the addition of interpretive program and exhibit areas in the new visitor center. The Sandburg Center alternative significantly enhances the park's ability to provide interpretive programs by creating additional interpretive areas inside the park. The Paths of Discovery alternative enhances the visitor's ability to experience and learn about the historic landscape by the addition of a ¾ mile interpretive trail.

All action alternatives propose increasing interpretation, education, and access to museum resources by a small expansion of the existing visitor information station, use of high technology mediums like the internet, and additional waysides in the visitor services zone near the Front Lake. Museum operations are significantly enhanced in the Sandburg Center and Paths of Discovery by the creation of additional climate controlled and secure exhibit environments in the new visitor center.

Opportunities for visitors to engage in interactive Sandburg-related programs are highest in the Sandburg Center alternative. Opportunities for visitors to have increased access to objects and information in the museum collection are greatest in the Sandburg Center and Paths of Discovery alternatives.

Potential Impacts to Natural Resources

Construction-related ground disturbing activities and selective clearing of vegetation related to the creation of additional park infrastructure could result in the relocation of certain wildlife species to other locations inside or outside the park. No threatened or endangered species have been identified within the park. None the less, the NPS would consult with appropriate wildlife agencies before initiating any ground disturbing activity to determine if the proposed action represents an adverse affect on natural resources and determine an appropriate mitigation strategy if necessary.

A globally rare but locally common plant association exists on nine granite rock domes in the park. No construction related

activity in any alternative is anticipated near granite dome plant communities.

The creation of an interpretive connector trail in the Paths of Discovery alternative constitutes the largest potential removal of vegetation in the action alternatives. Actions common to all alternatives that would result in vegetation removal are relocation of the amphitheater, expansion of the existing visitor parking near the Front Lake, expansion of the volunteers parking near the barn area, and renovating the existing visitor information station.

Potential Impacts to Quality of Life and Socioeconomic Conditions

The site is a popular North Carolina tourism destination and receives over 100,000 visitors each year. During peak visitation periods, parking capacity is exceeded and vehicles circulate in and out of the existing parking area in search of a free space. Those unable to locate a free space often park on the shoulder of Little River Road. The resulting mix of traffic congestion and pedestrians is hazardous to both park visitors and local residents. Increased parking capacity near the park entrance would help alleviate this unsafe traffic situation by reducing the need for on street parking and improving vehicle circulation.

All action alternatives expand the existing parking area by 10 spaces and add a 60 vehicle parking area on property currently outside the authorized boundary of the park. Potentially higher traffic densities on residential portions of Little River Road would be reduced by locating the new parking area as close as possible to the front entrance of the park. The 60 vehicle parking area would be combined with a visitor center in the Sandburg Center and Paths of Discover alternatives. A 60 vehicle parking area is of sufficient size to satisfy the existing parking shortfall and accommodate additional visitors drawn to the new visitor center over the life of the plan.

The Sandburg Center alternative would attract visitors from a worldwide audience. Visitors who come to the area to take advantage of new opportunities at the park are potential visitors to other regional tourism locations. Additional programs would potentially increase the amount of time a person stays in the park during a single visit and the frequency of park visitors staying overnight in local lodgings. Additional goods and services would be purchased from local businesses to support increased program, maintenance, and administrative activities at the park. Construction activity associated with the new visitor center, renovated visitor information station, and redesigned parking area in the visitor services zone would provide a temporary boost to the local and regional economy. Approximately nine permanent or part time employment opportunities could be created over time.

The Paths of Discovery alternative would attract visitors from a regional audience. Additional opportunities for walking and

viewing cultural resources will attract visitors who come to the area to see nearby tourism locations. The amount of time a person stays in the park during a single visit and the frequency of park visitors staying overnight in local lodgings is expected to increase but at a less significant rate than the Sandburg Center alternative. Additional goods and services would be purchased from local businesses to support increased program, maintenance, and administrative activities at the park. Construction activity associated with the new interpretive trail, visitor center, and redesigned parking area in the visitor services zone would provide a temporary boost to the local economy. Approximately six permanent or part time employment opportunities could be created over time.

The Connemara Lifestyle alternative would attract visitors from a local and regional audience. The amount of time a person stays in the park during a single visit and the frequency of park visitors staying overnight in local lodgings is not expected to increase significantly over existing conditions. The park would continue to purchase goods and services from local businesses to support programs, maintenance, and administrative activities at the park. Construction activity associated with the renovated visitor information station and redesigned parking area in the visitor services zone would provide a temporary boost to the local and regional economy. Approximately three permanent or part time employment opportunities could be created over time.

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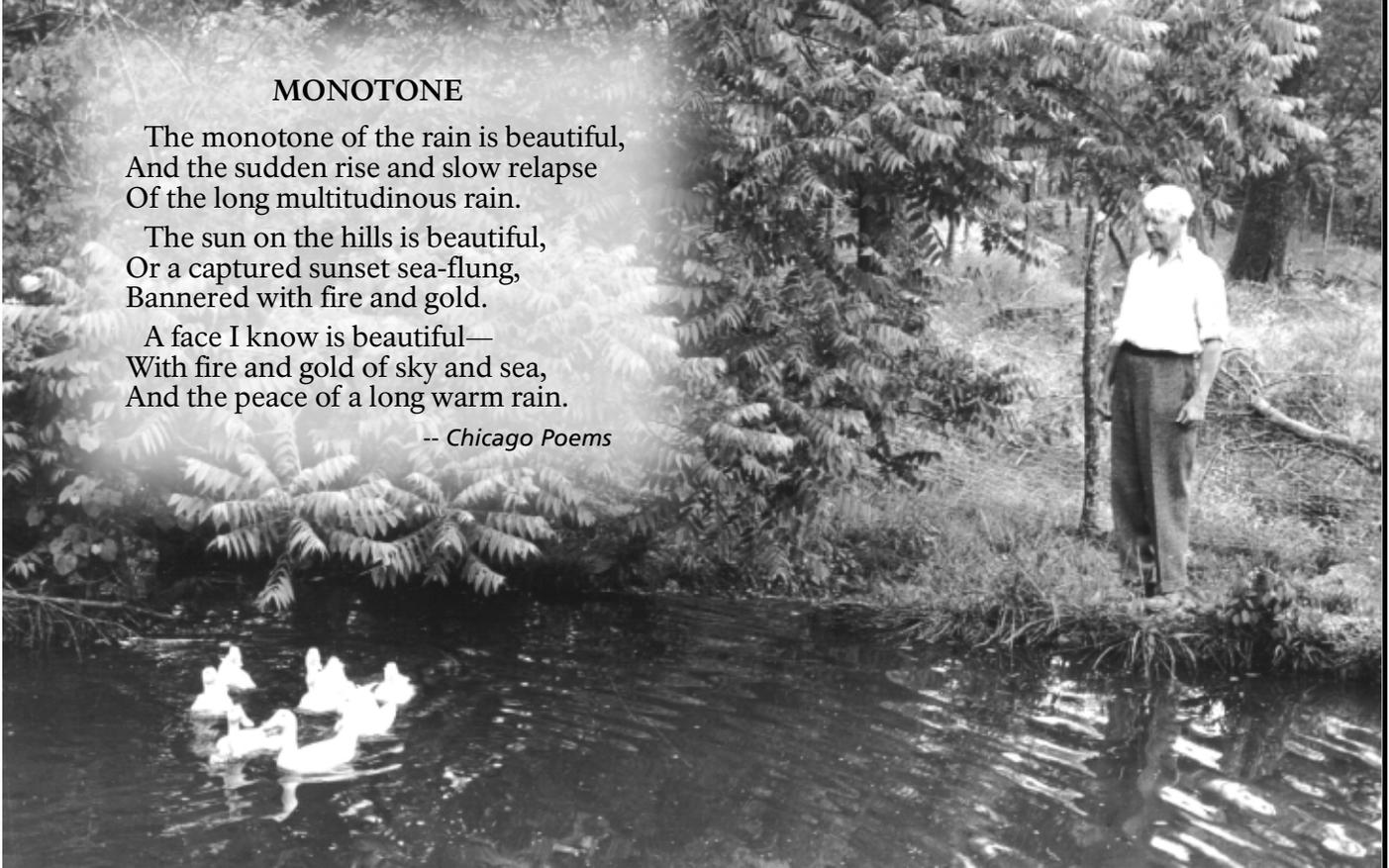
MONOTONE

The monotone of the rain is beautiful,
And the sudden rise and slow relapse
Of the long multitudinous rain.

The sun on the hills is beautiful,
Or a captured sunset sea-flung,
Bannered with fire and gold.

A face I know is beautiful—
With fire and gold of sky and sea,
And the peace of a long warm rain.

-- *Chicago Poems*



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CHAPTER ONE PURPOSE AND NEED FOR ACTION

Background Information

Carl Sandburg Home National Historic Site (NHS) was established by act of Congress, Public Law 90-592 (82 Stat. 1154) on October 17, 1968 (see Appendix A). The 264 acre property was acquired by the National Park Service (NPS) from the Sandburg family in 1969. Subsequent to acquisition, a program of renovations was undertaken by the NPS and the site opened to visitors in 1974.

Carl Sandburg Home NHS is located in the Village of Flat Rock, North Carolina. Flat Rock, on U.S. Highway 25, is 3 miles south of Hendersonville, in Henderson County (Figure 1-a). Hendersonville and Flat Rock are popular retirement communities whose populations are growing at a steady rate. Residential home development and land subdivision associated with this growth are causing the character of the landscape surrounding the park to become more suburban in nature. Although firm statistics on visitor use are not available, a nonscientific estimate suggests that 40,000 persons tour the home and an additional 100,000 persons visit the grounds each year. The number of visitors is expected to increase as the regional tourism economy and local resident population grow.

The NPS manages the Carl Sandburg Home NHS for the purposes of interpreting the life and works of Carl Sandburg and preserving the historic resources that illustrate his life on the pastoral and forested farm property where he lived from 1945-1967. The NPS is dedicated to communicating the stories of Carl Sandburg – his works, life, and significance as an American poet, writer, historian, biographer of Abraham Lincoln, and social activist.

Carl Sandburg Home NHS is composed primarily of the original Sandburg estate, also known as Connemara. With the exception of changes to improve visitor access and the addition of a visitor information station, an administrative and maintenance area, amphitheater, parking area, and restroom, much of the grounds, structures, and furnishings of Connemara exist essentially as they did during the period of Carl Sandburg's residence.

Generally, park resources can be categorized by association with the main house, Carl Sandburg's literary and musical works, Mrs. Sandburg's dairy goat farm operation, or woodland. The core of the main house-associated elements includes the main house and furnishings, subsidiary buildings and their furnishings, associated trails, and the landscape



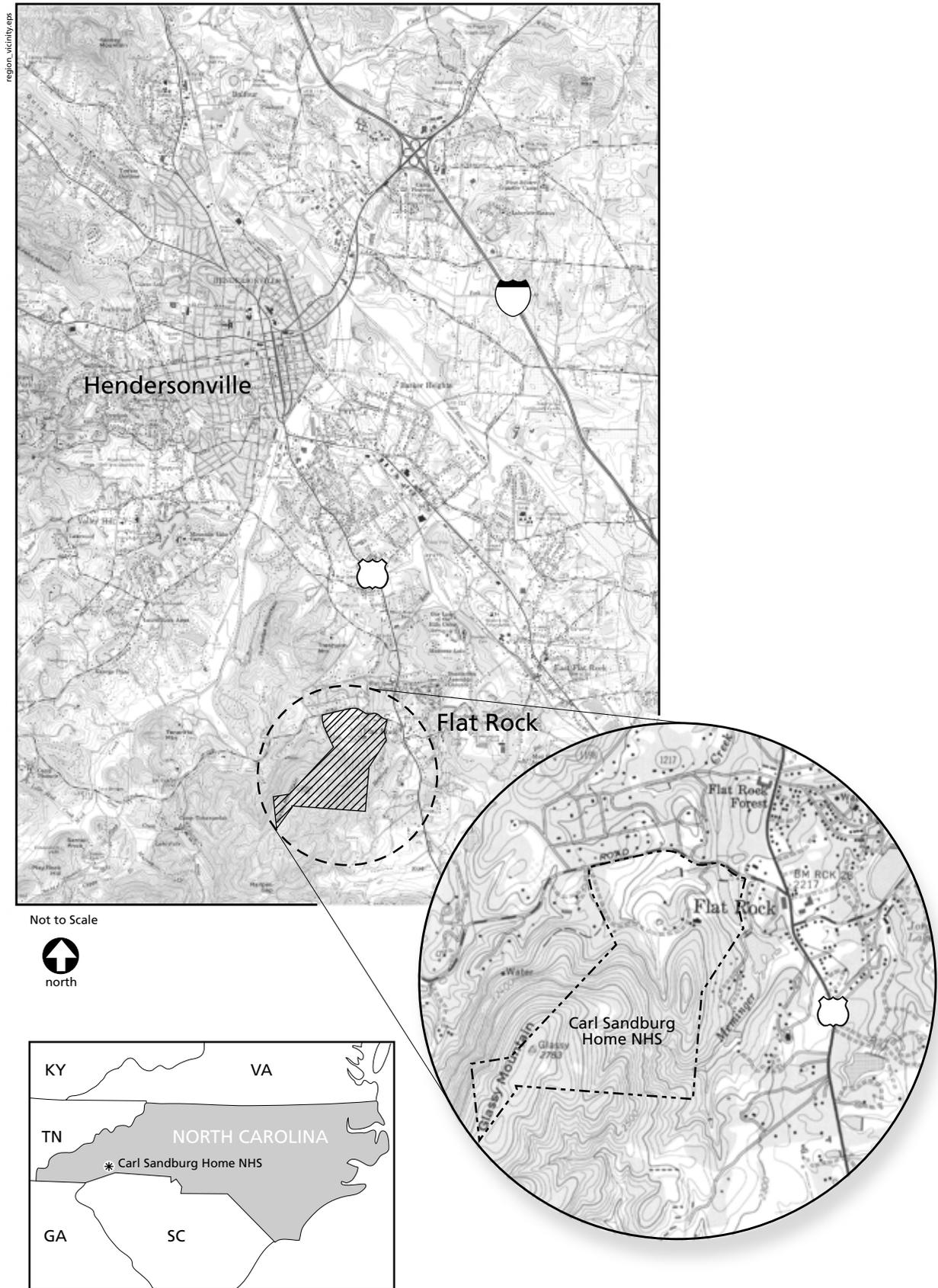


Figure 1-a. Region and Vicinity Map

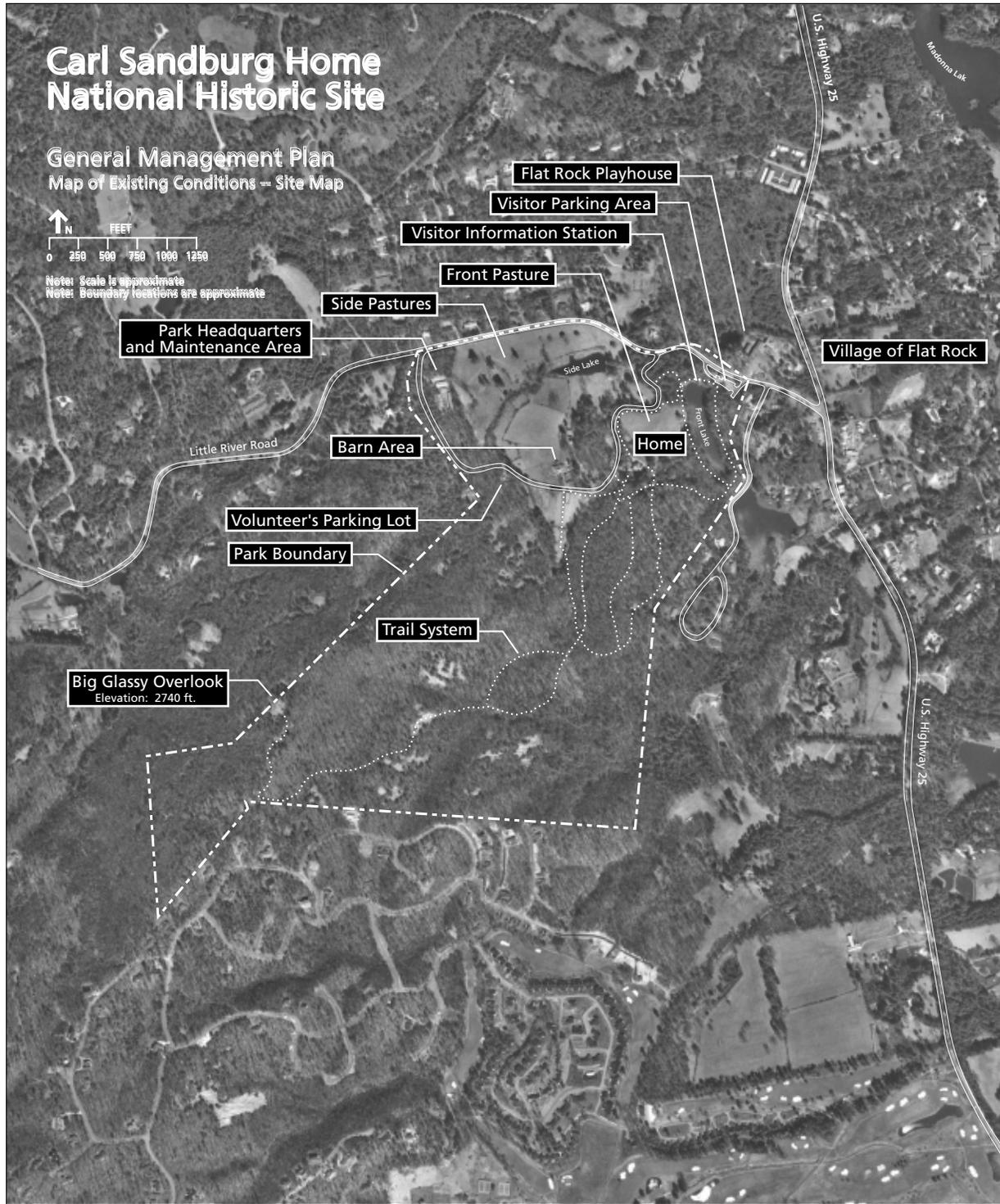


Figure 1-b. Aerial photograph of Carl Sandburg Home National Historic Site

immediately surrounding those elements. The park's museum preservation center (MPC) preserves over 330,000 museum objects and archives associated with Carl Sandburg's life and works. The principal features of the farm are the barn (which includes facilities for milking goats), farm manager's house, barn garage, an equipment storage building, furnishings associated with those structures and pasture land. A representative number of the three dairy goat breeds owned by the Sandburgs is maintained on the farm as an interpretive tool. Approximately 75% of the park area is covered by a mixed pine and hardwood forest (see Figure 1-b).

Historical Context

Carl Sandburg was already famous when he moved with his family to the Blue Ridge mountains of western North Carolina in 1945. Poet, minstrel, lecturer, biographer, and Pulitzer Prize-winning author, he had spent his lifetime championing social justice and the American people through his writings and his singing. Although, at 67, he was at an age when many people retire, Sandburg was still actively working.

The estate had a long history - an ironic history for the biographer of Abraham Lincoln - for Christopher Memminger, who built the main house around 1838, had served from 1861 to 1864 as Secretary of the Confederate Treasury. Upon the death of Memminger, the estate was sold to Colonel William Gregg, who apparently never occupied the house. In 1900, textile tycoon Captain Ellison Smyth purchased the estate and renamed it Connemara to honor his Irish ancestry. Smyth's heirs sold it to the Sandburgs in 1945.

Sandburg's wife, Lilian had discovered the mountain farm named Connemara with their youngest daughter, Helga. The farm had everything the family wanted, including a gentle climate and ample pasture for Mrs. Sandburg's goat herd and seclusion for her husband's writing. The Sandburgs moved from Michigan with their three daughters, two grandchildren, a library of 14,000 volumes, and the Chikaming goat herd. Carl Sandburg would call it home for 22 years.

The years at Connemara were productive for Carl Sandburg. He published poems, children's literature, fiction, and non-fiction. He continued to travel, lecture, sing, and earn accolades, including his second Pulitzer Prize. The family was busy too. Mrs. Sandburg bred her prize-winning goats and ran the farm business. Margaret helped her father, attending to the library, and worked in her flower garden. Janet helped on the farm, which was especially active when Helga and her children, John Carl and Paula, lived there. Until her second marriage and move from Connemara, Helga managed the dairy operation with her mother. The grandchildren rode horses and played in the woods and pastures.

Carl Sandburg kept late hours. He often worked most of the night, while it was quiet and still, and slept until late in the

morning. After a midday meal he read, answered letters, and wrote wherever his imagination took him - his upstairs office or study, the living room, the front porch, or on the large sloping rock behind the house.

There were frequent visitors at Connemara. A favorite guest was the well-known photographer Edward Steichen, Mrs. Sandburg's brother and Carl Sandburg's closest friend. Guests or not, dinner was a social gathering for the family. Afterward Sandburg would read aloud or sing with them. In the afternoon or evening, he walked with his wife, children, or friends along one of the winding paths or through the woods.

Carl Sandburg died at home on July 22, 1967. In 1969, the Sandburg family sold the property and donated the contents of the home to the NPS (with the notable exception of the contents of his personal library which he sold to the University of Illinois in 1955) to be preserved as the Carl Sandburg Home NHS. Always a voice for the American people, Carl Sandburg speaks to us still through his words, songs, and the beauty and serenity of Connemara.

General Management Plans

General management planning constitutes the first phase of a tiered planning and decision making process used by the NPS to establish the resource conditions and visitor experiences that should be achieved and maintained at each unit over time. It is NPS policy to maintain an up-to-date general management plan (GMP) for each unit in the system. GMPs are reviewed and revised as necessary, generally every 15-20 years or as need dictates.

General management planning, as suggested by its name, is intended only to provide general guidance about the best way to achieve desirable resource protection and visitor experience goals. Specific details regarding facility construction, interpretive program development, and maintenance technique are examined in much greater detail during subsequent implementation planning and design.

Recommendations made in GMPs are based on an analysis of existing and potential resource conditions, desired visitor experiences, environmental impacts (including natural, cultural, and socioeconomic impacts), and costs of alternative courses of action. GMPs are developed in consultation with NPS program managers, park staff, interested parties, and the general public.

In reaching decisions concerning future management of park resources, the NPS seeks, to the extent possible, to seek agreement among the park staff, NPS leadership, other government agencies with jurisdiction by law or expertise, and members of the public.

Need for a General Management Plan at Carl Sandburg Home NHS

The governing planning documents at Carl Sandburg Home NHS are nearing the end of their effective life span. Current management decisions are made under the guidance of a 1971 park master plan, 1977 development concept plan, and a 1996 amendment to the park master plan that permitted specific administrative uses in two historic structures.

Significant changes in volume and pattern of visitor use, local and regional demographics, and new NPS policy guidelines affect the park in ways these documents could not anticipate.

An overview of need for a new GMP is presented in the following paragraphs. For easier understanding, needs are categorized in relationship to the following core park management values:

- Cultural and Natural Resource Protection
- Visitor Experience
- Partnerships
- Park Management

Cultural and Natural Resource Protection

Cultural and natural resources of the park are managed to preserve the site's appearance as it was during 1955-1965, the period of Sandburg's most productive years. Fifty historic structures exist on the site, ranging from the Sandburg home to a single stall donkey shed and rock walls. Over 330,000 artifacts, mostly books and former personal property of the Sandburgs are preserved at the park. Many Sandburg artifacts are available for viewing in their historical context at the Sandburg home. While the Sandburg home is well maintained, it cannot be considered a museum quality environment and many of the objects displayed there are exposed to levels of light, humidity, and heat that are less than optimum for long term preservation. A 4,000 Square Foot (SF) museum preservation center allows climate controlled storage of objects too delicate or rare for display in the park. Many objects that would be of interest to visitors cannot be displayed for lack of a suitable venue.

Carl Sandburg Home NHS includes over 200 acres of forests and 64 acres of pastures, hay fields, crop land, trails, and gardens. Large white pines, hemlocks, yellow poplar (tulip tree) and oak specimen trees line the drives, streams and ponds of the property. Numerous rock outcrops occur throughout the park, some of which contain vegetation associations or ecogroups that are locally common but considered rare on a global scale.

The local community has traditionally used the trail system at the park for walking. As the number of trail users grows, increased management actions are needed to avoid adverse impacts.

Park Management Concerns:

- Preservation of sensitive cultural resources must be balanced against the desire to use them as an interpretive resource. Often sensitive resources must be displayed in an environment that is not optimal for preservation. Do options exist for increasing access to cultural resources currently in the museum preservation center without exposing them to unfavorable climate conditions or security risks?
- Development pressures in the surrounding community could potentially affect the historic appearance of the park. What guidance can the GMP give park managers when attempting to reduce visual intrusions to the historic appearance of the NHS?
- What options are available to better manage recreational use and reduce its impacts on the natural and cultural resources of the park?

Visitor Experience

Limited walking or hiking trails in the local community has caused the primary visitor experience at the park to assume an increasingly recreational tone. A local citizen group has identified areas suitable for the construction of a greenway trail system which could create additional walking trails outside the park.

While acknowledging the responsibility of park managers to protect the historic integrity of the park, it is important to recognize that the park contains a large and scenic land base that is attractive to those who might wish to use park resources for activities not related to its historic significance. Park managers must constantly weigh their desire to accommodate these uses against the potential for undesirable intrusions on the historic environment.

Park Management Concerns:

- Does the recreational experience desired by some visitors interfere with the mission of the park to interpret the life and works of Carl Sandburg?
- Is recreational use appropriate at the park and, if so, to what extent can it be accommodated? What options are available to better manage recreational use at the park?
- Can visitor use be adequately controlled with multiple access points? Are additional (new) trails appropriate and if so, where? Should any current trails be eliminated?

Partnerships

Carl Sandburg Home NHS has been extraordinarily successful establishing and maintaining partnership arrangements with both public and private entities. The park has maintained a mutually beneficial relationship with the State Theater of North Carolina/Flat Rock Playhouse for almost 30 years. Over 14,000 volunteer service hours are donated to the park every year by a variety of individuals. The park also benefits from a very active and supportive “Friends” organization.

Park Management Concerns:

- Is there potential for additional beneficial partnership relationships?
- How can existing relationships be strengthened?
- What role can the GMP play in promoting and strengthening partnership relationships?

Park Management

A variety of park management issues need to be addressed during the GMP process.

Park Management Concerns:

- A chronic parking shortage exists at the park. Can the problem be resolved through a public/private relationship? Is there room within the park to increase parking capacity by the addition of new parking areas or the expansion of an existing lot? Is acquisition of additional land for parking a realistic option?
- Several temporary structures such as restrooms near the main house, amphitheater, and picnic area need to be permanently sited if they are appropriate to keep.
- Heavy trail use has resulted in compacted soils and a greater need for trail maintenance.
- What types of visitor services are appropriately provided at the park and where are the most appropriate locations for them?

A new GMP is needed to create a management framework from which future park managers can implement programs that preserve, protect, and interpret park resources and give everyone with a major stake in the park an opportunity to participate in the development of this framework.

Planning Team

The Carl Sandburg Home NHS GMP was conducted by an interdisciplinary team of park managers and technical experts in consultation with the general public and other knowledgeable persons inside and outside the National Park Service. Planning team members, technical advisors, and other significant contributors are listed in Chapter V, Consultation and Coordination.

Park Mission

Each unit of the national park system is provided guidance for how it is to be managed by the Presidential proclamation or Congressional legislation that authorizes and establishes it. The Presidential or Congressional intent for a park unit is further interpreted by the park and expressed as its mission.

Park mission contains three kinds of statements: mission, purpose, and significance, which collectively provide the foundation for sound decision-making at the park. Park mission statements for Carl Sandburg Home NHS were reviewed and refined as part of the general management planning process.

Mission Statement

Carl Sandburg Home National Historic Site is dedicated to preserving the legacy of Carl Sandburg and communicating the stories of his works, life, and significance as an American poet, writer, historian, biographer of Abraham Lincoln, and social activist. Carl Sandburg Home National Historic Site preserves and interprets the farm, Connemara, where Sandburg and his family lived for the last 22 years of his life (1945-1967).

Purpose Statements

The purpose of Carl Sandburg Home National Historic Site is:

- to carry on the legacy of Carl Sandburg’s works and life for the benefit of future generations through preservation, interpretation, education, and inspiration.
- to preserve Carl Sandburg’s last home, associated structures and landscape, original furnishings, personal belongings, and library.

Significance Statements

Carl Sandburg Home National Historic Site is significant because:

- the site is where one of America’s most versatile and recognized writers completed a literary career that captured and recorded America’s traditions, struggles, and dreams in his poetry, histories, biographies, novels, and folk songs. Sandburg relentlessly advocated for social justice and his writings reflect a deep respect for people as individuals.
- the home, associated buildings, farm scene, wooded hills, and gardens of Connemara embody the presence of Carl Sandburg more vividly than any other place he lived.
- the museum collection which preserves Carl Sandburg’s personal belongings, furnishings, farm equipment, library, and papers, provides a unique and rare perspective of this American author’s lifestyle, philosophy, intellectual pursuits, and life experiences.

Carl Sandburg Home NHS GMP Planning Process

The GMP process at Carl Sandburg Home NHS is being conducted in four phases:

- Scoping
- Development and Analysis of Alternatives
- Preparation and publication of a draft general management plan/environmental impact statement
- Revision and publication of a final general management plan/environmental impact statement

Scoping

Information about the broad range of potential ideas, goals, and objectives that park staff, technical experts, current and potential visitors, other governmental agencies, traditional users, regional residents, and the general public want the park to achieve was gathered in a process called “Scoping”. Scoping occurred continuously throughout the planning process.

The broad range of goals and objectives identified during the scoping process are generally referred to as “Planning Issues” and are examined in greater detail in the *Discussion of Planning Issues* section of this chapter.

Development and Analysis of Alternatives

As might be expected, some of the ideas and information different people wished included as an aspect of this GMP were mutually compatible and others were not. Working in conjunction with its many partners, the planning team drew upon information gathered during scoping to formulate a range of management alternatives that both satisfied park mission and incorporated as many ideas as possible. Each potential alternative was rigorously analyzed and refined over time by the planning team as part of the planning process.

A preferred alternative was selected using the Choosing by Advantages (CBA) decision-making process. A more detailed description of the selection and environmental analysis process is provided in subsequent chapters.

Draft Plan

As part of the overall effort to encourage public involvement in the decision making process, solicitation of public comment on draft GMPs is required by the National Environmental Policy Act (NEPA) and NPS policy. Comments are considered a critical aid in helping park managers refine and reshape, if necessary, a GMP so that it best meets the NPS’s mission and the interests of the American public.

A Draft Carl Sandburg Home NHS GMP/EIS was prepared and distributed on October 15, 2002. Public comment on the plan was solicited through December 15, 2002. During this 60-

day formal comment period, the planning team conducted public consultations in the Flat Rock area with all of its major planning partners and park stakeholders.

Final Plan

All public concerns about the draft plan were analyzed and substantive recommendations considered for inclusion in the final document. A more detailed discussion about how public comments were addressed and the broader effort of public involvement and consultation is presented in Chapter 5, Consultation and Coordination.

This document is the Final Carl Sandburg Home NHS GMP/EIS. The NPS will wait 30-days after publication of a Notice of Availability by the U.S. Environmental Protection Agency before signing a Record of Decision (ROD). When the ROD is signed and published in the *Federal Register*, the park will be authorized to begin implementation of the preferred alternative as described in the plan.

Special Mandates, Laws, and Policies

All decisions made through general management planning must fit within the broad parameters established by: 1) the park’s particular mission and mission goals; 2) any special mandates or commitments that may apply to the park; and 3) the large body of laws and policy applicable to all units of the national park system. The purpose of this section is to clarify and articulate the parameters established by special mandates, administrative commitments, and service-wide laws and policy.

Special mandates

Special mandates are park specific. Planning teams are instructed by NPS policy to look for them in the park’s establishing legislation. In this case, the establishing legislation, as amended, for Carl Sandburg Home NHS (Appendix A) does not provide specific direction for managing the site.

Administrative commitments are generally defined as agreements that have been reached through formal, documented processes with other Federal or state agencies that refer to the co-management of specific natural or cultural resources. The park has a long standing Memorandum of Understanding (MOU) with the State Theater of North Carolina (Flat Rock Playhouse) that allows the use of each others parking areas for overflow parking. All alternatives will assume the continuation of this mutually beneficial arrangement.

A MOU with the Blue Ridge Parkway provides Carl Sandburg Home NHS with one law enforcement ranger. Provision of the ranger is contingent on staff availability at Blue Ridge Parkway and availability of funds at Carl Sandburg Home NHS to pay related expenses. Historically, a law enforcement ranger is



Photograph: by David Libman

provided one or two days per week and at special events where many visitors are expected. All alternatives would add a full time law enforcement ranger to the Sandburg staff. The current MOU would be continued until a ranger was hired.

All alternatives would continue to honor the existing MOUs with the Blue Ridge Fire and Rescue and Valley Hill Fire Department that provide fire and rescue emergency services to the park.

Service-wide laws and policy

Management of national park system units is guided by numerous congressional acts and executive orders. The NPS has also established policies for managing the units under its stewardship. Much of basic good park management is specified in laws and policies and in all but the most extraordinary circumstances, planning approaches that fall outside of existing laws and policies are not considered in general management planning. While a detailed discussion of laws and policies affecting park management is beyond the scope of this document, those that most significantly influenced the development of alternatives are described under the following topics:

- Visitor experience and use
- Management of cultural and natural resources
- Visitor and employee safety
- Actions outside the park

Visitor experience and use

Enjoyment of park resources and values by the people of the United States is a part of the fundamental purpose of all parks. Current service-wide laws and policies require that the

following visitor experience and use conditions be achieved at the park (Sources: NPS Organic Act, 2001 NPS Management Policies, Americans with Disabilities Act, Architectural Barriers Act, and Rehabilitation Act).

- Visitors will have opportunities to enjoy the park in ways that leave park resources unimpaired for future generations.
- Visitors will understand and appreciate park values and resources and have the information necessary to adapt to the park environments.
- Opportunities for forms of enjoyment that are uniquely suited and appropriate to the superlative natural and cultural resources will be provided in the park .
- Visitors will have access to activities that are inspirational, educational, healthful, and otherwise appropriate to the park environment. A broad range of visitor experiences will be available including opportunities for structured educational and interpretive programs as well as personalized experiences that do not require the formality of program or structure.
- Basic visitor needs will be met in keeping with the park purposes.
- All people of the United States, that is, people who directly experience the park and those who appreciate it by afar may derive benefit (including scientific knowledge) and inspiration, as well as other forms of enjoyment.
- Park recreational uses will be promoted and regulated. A wide range of techniques are considered when managing recreational uses to avoid adverse impacts on park resources and values, or desired visitor experiences.

Examples of appropriate techniques include visitor information and educational programs, separation of conflicting uses by time or location, hardening sites, modifying maintenance practices, and permit and reservation systems.

- To the extent feasible, facilities, programs, and services in the park are accessible to and usable by all people, including those with disabilities.

Planning Parameters: Laws, regulations, and policies provide specific guidance about visitor use but leave some room for judgment regarding the best mix of types and levels of visitor use activities, programs, and facilities. The alternatives presented and evaluated in this general management plan represent several approaches to providing quality visitor experiences within the given parameters.

In each alternative, the National Park Service will take the following kinds of actions to meet legal and policy requirements related to visitor experience and park use:

- Provide a wide range of opportunities for visitors to understand, appreciate, and enjoy park resources in ways that leave them unimpaired for future generations.
- Manage recreational uses to promote high quality visitor experiences and avoid impacts on park resources and values.
- Ensure that all park programs and facilities are accessible to the extent feasible.

Management of Cultural Resources

The National Park Service is steward of many of America's most important cultural resources. Cultural resources are categorized as archeological resources, cultural landscapes, ethnographic resources, historic and prehistoric structures, and museum collections. Current service-wide laws and policies require that the following cultural resource management conditions be achieved at the park (Sources: NPS Organic Act, National Historic Preservation Act, 2001 NPS Management Policies, DO-28: Cultural Resources Management, and the Secretary of the Interior's Standards for the Treatment of Historic Properties).

- The National Park Service will employ the most effective concepts, techniques, and equipment to protect cultural resources against theft, fire, vandalism, overuse, deterioration, environmental impacts, and other threats without compromising the integrity of the resources.
- The National Park Service will provide for the long-term preservation of, public access to, and appreciation of the features, materials, and qualities contributing to the significance of cultural resources.

- The treatment of cultural landscapes will preserve significant physical attributes, biotic systems, and uses when those uses contribute to historical significance. Treatment decisions and implementation procedures will be based on sound preservation practices to enable long-term preservation of a resource's historic features, qualities, and materials.
- Contemporary alterations and additions to a cultural landscape must not change, obscure, or destroy its significant spatial organization, materials, and features.
- The National Park Service will collect, protect, preserve, provide access to, and use objects specimens, and archival and manuscript collections to aid understanding among park visitors and to advance knowledge in the humanities and sciences.
- When historic furnishings are present in their original arrangement in a historic structure, every effort will be made to preserve them as an entity. They will not be moved or replaced unless required for their protection or repair, or unless the structure is designated for another use in an approved planning document.
- Archival and manuscript collections are museum collections and will be preserved, arranged, catalogued, and described in finding aids. They will be maintained and used in ways that preserve the collections and their context intact while providing controlled access. Archival and manuscript collections will be available to researchers unless specifically prohibited by law.
- Archeological resources in National Parks are to be left undisturbed unless intervention can be justified based on compelling research, interpretation, site protection, or park development needs. All resources are to be protected against natural and human agents of destruction and deterioration whenever practicable. Resources are to also be preserved in a manner that will maintain the archeological integrity of the resources.
- Notwithstanding the specific purposes for which the park was established, park will be prepared to comply with the Native American Graves Protection and Repatriation Act in event of inadvertent discovery of human remains in course of any earth disturbing activities.

Planning Parameters: Laws, regulations, and policies provide specific guidance about managing cultural resources. In each alternative, the National Park Service will take the following kinds of actions to meet legal and policy requirements related to cultural resource management:

- Provide for public access and appreciation of the park's cultural resources without compromising their historic integrity or ability to be preserved unimpaired for future generations.

Management of Natural Resources

The National Park Service strives to understand, maintain, restore, and protect the inherent integrity of the natural resources, processes, systems, and values of a park. Current service-wide laws and policies require that the following natural resource management conditions be achieved at the park (Sources: NPS Organic Act, National Parks Omnibus Management Act of 1998, Clean Air Act, Clean Water Act, Endangered Species Act, 2001 NPS Management Policies, DO-77 Natural Resource Protection).

- Natural resources will be maintained in an unimpaired condition for the enjoyment of future generations.
- Natural systems and the human influences upon them be monitored to detect change and appropriate management actions developed to preserve these resources for the enjoyment of future generations.
- Environmental costs and benefits of proposed operations, development, and resource management will be fully and openly evaluated before taking actions that may impact natural resources.

Planning Parameters: Laws, regulations, and policies provide specific guidance about managing natural resources. In each alternative, the National Park Service will take the following kinds of actions to meet legal and policy requirements related to natural resource management:

- The park's natural resources will be actively managed to maintain and preserve the fundamental physical and biological processes, individual species, features, and plant and animal communities the park ecosystem for the enjoyment of future generations.

Visitor and Employee Safety

The NPS has a continuing concern about the health and safety of its employees and others who spend time in the parks – whether as visitors, volunteers, contractors, concession employees, or in any other capacity. Those who participate in work or recreational activities in the parks are always, to some extent, exposed to the risk of accident, injury, or illness. In recognizing this, the NPS is committed to reducing these risks and the associated pain, suffering, and financial expense. Current service-wide laws and policies require that the following visitor and employee safety conditions be achieved in the park (Source: NPS Organic Act, 2001 NPS Management Policies, DO-83: Public Health, DO-50b: Occupational Safety and Health).

- While recognizing that there are limitations on its capability to totally eliminate all hazards, the NPS and its concessioners will seek to provide a safe and healthful environment for visitors and employees

- Acknowledging that all recreation activities pose a certain degree of risk which the NPS cannot totally control, visitors must assume a substantial degree of risk and responsibility for their own safety when visiting areas that are managed and maintained as natural, cultural, or recreational environments.
- Provide a safe and healthful place of employment, and protect Federal and private property from accidental damage or loss associated with NPS operations.
- Protect the health and well-being of NPS employees and park visitors through the elimination or control of disease agents and the various means of their transmission to man and to ensure compliance with applicable federal, state, and local public health laws, regulations, and ordinances. Implementation of this policy will be tempered by the Organic Act's requirement that the NPS conserve the scenery and natural and historic objects and wildlife therein in such a manner and by such a means that will leave them unimpaired for the enjoyment of future generations.

Planning Parameters: The National Park Service will take the following kinds of actions to meet legal and policy requirements related to visitor and employee safety at the park.

- National Park Service will provide as safe and healthful environment for visitors, contractors, and employees as possible recognizing potential limitations given its overarching requirement to conserve the park's cultural and natural resources unimpaired.
- National Park Service will provide as safe and healthful environment for visitors, contractors, and employees as possible recognizing potential limitations due to available funding and staffing and the risks associated with certain recreational activities.

Actions outside Carl Sandburg Home NHS

Ecological processes cross park boundaries, and park boundaries may not incorporate all of the natural resources, cultural sites, and scenic vistas that relate to park resources or the quality of visitor experience. Therefore, activities proposed for adjacent lands may significantly affect park programs, resources, and values. Conversely, NPS activities may have impacts outside park boundaries. Current service-wide laws and policies require that the following conditions related to outside actions be achieved in the park (Source: NPS Organic Act, 2001 NPS Management Policies).

- Recognizing that parks are integral parts of larger regional environments, NPS will work cooperatively with others to anticipate, avoid, and resolve potential conflicts; protect park resources and values; provide for visitor enjoyment;

and address mutual interests in the quality of life of community residents, including matters such as economic development and resource and environmental protection

- Superintendents will be aware of and monitor land use proposals and changes to adjacent lands and their potential impacts. They will also seek to encourage compatible adjacent land uses to avoid or to mitigate potential adverse effects.

Planning Parameters: The National Park Service will take the following kinds of actions to meet legal and policy requirements related to relationships with non NPS agencies or actions outside of the park.

- Resources outside the park will be monitored and owners or stewards of those resources encouraged to manage them in such a way that park resources will be safeguarded
- NPS will work cooperatively with others to anticipate, avoid, and resolve potential conflicts and address mutual interests

Discussion of Planning Issues

Planning issues are derived from an examination of the full range of comments and ideas solicited from park staff, other agencies, special interest groups, and the general public during scoping. An understanding of the park mission and important planning issues helped the planning team develop potential management alternatives that respond to current and future resource and visitor experience conditions.

The following paragraphs summarize the full range of planning issues identified during scoping. The range of issues falls generally into two categories: A) Comments most appropriately addressed by a GMP, and B) Comments most appropriately addressed by other plans. Comments discussed within these two broad categories are further subdivided into groups according to the general topic they address. A short discussion and recommendation follows each comment group so the reader might derive additional insight into how particular groups of comments were interpreted and used to formulate the alternative management concepts.

Comments most appropriately addressed by a GMP:

The following comments reflect thoughts and concerns about the historic integrity of the site.

1. Site should remain as original and untouched as possible.
2. Site should look just like Sandburg left it - and reflect his and his family's unique personalities.

3. Historic nature of the landscape is very important to an overall enjoyable visitor experience.
4. The park is an important connection point for local people with their local history - its more important than a community park to many local visitors.
5. Historic nature of the park should be preserved

Discussion: Public and staff response is overwhelmingly in agreement about the need to protect the special Sandburg ambiance of the site. There is, however, a relatively wide range of opinion about the most appropriate methods to preserve and enhance a visitor's ability to connect with the historic character of the site.

Planning Guidance: Management alternatives proposed in this GMP must not include recommendations that compromise the integrity of the historic scene. While it is understood that the proposed alternatives may differ in their conceptual approaches, each alternative must recognize and protect the special historic ambiance of the site.

The following comments reflect thoughts and concerns about recreational use of the park.

1. Recreation use is important to local residents.
2. Residents use park for recreational activities because they feel safe there.
3. Greenway tie-in is important and should be incorporated and supported.
4. Horse/bridal trails could be constructed at the park.
5. Park needs more picnic areas.
6. Would like to see a perimeter trail.
7. Would like to walk on a trail through the fields.
8. Recreation use is important use of the park and to some it is more important than the Sandburg story.
9. County and local governments may rely too strongly on park to provide recreation opportunity for local citizens.
10. Need more walking trails.
11. Need to construct more bird watching / nature trails.
12. Would like to see bike trails included at the park

Discussion: More people live near the park than ever before and, consequently, a significant increase in recreational activity has occurred. Not surprisingly, many comments about improving or expanding opportunities for recreational use were recorded during scoping.

There is concern by park staff and some members of the general public that uncontrolled recreational use could permanently change the historic character of park. In addition, many park staff and volunteers feel their commitment to the mission of the park would be compromised by accommodating unlimited recreational activity. While a historic precedent for walking and hiking



Photograph: by Katie Bemisferfer

exists at the site, the impacts of some types of recreational activity are seen as an intrusion on the historic scene by visitors who come to the park for a Sandburg-related experience.

Planning Guidance: Proposed management alternatives must have a strategy to manage recreation use. Alternatives should provide opportunities for walking and hiking to the extent that such accommodations contribute to the overall mission of the park and do not negatively impact the fundamental historic integrity of the site. Recreational activities such as horse back riding, bicycle riding, skate boarding, kite flying, sun bathing, sledding, and cross country skiing represent some of the recreational activities considered inappropriate in any alternative because of their potentially negative impact to the historic scene.

The following comments reflect thoughts and concerns about parking facilities at the park:

1. Need more parking at park.
2. Need to add a parking lot.
3. Can park boundaries be expanded to accommodate additional parking?
4. Is mass transit a possible solution for parking shortage?
5. Visitors don't want to see cars from the house.
6. Visitors would like to drive up to the house or park closer to the house.
7. Theatre and local businesses also need more parking - parking problem is not just a park problem but rather a community wide problem which will continue to worsen over time.

Discussion: A chronic parking shortage exists at the park. The situation is aggravated when cars parked by early arriving

visitors intent on a walking experience displace later arriving visitors who wish to take the interpretive house tour. When the parking lot is full, visitors often elect to park on the shoulder of Little River Road which can be hazardous during periods of high traffic volume.

A shared parking agreement has existed for over 20 years that allows overflow parking in the nearby parking lot of the Flat Rock Playhouse. That resource, however, has become less available for visitor use because of an expanded performance schedule at the Playhouse.

Planning Guidance: It is clear that too few parking spaces exist to support parking demand for both local and out of town visitors. The situation is sure to worsen as more visitors come to the park. Proposed alternative management concepts must explore possible solutions to help resolve the parking shortage.

The following comments reflect thoughts and concerns about increased access to information and artifacts associated with the Sandburg story:

1. Need to add a visitors center with museum.
2. Need better facilities to show artifacts - need more exhibit space.
3. Create a Carl Sandburg library or literature center. Create a Carl Sandburg institute for continuing education and study.
4. Can some of the historic structures be adapted for other appropriate uses?
5. Are other sale locations possible within the park to generate additional opportunities to sell Carl Sandburg related literature and interpretive materials?



Discussion: Comments indicate a desire for greater access to Sandburg related artifacts and manuscripts currently in curatorial storage at the park. Comments also indicate a common acknowledgment of the potential benefit to interpretive and educational programs that greater access to these resources would create. Additional points of sale for Sandburg literature and related products are seen as beneficial from the standpoint of increasing access to information about artifacts and manuscripts in the museum collection. The central question of this discussion seems to be determining an appropriate way to provide access while continuing to protect and preserve sensitive resources.

Planning Guidance: The planning team recognizes the potential benefits of increasing access to information and artifacts contained in the museum collection of the park and the need for proper protection and preservation of those resources. While specific program recommendations are beyond the scope of this plan, potential concepts should identify support elements that facilitate increased access to museum artifacts and manuscripts. In particular, the suitability and feasibility of increasing the number of interpretive and educational venues should be thoughtfully considered.

The following comments reflect thoughts and concerns about the location of the amphitheater:

1. Is the amphitheater located in the most appropriate place?
2. Does the park really need an amphitheater?
3. Is the existing amphitheater located too close to the House?

Discussion: While the existing amphitheater has been in use for many years, the structure is officially classified as temporary. There have been suggestions that the proximity of the amphitheater to the main house disturbs the interpretive experience during periods when particularly loud or active programs are occurring.

Planning Guidance: The amphitheater plays an important role in implementing the park's interpretive program and should not be eliminated. Proposed alternative concepts should explore the possibility of finding a more suitable and feasible location for the facility.

The following comments reflect thoughts and concerns about visitor service facilities at the park:

1. Access to bathrooms are a particular problem for visitors.
2. Need to add a restaurant or food service opportunity at park.

Discussion: While the existing trailer comfort station near the main house has been in its current location for many years, it is still officially classified as a temporary structure. There is a

need to upgrade the facility to better meet the personal needs of visitors. In addition, several comments about the possibility of making some form of refreshment available at the park were voiced during scoping.

Planning Guidance: The need to improve the existing comfort station is clear. The addition of bathroom facilities to historic structures is problematic due to the particularly invasive nature of this type of renovation.

A restaurant or other food service opportunity was considered inappropriate for inclusion in any alternative because of its potential impact on the historic scene and a desire to avoid duplication of visitor services that can be more efficiently provided by private businesses in the local community.

The following comments reflect thoughts and concerns about resource conditions, maintenance, and security of park facilities:

1. More visitors will have significant impact on condition of grounds and historic resources - there will be more wear and tear on them.
2. Entrance points are uncontrolled - could be a security and maintenance problem.
3. Day use designation as described in old Master Plan may be out of date - people use the park in evening.
4. Can the expected increase in visitation be translated into additional opportunities to more effectively preserve, manage, make accessible park resources.

Discussion: Promoting the Sandburg story to more visitors increases opportunities to strengthen public and private support for the park which could be translated into additional financial resources to preserve, manage, and make them accessible. The management challenge of increased visitation is limiting the exposure of significant cultural and natural resources to overuse in ways that do not undercut support for the park or inhibit its ability to accomplish interpretive and educational goals.

Planning Guidance: Sensitive park resources must not be impaired. Proposed alternative actions will protect park resources and seek to maximize any potential benefits increased interest in park resources may have on its ability to protect and manage them.

The following comments reflect thoughts and concerns about the importance of the park to local and regional economies:

1. Plan should promote parks standing as a tourist destination and important economic contributor to the local economy.
2. Marketing and visitor management important to success of park and local economy. There is a symbiotic relationship between local businesses and park.

3. Increasing length of time visitors stay at park - increasing the average length of visit may help the local economy by enticing people to spend the night in the local area and see additional Flat Rock and Hendersonville attractions

Discussion: The park is a significant contributor to the local economy as a tourism destination and relies on its good relationship with local businesses to provide visitor services like food and lodging. Important partnering opportunities exist to achieve common goals and objectives.

Planning Guidance: Proposed management alternatives should support a continued good relationship with local businesses and promote additional partnership opportunities. GMP should not recommend providing visitor services that can be more efficiently delivered by businesses in the local economy.

The following comments reflect thoughts and concerns about local community development issues:

1. Surrounding community will continue to develop a more suburban/urban character over the next 20 years.
2. Visual connection between park and community is important.
3. Views of adjacent homes need to be screened from park.
4. Can park boundaries be expanded to accommodate donations of open space?
5. Any future developments outside the currently authorized boundary of the park should be sensitive to the historic character of the Village of Flat Rock.
6. Demographics of community will remain predominantly wealthy and retired.
7. Availability of open space will continue to be a community issue over the next 15 years.
8. Population growth expected to continue at 5% per year over the next 20 years.

Discussion: The surrounding area has become a popular retirement community and continues to grow at a steady rate. This growth has affected the character of the surrounding community and caused it to become more suburban in nature.

Planning Guidance: Proposed alternative actions should acknowledge and complement the goals of local government and citizens to maintain an appropriate level of community development.

The following comments reflect thoughts and concerns about sharing the Sandburg story with people beyond the boundaries of the park:

1. Sandburg story is a draw for intellectual and academic based activities.
2. Sandburg literature is going out of print - low sales of books and less interest in Carl Sandburg on a national

level are contributing factors. Would increased access and exposure to the Sandburg story help this situation?

3. Can Sandburg story be told effectively outside the boundaries of the park? Is the park the most suitable vehicle to tell that story or should this be a project for another organization? Are outreach programs a possibility?

Discussion: There was significant input during scoping from people who identified a broad range of opportunities to tell the Sandburg story beyond the boundaries of the park.

Planning Guidance: Alternative management strategies should explore possibilities that allow the Sandburg story to be told to a broader audience. The scope of these concepts should range from conservative to visionary in order to better gauge the advantages and disadvantages of various courses of action.

Comments more appropriately addressed by other plans:

Certain comments and concerns received during scoping relate to issues more appropriately addressed in other planning or implementation documents. Those comments are referenced to the plan in which they would most likely be addressed in the following paragraphs.

The following comments would be more appropriately addressed in a Comprehensive Interpretive Plan.

1. Tour group sizes should not exceed 15 people per group.
2. Don't use audio tours to replace live interpreters.
3. Music is an important interpretive tool. Would like to see more music-oriented programs.
4. Need more 4H/agricultural activities and programs.
5. Event programming is important to keep local population involved with the park over a long period of time. Need lots of special programs and events to keep people interested and involved.
6. Tours describing historical landscape features might be popular.
7. Tell the whole story of the site - the Memminger and Smyth stories are important too.
8. Oral histories should be recorded and made available for use by public.
9. More poetry readings at amphitheater.
10. More programs on Carl Sandburg as a social activist.
11. More children's programs - more educational programs in general for children.
12. More advanced notice of special events would be nice.
13. Coordinated programs with Carl Sandburg birthplace in Galesburg might be successful.
14. Community concerts and other activities at night might be incorporated into park program.

15. Tell more of the Mrs. Sandburg story.
16. More education programs are desired.
17. Multigenerational contact is important for young and old visitors - an important part of the visitor experience that is sometimes overlooked.
18. Park is viewed by some as being exclusive - less wealthy and younger people may feel out of place due to the intensity of use by local residents who are predominantly wealthy and retired.
19. The goat herd should be expanded.
20. Label the trees and flowers with their botanical and common names
21. Need more brochures on park and its programs

Discussion: The number of comments received about this topic indicate there is much interest and support for the interpretive programming efforts of the park. While specific program recommendations are beyond the scope of this plan, proposed management concepts should be mindful of the great value visitors and staff place on interpretive and educational programs and look for opportunities to support and promote those efforts.

The following comment would be more appropriately addressed in a Cultural Landscape Report.

1. Gardens need to be restored.
2. Keep the standard for maintenance of the grounds high.
3. Poison Ivy is a real problem at the park.

Discussion: Specific recommendations about the priority of or design of historic gardens or landscape maintenance techniques are not addressed in a GMP. Some general guidance may be provided regarding this issue in prescriptive management zone descriptions.

The following comments would be more appropriately addressed in a Resource Management Plan.

1. Milk the goats and sell the milk.
2. No dogs allowed at park.
3. Dogs scare some visitors and their droppings are a health and maintenance concern.

Discussion: Not addressed directly in GMP. Some guidance could be provided in zone descriptions but specific recommendations regarding these comments are not made in a GMP. The U.S. Code of Federal Regulations (36 CFR 2.15) provides specific regulations regarding the presence of pets in national parks.

The following comments would be more appropriately addressed in a Volunteer Management Plan.

1. Friends group needs support to get more volunteers.
2. Friends and volunteers are critically important to success of park.
3. Can a trust or other mechanism be developed to help keep Carl Sandburg works in print?

Discussion: Not addressed directly in GMP.

The following comments would be more appropriately addressed during a facility or landscape design study.

1. Amphitheater is too hot on a sunny day.
2. More trail side benches.

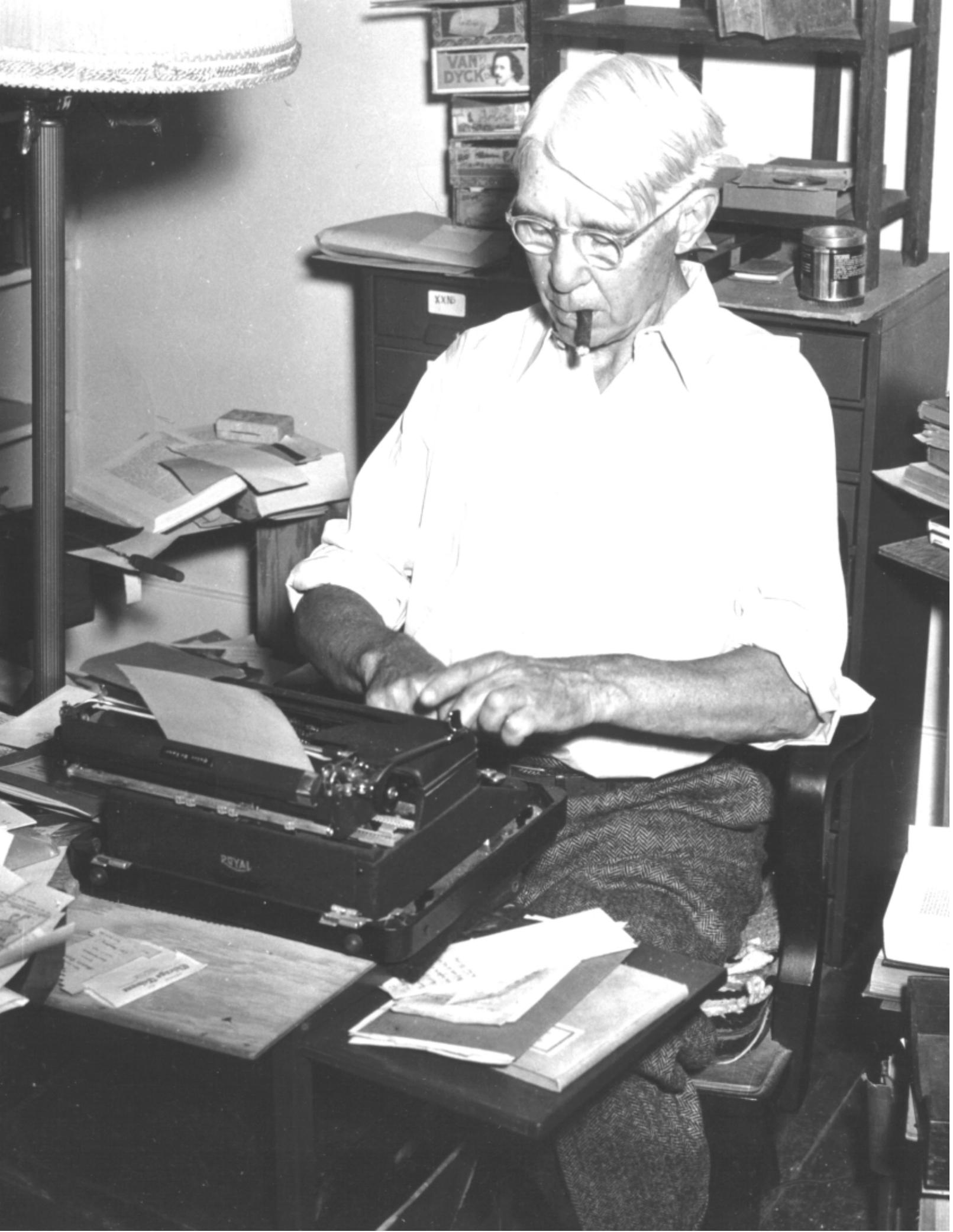
Discussion: Not addressed directly in GMP. Some general guidance may be provided regarding this issue in prescriptive management zone descriptions.

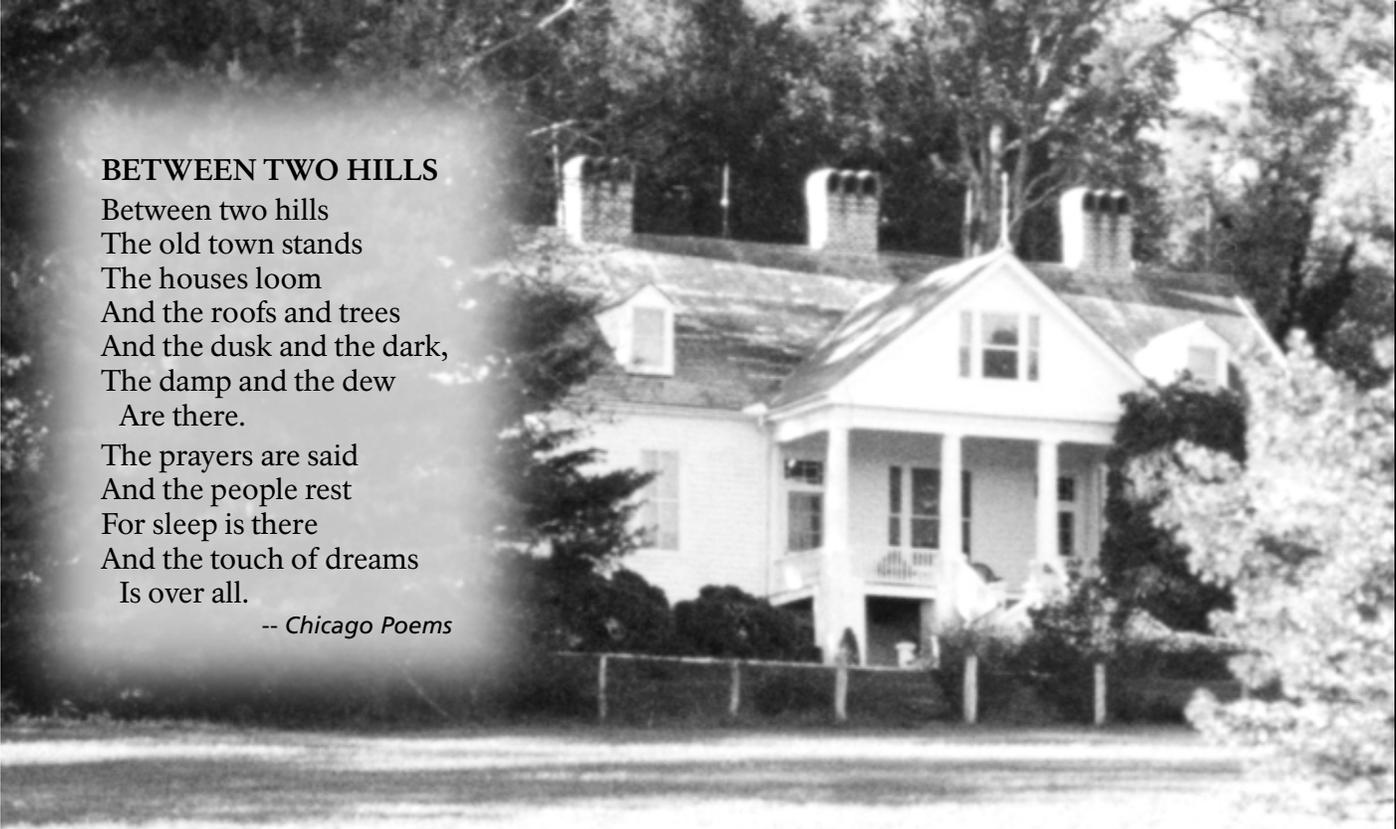
Major Decision Points

The following five decision points were developed by studying and analyzing the list of GMP-related planning issues identified during the scoping process. Major decision points generally reflect areas where people's visions about the future management of the park are substantially different and represent types of questions that could potentially be answered differently by different stakeholders, depending on their point of view.

1. To what degree should the need or demand for recreation activity be accommodated at the park?
2. Can visitor use be adequately controlled with multiple access points?
3. To what degree can/should the park rely on Public/Private partnerships to procure the necessary resources to manage the park?
4. Can the park continue to provide quality visitor services and protect cultural and natural resources of the park within the existing boundary of the park? Is a boundary expansion needed, and if so, how much and for what purpose?
5. How extensive a role should the park play in interpreting the Sandburg legacy to people beyond the boundary of the park?

The alternatives presented later in this document express different management approaches that attempt to answer these questions.





BETWEEN TWO HILLS

Between two hills
 The old town stands
 The houses loom
 And the roofs and trees
 And the dusk and the dark,
 The damp and the dew
 Are there.
 The prayers are said
 And the people rest
 For sleep is there
 And the touch of dreams
 Is over all.

-- Chicago Poems

CHAPTER TWO

ALTERNATIVES INCLUDING THE PROPOSED ACTION

Chapter Overview

Three alternative concepts and a “no-action” alternative are presented. Each defines a different approach to determining the most appropriate range of resource conditions and visitor experiences that should be provided at the park. The three alternatives are titled:

- Sandburg Center alternative
- Paths of Discovery alternative
- Connemara Lifestyle alternative

The Sandburg Center alternative is the proposed action, the NPS preferred alternative, and the environmentally preferred alternative.

Five prescriptive management zones (PMZs) are described prior to the discussion of alternatives. PMZs are used in different combinations and locations to represent the particular intent or focus of each alternative.

A comparison highlights the fundamental differences between each alternative at the end of the chapter.

Prescriptive Management Zones

Prescriptive management zones influence the management of park resources by specifying the desired visitor experiences, desired cultural and natural resource conditions, and appropriate kinds of activities and facilities necessary to achieve those goals in designated areas of the park over time.

PMZs are developed by the planning team with the assistance of other NPS personnel and input from the general public. The formulation of PMZs is based in large part on the cultural and natural resource management priorities of the park and a desire to maintain a diversity of high quality visitor experiences. While the definition of PMZs remains the same in all alternatives, each overlays them in different combinations and locations to best represent its own particular intent or focus.

Five PMZs were developed for use in this GMP:

1. Historic Discovery Zone
2. Historic Interaction Zone
3. Visitor Services Zone
4. Park Services Zone
5. Amphitheater Relocation Zone

Recreational Carrying Capacity

This plan establishes qualitative carrying capacity guidelines by describing future desired visitor experiences, desired resource conditions, and appropriate kinds of activities and facilities for each PMZ. These qualitative guidelines do not impose quantitative visitor limits or use restrictions but function, rather, as signals to alert park management and the public that other actions may be necessary to sustain the particular resource protection and visitor experience goals described in the zone. Specific management responses to these signals would vary according to the nature and intensity of the problem.

To help park managers and the public recognize when qualitative carrying capacities are being exceeded, a list of suggested indicators of unacceptable impacts to resources and visitor experience are given for each PMZ. The listed indicators are not intended to be all inclusive and it should be understood by the reader that additional indicators could be added over time as improved scientific data and assessments are developed.

The importance of establishing quantitative carrying capacity specifications that reflect the most current scientific methodologies, monitoring techniques, and implementation strategies available is acknowledged by the plan. The plan also recognizes that successful carrying capacity management often requires quick response to new information, science, and evolving circumstances (Haas 2001). For these reasons, establishing detailed quantitative standards or monitoring procedures to govern recreational carrying capacity management in each PMZ is considered beyond the scope of this document.

The GMP does, however, support the establishment of quantitative standards and recommends they be defined in more flexible and adaptive planning and implementation documents such as a Cultural Landscape Plan, Resource Management Plan, Comprehensive Interpretive Plan, Trail Management Plan, or similar plan. Carrying capacity standards in subsequent documents would be developed with the appropriate level of environmental impact analysis as directed by the National Environmental Policy Act (NEPA) and NPS policy.

Description of Historic Discovery Zone

Desired Visitor Experiences

Visitors to the historic discovery zone would experience a historic scene very similar to what the Sandburgs knew. People may explore cultural and natural resources by foot and discover interesting elements of the Sandburg story as they move through the zone at their own pace.

Interaction between visitors and park resources would be informal. The introduction of visible non-period-of-significance elements in the landscape would be minimized. Historic structures would be preserved, furnished as appropriate, and incorporated into the interpretive program. Interpretation would be provided in ways that maintain and enhance the historic ambiance of the zone.

Opportunities for solitude or a contemplative experience would be possible at times. The probability of encountering other visitors would be low except during seasonal periods of moderate to high visitation. Visitors would rarely encounter park staff or see evidence of NPS management. Visitors could expect to be more than a 30 minute walk from the nearest water fountain or comfort station in certain areas of this zone. Visiting some areas in this zone would require a moderate to high level of physical exertion.

Desired Resource Conditions or Character

Cultural and natural resources would be maintained and preserved to closely reflect the historic character of the Sandburg residency. Only modifications to cultural and natural resources necessary to ensure visitor safety or prevent resource degradation would be implemented.

New trails would not be constructed without historical evidence of their existence during the period of significance. Trails, if present, would be maintained to reflect historic conditions during the Sandburg residency except where necessary to provide emergency and maintenance vehicle access. All trails would be naturally surfaced and visually harmonious with the surrounding landscape. The presence of NPS interpretive waysides and trail-side site amenities like benches, trash receptacles, and water fountains would not be found in this zone.

Appropriate Kinds of Activities or Facilities

The introduction of visible non-period of significance elements in the landscape is minimized. Interpretation is provided by means other than wayside exhibits.

Walking, hiking, and viewing cultural and natural resources would be the primary activities. Trail use would be limited to foot traffic except for occasional park maintenance activities and emergency vehicle use.

Historic structures, when present, would be preserved to period of significance, their interiors historically furnished where feasible, and incorporated into the interpretive program.

Indicators of unacceptable impacts to resources and visitor experiences

The following indicators are signals to park management and the public that other management actions may be necessary to

	Historic Discovery Zone	Historic Interaction Zone	Visitor Services Zone	Park Services Zone	Amphitheater Relocation Zone
Desired historic character or setting	Historic character represents period of significance as accurately as possible. Only very minor changes to the historic scene necessary to insure basic visitor safety and resource protection may occur.	Predominantly accurate to period of significance. Some non-contributing additions to facilitate interpretation of the Sandburg story and visitor education may be present.	The general historic character or theme of the park is maintained in this zone. Non-contributing elements are apparent but such additions are carefully designed and placed to compliment the historic character of adjacent zones.	Non-contributing elements are common in this zone. Extreme care is taken to insure that structures and activities in this zone do not adversely impact the historic character or visitor experience in other zones.	The general historic character or theme of the park is maintained in this zone. Non-contributing elements are apparent but such additions are carefully designed and placed to compliment the historic character of adjacent zones.
Desired visitor experience	Visitors may experience a historic scene very similar to what Carl Sandburg might have known. Opportunities for solitude and contemplation exist at most times.	Intimate contact with cultural and natural resources allow visitors to learn more about the life of Carl Sandburg, his work, and family. The sights and sounds of other visitors and staff would be common.	Visitors are welcomed to the site and opportunities for orientation, interpretation, and education exist.	Visitors do not typically enter this zone.	Visitors can participate in a wide variety of interpretive and educational programs.
Potential facilities found in zone	Predominantly historic trails with historic structures preserved or restored to period of significance.	Predominantly historic landscape and architecture. Some architectural interiors possibly rehabilitated for interpretation, education, or administrative uses.	Facilities may include any of the following elements: parking lot, non-historic trails, visitor center, contact station, comfort station, information kiosks, and similar elements that provide interpretation, education, or orientation services to visitors.	Predominantly administrative offices, curatorial facilities, maintenance facilities, storage buildings, and service areas.	Stage, seating, and associated walkways or trails necessary for amphitheater use.
Potential visitor education and interpretation opportunities in zone	Primarily a self-guided interpretive experience.	Visitors are able to participate in a wide variety of self-guided, interactive, and ranger led experiences. available to visitors	Opportunities for educational and interpretive experiences exist but availabilities dependent on the types of facilities present.	Resources in this area are generally not available for use by visitors without prior arrangement with park managers.	Opportunities center around scheduled programs and performances.
Character of potential trails and trail associated amenities present in zone	Only trails and trail amenities that existed during the period of significance are present with the exception of directional and safety related signage. Trail appearance reflects historic conditions.	Only trails that existed during the period of significance are present and their appearance reflects historic conditions. Amenities such as benches and trash receptacles may be present but are used sparingly to protect the historic scene.	New trails may be present. Trail amenities may be placed for the convenient use of visitors. Trails may be paved or naturally surfaced.	Trails and trail amenities are not present in this zone.	Trails serve only to connect the amphitheater facility to the main circulation system of the park. Trails may be paved or naturally surfaced. Amenities are not present.
Frequency and visibility of interpretive waysides found in zone	Interpretive waysides are not present in this zone.	Interpretive waysides may be present but are placed sensitively to protect the historic scene in this and nearby zones.	Interpretive waysides are present and in plain view. Frequency and location are sensitive to historic scene in nearby zones.	Interpretive waysides are not present in this zone.	Interpretive waysides may be present but are placed sensitively to protect the historic scene in this and nearby zones.
Interaction or encounter rate with NPS personnel or other visitors	Visitors will have occasional contact with other visitors but periods of solitude are possible during times of low to moderate visitation. A low encounter rate with NPS personnel is expected at most times.	Visitors can expect a moderate to high encounter rate with NPS personnel and other visitors in this zone.	Visitors can expect a high encounter rate with NPS personnel and other visitors in this zone.	Visitors typically enter this zone on official business only.	Visitors can expect a high encounter rate with other people and NPS personnel when programed events occur.

Figure 2-a. Prescriptive Management Zone Highlights

Zone_highlights_P1.eps

sustain the resources and visitor experiences described in the PMZ.

- The volume and frequency of maintenance activity necessary to keep walking trails, if present, safe and historically accurate compromises the visitors' ability to experience a zone relatively free from non-historic intrusions.
- Perceived crowding becomes high enough to compromise the contemplative nature of the woodland walking experience for a majority of visitors in the zone.
- Soil erosion along walking trails cannot be controlled without hardening the trail surface or installation of erosion control devices that would compromise the historic character of the trail.
- The volume and frequency of recreational activity in the zone has a direct and significant negative impact on the visitor experience or resource protection objectives of an adjacent zone.

Description of Historic Interaction Zone

Desired Visitor Experiences

The zone would promote interpretive experiences that help visitors learn about the importance of Carl Sandburg's life and works. Intimate contact with cultural and natural resources would be possible. Interpretive experiences would be self-guided or led by a ranger or trained volunteer.

The sights and sounds of people actively engaged in interpretive programs would be evident during periods of moderate to high visitation. The probability of encountering other visitors would be high at most times. The probability of encountering park staff and other evidence of NPS management would be high at most times. Visiting most areas in this zone would require a low to moderate level of physical exertion. Interpretive programs would be provided in ways that respect and maintain the historic ambiance of the zone.

Desired Resource Conditions or Character

The historic landscape would be managed to represent the period of the Sandburg residency. The presence of appropriately sited interpretive waysides and trail-side site amenities like benches and trash receptacles would be evident.

The exteriors of architectural resources are preserved or restored to the period of significance. Interiors of historic architectural resources (or portions thereof) may be preserved, restored and furnished, or rehabilitated to support interpretation or operational goals as described in the specific alternative management concept being considered.

Appropriate Kinds of Activities or Facilities

Primary activities include viewing cultural and natural resources and participating in interpretive programs.

Historic landscape and historic structure exteriors will remain accurate to the period of significance. Interiors of historic buildings may be preserved, restored and furnished, or rehabilitated to support the management goals of the specific concept.

Indicators of unacceptable impacts to resources and visitor experiences

The following indicators are signals to park management and the public that other management actions may be necessary to sustain the resources and visitor experiences described in the PMZ.

- The volume and frequency of program activity and interpretive displays in the zone compromise a significant number of visitors' ability to imagine what the site was like during the period of significance.
- The volume and frequency of program activity in the zone has a direct and significant negative impact on the visitor experience or resource protection objectives of an adjacent zone or on a park neighbor.
- Visitor satisfaction falls below acceptable levels for the quality and diversity of interpretive programs.
- Perceived crowding becomes high enough to compromise the visitor experience for a majority of visitors.
- The volume and frequency of program activities in the zone cause or threaten to cause significant physical damage to cultural or natural resources.

Description of Amphitheater Relocation Zone

Desired Visitor Experiences

Visitors come to this zone to experience and participate in Sandburg related interpretive programs and performances. Frequent contact with other visitors and NPS personnel is expected in this zone.

Desired Resource Conditions or Character

Resources can be modified to accommodate the needs of the visitor. Non-historic additions to the landscape are expected but their designs are sensitive and complementary to the historical context of the areas in which they occur. Minimizing visual and sound impacts to adjacent zones is very important. Visitor facilities and services are intensively managed for resource protection and visitor safety in this zone.



Appropriate Kinds of Activities or Facilities

The amphitheater would support park interpretive programs such as theater and musical performances, lectures, and poetry readings. Amplified sound could be incorporated into programs and events. Walking trails are created only for the purpose of connecting the amphitheater facility to the main pedestrian system of the park.

Indicators of unacceptable impacts to resources and visitor experiences

The following indicators are signals to park management and the public that other management actions are necessary to sustain the resources and visitor experiences described in the PMZ.

- The volume and frequency of program activity in the zone has a direct and significant negative impact on the visitor experience or resource protection objectives of an adjacent zone.
- Visitor satisfaction falls below acceptable levels for perceived comfort, safety, quality of construction and materials, and ability to accommodate a wide range of programs and performances.

Description of Visitor Services Zone

Desired Visitor Experiences

The visitor services zone is a transition area that visitors pass through immediately before and after their park experience. It allows visitors time to prepare emotionally and intellectually before entering the park and provides an opportunity for personal reflection and the asking of last minute questions before they leave.

The probability of encountering other visitors, park staff, and evidence of NPS management would be high in this zone.

Desired Resource Conditions or Character

Cultural and natural resources can be modified to accommodate the needs of the visitor. Non-historic additions to the landscape are expected but their designs are sensitive and complementary to the historical context of the areas in which they occur. Minimizing visual and sound impacts to adjacent zones is very important. Visitor facilities, services, and activities are intensively managed for resource protection and visitor safety in this zone.

Appropriate Kinds of Activities or Facilities

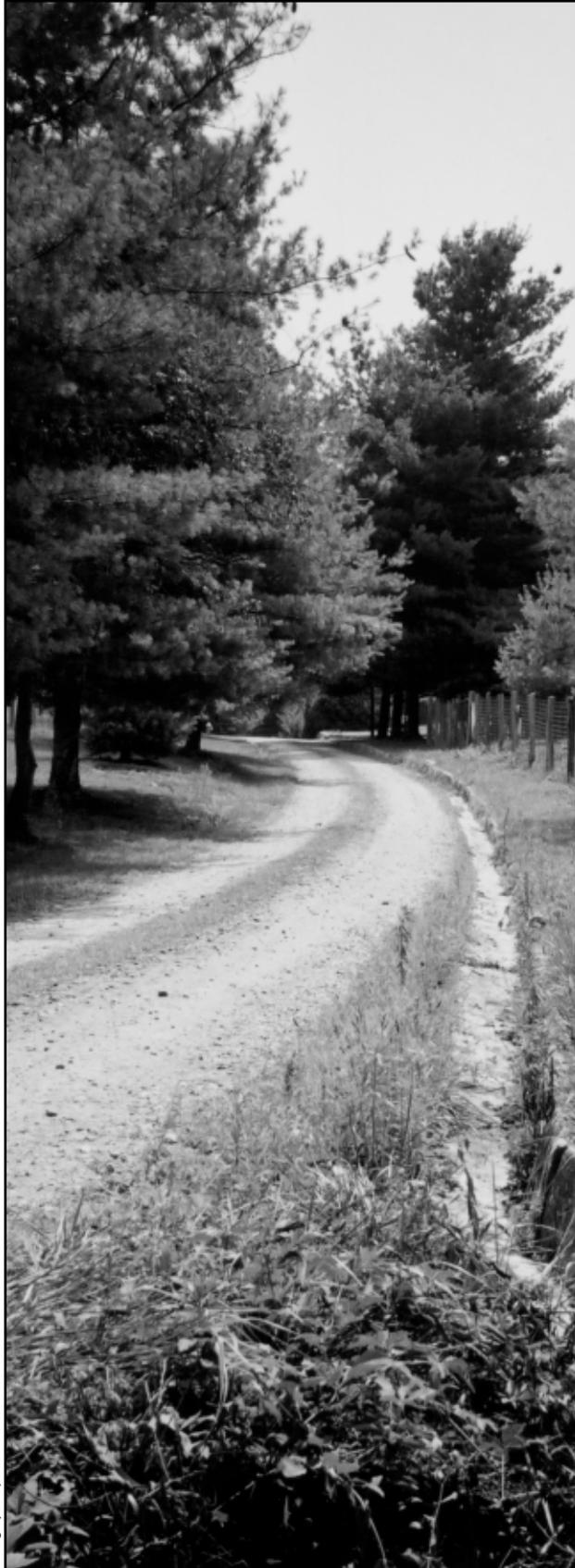
Visitors enter and leave the park only through a visitor services zone. Visitors exit their vehicles, are welcomed to the site, and receive introductory information about programs and facilities in this zone. Orientation and interpretation opportunities are provided through a variety of venues and formats.

Visitor support facilities such as contact stations, museum exhibitions, interpretive media, parking areas, comfort stations, benches, water fountains, sidewalks, and walking trails are representative of types of facilities appropriate in this zone.

Indicators of unacceptable impacts to resources and visitor experiences

The following indicators are signals to park management and the public that other management actions may be necessary to sustain the resources and visitor experiences described in the PMZ.

- The volume and frequency of recreation activity in the zone has a direct and significant negative impact on the visitor experience or resource protection objectives of an adjacent zone or park neighbor.



Photograph: by Katie Bemisderfer

- Perceived crowding in the visitors parking area becomes high enough to discourage a significant number of visitors from entering the park.
- Proposed infrastructure in the zone would have a direct and significant negative impact on the visitor experience or resource protection objectives of the zone, an adjacent zone, or a park neighbor.
- The number of incidents requiring intervention by law enforcement personnel increases to an unacceptable level.
- The number of traffic accidents on Little River Road or in the Visitors Parking Area increases to an unacceptable level.
- A significant decline in air or water quality in the zone occurs.
- A significant number of visitors enter the park without proper introduction to its purpose and national significance.

Description of Park Services Zone

Desired Visitor Experiences

Visitors do not routinely enter this zone. The presence of NPS maintenance activity and its associated noises and smells would be apparent. Higher traffic densities could be expected.

Desired Resource Conditions or Character

Resources can be modified for park operational needs and non-historic additions to the landscape are expected. Facilities are intensely managed for safety purposes. Visual impacts of park operational activities on the surrounding cultural landscape would be reduced by screening or other appropriate methods.

Appropriate Kinds of Activities or Facilities

All activities associated with park administration, museum preservation center, and maintenance operations would be appropriate in this zone so long as their impacts did not adversely affect the visitor experience in adjacent zones.

Indicators of unacceptable impacts to resources and visitor experiences

The following indicators are signals to park management and the public that other management actions may be necessary to sustain the resources and visitor experiences described in the PMZ.

- The sight, sound, and or smell of maintenance activity in the zone has a direct and significant negative impact on the visitor experience or resource protection objectives of an adjacent zone or park neighbor.

Actions Common to All Alternatives

Some proposed actions are common to all alternatives. Environmental impacts associated with common actions are discussed in Chapter IV, Environmental Consequences.

Legislative boundary expansion

Law and Policy

NPS Management Policies on land protection (NPS 2001, § 3.5) require that relevant land planning processes identify and evaluate boundary adjustments that may be necessary or desirable in order to carry out the purposes of the park.

The NPS acquires lands or interests in land within park boundaries when authorized to do so by an act of Congress or Presidential proclamation. Acquisition of land outside authorized park boundaries is generally prohibited with some limited exceptions for minor boundary changes and the acceptance of donated lands adjacent to a park's boundary.

Once established, the boundary of a national park may be modified only as authorized by law. For many parks, such statutory authority is included in the enabling legislation or subsequent legislation specifically authorizing a boundary revision.

Authorized Boundary of Carl Sandburg Home NHS

The park's enabling legislation authorized the purchase of 248 acres. Subsequent legislation (National Parks and Recreation Act of 1978) authorized a boundary expansion to accept 16 acres of land donated by the North Carolina Nature Conservancy. The authorized boundary of the park contains only these lands. Therefore, in accordance with law and policy and absent additional legislative authority to enlarge its existing boundary, the park is prohibited from acquiring interest in additional lands.

Boundary Adjustment Criteria

The criteria used to evaluate proposed boundary adjustments is set forth by Congress [16 USC 4601-9(c)(2)] and NPS policy (NPS 2001, § 3.5)

Lands potentially included in a boundary adjustment proposal may be recommended for one or more of the following reasons:

- Protect significant resources and values, or to enhance opportunities for public enjoyment related to park purposes, or
- Address operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations or topographic or other natural features or roads

In addition, if lands within the adjusted boundary are to be acquired using federally appropriated funds, the following criteria must be met:

- The added lands will be feasible to administer, considering their size, configuration, and ownership
- Hazardous substances are not present or can be removed prior to acquisition
- Costs are feasible considering current and potential future park and service-wide financial obligations and priorities.
- The views and impacts on local communities and surrounding jurisdictions are considered
- Natural resources on added lands will be feasible to manage with regards to exotic species and other existing or potential environmental issues
- Other alternatives for management and resource protection are not adequate

Discussion of boundary expansion criteria and proposed boundary adjustments

While each alternative proposes slightly different boundary configurations, the overall rationale for expansion is similar. The following paragraphs address those criteria specified by law and policy that must be considered in a boundary expansion proposal. The reader should note that the no-action alternative does not propose a boundary expansion and is not included in this discussion.

Criterion: Protection of significant resources and values and enhancement of opportunities for public enjoyment related to park purposes:

Most of the park has relatively steep topography with slopes sometimes exceeding 65 percent. Only 60 of its 264 total acres contain slopes of less than 10 percent. Of these, approximately 25 acres slope between 5 to 10 percent, 8.5 acres are in ponds; 6 acres in roads, parking, or structures; and 20 acres are in level pasture, gardens, or orchard. Because of their grass dominated vegetation, association with historic structures, and close proximity to visitor service facilities and public roads, pasture areas are among the most visible in the park landscape.

Scoping comments indicate stakeholders place a very high value on historic ambiance. Subjective observations by park staff and the planning team suggest visitors closely associate historic ambiance with the site's pastoral landscape. Historic ambiance is negatively affected by the presence of contemporary objects both outside and inside park boundaries. While it is recognized that the park cannot remain

completely insulated from modern influences, each non period of significance object added to the historic environment is presumed to reduce historic ambiance and visitor enjoyment to some degree.

Visitors enjoy panoramic views of the historic landscape from two perspectives: looking south from Little River Road over open pasture to the barn and main house area and looking north from clearings along front and back drives over the same pastures towards a wooded residential area. Both perspectives share two fundamental attributes: a dominating midground view of rolling open pasture and a predominantly wooded background containing few contemporary structures. Non historic influences on these panoramic viewsheds are predominantly visual. Minimizing the presence of non historic objects in pasture midgrounds and woodland backgrounds is integral to preserving historic ambiance.

Several persons identified the relatively flat slope, easy access to public roads, and lack of trees in the side pasture as favorable conditions for constructing additional parking areas or a visitor center. Indeed, the NPS 1971 master plan and 1977 Development Concept Plan also considered, and ultimately rejected because of potential negative impacts to cultural resources, alternatives that proposed contemporary developments in these areas. To be sure the same values that existed in 1971 and 1977 were still at risk in 2002, the planning team reexamined the issue of new construction in the side pasture.

Carl Sandburg Home NHS is listed on the National Register of Historic Places. Section 106 of the National Historic Preservation Act directs managers of National Register properties to avoid adverse affects to critical resources, of which the pasture is identified as an important cultural landscape feature. Like the previous studies, the planning team determined that development in the side pasture would have significant negative impact on the historic integrity of the site.

As previously noted, placing contemporary structures in pastures would have significant negative impacts on scenic views that visitors highly value. In addition, construction in these areas would cause significant removal of historic vegetation, require substantial grading to provide safe sightlines for vehicles entering and exiting Little River Road, complicate an already problematic traffic pattern, and run contrary to a community wide concern about pedestrian safety.

Acknowledging its preservation responsibilities under Section 106 of the National Historic Preservation Act and its concerns about the safety of drivers and pedestrians on Little River Road, the construction of visitor service facilities in the side pasture was eliminated from further consideration as a viable option in any alternative.

The steeper terrain in the remainder of the park makes those areas unsuitable for development especially since access would be limited to existing one-lane historic roads. Widening of the historic roads to allow two-way traffic would significantly change the historic character of the site and damage a historic landscape element identified as a contributing feature to it's national register nomination. Given steep conditions and a desire to protect the overall historic character the park for the enjoyment of future generations, the planning team felt the only viable option for creating needed parking or visitor center facilities was to look outside of the park's authorized boundary.

Addresses operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations or topographic or other natural features or roads:

Big Glassy overlook is the highest point in the park and the next most visited destination after the main house and barn area. Carl Sandburg and his family often visited this granite outcrop to enjoy its stunning views of surrounding mountains and valleys. The majority of the overlook is within the authorized park boundary. However, approximately 20 percent of the outcrop, including the overlook precipice, lies outside the authorized boundary on private property. While the park enjoys a cooperative relationship with its Big Glassy neighbors, it has an immediate interest in securing the remainder of the overlook and immediately adjacent property so the viewing area can be more effectively managed and potential safety and liability issues addressed. The park would also like to acquire by easement or purchase interest in up to 110 acres immediately below the Big Glassy overlook to minimize sight and sound intrusions from potential residential developments, preserve large trees whose canopies form the vegetated slope immediately beneath the overlook, and protect the wooded background of the side pastures and viewpoints along Little River Road and Back Drive.

The Conservation Trust of North Carolina has acknowledged the potential impacts of modern development on historic views adjacent to back drive by purchasing 22 of the 110 acres described. The Trust has indicated that the property cannot be held for NPS indefinitely.

A guided tour of the main house forms the core of the interpretive experience. Unfortunately, hundreds of Carl Sandburg's personal possessions cannot be exhibited in the main house due to their value (examples: medals and jewelry), sensitivity to climatic conditions (examples: clothing and photographs), or impracticality for display (examples: contents of drawers and cupboards). These objects are currently cared for in the museum preservation center. The availability of additional climate controlled exhibit space would allow visitors greater access to many of these objects. The Sandburg

Center and Paths of Discovery alternatives include provisions for a visitor center that would add appropriate exhibit areas. As discussed previously, suitable locations for such a facility do not exist within the current boundary of the park. For these alternatives, the park desires to acquire approximately 3 to 5 acres outside of the authorized boundary on which to construct a visitor center and parking area. All development, operational, and management activity associated with the visitor center and parking facilities on these 3-5 acres would adhere to the setback and buffering requirements of the Flat Rock Zoning Ordinance.

There is growing community concern about vehicle and pedestrian safety on Little River Road. When the existing visitor parking area is full, vehicles often circulate in and out searching for an open space or park on the shoulder of Little River Road. The combination of on-street parking, pedestrians, and through traffic is a safety risk. A community-wide parking shortage complicates the situation. The park can address the traffic safety issue in two ways: control access to the existing parking lot or increase parking capacity. The park considers the controlled access option least desirable because it potentially discourages people from visiting the park and aggravates the community-wide parking shortage by diverting vehicles onto road shoulders or into local neighborhoods. Increased parking capacity is the park's preferred course of action. All alternatives include provisions to increase parking capacity. However, as discussed previously, there is limited opportunity to construct new parking areas within the existing boundary of the park. In the Connemara lifestyle alternative, the park would acquire approximately 1 to 2 acres near the existing parking area to construct a 60 vehicle parking area. In the Sandburg Center and Paths of Discovery alternatives, space for a 60 vehicle parking area is incorporated into the 3 to 5 acres desired for a visitor center.

Some GMP scoping comments suggest additional parking could be located on property in the proposed 25 to 110 acre boundary expansion below Big Glassy. The park does not support use of these areas for parking for the following reasons. Welcoming visitors at the front entrance of Connemara emphasizes the site's historic significance and allows visitor service and orientation facilities to be consolidated in one convenient location. Multiple entrances are not preferred because they complicate opening and closing the park, promote access by visitors who have not been properly oriented to the site's significance, and encourage an outdoor recreation rather than a history-based visitor experience.

The added lands will be feasible to administer, considering their size, configuration, and ownership:

The 25 to 110 acres below Big Glassy are located adjacent to the park maintenance and headquarters facility. No specialized

equipment or expertise would be required to administer this property. A 3 to 5 acre property for visitor center and parking or 1 to 2 acre property for parking alone will be located near the front entrance (west of Highway 25 and south of Little River Road). Administering an additional parking area and 5,000 SF visitor center is well within the capability and expertise of park staff.

Hazardous substances are not present or can be removed prior to acquisition:

Hazardous substances are not present on the recommended lands.

Costs are feasible considering current and future park and service-wide financial and obligations and priorities:

This plan acknowledges a service-wide financial commitment by NPS to eliminate its maintenance backlog and understands that this obligation may continue for several years. The plan must also, however, provide management direction to the park for the next 20 years. One of the greatest challenges of this plan is to craft alternatives flexible enough to respond to the current fiscal limitations and remain poised for future funding opportunities. The plan responds to this challenge in four ways:

1. Phased implementation strategy - projects are phased in over a 20 year period with the most substantial financial commitments scheduled during the 10 to 15 year phase.
2. Bridge Projects - a series of smaller, less expensive, "bridge" projects are used to address immediate needs until a more substantial future solution can be implemented. One example of a "bridge" project is the 10 car parking expansion near Front Lake which would increase parking volume in the existing visitor parking area by 25 percent until a suitable property can be acquired for a future 60 car expansion. Another "bridge project" renovates the existing visitor information station and an historic structure interior to supplement park needs for additional exhibit and interpretive space until a future visitor center can be built.
3. Property acquisition - the plan readily acknowledges that federal interests in private property can include less than fee simple options like acquisition of development rights, donations, or easements.
4. Cost Sharing - the plan readily acknowledges and encourages cooperative actions with local governments and other public and private interests to address common needs.

Land costs in the local area are not excessive by national standards and the 5,000 SF visitor center in the Sandburg Center and Paths of Discovery alternatives can be described as small to moderate in size compared to existing NPS visitor centers in the Southeast Region.

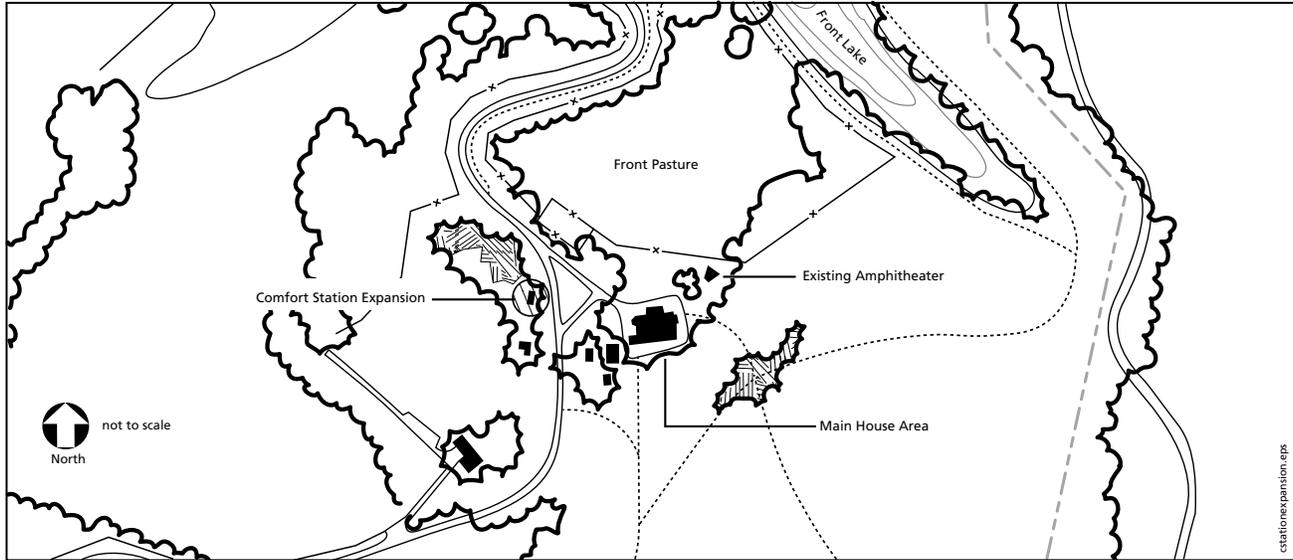


Figure 2-b. Main House area comfort station

The current legislation of the park prohibits acquisition of any additional interest in property, including interests received by donation. What this GMP seeks is not a guarantee of funding, but rather a policy authorization allowing it to seek a Congressional boundary adjustment at some time in the future. Without additional authority, the park will be unable to fully realize its goals of protecting historic views near Big Glassy and the side pastures, implement a long term solution to its parking shortage, or substantially improve its ability to exhibit historic objects and present interpretive programs.

Views and impacts on local communities and surrounding jurisdictions:

Purchase of property and the design and development of visitor service infrastructure on property outside the existing boundary would be undertaken in a spirit of cooperation with park neighbors, the Village of Flat Rock, and Henderson County. Opportunities for cooperative use of parking facilities and other park infrastructure on new lands would be possible. Walking trails could be added to properties acquired below Big Glassy. Designs or development plans for facilities on new lands would encourage and involve the participation of all park stakeholders as required in the National Environmental Policy Act.

Any Congressional authorization would include willing seller/willing buyer language and specifically prohibit the park from acquiring property through the exercise of eminent domain.

Natural resources on added lands will be feasible to manage with regards to exotic species or other existing or potential environmental issues:

The properties identified are primarily undisturbed woodland in a suburban landscape. Few, if any, exotic species are

present. Other potentially significant environmental issues have not been identified.

Other alternatives for management and resource protection are not adequate:

The existing boundary authorization prohibits management and resource protection alternatives that employ purchase of easement or development rights, fee simple interest, or acceptance of donated property. Under present conditions, only two management and protection strategies are viable. The first relies upon the ability of NPS to influence development on adjacent lands through consultation. While it is fair to say that the opinion and interests of NPS are well respected within the local community, without the authority to acquire interest in property, NPS's negotiating position on such matters is much reduced. The second is best exemplified by the No Action alternative whose basic premises limit future interpretation and visitor service infrastructure to what can be placed within the existing authorized boundary without significant negative impacts to the historic landscape. At a minimum, the combination of these approaches leaves the boundary issue at the Big Glassy summit unresolved. Of greater concern is the inability of this approach to provide a broad range of management options to resolve future parking, visitor service, and interpretation venue needs.

Historic structures

The exteriors of historic structures would be preserved or restored to the period of significance in all alternatives. The recommendation of specific treatments or maintenance techniques for historic structures is beyond the scope of this document and would be determined in a Historic Structures Report or similar implementation level plan.

Over time, all administration and maintenance uses of historic structure interiors would be relocated to the park services or visitor services zones with the exception of the visitor contact area in the main house basement which would continue to function as a bookstore, interpretive area, and assembly point for house tours.

Relocation of amphitheater

Relocating the amphitheater was a significant planning issue identified during scoping. A range of alternative sites including the existing location was considered and a special PMZ created to establish guidelines for its development.

Three suitable locations were identified based on an analysis of the environmental impacts and the importance of advantages associated with each potential site. A description of the analysis used to select the preferred Amphitheater relocation sites appears in Appendix B. Potentially significant environmental impacts associated with relocating the amphitheater are discussed in conjunction with the environmental analysis of each alternative in Chapter IV.

Figure B-1 in Appendix B identifies the range of potential relocation sites considered by the planning team. Only the three preferred locations are referenced in the alternative management concepts discussed in this chapter.

A Development Concept Plan or similar implementation level plan and additional NEPA compliance documentation would be conducted prior to moving the existing amphitheater to any of the three preferred sites recommended in this plan. An archeological investigation will be conducted prior to or in conjunction with the DCP. Appropriate actions to reduce or eliminate potential impacts to previously unknown archeological resources will be incorporated into the design and construction program before any construction activity begins. Only one of the potential relocation sites may be used. Subsequent to relocation, PMZs for the remaining relocation sites will be treated identically to the PMZ that surrounds it and the existing site restored to its historic appearance.

Main house area comfort station

The existing comfort station near the main house (Figure 2-b) is a manufactured trailer-type structure. The facility is considered incompatible with the historic scene and does not adequately serve the needs of park visitors. All alternative management concepts propose replacing the existing trailer comfort station with an appropriately designed new facility at the same location. An area defined by a 40-foot radius extending outward from the center point of the existing trailer unit is designated as a Visitor Service Zone to accommodate the new facility.

Modification of a nearby historic structure for use as a public comfort station was dismissed as a possible alternative due to

the particularly invasive nature of this type of structural rehabilitation. A more suitable location near the house or barn could not be identified.

Design alternatives for the new facility would be developed and coordinated with the State Historic Preservation Officer and the public as required by NEPA and NPS policy. An archeological investigation will be conducted prior to or in conjunction with this development. Appropriate actions to reduce or eliminate potential impacts to previously unknown archeological resources will be incorporated into the design and construction program before any construction activity begins.

Visitor information station

The existing visitor information station would be expanded and renovated to enhance its interpretive and visitor orientation function. The approximate location of the expansion is shown in Figure 2-c. The following features would be incorporated into the facility:

- Approximately 500 to 1,000 square feet of interior space
- Area for display of interpretive media
- Area for exhibit of museum objects
- Visitor information station and book sale area
- Elevator or mechanical lift to connect parking area and interior of contact station
- Public restrooms

Shuttle vehicle

A shuttle vehicle would continue to transport visitors who need assistance up the steep slope from the parking area to the main house area. The transport vehicle would be replaced with a less visually and audibly intrusive vehicle.

Parking areas

Visitor Services Zone:

All three alternatives would add 10 additional parking spaces in the vicinity of Front Lake. The approximate location of the parking expansion is shown in Figure 2-c. Site design details for the expansion would be specified in a Development Concept Plan or other implementation level plan. If the existing bus parking spaces were removed as part of the Development Concept Plan, alternative parking for buses would be secured prior to construction.

Three potential locations for constructing new parking areas within the existing park boundary were identified. After a close examination, none of the alternatives was considered feasible or suitable because of significant negative impacts to

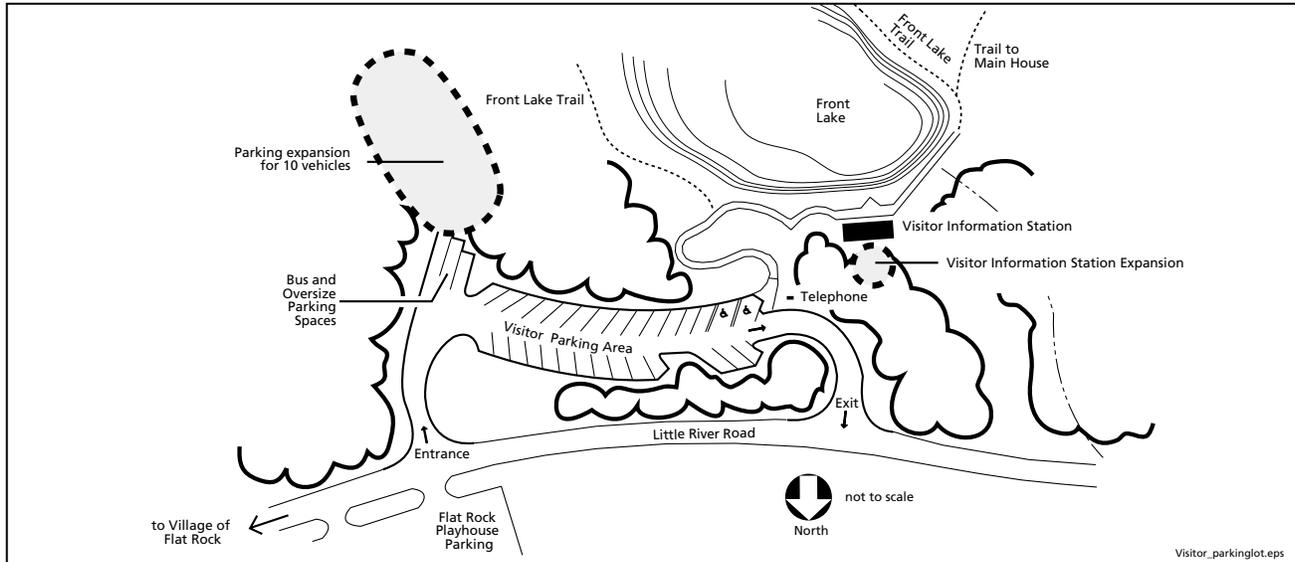


Figure 2-c. Visitor Parking Area and Information Station

the historic character of the park. The alternative locations considered and their perceived impacts are described in the following paragraphs:

- **Pasture Parking Area:** Adding a new parking area in the historic pasture was discussed and dismissed from consideration because of unacceptable impacts to the historic views and cultural resources, construction of additional paved pedestrian walkways from this remote parking area to the main visitor areas of the park, increased traffic congestion on Little River Road, and breaching the historic fence line.
- **Volunteer Parking Area:** Allowing public parking in the volunteer parking area was examined as an option but dismissed from consideration due to the extensive alteration to the historic back drive and landscape which would be required to provide public access to this lot.
- **Headquarters Parking Area:** Permitting public parking at the headquarters building was examined as an option but dismissed from consideration because of the small size of the lot, its remote location relative to visitor orientation facilities, potential impacts to the historic character of the back gate and fence line, close proximity to the maintenance facility, and negative impacts on traffic patterns along Little River Road.

Volunteer parking area

The volunteers parking area would be enlarged to accommodate a total of 20 vehicles. This lot would only be used by park volunteers. Figure 2-d shows the approximate location of the volunteer parking area expansion. While specific design and construction recommendations are beyond

the scope of this plan, the intent is to increase the number of parking spaces while remaining sensitive to potential impacts on the overall historic scene caused by such an addition. Site design details would be specified in a Development Concept Plan or other implementation level plan. It is anticipated that the existing 2,000 SF site would be expanded by approximately 1,000 SF. This expansion would not require any physical changes to the back drive or back gate.

Satellite parking area

The park would acquire a property or interest in property by purchase, donation, or lease to construct a parking area outside the currently authorized boundary of the park. The parking area would be located within walking distance of the park entrance. The parking area would be a separate 1 to 2 acre entity in Connemara Lifestyle alternative and combined with the visitor center proposed in the Sandburg Center and Paths of Discovery alternatives.

Additional infrastructure in the visitor service zone

Additional visitor service infrastructure would occur within the visitor services zone:

- vehicle and pedestrian circulation system improvements
- additions and modifications to walking trail system
- the placement of additional outdoor interpretive exhibits, waysides, or other trail associated amenities.
- the waters and banks of Front Lake would be included in the Historic Interaction Zone. Park managers would closely monitor potential impacts and manage visitor use in the surrounding Visitor Services Zone to protect the

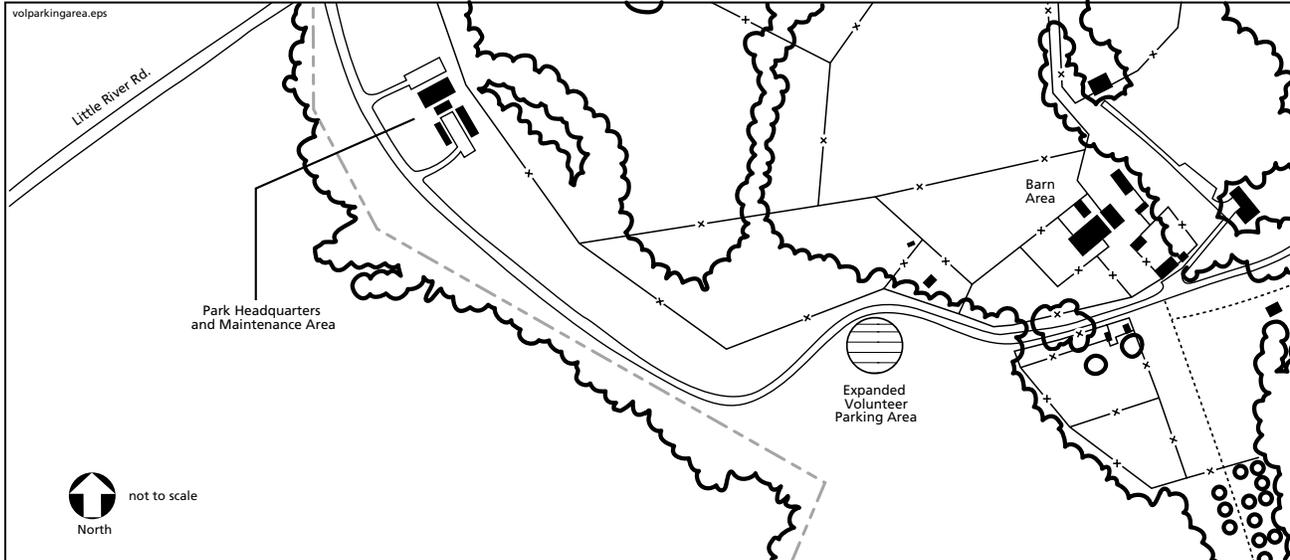


Figure 2-d. Volunteer Parking Area

plant and animal communities which have adapted to this culturally significant natural resource.

Future development and design decisions

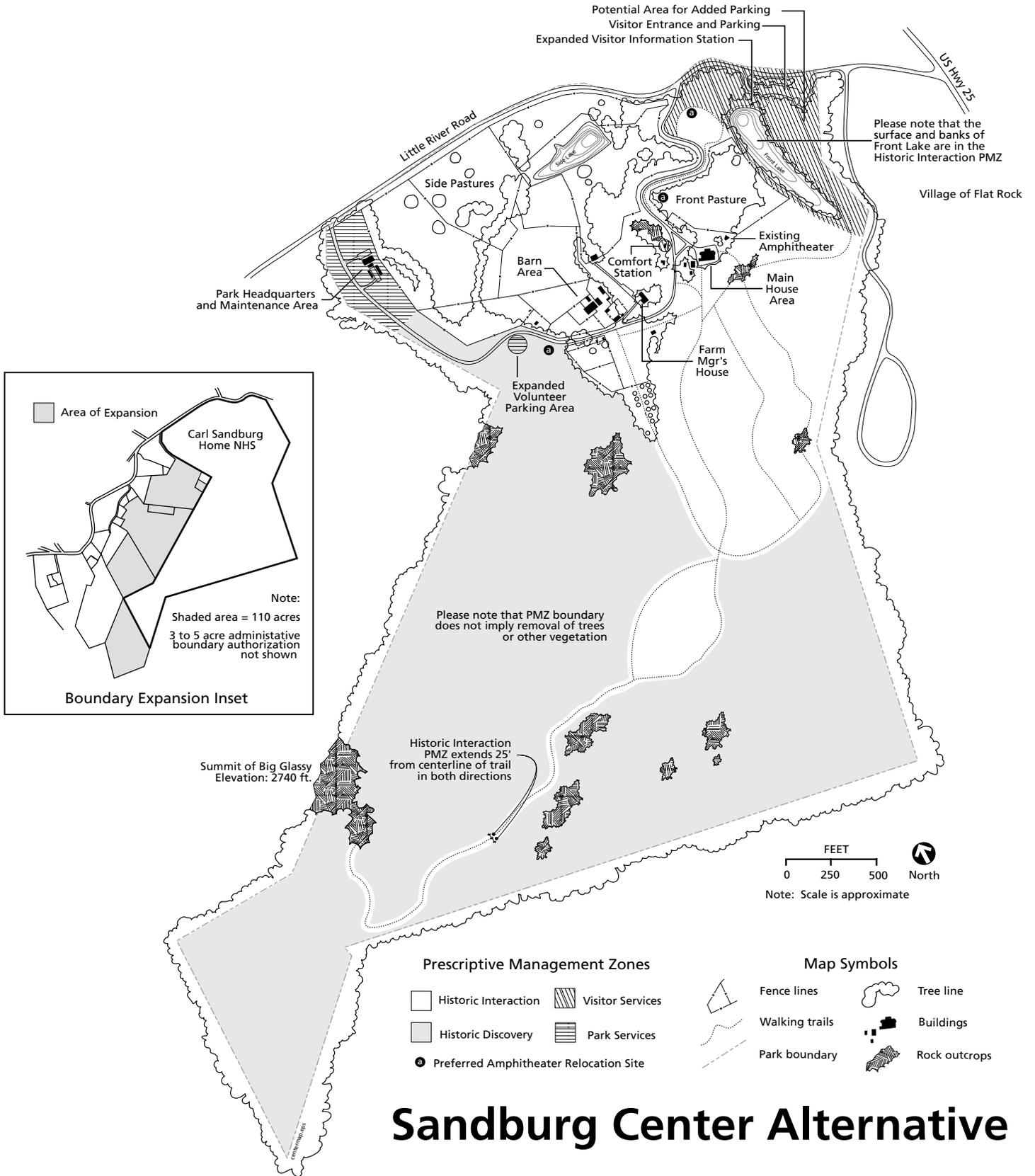
The reader is reminded that this GMP only articulates the future goals and objectives to be achieved at Carl Sandburg Home NHS over the next 20 year period. The GMP, by itself, does not authorize the initiation of specific construction activity. Instead, the GMP only authorizes the park to proceed with detailed planning and design development that could lead to future development or construction.

In most cases, detailed planning and design development is documented in a Development Concept Plan (DCP). During a DCP, a multi-disciplinary team from NPS will conduct consultations with the public, park managers and other stakeholders in order to prepare a range of alternative designs. A preferred alternative design will be selected based on a consideration of the potential environmental impacts of each. By policy, an Environmental Assessment (EA) or EIS is prepared to enhance everyone’s understanding of the various advantages and disadvantages associated with each alternative design and, ultimately, serves as the rationale for selecting the preferred alternative.

While still schematic in nature, a DCP typically contains enough information to allow the future preparation of detailed construction documents and specifications by a team of architects and engineers. After the DCP is completed, the park is authorized to appeal for funding to build the project. Once a funding source is identified and secured, construction documents and specifications are prepared and the project is built.



Photograph by Katie Bernseder



Sandburg Center Alternative

Figure 2-e. Sandburg Center Prescriptive Management Zones

Sandburg Center Alternative

Concept Description

The Sandburg Center alternative is the proposed action, the NPS preferred alternative and the environmentally preferred alternative. Prescriptive management zones for the alternative are shown in Figure 2-e.

In the Sandburg Center alternative, the park serves as a national, if not worldwide, focal point for interpretation and research about Carl Sandburg. The Sandburg Center concept recognizes that significant Sandburg related resources exist outside the park. The park already enjoys close relationships with the University of Illinois Library in Urbana-Champaign which houses an extensive collection of the author's manuscripts and personal correspondence and the Carl Sandburg Historic Site in Galesburg, Illinois which interprets his birthplace and life. It is not the intent of the Sandburg Center concept to duplicate or compete with any of these institutions but rather to foster strong partnerships that encourage and support continued learning about the work and life of Carl Sandburg. The concept directs the park to coordinate closely with these and other organizations and individuals to promote knowledge of and access to as complete a collection of Sandburg related information and resources as possible.

The Main House and grounds of the park would remain the center piece of the interpretive program at Connemara. The intent of this concept is not to divert attention from the historic significance of these features but, rather, to enhance a visitor's understanding of Carl Sandburg by providing access to more in-depth information about his works and life.

Creating additional high quality interpretive venues is seen as an essential component of the alternative. Additional venues would be created by rehabilitating one or more historic structures near the main house or barn for interpretive program areas, renovating the existing visitor contact station to improve its interpretive and visitor services functions, and creating a visitor center in a new or existing structure on property purchased or leased by the NPS outside the current authorized boundary of the park.

Access to Sandburg information, literature, and research would be provided through an extensive internet database and other mass media formats. Visitors who come to the site in person would have an extraordinary opportunity to learn about Sandburg's life and works through participation in a variety of interpretive programs. The alternative provides additional museum quality environments where visitors would be able to view objects and other information contained in the museum collection.

Alternative Highlights and Details

Visitor Center:

Providing high quality interpretive venues is an essential component of the Sandburg Center alternative. A multiuse interpretive space to accommodate up to 120 persons (four standard 30 student public school classes) is particularly needed. The same interpretive spaces can be used to support lectures, poetry readings, musical performances, friends group meetings, staff and employee training sessions, and similar situations requiring accommodations for larger groups. While there are provisions within the alternative that allow some smaller multiuse interpretive spaces in historic structures, those structures are not suitable for larger spaces. In addition, particularly active large group interpretive activities may be more appropriately conducted outside the historic interaction zone to reduce potential sound and visual impacts on the historic ambiance in the main house and barn areas.

Increasing access to objects in the museum preservation center cannot be accomplished without creating additional climate-controlled exhibit space. Opportunities to create such spaces within the park are limited.

Based on an examination of the alternative, an interdisciplinary team of park planners, managers, and architects from the Southeast Region developed a pre-design program for the facility. Pre-design programs do not make recommendations about specific design elements or construction details. They are, perhaps, best employed as a communication tool to describe in very general terms the essential functions and uses, size requirements, and potential costs associated with a future development. Specific design and construction details are considered in a Development Concept Plan. Recommendations in the pre-design program represent a starting point for a future Development Concept Plan. A future Development Concept Plan would include public participation and be conducted in full compliance with NEPA and NPS management policies.

Recommendations in the pre-design program are based on a combination of objective data derived from published resources (DeChiara, 2001; DeChiara, 1991; Harris, 1998; NPS, 2001; NPS, 2001b) and subjective data derived from the professional experience of members of the interdisciplinary team. The pre-design program for the Sandburg Center alternative includes the following elements:

- The visitor center would be a new structure or renovated existing structure located on a site outside of the park's currently authorized boundary.

- The facility would be located within walking distance of the park.
- The facility would be acquired and implemented in multiple phases over time.
- Funding for the visitor center could be secured through, donation, a partnership arrangement, NPS sources, or a combination thereof.
- Approximately 4,000 to 5,000 square feet of interior space
- Two modern classrooms suitable for groups up to 30 persons each
- One large multipurpose meeting space capable of accommodating groups up to 120 persons (4 typical school classes) for lectures, readings, seminars, multimedia presentation, etc. Space would have capability to be subdivided into multiple smaller meeting spaces.
- Area for display of interactive interpretive media.
- Area for exhibit of museum objects
- Visitor information station and bookstore
- Public restrooms
- Administrative offices and staff areas
- All site development would adhere to setback and buffering requirements of the Flat Rock Zoning Ordinance.
- Suitable parking and landscaping with convenient and safe pedestrian connection to park entrance. In this alternative, the parking area of the visitor center would serve as the satellite parking area described in the Common Actions section of this chapter.

Historic Structure Interiors:

The basement of the Main House would continue to serve as a visitor contact area and bookstore. The farm manager's house would be used to lodge a poet/artist/scholar in residence or as a multiuse interpretive venue. One or more additional historic structure interiors would be rehabilitated for interpretive program use. Use of historic structure interiors previously rehabilitated for administrative functions is preferred over the use of other structures. The goal of any rehabilitation activity would be to remain sensitive to the historic character of a structure's interior and provide the necessary functionality for use as a multiuse interpretive venue. The exact number of additional multiuse interpretive venues would be determined at a future date in a Development Concept Plan in full compliance with NEPA and NPS management policies.

Museum Collection:

The Main House would remain the primary venue for exhibiting museum objects. Public access would be provided through the guided house interpretive tour. Enhanced access to information and artifacts contained in the museum collection would be provided via high quality museum and interpretive displays at the new visitor center, the expanded visitor information station, and to a worldwide audience through the internet.

Historic structures not rehabilitated for interpretive program venues would be preserved or restored and furnished with museum objects determined appropriate for exhibit in a non-climate-controlled environment.

Walking Trails:

Additional trails would be permitted in the visitor services zone. Walking trails would not be developed in the historic discovery or historic interaction zones unless they existed during the period of significance. Walking trails would not be permitted in the park services zone. Walking trails would only be permitted in the amphitheater zone as a means to connect the facility to the main pedestrian circulation system of the park.

Interpretive waysides and directional signage:

To help orient and direct newly arrived visitors, the presence of interpretive waysides and directional signage in the visitor services zone would be increased over the existing conditions.

To advance the interpretive goals of the alternative, more interpretive waysides would occur in the historic interaction zone than are present in the existing conditions. As directed in the historic interaction zone description, the placement of all waysides and directional signage would be implemented in a manner compatible with the historic scene.

Interpretive waysides would not be placed in the historic discovery zone. Directional signage in historic discovery zone would be reduced to the number essential for visitor safety.

Staffing and Operational Details:

The addition of new staff and facilities would increase administration and support services responsibilities. It is anticipated that one additional full time administrative assistant position would be needed to address the additional responsibilities.

The addition of new facilities would increase maintenance work load. It is anticipated that one additional full time maintenance positions would be needed to address the additional responsibilities. Volunteer labor could help supplement maintenance personnel to a small degree.

Resource management responsibilities would increase in response to the addition of facilities, more visitors, and coordination of NEPA and Section 106 compliance procedures associated with the proposed developments. It is anticipated that two additional staff members will be required to fulfill the increased natural resource monitoring and management, NEPA compliance, and cultural landscape management responsibilities. Volunteers would play an essential role by helping to measure and documenting natural and cultural resource conditions on an ongoing basis.

Additional museum and curatorial staff would be needed to provide support for interpretive programs and coordinate collection preservation and conservation treatments resulting from increased access to objects and manuscripts. It is anticipated that two additional full time positions would be required to address this need. Volunteer labor would continue to play a critical role in fulfilling the preservation responsibilities of the park.

Responsibility of the interpretive staff is significantly increased in this alternative because of its focus on creating dynamic and interactive visitor interpretation programs. It is anticipated that two additional full time positions would be required over time to address the increased work load of program development and presentation and to staff new facilities. Volunteer labor would continue to play a critical role in accomplishing the interpretive program efforts of the park.

More visitors, facilities, and land would require the addition of a full-time law enforcement ranger to properly enforce park regulations.

Boundary Expansion:

Approximately 3 to 5 acres is needed to construct a visitor center and parking area. Anticipated minimum development includes parking for 60 cars, paved walkways or sidewalks connecting the facility to the park entrance, a visitor center, and landscaping to blend site development into the local historic setting of the Village of Flat Rock. Given the unpredictable availability of funding and property, an exact location for the visitor center and parking area is not identified at this time; however, any selected site would be located west of Highway 25 and south of Little River Road in the Village of Flat Rock.

Approximately 110 acres are identified outside the existing boundary where development could negatively impact the historic character of the park (Figure 2-e). Because these areas are located outside the existing boundary, the park has very little influence over how they might be developed. A boundary expansion would allow the park to protect these properties through the purchase of development easements or fee simple interest.

Any property or easement acquired under an expanded boundary authorization would occur under a willing seller/willing buyer arrangement without the exercise of eminent domain.

Needed or Allowable Changes

Visitor Experience:

The primary visitor experience focuses on the historic character of the park and in particular on the main house, its historic furnishings, and the surrounding grounds. This alternative increases opportunities for visitors to learn more about the life and works of Carl Sandburg by providing additional interpretive activities in the main house and barn areas, the amphitheater, an expanded visitor information station, and at a new visitor center. Enhanced opportunities for visitors to participate in interpretive programs, view exhibits, and access information would allow park staff to create a wider range of Sandburg related interpretive experiences than the existing conditions.

An expanded visitor information station would enhance the orientation of visitors prior to entering the historic areas of the park. Visitor services provided at the facility would include, but not be limited to, a staffed information desk, house tour ticket sales, access to program information and activity registration, distribution of park maps, coordination of shuttle service, environmentally controlled exhibit space, interpretive displays, comfort station, and book sales.

Additional interpretive waysides in the visitor services and historic interaction zones will provide more frequent opportunities to learn about Carl Sandburg. The appropriate number and location of waysides would be determined in a comprehensive interpretive master plan, cultural landscape report, trail management plan, or Development Concept Plan.

The sights and sounds of people participating in interpretive programs and activities would be more evident in the house and barn areas than existing conditions during periods of moderate to high visitation. While it would be possible for visitors to experience solitude on the wooded trails, at Big Glassy overlook, and in pasture areas on most non-peak days, less opportunity for solitude or contemplative experiences would be present in this alternative than the existing conditions during periods of peak visitation.

Cultural and Natural Resources:

Additional interpretive program venues would be created near the main house and barn areas by rehabilitating the interiors of one or more historic structures in the historic interaction zone. The farm manager's house, currently used as a ranger residence, would be used as a residence by a poet/artist/scholar or for multiuse interpretive program areas. The ranger

residence would be moved to a new facility in the park services zone.

The number of historic structure interiors used for interpretive programs would be determined by a future Development Concept Plan or Interpretive Plan. It is important to note that rehabilitation of any historic structure interior would not occur prior to a detailed documentation of the historic resource by the NPS and a public review of the proposed NPS rehabilitation action using the appropriate level of park planning and NEPA compliance documentation.

The construction of new trails would not occur in the historic interaction or historic discovery zones unless such trails existed during the period of significance. The siting of interpretive waysides and benches along historic trails in the historic interaction zone would be placed with a sensitivity to the historic character of the site. Visible interpretive media, trail side benches, trash cans and other nonessential visitor services infrastructure would be removed, if present, from the historic discovery zone. Trail amenities would not be placed on granite rock domes or the edges of rock domes.

The existing amphitheater near the main house would be replaced by a new facility constructed at one of the three sites identified in this GMP. The landscape of the old amphitheater would be restored to period of significance conditions. Design alternatives for the new amphitheater would be developed in a more detailed planning document and coordinated with the State Historic Preservation Officer and the public as required by NEPA and NPS policy.

The existing trailer comfort station near the main house would be replaced by an appropriately designed new facility. Design alternatives would be developed in a more detailed planning document and coordinated with the State Historic Preservation Officer and the public as required by NEPA and NPS policy.

The non-historic walking trails in the visitor services zone would remain and additional trails could be added. Design alternatives would be developed in a more detailed planning document and coordinated with the State Historic Preservation Officer and the public as required by NEPA and NPS policy.

Administrative and maintenance use of historic structures in the historic interaction and historic discovery zone would be moved to the park services zone over time. Historic structures vacated by administrative or maintenance activities will be preserved or restored to the period of significance and incorporated into the interpretive program of the park or rehabilitated as a multiuse program venue. Facilities in the park services zone would be expanded as necessary to accommodate the relocated functions.

Prescriptive Management Zones

Figure 2-e shows the arrangement of PMZs for the Sandburg Center alternative. Approximate distribution of PMZs for the alternative is:

- 129 acres (49%) - Historic Discovery Zone
- 122 acres (46%) - Historic interaction zone
- 1 acre (~.5%) - Amphitheater Relocation Zone
- 8 acres (3%) - Visitor Services Zone
- 4 acres (1.5%) - Park Services Zone

Providing visitors with a variety of opportunities to access information about Carl Sandburg is critical to the success of this concept. The large historic interaction zone reflects this importance by providing areas where the creation, development, and implementation of dynamic interpretation and museum programs can occur.

Almost 50% of the park is placed in the historic discovery zone. As new trail construction is not permitted in the zone and no additional trails are known from the period of significance, approximately 129 acres is reserved for visitors who wish to experience a sense of solitude and for wildlife habitat.

A visitor services zone of approximately 8 acres is placed in the northeast corner of the park to accommodate the visitor parking area, the non-historic loop trail around Front Lake, and the visitor contact/comfort station.

A park services zone of approximately 4 acres is placed in the northwest corner of the park to accommodate a small expansion of the existing administrative, museum preservation, and maintenance facilities to support interpretive programs and the administrative support functions that will be relocated from historic structures near the main house.

Phased Implementation

A phased implementation strategy for the Sandburg Center Alternative is recommended. While it is recognized that unforeseen opportunities or obstacles may necessitate deviation from the suggested plan, the plan does provide a general implementation strategy and timetable for use in comparing the alternatives.

Phased implementation would occur over four five-year phases.

Phase I: 1 to 5 years

Phase 1 concentrates on implementing recommendations that are cost effective and provide relatively fast relief from pressing park problems. The main goal of this phase is to address the

park’s immediate needs while beginning the information gathering and implementation planning processes that will eventually address more complex issues. Important accomplishments of Phase 1 are:

- boundary expansion legislation
- Development Concept Plan for visitor parking area including conceptual schematics for expansion of the visitor contact station.
- Development Concept Plan, including conceptual schematics, for creating additional interpretive program areas near main house and barn areas.
- replace trailer restroom with new structure
- creation of additional parking spaces in visitor parking area
- implementation planning for web site and associated information database. Web site development, data collection, and processing begins.
- protect up to 30 acres of the most vulnerable adjacent property by easement or fee simple purchase

Phase 2: 5 to 10 years

The focus of phase 2 is to create additional interpretive venues and enhanced interpretation and museum programs. Implementation planning for the visitor center should begin in this phase. Important accomplishments of Phase 2 are::

- construction of expanded visitor contact station in accordance with DCP
- creation of additional interpretive program areas in accordance with DCP
- web site and data base fully operational
- protect up to 30 additional acres of the most vulnerable adjacent property by easement or fee simple purchase
- identify potential site for Visitor Center

Phase 3: 10 to 15 years

The focus of phase 3 is to consolidate progress made in previous phases and begin implementation of visitor center:

- acquire site for visitor center
- relocate amphitheater
- construct visitor center and integrate into interpretive program of park
- protect up to 10 additional acres of the most vulnerable adjacent property by easement or fee simple purchase

Phase 4: 15 years to 20 years and beyond

The focus of phase 4 is to work towards complete implementation of the alternative by:

- hire and train staff to ensure long term success of alternative
- evaluate progress and revise strategies for complete implementation of alternative if necessary
- protect remaining vulnerable adjacent property by easement or fee simple purchase

Cost Estimate

Figure 2-f presents a rough estimate of the implementation and long term operating and maintenance costs associated with the alternative.

Costs associated with protecting the 110 acre boundary expansion are indicated as a range and not incorporated into the total figures because they will vary based on the protection measure employed. While most areas may be adequately protected by acquiring easements or development rights, fee simple acquisition of property should remain a management option.

In general, costs were developed using conceptual-type (class “C”) estimates for Fiscal Year (FY) 2001. These costs include allowances for design, project supervision, installation/ construction, and contingencies. More detailed and accurate cost estimates would need to be developed when the park is closer to implementing individual actions.

The costs shown are provided as an aid for comparing the alternatives and should not be used for budgetary purposes.

Implementation Action	Estimated Development Cost	Annual Cost
Additional outdoor interpretation media and other trail amenities	\$ 43,000	\$ 1,000
Amphitheater relocation and site restoration	\$ 55,000	\$ 1,000
Comfort station	\$ 75,000	\$ 3,000
Historic structure interior rehabilitation	\$ 175,000	\$ 2,000
Staffing		\$ 360,000
Visitor information station renovation	\$ 383,000	\$ 8,000
Visitor center	\$ 2,900,000	\$ 65,000
Visitor parking area expansion	\$ 74,000	\$ 1,000
Volunteer parking area expansion	\$ 10,000	\$ 1,000
Total	\$ 3,715,000	\$ 442,000
Protection of properties located in boundary expansion	\$ 300,000 to \$ 2,250,000	0 to \$10,000

SC CostTables

Figure 2-f. Sandburg Center Cost Estimate

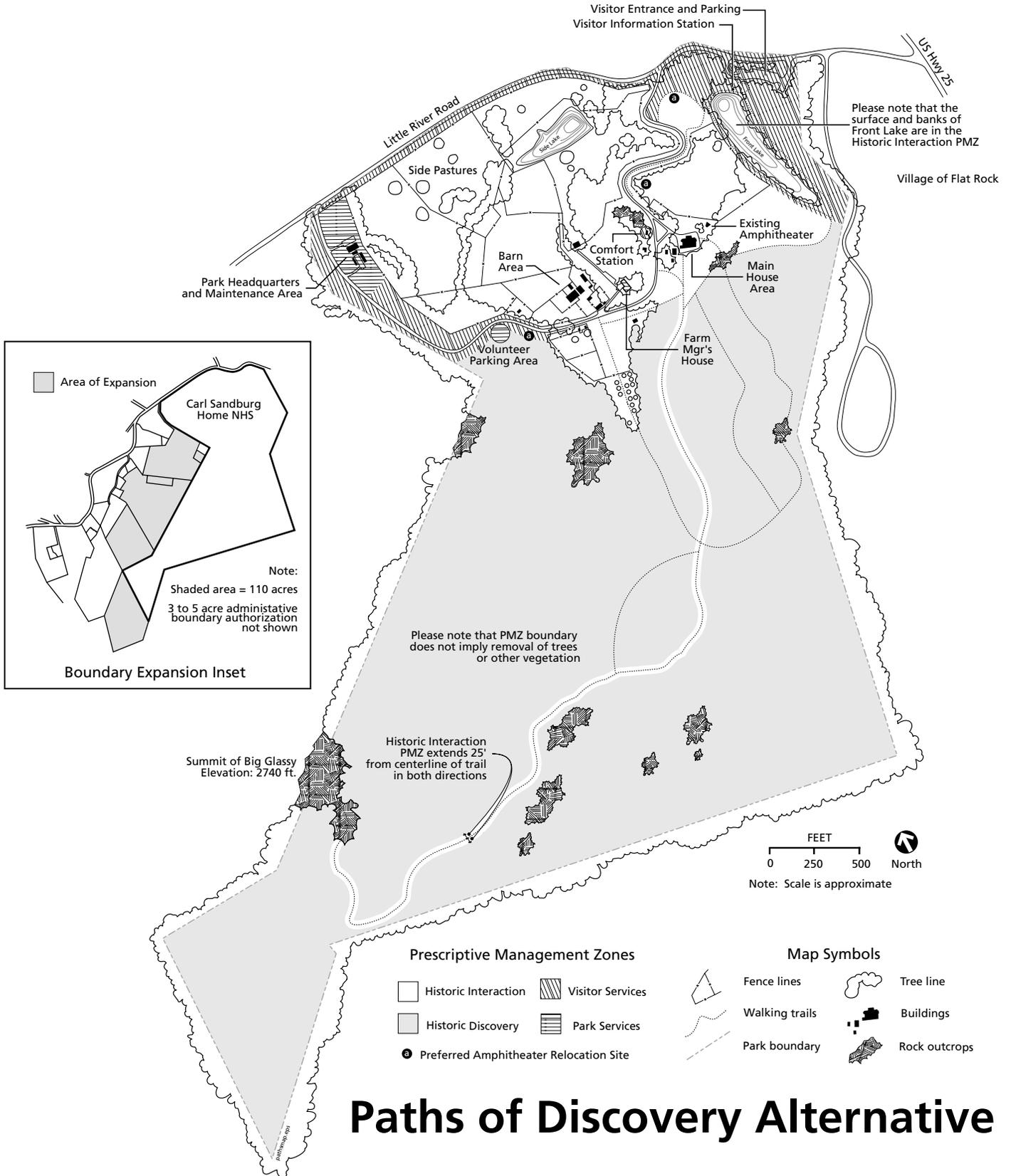


Figure 2-g. Paths of Discovery Prescriptive Management Zones

Paths of Discovery Alternative

Concept Description

In the Paths of Discovery alternative, the park would strategically blend the community’s need for additional walking opportunities with the mission and overall function of the National Historic Site. In turn, the park would look outward to the community for help with internal park needs such as additional parking, enhanced visitor services, and administrative infrastructure. The Paths of Discovery alternative acknowledges the important bond that exists between the park, local governments, and park neighbors and relies upon its traditionally close partnerships with them to identify, protect, and enhance both park resources and local quality of life values. Prescriptive management zones for the alternative are shown in Figure 2-g.

Many people visit the park specifically to enjoy its pastoral beauty. The Paths of Discovery alternative would incorporate the activity of walking as a significant component of the interpretive program by adding a pedestrian only interpretive trail connecting the visitor entrance area with the historic back gate and the barn area. Enhanced interpretive opportunities would be available at an improved visitor information station in the visitor services zone.

A visitor center would be created in a new or existing structure on property purchased or leased outside the current authorized boundary of the park. The visitor center would be developed in partnership or through donation of property and/or services with preservation groups, friends groups, individuals, and/or local, county, and state governments to reduce development and/or maintenance costs to the NPS. Specific details regarding such partnerships or donations would be developed at a future date in a memorandum of understanding or partnership agreement.

Alternative Highlights and Details

Walking Trails:

A 3/4 mile long interpretive trail would connect the visitor parking area to the barn area. The new trail would include up to 10 interpretive stations to help visitors better understand the significance of Carl Sandburg’s life and work. A potential configuration of the trail is shown in Figure 2-h. Design details of the trail would be specified in a Development Concept Plan or other implementation level planning document.

Additional trails would be permitted near Front Lake in the visitor services zone. Trails that did not exist during the period of significance would not be permitted in the historic discovery or historic interaction zones. Walking trails are only

permitted in the amphitheater zone as a means to connect the facility to the main pedestrian circulation system of the park. Walking trails would not be permitted in the park services zone.

Interpretive waysides and directional signage:

In order to advance the alternative’s interpretive goals, up to ten interpretive stations would be sensitively placed at intervals along the new connector trail and up to three along the Big Glassy trail. Directional and regulatory signage could be incorporated into the design of the interpretive stations. Location and design details of interpretive stations would be specified in a Development Concept Plan or other implementation level planning document that included the appropriate level of NEPA and National Historic Preservation Act compliance and public participation.

The presence of interpretive waysides would increase in the historic interaction zone over the existing conditions. As directed in the historic interaction zone description, the placement of all waysides and directional signage would be implemented in a manner that minimized their visual impact on the historic scene.

Interpretive waysides are not currently present in areas designated historic discovery zone in this concept. Directional signage in the historic discovery zone would be reduced to the minimum number essential for visitor safety.

Visitor Center:

Based on an examination of the alternative, an interdisciplinary team of park planners, managers, and

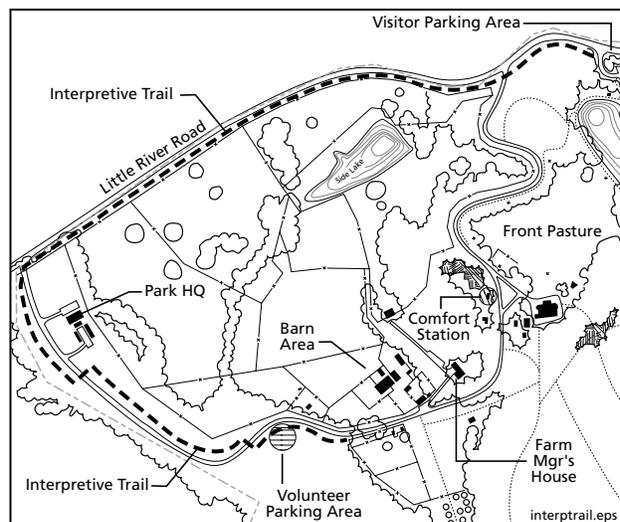


Figure 2-h. Interpretive trail location



Photograph by Katie Bemisderfer

architects from the Southeast Region developed a pre-design program for the facility. Pre-design programs do not make recommendations about specific design elements or construction details. They are, perhaps, best employed as a communication tool to describe in very general terms the essential functions and uses, size requirements, and potential costs associated with a future development. Specific design and construction details are considered in a Development Concept Plan. Recommendations in the pre-design program represent a starting point for a future Development Concept Plan.

The park would develop a future Development Concept Plan in association with its planning partners and include public participation in full compliance with NEPA and NPS management policies. Recommendations in the pre-design program are based on a combination of objective data derived from published resources (DeChiara, 2001; DeChiara, 1991; Harris, 1998; NPS, 2001; NPS, 1995) and subjective data derived from the professional experience of members of the interdisciplinary team. The pre-design program includes the following:

A visitor center with capabilities for shared use is an important aspect of this alternative. Multiuse meeting space that can accommodate large groups up to 120 persons is particularly needed. This space should have the ability to be divided into smaller spaces in varying combinations to support interpretive programs lectures, poetry readings, musical performances, public meetings, staff and employee training sessions, or similar occurrences requiring accommodations for groups of varying sizes.

- The visitor center would be a new structure or renovated existing structure located on a site outside of the park's currently authorized boundary.
- The facility would be located within walking distance of the park.

- The facility would be acquired and implemented in multiple phases over time.
- Funding for the visitor center could be secured through, donation, a partnership arrangement, NPS sources, or a combination thereof.
- Approximately 4,000 to 5,000 square feet of interior space
- Two modern classrooms suitable for groups up to 30 persons each. Classrooms should be able to be combined into one large room (full time Sandburg Interpretive activities)
- One large multipurpose meeting space capable of accommodating groups up to 120 persons (4 typical school classes) for lectures, readings, seminars, multimedia presentation, etc. Space would have capability to be subdivided into multiple smaller meeting spaces. (shared use)
- Area for display of Sandburg related interpretive media.
- Area for exhibit of Sandburg related museum objects
- Visitor information station and bookstore (potential shared use)
- Public restrooms
- Administrative offices and staff areas (potential shared use)
- All site development would adhere to setback and buffering requirements of the Flat Rock Zoning Ordinance.
- Suitable parking and landscaping with convenient and safe pedestrian connection to park entrance. In this alternative, the parking area of the visitor center could be shared with its facility partners and would serve as the satellite parking area described in the Common Actions section of this chapter.

Historic Structures:

All administrative and maintenance operations based in historic structures, with the exception of the visitor contact area and bookstore in the main house basement and the ranger residence in the farm manager’s house would be relocated to the park services or visitor services zones. Historic structure interiors would not be rehabilitated for interpretive program areas in this alternative with the exception of the previously rehabilitated main house garage.

Over time, historic structure interiors would be preserved or restored to period of significance conditions, furnished with historic materials as appropriate, and incorporated into the interpretive program of the park.

Museum Collection:

Museum objects would continue to be exhibited at the main house with accessibility provided by guided house interpretive tour. Increased access to information and artifacts contained in the museum collection would be available to visitors via high quality museum and interpretive displays at the new visitor center, the expanded visitor information station, and to a wider audience through the internet. Historic structures may be furnished with museum objects as determined appropriate for exhibit in non-climate-controlled environments.

Staffing and Operational Details:

The addition of new staff and facilities would increase administration and support services responsibilities. It is anticipated that one additional full time administrative assistant position would be needed to address the additional responsibilities.

Maintenance responsibilities increase due to the addition of additional interpretive trails and off site facilities. It is anticipated that one additional full time maintenance position would need to be added over time to address the increased work load. Volunteers could help supplement the maintenance function to a significant degree.

Resources management responsibilities would increase in response the addition of facilities, more visitors, and coordination of NEPA and Section 106 compliance procedures associated with the proposed developments. It is anticipated that one additional staff member will be required to fulfill the increased natural resource monitoring and management, NEPA compliance, and cultural landscape management responsibilities. Volunteers would play an essential role by helping to measure and document natural and cultural resource conditions on a regular basis.

The creation of additional intellectual access points at on site and off site locations and the aging of the museum collection would increase work load for museum and curatorial staff. It

is anticipated that one additional full time position would be needed to address the increased work load. This alternative relies heavily on professionally trained volunteers to fulfill the preservation responsibilities of the park.

Responsibility of the interpretive staff is increased by the addition of the visitor center and the need to coordinate an extensive volunteer and friends group network. It is anticipated that one additional position will be needed to address the increased work load and potentially staff new facilities. Volunteers would continue to make a very significant contribution to the interpretive program efforts of the park.

More visitors, facilities, and land would require the addition of a full-time law enforcement ranger to properly enforce park regulations.

Boundary Expansion:

If necessary, a Congressionally legislated boundary expansion of 3 to 5 acres would be undertaken to help facilitate the selection and acquisition of an appropriate site for the visitor center. Given the unpredictable availability of funding and property, an exact location for the visitor center and parking area is not identified at this time; however, any selected site would be located west of Highway 25 and south of Little River Road in the Village of Flat Rock.

Approximately 110 acres are identified outside the existing boundary where development could negatively impact the historic character of the park (Figure 2-h). Because these areas are located outside the existing boundary, the park has very little influence over how they might be developed. A boundary expansion would allow the park to protect these properties through the purchase of development easements or fee simple purchase. Any property or easement acquired under an expanded boundary authorization would occur under a willing seller/willing buyer arrangement without the exercise of eminent domain.

Needed or Allowable Changes

Visitor Experience:

The Paths of Discovery alternative would create opportunities for visitors to access more of the park by foot. By increasing access to historic views and placing interpretive information along walking routes, visitors are encouraged to learn more about Carl Sandburg and participate in other interpretive activities at the park.

While the primary visitor experience will remain focused on the park’s cultural and historic resources, many local visitors will use the park for its recreational value. The presence of more people walking in the park may reduce opportunities for solitude or a contemplative experience at certain times of the day or season.

The visitor contact area in the basement of the main house would remain in place. However, the expanded visitor information station would become the main orientation point for visitors entering the main house and barn areas. Visitor services available at the facility would include a staffed information desk, house tour ticket sales, access to program information and activity registration, distribution of park maps, coordination of shuttle service, environmentally controlled exhibit space, interpretive displays, comfort station, and book sales.

High quality interpretive, exhibit, and visitor information services would be provided at a new visitor center located on a site outside of the currently authorized boundary. Some visitor's park experiences may begin at the visitor center rather than the visitor contact station at the park.

Cultural and Natural Resources:

To accommodate the new interpretive trail, the visitor services zone extends in a narrow band outside the fence line along Little River Road and parallel to the back drive. Some of the land within this zone would be graded to accommodate the new trail and interpretive stations. The visitor services zone in this alternative contains approximately 6 more acres than the other alternatives.

The construction of new trails would not occur in the historic interaction or historic discovery zones unless such trails existed during the period of significance. The sensitive siting of additional interpretive waysides and benches along historic trails in the historic interaction zone would occur. Visible interpretive media, trail side benches, trash cans and other nonessential visitor services infrastructure would be removed, if present, from the historic discovery zone. Trail amenities would not be placed on granite rock domes or the edges of granite rock domes.

The existing comfort station near the Sandburg Home would be replaced by a more functional facility. Design alternatives would be developed in a more detailed planning document and coordinated with the State Historic Preservation Officer and the public as required by NEPA and NPS policy.

The existing amphitheater near the main house would be replaced by a new facility constructed at one of the three sites identified in this GMP. The landscape of the old amphitheater would be restored to period of significance conditions. Design alternatives for the new amphitheater would be developed in a more detailed planning document and coordinated with the State Historic Preservation Officer and the public as required by NEPA and NPS policy.

The visitor parking and entrance area on Little River Road would be redesigned and enlarged to accommodate 10 additional vehicles. Design alternatives for these improvements

would be proposed in a Development Concept Plan and coordinated with the State Historic Preservation Officer and the public as required by NEPA and NPS policy.

All administrative and maintenance operations based in historic structures, with the exception of the visitor contact area and bookstore in the main house basement and the ranger residence in the farm manager's house would be relocated to the park services or visitor services zones over time. Facilities in the park services zone would be expanded as necessary to accommodate the relocated functions.

Prescriptive Management Zones

Figure 2-h shows the arrangement of PMZs for the Paths of Discovery alternative. Approximate distribution of PMZs for the alternative is:

- 181 acres (68.5%) - Historic Discovery Zone
- 64 acres (24%) - Historic Interaction Zone
- 1 acre (~.5%) - Amphitheater Relocation Zone
- 15 acres (6%) - Visitor Services Zone
- 3 acres (1%) - Park Services Zone

Maintaining the pastoral character of the landscape is an important aspect of this alternative and approximately 68.5% of the park is located within the historic discovery zone where changes to it are minimized. Most woodland trails on the site appear as they did during the period of significance.

To accommodate the new interpretive connector trail, the visitor services zone is increased by approximately 6 acres over the other alternatives.

A 3 acre park services zone is placed in the northwest corner of the park to accommodate the existing administrative, museum preservation, and maintenance facilities. The park services zone is slightly smaller in this alternative to make room for the new interpretive trail and corresponding visitor services zone corridor.

Phased Implementation

A phased implementation strategy for the Paths of Discovery alternative is recommended. While it is recognized that unforeseen opportunities or obstacles may necessitate deviation from the suggested plan, the plan does provide a general implementation strategy and timetable for use in comparing the alternatives.

Phased implementation would occur over four five-year phases.

Phase I: 1 to 5 years

Phase 1 concentrates on implementing recommendations that are cost effective and provide relatively fast relief from

pressing park problems. The main goal of this phase is to address the park’s immediate needs while beginning the information gathering and implementation planning processes that will eventually address more complex issues. Important accomplishments of Phase 1 are:

- boundary expansion legislation
- Development Concept Plan for visitor parking area including conceptual schematics for expansion of the visitor contact station.
- replace trailer restroom with new structure
- creation of additional parking spaces in visitor parking area
- implementation planning for web site and associated information database. Web site development, data collection, and processing begins.
- explore and develop potential partner relationships that could lead to creation of visitor center and interpretive trail
- protect up to 30 acres of the most vulnerable adjacent property by easement or fee simple purchase

Phase 2: 5 to 10 years

The focus of phase 2 is to create additional interpretive venues and enhanced interpretation and museum programs. Implementation planning for the visitor center should begin in this phase. Important accomplishments of Phase 2 are::

- construction of expanded visitor contact station in accordance with DCP
- web site and data base fully operational
- partnerships in place to allow visitor center and interpretive trail planning to commence
- protect up to 30 additional acres of the most vulnerable adjacent property by easement or fee simple purchase

Phase 3: 10 to 15 years

The focus of phase 3 is to consolidate progress made in previous phases and begin implementation of visitor center:

- acquire site for visitor center
- relocate amphitheater
- Development Concept Plans for visitor center and interpretive trail
- construct visitor center and integrate into interpretive program of park
- protect up to 10 additional acres of the most vulnerable adjacent property by easement or fee simple purchase

Phase 4: 15 years to 20 years and beyond

The focus of phase 4 is to work towards complete implementation of the alternative by:

- construct interpretive trail and integrate into interpretive program of park
- hire and train staff to ensure long term success of alternative
- evaluate progress and revise strategies for complete implementation of alternative if necessary
- protect remaining vulnerable adjacent property by easement or fee simple purchase

Cost Estimate

Figure 2-i presents a rough estimate of the implementation and long term operating and maintenance costs associated with the alternative.

Costs associated with protecting the 110 acre boundary expansion are indicated as a range and not incorporated into the total figures because they will vary based on the protection measure employed. While most areas may be adequately protected by acquiring easements or development rights, fee simple acquisition of property should remain a management option.

In general, costs were developed using conceptual-type (class “C”) estimates for Fiscal Year 2001. These costs include allowances for design, project supervision, installation/ construction, and contingencies. More detailed and accurate cost estimates would need to be developed when the park is closer to implementing individual actions.

The costs shown are provided as an aid for comparing the alternatives and should not be used for budgetary purposes.

Implementation Action	Estimated Development Cost	Annual Cost
New trail design and const., interp. media and other trail amenities	\$ 378,000	\$ 15,000
Amphitheater relocation and site restoration	\$ 55,000	\$ 1,000
Comfort station	\$ 75,000	\$ 3,000
Staffing		\$ 280,000
Visitor information station renovation	\$ 383,000	\$ 8,000
Visitor center	\$ 2,900,000	\$ 65,000
Visitor parking area expansion	\$ 74,000	\$ 1,000
Volunteer parking area expansion	\$ 10,000	\$ 1,000
Total	\$ 3,875,000	\$ 374,000
Protection of properties located in boundary expansion	\$ 300,000 to \$ 2,250,000	0 to \$10,000

PD_CostTableErgs

Figure 2-i. Paths of Discovery Cost Estimate

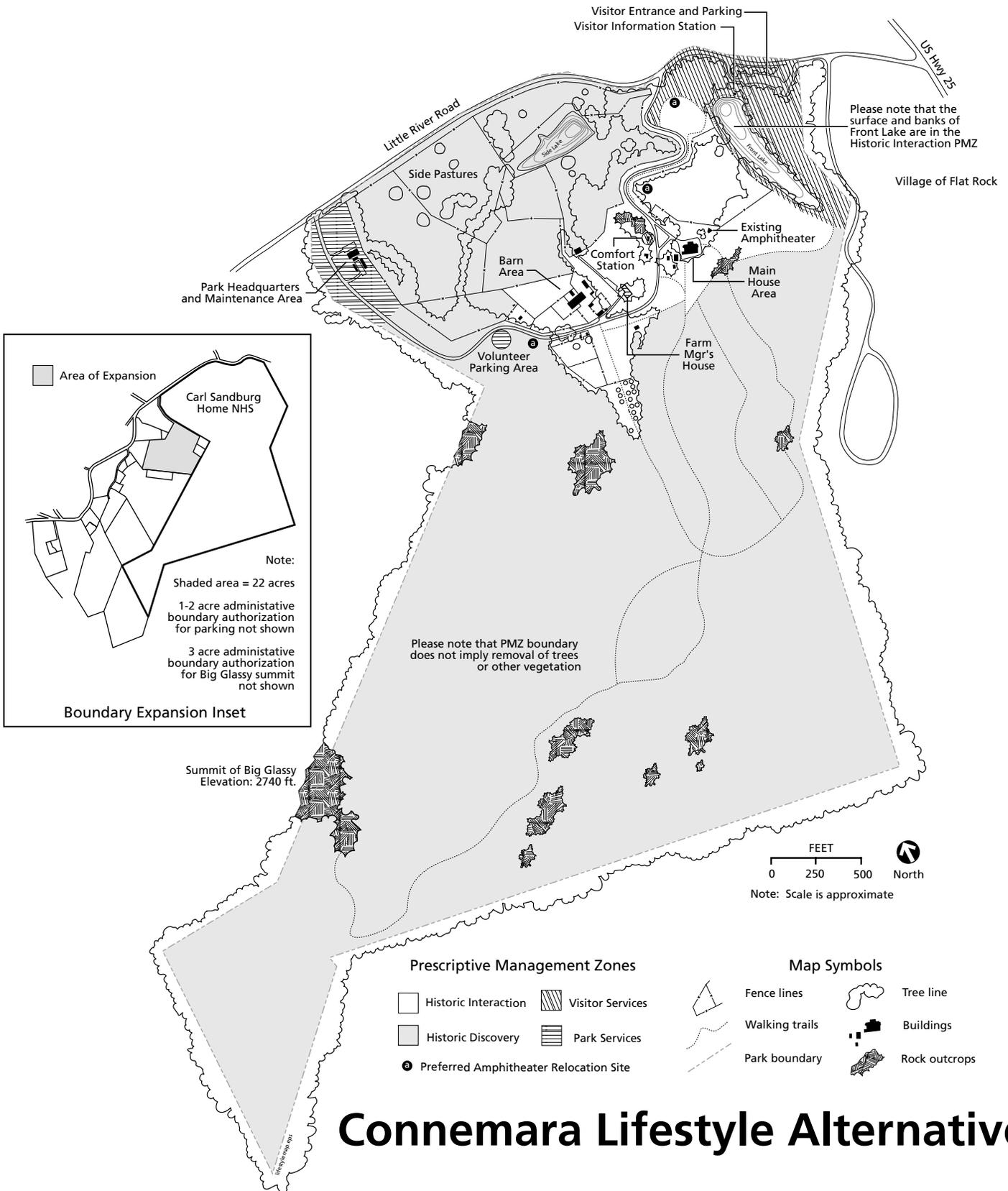


Figure 2-j. Connemara Lifestyle Prescriptive Management Zones

Connemara Lifestyle Alternative

Concept Description

In the Connemara Lifestyle alternative, visitors would experience Connemara much as Carl Sandburg knew it. Park management would concentrate its efforts and resources on maintenance of the site's historic landscape, structures, and furnishings and providing high quality interpretive programs on site and at local schools. Prescriptive management zones for the alternative are shown in Figure 2-j.

Primary access to the objects and information contained in the museum collection would occur at the main house, the expanded visitor information station, and through the internet or other mass media formats. Opportunities for access to objects and information would be greater than existing conditions but less than the Sandburg Center or Paths of Discovery alternatives.

An improved visitor information station in the visitor services zone, expansion of the existing parking area, and additional NPS controlled parking area outside the currently authorized boundary of the park would improve the parks ability to serve park visitors.

The Connemara Lifestyle alternative acknowledges the uncertainty of receiving significantly increased federal funding by taking a more conservative approach than the Sandburg Center or Paths of Discovery alternatives to new infrastructure, staff increases, and added maintenance responsibilities.

Alternative Highlights and Details

Visitor Center:

A visitor center is not proposed in this alternative.

Historic Structures:

All administrative and maintenance operations based in historic structures, with the exception of the visitor contact area and bookstore in the main house basement and the ranger residence in the farm manager's house would be relocated to the park services or visitor services zones. Historic structure interiors would not be rehabilitated for multiuse interpretive areas in this alternative with the exception of the previously rehabilitated main house garage.

Over time, historic structure interiors would be preserved or restored to period of significance conditions, furnished with historic materials as appropriate, and incorporated into the interpretive program of the park.

Museum Collection:

Museum objects would continue to be exhibited at the main house with accessibility provided by guided house interpretive

tour. Increased access to information and artifacts contained in the museum collection would be provided via high quality museum and interpretive displays at the expanded visitor information station, through the internet, and using partnerships with other cultural resource entities. Historic structures may be furnished with museum objects determined appropriate for exhibit in a non-climate-controlled environment. The amount of museum exhibit space created in the Connemara Lifestyle alternative would be greater than the no-action alternative but significantly less than either the Sandburg Center or Paths of Discovery alternatives.

Walking Trails:

The construction of additional trails is permitted in the visitor services zone. Additional walking trails would not be developed in the historic discovery or historic interaction zones unless they existed during the period of significance. Walking trails are not permitted in the park services zone. Walking trails are only permitted in the amphitheater zone as a means to connect the facility to the main pedestrian circulation system of the park.

Interpretive waysides and directional signage:

To help orient and direct newly arrived visitors, the presence of interpretive waysides and directional signage in the visitor services zone would be increased over the existing conditions.

The presence of interpretive waysides would decrease in the historic interaction zone over the existing conditions for this alternative. As directed in the historic interaction zone description, the exact number and placement of waysides and directional signage would be implemented in a manner that minimized their visual impact on the historic scene.

Interpretive waysides present in areas designated historic discovery zone would be removed or relocated to the visitor services zone. Directional signage in the historic discovery zone would be reduced to the number essential for visitor safety.

Staffing and Operational Details:

Administration and support services personnel continue to provide adequate supervisory management and/or administrative support for park personnel and activities without increasing staff levels.

Maintenance staff continues to perform all of the maintenance responsibilities associated with the park. Current staffing levels are unchanged. Volunteers supplement the maintenance function.

Resources management staff increase by 1 position to accomplish the NEPA and Section 106 compliance, safety

management, natural and cultural resource inventory and monitoring responsibilities. More visitors result in a gradually increasing work over time but staff is able to adapt by limiting its operation to the most essential functions and improving efficiency through new technology.

The creation of additional intellectual access points and the aging of the museum collection would increase work load for museum and curatorial staff. It is anticipated that one additional full time position would be needed to address the increased work load. This alternative relies heavily on volunteer labor to fulfill the preservation responsibilities of the park.

The park interpretive staff continues to provide high quality visitor interpretation services to people on site and in local community. It is anticipated that one additional full time position would be needed to address the increased work load. Volunteers continue to make a critical contribution to the interpretive program efforts of the park.

More visitors and land would require the addition of a full-time law enforcement ranger to properly enforce park regulations.

Boundary Expansion:

A Congressionally legislated boundary expansion of up to 1 to 2 acres would be undertaken to facilitate the selection and acquisition of an appropriate site for the parking area. Also, interest in a 22 acre property near back gate and authorization for three acres near the summit of Big Glassy are desired to protect scenic views (Figure 2-k) are identified. A boundary expansion would allow the park to protect these areas by purchase in fee simple, easement, or the acquisition of development rights. Any interest in property acquired under an expanded boundary authorization would occur under a willing seller/willing buyer arrangement without the exercise of eminent domain.

Needed or Allowable Changes

Visitor Experience:

NPS quality guided interpretive programs would continue to be the central focus of the visitor experience. The basement of main house will continue to function as an information and contact station, bookstore, and assembly point for house tours.

The park entry experience will be made safer and more convenient by improving vehicle and pedestrian circulation, increasing the number of parking spaces near Front Lake, and providing more opportunities to become oriented to the site before entering the historic areas.

The expanded visitor information station would become the main orientation point for visitors prior to entering the main

house and barn areas. Visitor services available at the facility would include but not be limited to a staffed information desk, house tour ticket sales, access to program information and activity registration, distribution of park maps, coordination of shuttle service, environmentally controlled exhibit space, interpretive displays, comfort station, and book sales.

Cultural and Natural Resources:

The existing visitor information station would be enlarged to provide additional interpretive, and information capabilities. Design alternatives would be developed in a more detailed planning document and coordinated with the State Historic Preservation Officer and the public as required by NEPA and NPS policy.

An additional parking area located on a site outside of the currently authorized boundary would be created. Funding and management responsibility for facility would be the responsibility of the NPS. The facility would be located within walking distance of the park.

All administrative and maintenance use of historic structures in the historic interaction and historic discovery zone would be moved to the park services zone over time. Facilities in the park services zone would be expanded as necessary to accommodate the relocated functions.

The historic landscape would be maintained to reflect the period of significance to the greatest extent possible. The most appropriate landscape treatments and maintenance techniques would be detailed in a cultural landscape report or similar implementation level plan.

Existing interpretive waysides and benches along historic trails in the historic interaction zone would remain. No additional non-historic interpretive materials would be placed in the historic interaction zone in this alternative. Visible interpretive media, trail side benches, trash cans and other nonessential visitor services infrastructure would be removed, if present, from the historic discovery zone. Additional interpretive waysides would occur in the visitor services zone. The appropriate number and location for these elements would be determined in a comprehensive interpretive master plan, cultural landscape report, trail management plan, or Development Concept Plan. Trail side amenities would not be placed on granite rock domes or the edges of rock domes.

Prescriptive Management Zones

Figure 2-j shows the arrangement of PMZs for the Connemara Lifestyle Alternative. Approximate distribution of PMZs for the alternative is:

- 226 acres (85%) - Historic Discovery Zone
- 25 acres (10%) - Historic Interaction Zone
- 1 acre (~.5%) - Amphitheater Relocation Zone

- 8 acres (3%) - Visitor Services Zone
- 4 acres (1.5%) - Park Services Zone

Preserving the historic character of the park in a manner that looks and feels authentic to the period of significance is a very important aspect of this alternative. To reinforce this goal, approximately 85% of the park is placed in the historic discovery zone where fewer non-period of significance changes are permitted. All woodland trails, including the Big Glassy National Recreation Trail, appear as they did during the Sandburg residency.

A visitor services zone of approximately 8 acres is placed in the northeast corner of the park to accommodate the existing parking area, the non-historic loop trail around Front Lake, and an expanded visitor contact station.

A 4 acre park services zone is located the northwest corner of the park to accommodate the existing administrative and maintenance facilities and the consolidation of relocated park service operations from the historic interaction zone.

Phased Implementation

A phased implementation strategy for the Connemara Lifestyle alternative is recommended. While it is recognized that unforeseen opportunities or obstacles may necessitate deviation from the suggested plan, the plan does provide a general implementation strategy and timetable for use in comparing the alternatives.

Phased implementation would occur over four five-year phases.

Phase I: 1 to 5 years

Phase I concentrates on addressing the park’s immediate needs while beginning the information gathering and implementation planning processes that will eventually address more complex issues. Important accomplishments of Phase I are:

- boundary expansion legislation
- Development Concept Plan for visitor parking area
- protect the 25 acre adjacent property by easement or fee simple purchase

Phase 2: 5 to 10 years

The focus of phase 2 is to provide additional visitor service infrastructure and begin planning for visitor contact station expansion. Important accomplishments of Phase 2 are::

- construct additional parking spaces in visitor parking area
- design and construction of new structure to replace trailer restroom
- planning and implementation of web site and associated

information database. Web site development, data collection, and processing begins.

Phase 3: 10 to 15 years

The focus of phase 3 is to implement visitor contact station expansion.

- design and construction of visitor contact station expansion
- relocate amphitheater

Phase 4: 15 years to 20 years and beyond

The focus of phase 4 is to consolidate efforts of previous phases and work towards complete implementation of the alternative by:

- evaluate progress and revise strategies for complete implementation of alternative if necessary

Cost Estimate

Figure 2-k presents a rough estimate of the implementation and long term operating and maintenance costs associated with the alternative.

Cost associated with protecting the 25 acre boundary expansion is indicated as a range and not incorporated into the total figures because the protection measure employed may be through easement or fee simple purchase.

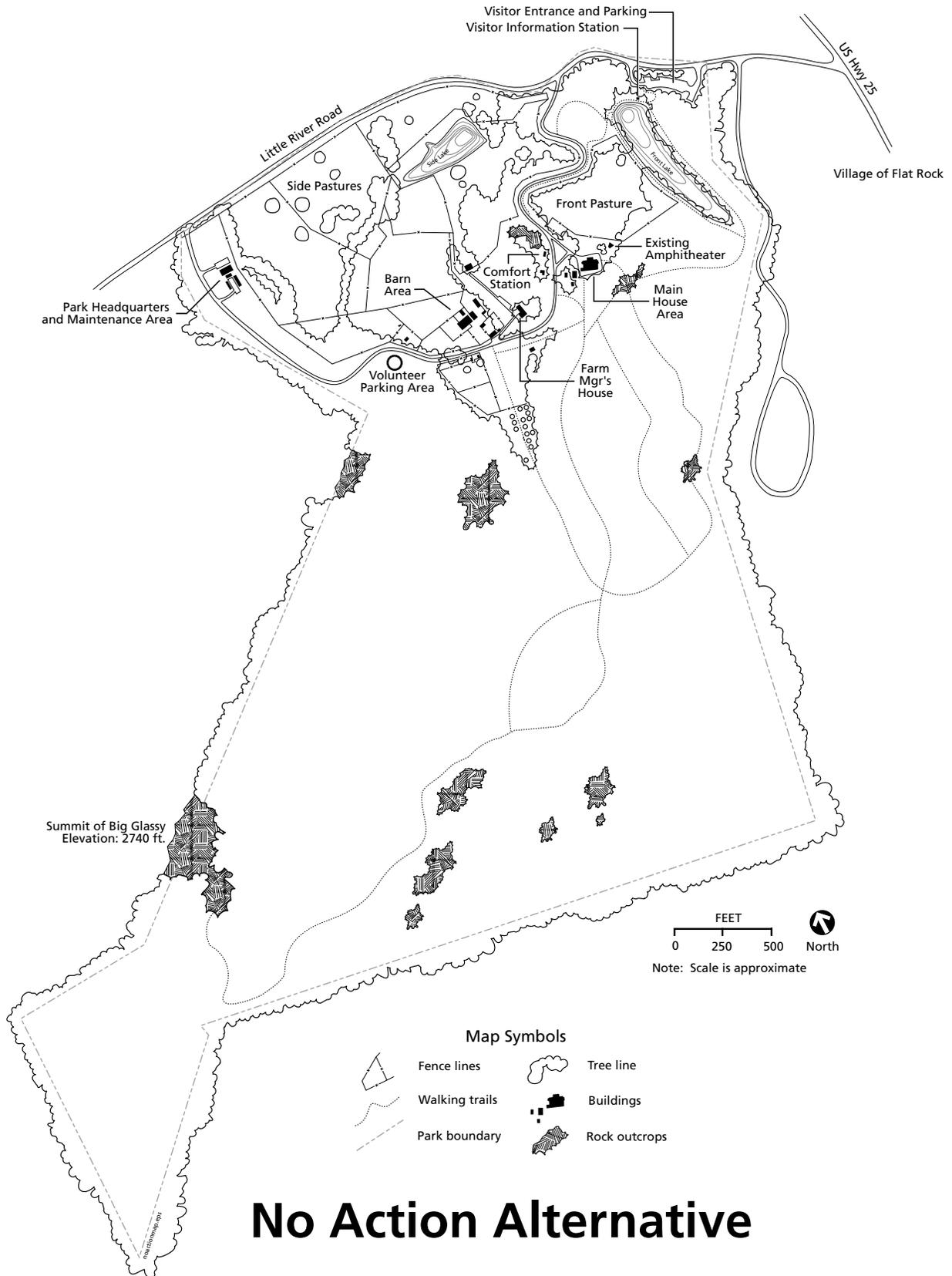
In general, costs were developed using conceptual-type (class “C”) estimates for Fiscal Year 2001. These costs include allowances for design, project supervision, installation/ construction, and contingencies. More detailed and accurate cost estimates would need to be developed when the park is closer to implementing individual actions.

The costs shown are provided as an aid for comparing the alternatives and should not be used for budgetary purposes.

Implementation Action	Estimated Development Cost	Annual Cost
Additional outdoor interpretation media and other trail amenities	\$43,000	\$ 1,000
Amphitheater relocation and site restoration	\$ 55,000	\$ 1,000
Comfort station	\$ 75,000	\$ 3,000
2 acre off-site visitor parking area	\$ 87,000	\$ 1,500
Staffing		\$ 160,000
Visitor information station renovation	\$ 383,000	\$ 8,000
Visitor parking area expansion	\$ 74,000	\$ 1,000
Volunteer parking area expansion	\$ 10,000	\$ 1,000
Total	\$ 727,000	\$ 176,500
Protection of properties located in boundary expansion	\$ 7,000 to \$ 450,000	0 to \$10,000

Figure 2-k. Connemara Lifestyle Cost Estimate

D:\CostTables



No Action Alternative

Figure 2-I. Existing Conditions / No-Action Alternative

No Action Alternative

Concept Description

For analysis purposes, a no-action alternative is described in the plan. The no-action alternative serves as a base line measurement for comparing the resource conditions and visitor experiences prescribed by the three alternative management concepts. The conditions and trends listed below would be maintained in the no-action alternative.

- The park is expected to be funded and staffed at a level comparable to current conditions. Park management continues to be an active, responsible, and contributing member of the local community.
- Current parking area remains the same size and while the shared parking agreement with Flat Rock Playhouse continues in effect, availability of open spaces in the playhouse lot lessens as their performance schedule grows. The number of parking spaces in the existing parking area is slightly increased by restriping, however the number of additional spaces realized from this effort does not satisfy peak demand.
- Amphitheater remains in its present location near the main house. Facility is maintained but not improved or enlarged.
- Trailer restroom continues to serve visitors in its present condition and location. Facility is maintained but not improved or enlarged.
- High quality interpretive tours and programs continue to be provided at main house area, amphitheater, barn area, and in local schools.
- Historic artifacts and archival materials continue to be professionally cared for and preserved in the museum preservation center. Museum objects are exhibited at main house and in some historic structures.
- Existing trails are maintained and managed in current conditions. Granite rock domes are protected from excessive recreational use.

A detailed description of existing conditions is presented in Chapter 3, Affected Environment.

Prescriptive Management Zones

Prescriptive management zones are not used in the no-action alternative. Park management continues to be guided by the 1971 master plan, 1977 Development Concept Plan, and 1996 amendment to master plan. Figure 2-1 shows existing conditions at the park.

Needed or Allowable Changes

The no-action alternative describes a future condition which might reasonably result from the continuation of current management policies. As such, new programs, activities, or developments that cause significant change are not considered in this alternative.

Cost Estimate

No additional costs are associated with the no-action alternative because it does not propose significant changes from existing conditions.



Photograph by Katie Bemislerfer

Summary and Comparison

Comparison by Major Decision Points

Figure 2-m summarizes the differences between alternatives by contrasting the approach and degree to which each addresses the Major Decision Points developed in Chapter I.

Comparison by Alternative Highlights

Figure 2-n summarizes the differences between alternatives by contrasting their major features and highlights.

Assessment Process and Selection of Preferred Alternative

The term “factor” as defined in this plan is a category of environmental conditions used to describe potential environmental impacts. Factors were identified by the planning team through an in-depth review of the comments and concerns expressed during scoping.

Guided by policy and public input, the planning team established criteria representing the most preferred condition for each factor. A minimum criterion was established when appropriate and generally reflects the minimum standard established by Federal Law or NPS policy. Criteria for each factor are detailed in Chapter 4, Environmental Consequences. The alternatives were then assessed for their ability to achieve the preferred condition in each factor. Alternatives were not required to fully achieve the most preferred condition in every factor to be considered viable. Each alternative was, however, required to meet the minimum criterion for every factor in order to be considered viable.

Scale of Assessment:

The following scale was used to assess the ability of each alternative to achieve the most preferred condition for each factor.

- **Exceptional** – results of implementing the alternative clearly meet and exceed the high criteria. An assessment of exceptional is the most desirable assessment and indicates that implementing the alternative would most likely result in a highly desirable, unique, or beneficial environmental condition readily noticed by visitors.
- **Moderate** – an assessment of moderate is a positive assessment indicating that implementing the alternative would result in conditions which generally satisfy the high criteria for the factor, but do so in a way that would not be noticed by most visitors.
- **Minor** – results of implementing the alternative do not satisfy conditions described in the high criteria for the factor but clearly exceed minimum criteria and fall well short of resource impairment. An assessment of minor is

a neutral assessment acknowledging a less than optimum environmental condition that can be successfully managed to minimize its impact on visitor experience or resource protection goals.

- **Negligible** – results of implementing the alternative are notably less than the preferred condition but still exceed minimum criteria for the factor and do not cause resource impairment. An assessment of negligible generally indicates some visitors may perceive an environmental condition associated with implementation of the alternative as a distraction, inconvenience, or unfulfilled desire.

Selection of a preferred alternative was accomplished using a Choosing by Advantages (CBA) value analysis - a decision making process based on the advantages of different alternatives for a variety of factors.

In this plan, advantages were determined by measuring the difference between assessments for each factor among the alternatives. A most important advantage was selected from the compiled list of advantages and assigned a score of 100. The remaining advantages were then given importance values relative to the most important advantage and totals were compiled for each alternative.

Individual assessments for each factor and alternative are documented in Chapter 4, Environmental Consequences. A summary the factors and importance values used in the analysis is shown in Figure 2-o. It should be noted that the importance values shown for each alternative represent the specific advantages of one alternative over another relative to a single factor. Importance values in the figure are not intended to imply that one factor is more important than another.

Selection of Environmentally Preferred Alternative

The environmentally preferred alternative is the alternative that best promotes the national environmental policy as expressed in NEPA; is determined to cause the least damage to the biological and physical environment; and best protects, preserves, and enhances the historic, cultural, and natural resources of the park. Based on the CBA process, which incorporated the most important environmental impact issues into its assessment and analysis, the Sandburg Center alternative is considered to be the environmentally preferred alternative because it achieved the highest total importance value.

Major Decision Points	Sandburg Center Alternative	Paths of Discovery Alternative	Connemara Life-style Alternative	No Action
1. To what degree should the need or demand for recreation activity be accommodated at the park?	Opportunities for walking and hiking provided. Recreational activities that compromise the hist. integrity of the site are controlled			Walking and hiking are loosely integrated into the overall park interpretive program. User conflicts continue to be a management concern.
	New trails not constructed in Historic Discovery or Historic Interaction Zone.			
2. Is visitor use better controlled using single or multiple access points?	Primary emphasis is placed on increasing interpretation and other opportunities that educate visitors about the life and works of Sandburg.	Walking and hiking is an important vehicle for exposing park visitors to the Sandburg Story. Visitor Services Zone expanded to accommodate a sensitively designed interpretive connector trail that increases walking and hiking opportunities within the park.	Primary emphasis is placed on maintaining the historic scene and character of the park. Opportunities for walking and hiking are closely monitored and use regulated to limit visual impact on the historic scene.	Multiple unofficial access points continue to be a management concern.
	Walking and hiking considered an important but secondary method of delivering the interpretive message to visitors.	Unofficial access points are closed.		
3. To what degree can or should the park rely on Public/Private partnerships to procure the necessary resources to manage the park?	Visitors arrive and enter the park through the main entrance only. The off-site visitor center provides an additional contact point but visitors still enter the NHS through the main gate.	Visitors arrive and enter the park through the main entrance or a secondary pedestrian access point at the back gate. The off-site visitor center provides an additional contact point but visitors still enter the NHS through the main entrance or the secondary pedestrian access point.	Visitors arrive and enter the park through the main entrance only.	Success of alternative is moderately dependent on the Park's ability to establish and maintain strong partnerships.
	Partner relationships continue to be an important park and community asset			
4. Can the park continue to provide quality visitor services and protect cultural and natural resources of the park within the existing boundary of the park? Is a boundary expansion needed, and if so, how much and for what purpose?	Success of alternative is moderately dependent on the Park's ability to establish and maintain strong partnerships.	Success of alternative is highly dependent on the Park's ability to establish and maintain strong partnerships.	Success of alternative is slightly dependent on the Park's ability to establish and maintain strong partnerships.	Success of alternative is moderately dependent on the Park's ability to establish and maintain strong partnerships.
	Success of alternative is dependent on a boundary expansion. Approximately 3 to 5 acres needed to accomplish the critical parking and visitor center goals of the alternative. Approximately 110 acres need additional protection	Success of alternative is dependent on a boundary expansion. Approximately 3 to 5 acres needed to accomplish the critical parking and visitor center goals of the alternative. Approximately 110 acres need additional protection	Success of alternative is not significantly dependent on a boundary expansion although a boundary expansion of approximately 1 to 2 acres is recommended to accommodate an off-site parking area. Approximately 25 acres need additional protection	
5. How extensive a role should the park play in interpreting the Sandburg legacy to people beyond the boundary of the park?	Park reaches out to a national, regional, and local audience.	Park reaches out primarily to a regional and local audience.	Park reaches out primarily to a local audience.	Park continues to provide high quality interpretive programs to primarily local and occasionally regional or national audiences.

Decision_Points_Table.eps

Figure 2-m. How Alternatives Address Major Decision Points

Feature or Highlight	Sandburg Center Alternative	Paths of Discovery Alternative	Connemara Life-style Alternative	No Action
1. Provides additional parking	10 additional parking spaces created by expansion of existing visitor parking area near Front Lake (contingent on relocating bus parking).			No additional parking
	Additional parking provided in association with visitor center at location outside existing boundary of park		Additional parking at 1 to 2 acre location outside existing boundary of park	
2. Size of and purpose for proposed boundary expansion	Up to 110 acre expansion for scenic view and resource protection		Up to 25 acre expansion for scenic view and resource protection	No boundary expansion proposed
	3 to 5 acres for visitor center and parking area		1 to 2 acres for parking area	
3. Visitor Center	Owned and operated by NPS or in partnership with others at location outside existing boundary of park		No visitor center proposed	
4. Improved Visitor Information Station in Visitor Services Zone	Existing facility renovated and expanded to provide additional on-site interpretive opportunities and improve visitor orientation			No improvement proposed
5. Provides additional multi-purpose areas for interpretation and museum programs	Visitor center includes additional multiuse program areas		Visitor center not proposed	
	Additional areas included in visitor information station renovation			No additional program areas
	Additional program areas provided at select historic structures	Additional multiuse interpretive program areas not proposed in historic structures		
6. Provides additional walking trails	Additional trails permitted in visitor services zone near Front Lake			No new trails proposed
	Connector trail not proposed	Adds a 3/4 mile long interpretive connector trail along Little River Road and Back Drive between visitor parking area and barn area	Connector trail not proposed	
7. Treatment of trailer restroom near residence	Replaces existing facility with sensitively designed new facility in same location			Existing facility remains in service
8. Places additional interpretive waysides in historic landscape	Additional interpretive waysides placed on trails near Front Lake in visitor services zone. Existing waysides removed from historic discovery zone			No additional waysides proposed
	Total number of waysides slightly more than existing conditions	Additional waysides on new pedestrian interpretive trail	Total number of waysides slightly less than existing conditions	Approximately 6 interpretive waysides currently on site
9. Additional staff required by full implementation of alternative	Up to 9 positions needed over time. Total number may be reduced by using trained volunteers	Up to 6 positions needed over time. Number may be reduced by using trained volunteers	Up to 3 positions needed over time. Number may be reduced by using trained volunteers	No addition of staff
10. Treatment of Amphitheater	Proposes new amphitheater of approximately the same size be constructed at one of three approved locations. Old site would be restored to period of significance condition.			Existing facility remains in service

Figure 2-n. Features and Highlights of Alternatives

FACTORS	ALTERNATIVES							
	Sandburg Center		Paths of Discovery		Connemara Lifestyle		Existing Conditions (No Action)	
	Advantage	Importance Value	Advantage	Importance Value	Advantage	Importance Value	Advantage	Importance Value
Preservation of historic building interiors	No advantage		Medium advantage	67	Medium advantage	67	Medium advantage	67
Introduction of non-contributing elements to the historic landscape	Small advantage	54	No advantage		Small advantage	54	Medium advantage	100
Opportunities for solitude or a contemplative experience	No advantage		No advantage		Medium advantage	74	Small advantage	48
Provides high quality facilities to support a variety of interpretation and museum programs	Large advantage	82	Medium advantage	62	Small advantage	37	No advantage	
Provides visitors with opportunities for personal contact with NPS personnel (staff or trained volunteer)	Small advantage	50	No advantage		No advantage		No advantage	
Provides opportunities for public access to museum collection and related information	Medium advantage	74	Small advantage	54	No advantage		No advantage	
Promotes continued learning and research of Carl Sandburg	Medium advantage	90	Small advantage	65	No advantage		No advantage	
Provides opportunity to link park themes with local, state, national and international education programs	Small advantage	40	No advantage		No advantage		No advantage	
Potential to preserve existing vegetation	No advantage		No advantage		No advantage		Medium advantage	52
Minimizes maintenance responsibility	No advantage		No advantage		Small advantage	28	Small advantage	28
Provides additional parking spaces	Medium advantage	70	Medium advantage	70	Medium advantage	70	No advantage	
Enhances employee, volunteer, and visitor safety	Small advantage	36	Small advantage	36	No advantage		No advantage	
Enhances energy conservation or reduces energy consumption	No advantage		No advantage		Small advantage	17	Small advantage	17
Provides additional opportunities for walking	Small advantage	29	Medium advantage	44	No advantage		No advantage	
Provides incentives for partnering with local governments, community groups, and individual citizens	No advantage		Small advantage	46	No advantage		No advantage	
Potential economic benefit to local community	Small advantage	15	Small advantage	15	No advantage		No advantage	
TOTAL RELATIVE IMPORTANCE VALUE		540		459		347		312

CBA_Summary.eps

Note: A "no advantage" advantage is represented in the importance value column by a blank cell

Figure 2-o. Factors, Advantages, and Importance Values of Alternatives