

STATE
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PARKS®

October 2008

ANDREW JOHNSON NATIONAL HISTORIC SITE

A Resource Assessment



National Parks Conservation Association®
Protecting Our National Parks for Future Generations

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Center for State of the Parks®

More than a century ago, Congress established Yellowstone as the world's first national park. That single act was the beginning of a remarkable and ongoing effort to protect this nation's natural, historical, and cultural heritage.

Today, Americans are learning that national park designation alone cannot provide full resource protection. Many parks are compromised by development of adjacent lands, air and water pollution, invasive plants and animals, and rapid increases in motorized recreation. Park officials often lack adequate information on the status of and trends in conditions of critical resources.

The National Parks Conservation Association initiated the State of the Parks program in 2000 to assess the condition of natural and cultural resources in the parks, and determine how well equipped the National Park Service is to protect the parks—its stewardship capacity. The goal is to provide information that will help policymakers, the public, and the National Park Service improve conditions in national parks, celebrate successes as models for other parks, and ensure a lasting legacy for future generations.

For more information about the methodology and research used in preparing this report and to learn more about the Center for State of the Parks, visit www.npca.org/stateoftheparks or contact: NPCA, Center for State of the Parks, P.O. Box 737, Fort Collins, CO 80522; phone: 970.493.2545; email: stateoftheparks@npca.org.

Since 1919, the National Parks Conservation Association has been the leading voice of the American people in protecting and enhancing our National Park System. NPCA, its members, and partners work together to protect the park system and preserve our nation's natural, historical, and cultural heritage for generations to come.

- * More than 340,000 members
- * 25 regional and field offices
- * More than 120,000 activists

A special note of appreciation goes to those whose generous grants and donations made this report possible: Dorothy Canter, Ben and Ruth Hammett, and anonymous donors.

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REPORT INTRODUCTION



Andrew Johnson National Historic Site in Greeneville, Tennessee, was established to commemorate the life of Andrew Johnson, the 19th-century politician who became the 17th president of the United States. During his time in public office he supported the passage of the Homestead Act; purchased Alaska from Russia for \$7.2 million (about two cents per acre); annexed Midway Island; oversaw the completion of the transatlantic cable from Europe;

pardoned all Confederate soldiers who had not been convicted of war crimes; and emancipated all enslaved peoples in Tennessee—among other actions.

Though his list of accomplishments is long and his presidency was notable for many reasons, Andrew Johnson came from humble beginnings. He was born in Raleigh, North Carolina, on December 29, 1808. His father died when Andrew was three years old and his

Johnson's family erected this monument to the late former president in 1878. After its placement, this hill in the cemetery became known as Monument Hill.

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The park includes Andrew Johnson National Cemetery.

poverty-stricken mother apprenticed him out to a tailor when he was nine. Johnson remained in Raleigh until the age of 15, when he fled his apprenticeship after a minor dispute with a neighbor led to a run-in with the law. He traveled extensively throughout North Carolina, South Carolina, Tennessee, and Alabama before settling in Greeneville, Tennessee, at the age of 17. Once in Greeneville, Johnson put his apprenticeship to good use and found work as a tailor. He married Eliza McCardle in 1827, and the couple had five children—Martha, Charles, Mary, Robert, and Andrew Jr. Lacking a formal education, Johnson credited his wife as instrumental in improving his literacy skills.

Johnson quickly established his own tailoring business, and in 1831 the young couple bought a small brick house on Depot Street near Johnson's shop. A respected businessman and a gifted orator, Johnson soon became a formidable political figure in the small town and beyond. From 1828 until his death in 1875, Johnson held public offices at nearly every level of government. He began his political career as an alderman of Greeneville, and

then served as mayor of the town before being elected to the state legislature. In 1843, Johnson was elected to the United States House of Representatives, left his job as a tailor, and became a full-time politician. Johnson staunchly supported the Democratic Party and the U.S. Constitution.

In 1851, while serving as a representative in Congress, Johnson bought property on present-day Main Street. Johnson and his family lived at this homestead until shortly after the outbreak of the Civil War, when they left Greeneville for Nashville, Tennessee. After the family's departure, the house was occupied by both Confederate and Union military forces during the war. Soldiers destroyed most of the original furniture and graffitied the walls of the house.

Andrew Johnson is a controversial historical figure, and debates about his racial views and actions during his presidency continue to this day. Although a Southerner by birth and a slave owner who supported pro-slavery legislation in Congress and later campaigned against the 14th amendment (intended to secure rights for former slaves), Johnson is best known for his unwavering support of the U.S. Constitution and his refusal to leave his Senate seat (he was elected to the U.S. Senate in 1857) when Tennessee seceded from the Union. President Lincoln appointed Johnson military governor of Tennessee in 1862, and in 1864 Johnson emancipated all enslaved peoples in the state. He was elected to serve as vice president during Lincoln's second term, put on the ballot for, among other things, being the only senator in the South who did not give up his seat in Congress during the Civil War and for sharing Lincoln's philosophy on how to restore the country after the war. Johnson assumed the presidency in 1865 after Lincoln's assassination.

Faced with the task of reconstructing the South, he became engaged in a battle with the Radical Republicans of the Northern states who had taken control of Congress. While the Radical Republicans wanted strict terms in

place for readmission of Southern states to the Union, Johnson supported Lincoln's more lenient plan to admit states back once one-tenth of the voters pledged an oath of loyalty. In response to Johnson's veto of several pieces of legislation, including the Civil Rights Act of 1866, and his later violation of the Tenure of Office Act, which stated that the president could not dismiss appointed officials without congressional approval, the Radical Republicans in the House of Representatives impeached Johnson. He was acquitted by one vote in the Senate.

Johnson left office in 1869 and sent his daughter Mary home to Greeneville to oversee the repair of the family property from damages incurred during its occupation by soldiers. He lived at this house for the next six years.

Although his presidential service was complete, it was not the end of Johnson's political career. He continued to run for seats in Congress, suffering defeats until being reelected to the U.S. Senate shortly before his death in 1875. He is the only U.S. president, to date, who has returned to the Senate.

With a copy of the U.S. Constitution and wrapped in the American flag, Johnson was buried on a tract of land he purchased in 1852, now known as Monument Hill for the monument Johnson's family erected in 1878. The Johnson family owned the cemetery until 1906, when the Department of War assumed jurisdiction of it.

SUPPORT FOR SITE PRESERVATION

Several of Johnson's descendants were instrumental in lobbying for creation of a national park to preserve his legacy. Grandson Andrew Johnson Patterson, his wife, Martha Barkley Patterson, and their daughter, Margaret Johnson Patterson Bartlett, were advocates for a park and began building a museum collection of the former president's possessions. In 1942, President Franklin D. Roosevelt established Andrew Johnson National Monument under

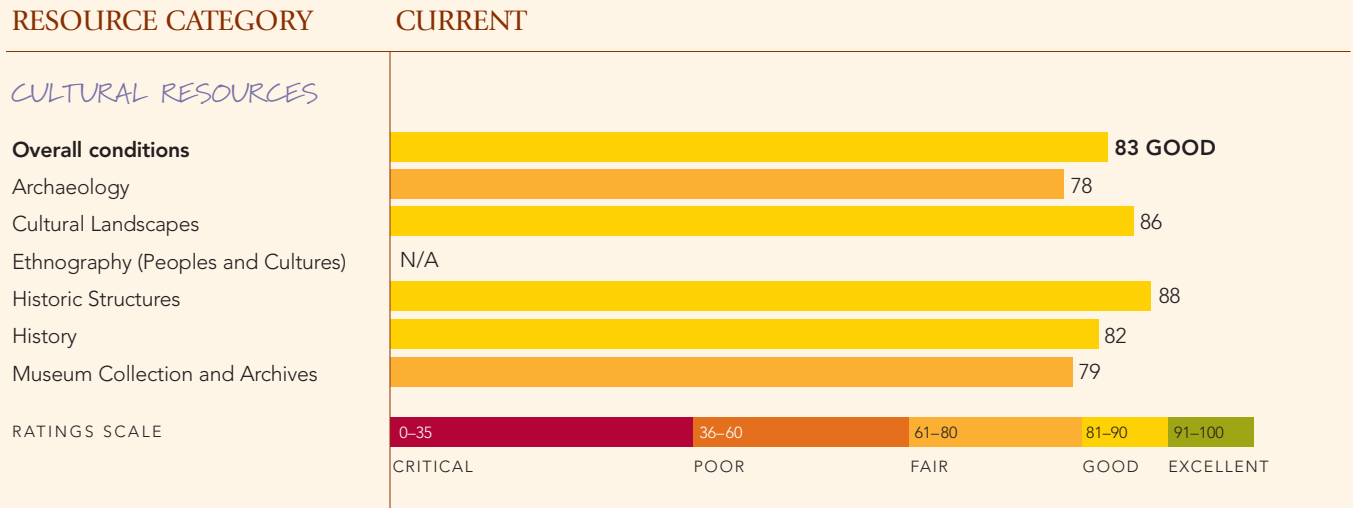
RESOURCE MANAGEMENT HIGHLIGHTS

- Park staff recently completed a museum collection management plan and are working on an updated administrative history. In addition, a professional conservator from Tuckerbrook Conservation prepared a draft maintenance plan for the national cemetery monuments, though the park needs funds to implement the plan.
- Andrew Johnson National Historic Site has a strong preventative maintenance program, which helps ensure historic structures get regular care and small problems do not turn into big ones. The park's chief of operations has hosted on-site preservation training for all staff as well as for Student Conservation Association volunteers.
- Park staff completed a number of important repair and rehabilitation projects recently, including replacing the roofs on the Homestead and Early Home, replacing the porch deck at the Homestead, rehabilitating sidewalks in the national cemetery, and straightening headstones in the cemetery.
- In preparation for the bicentennial of the former president's birth, the park partnered with Greene County Library to compile a bibliography of Andrew Johnson primary resource materials found in all locations throughout eastern Tennessee.



Maintaining historic structures such as Johnson's Early Home is an important responsibility of park staff.

Note: Critical information upon which the ratings are based is not always available, which can limit data interpretation to some extent. However, for Andrew Johnson National Historic Site, 100 percent of the cultural resources information was available.



The findings in this report do not necessarily reflect past or current park management. Many factors that affect resource conditions are a result of both human and natural influences over long periods of times, in many cases before a park was established. The intent of the Center for State of the Parks is to document the present status of park resources and determine which actions can be taken to protect them in the future.

the purview of the National Park Service. It now encompasses Johnson’s early home/tailor shop, his homestead, the national cemetery that contains his gravesite, and a visitor center (built in 1958). In December 1963, Congress changed the name of the park to Andrew Johnson National Historic Site. Margaret Bartlett served as hostess, guide, and consultant at the park until she retired in 1976.

In recognition of the important resources the park preserves, which are key parts of our shared national history, the National Parks Conservation Association’s Center for State of the Parks conducted an assessment to determine the condition of these resources.

RATINGS

Current overall conditions of the park’s known cultural resources rated a score of 83 out of 100, indicating “good” conditions. The scores for

cultural resources are based on the results of indicator questions that reflect the National Park Service’s own *Cultural Resource Management Guideline* and other policies related to cultural and historical resources (see “Appendix”). This is the highest overall cultural resources score for any park assessed by the Center for State of the Parks to date. Historic structures and cultural landscapes are well maintained, and the park has completed important historical research that allows staff to interpret the site’s significance to visitors. But understaffing as a result of insufficient funds has become a problem at the park, and staff are concerned that they will not be able to maintain resources in good condition without additional support.

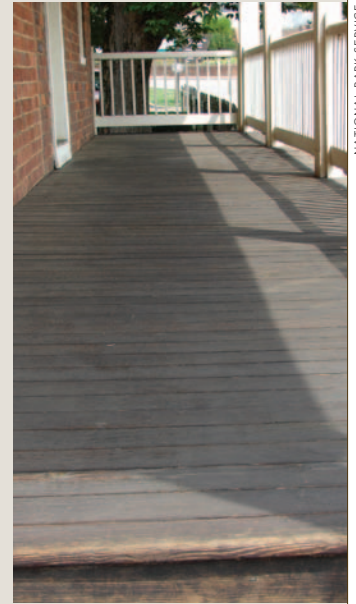
Andrew Johnson National Historic Site does not have significant natural resources, so none were evaluated as part of this assessment.

KEY FINDINGS

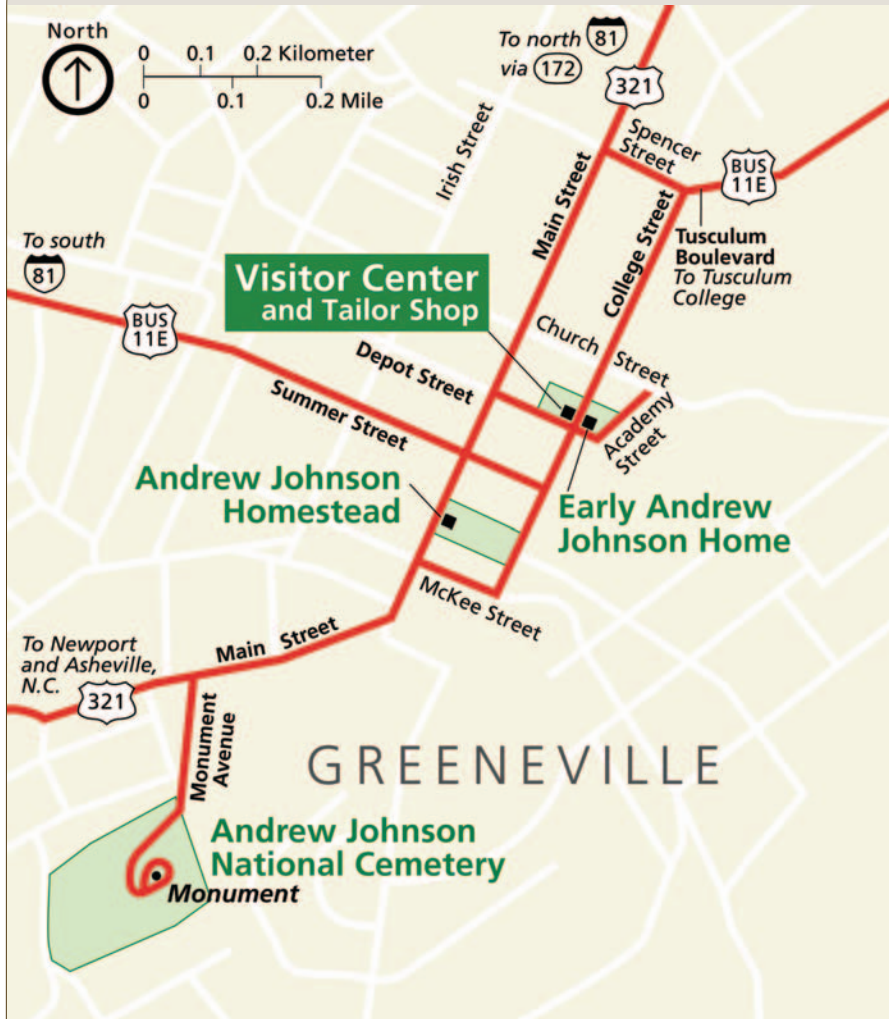
- Cultural resources at Andrew Johnson National Historic Site are in good condition overall, but park staff are concerned they will be unable to maintain them in this condition without additional funds and staff for resource management and preservation. Existing cultural resources management staff already must take time away from their duties to assist with interpretive and maintenance needs.
- Historic structures are the park's most important resources for interpreting the life and times of Andrew Johnson, so preserving those structures is crucial to the park's mission. Historic structures needing immediate attention are the 100-year-old wall surrounding the cemetery, which is 3,088 feet long and is rapidly deteriorating. The Andrew Johnson monument and several other monuments in the family burial site are also in need of repair because age has caused cracking and drainage problems. The park must receive funds before this work can be done. Funds are also needed to repair the National Cemetery Lodge's slate roof, to install cemetery handrails, to rehabilitate the wooden porches at the Early Home, and to repair the Homestead porch ceilings. Without repair, these are safety hazards to visitors and staff, and the resources will continue to incur more damage.
- The current staffing level of two full-time maintenance employees is inadequate to provide proper care for all resources, especially during the growing season when the grass surrounding more than 1,800 headstones in the national cemetery must be mowed. In addition, placing headstones above recent interments is substantially behind schedule because of

the lack of staff. The park is no longer able to hire seasonal maintenance staff on a contract basis, due to a change in contracting procedures, but in fiscal year 2008 the park received funds to hire a seasonal maintenance employee for six months. Funds to hire additional permanent maintenance staff have not been allocated.

- Additional studies and plans needed to help park staff best manage resources include a historic resource study that synthesizes all available historical information; a cultural landscape report for the Andrew Johnson Homestead, which may require additional archaeological investigation; historic structure reports for Johnson's Tailor Shop and the Andrew Johnson National Cemetery Lodge; and an integrated pest management plan to address non-native woolly adelgids and Dallis grass.
- The park's museum technician spends a significant amount of time responding to internal and external research requests and interpreting park themes for visitors. Hiring a staff person to design and manage an educational program would allow the museum technician to spend more time working with the museum collection. A formal education program would help ensure schoolchildren and other visitors receive the best educational experience possible.
- Operational funding shortfalls prevent the park from purchasing new computers, developing additional workspace, updating and enhancing exhibits, and covering increasing utility and maintenance costs, as well as from filling five permanent positions.



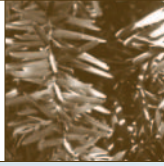
The park needs funds to rehabilitate the wooden porches at the Early Home. Without repair, they may be dangerous to visitors and staff, and they may suffer additional deterioration.



ANDREW JOHNSON NATIONAL HISTORIC SITE AT A GLANCE

- Park location: Greeneville, Tennessee
- Park establishment: 1942; President Franklin D. Roosevelt issued an executive order establishing Andrew Johnson National Monument. In 1963, the park's name changed to Andrew Johnson National Historic Site.
- Annual number of visitors: about 50,000
- Bicentennial commemoration: To mark the 200th anniversary of Andrew Johnson's birth in 2008, the park and partner groups have planned a variety of special events and projects that include concerts, a symposium, Civil War living history presentations, educational curriculum development, wayside trail development, and other programs.
- Burial ground: Andrew Johnson National Cemetery is the final resting place for Johnson, his family, and many U.S. veterans. It is one of only two active burial sites operated by the National Park Service (the other is Andersonville National Cemetery in Georgia), receiving and interring 40 to 60 veterans and dependents each year.





THE ANDREW JOHNSON NATIONAL HISTORIC SITE ASSESSMENT



CULTURAL RESOURCES—CURRENTLY IN GOOD CONDITION

Andrew Johnson National Historic Site scored an overall 83 out of 100 for the condition of cultural resources that include history, historic structures, cultural landscapes, archaeology, and museum collections and archives. This is the highest cultural resources score achieved by any park assessed by the Center for State of the Parks

to date. A score of 83 indicates that the park's cultural resources are in "good" condition. Without additional staff and funds, however, the park may be unable to continue to provide resources with the care they deserve.

HISTORY—ADDITIONAL RESEARCH WOULD BOLSTER INTERPRETATION

Andrew Johnson National Historic Site interprets the life of Andrew Johnson and his family.

The National Cemetery Lodge, built between 1906 and 1908, housed the first national cemetery superintendent and now serves as the park's headquarters.

The park traces his rise from an apprenticed tailor to his tenure as president of the United States of America. The park places particular emphasis on understanding the impeachment trial of Andrew Johnson, national reunification of the North and South following the Civil War, and Johnson's support of the Homestead Act.

The park uses primary sources, such as the collection of Andrew Johnson's papers published in the 16-volume set *The Papers of Andrew Johnson* (University of Tennessee), as well as several secondary sources to guide interpretation. Additional research on topics such as Johnson's slaves, the Homestead landscape, Emancipation, and the long-term effects of Johnson's political policies and decisions during the Reconstruction era would bolster interpretation and development of new exhibits. Park staff also want to investigate the Department of War's history of managing the Andrew Johnson National Cemetery; identify

the soldiers and military units that defaced Andrew Johnson's Homestead with graffiti during the war; and research the roles of women during Reconstruction. This research could be accomplished by park staff in partnership with colleges, universities, and other educational institutions, as well as through contracts with professional organizations and individuals. But this research cannot be completed at this time due to a lack of funds and staff.

A historic resource study, which would identify further research needs and provide valuable information and guidance for resource management and interpretation, is also unfunded. However, an update of the park's administrative history is in progress, which will include events that occurred after the 1971 version was written; staff from the Park Service's Southeast Regional Office are currently reviewing the draft. In addition, the park partnered with Greene County Library to prepare a bibliography of Andrew

Park staff want to investigate a host of historical topics, including the Department of War's early management of the Andrew Johnson National Cemetery, but funding and staffing constraints prevent such research from being done.





Andrew Johnson and his family lived in this Homestead for most of Johnson's political career, though during the Civil War it was variously occupied by both Confederate and Union soldiers.

Johnson primary resource materials. The bibliography is scheduled to be completed by January 2009, and will be available to the public and researchers through the county library and the park library.

The park does not have funding to hire a historian, but staff do not feel this position is necessary. The park's museum technician is able to handle historical research requests, but work associated with interpreting historical themes is taking time away from caring for the park's museum collection. To address this problem, the park's superintendent would like to hire an educational specialist to assist the museum technician with interpretation of historical themes and to develop an official education program for the park.

HISTORIC STRUCTURES—KEY RESOURCES HELP VISITORS UNDERSTAND PARK THEMES

The park's six main historic structures are essential to preserving and interpreting the legacy of Andrew Johnson. These structures include the Andrew Johnson Visitor Center, Early Home, Memorial Building, Tailor Shop, Homestead, and the National Cemetery Lodge located at his burial site. The Tailor Shop is a small wooden cabin located inside the Memorial Building adjacent to the Visitor Center. The State of Tennessee encased the Tailor Shop inside the Memorial Building in the early 1920s to preserve and protect the wooden building. Across the street from the Visitor Center is Andrew Johnson's small brick Early Home, where he lived from 1831 to 1851. Exhibits in the Early Home educate visitors about Johnson's life prior to his presidency. Nearby on Main Street is the Andrew Johnson Homestead,



The park needs funds to repair the cemetery wall, which is 3,088 feet long and is rapidly deteriorating.

the home where Johnson lived during most of his political career. It is a modest two-story brick home with eleven rooms. Park staff provide seven guided tours of the Homestead each day. Also a two-story brick home, the National Cemetery Lodge is located half a mile away from the Homestead. It was built between 1906 and 1908 to serve as the office and quarters for the first cemetery superintendent. Today it serves as the park headquarters. Although less prominent than the main buildings, Andrew Johnson National Historic Site has 12 more historic structures, including walls and stables surrounding the national cemetery.

According to the park's 2006 annual performance plan, all of the park's historic

structures are in "good" or "fair" condition, though they are the most threatened resources within the park. The park has an excellent preventative maintenance program, but the structures—most of which are more than 130 years old—need continual maintenance. As such, rehabilitation of historic structures is a high priority for the park. Historic structures needing immediate attention are the 100-year-old wall surrounding the cemetery, which is 3,088 feet long and is rapidly deteriorating. The Andrew Johnson monument and several other monuments in the family burial site are also in need of repair because age has caused cracking and drainage problems. The park must receive funds before this work can be done. Funds are also needed to repair the National Cemetery Lodge's slate roof, to install cemetery handrails, to rehabilitate the wooden porches at the Early Home, and to repair the Homestead ceilings. Without repair, these are safety hazards to visitors and staff, and the resources will continue to incur more damage.

The park completed historic structure reports for the Early Home and Homestead in 1968. A historic structure report contains extensive information, including a description of the structure, its current condition, reasons for deterioration, and alternative potential uses for the structure. The historic structure report for the Homestead was amended in 2001. Even so, the park recognizes that both of these reports are outdated. The park has requested funding to complete two new historic structure reports—one for the Tailor Shop and another for the National Cemetery Lodge and stable. Completing historic structure reports is the best way for the park to outline its maintenance and preservation needs.

CULTURAL LANDSCAPES—PARK TAKING STEPS TO ADDRESS NON-NATIVE PESTS AND PLANTS

A cultural landscape is a geographic area, including both natural and cultural resources, that is associated with a historic event, activity, or person. There is only one officially identified cultural landscape at Andrew Johnson National Historic Site—the Andrew Johnson National Cemetery, located on Monument Avenue. This is the final resting place for Johnson, his family, and many U.S. veterans, and it is one of only two active burial sites operated by the National Park Service; the other is Andersonville National Cemetery in Georgia. United States veterans and their dependents are eligible for burial at both sites.

The cemetery landscape is a single hill nearly 15 acres in size. It is a steep shale knoll with little topsoil and is home to a large number of cedar and hemlock trees. A 1984 cultural landscape cemetery plan and a 1992 cultural landscape report guide management of the site. Although

listed in “good” condition, threats to the natural resources at the cemetery are twofold. First, non-native insects called woolly adelgids threaten to destroy the cemetery’s hemlocks. The staff treated the woolly adelgid problem in 2007 with assistance from Great Smoky Mountains National Park. Staff have requested funds to treat the park’s hemlocks again in 2010, because controlling the adelgids requires treatments every few years. Second, Dallis grass, a perennial native to South America, is encroaching into cemetery grasses. While staff have treated the invasive grass on the periphery of the cemetery, they cannot do so extensively without destroying all vegetation. The park has prepared funding requests for preventative maintenance work to address the woolly adelgid and Dallis grass threats, as well as for an integrated pest management plan to guide management of these and any other pest issues.

The park recently completed several projects that improved the condition of the cemetery cultural landscape. Staff realigned headstones

A park staff member points at non-native Dallis grass, which is encroaching into the cemetery. It is difficult to effectively treat without damaging other vegetation.

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Willow trees descended from the tree at Napoleon Bonaparte's gravesite adorn the Homestead landscape.



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throughout the cemetery, and Ron Harvey, a consultant from Tuckerbrook Conservation, assessed the sculptures of the Johnson family plot and prepared a draft maintenance plan for cemetery monuments. The park needs funds to implement the plan.

The park's chief of operations is responsible for managing cultural landscapes, receiving assistance from the Park Service's Southeast Regional Office when making decisions regarding the cemetery. The chief also assists the maintenance staff with tasks such as burials. Maintaining the lawn and more than 1,800

gravesites is a sizeable job. Maintenance staff also place headstones after new burials, but the park is substantially behind schedule with this responsibility because of a shortage of staff.

In addition to the cemetery landscape, park staff have identified Johnson's Homestead on Main Street as a potential cultural landscape. Some components of this landscape include culturally significant willow trees that are descendants of the weeping willow at Napoleon Bonaparte's gravesite. In order for the Homestead to be formally recognized as a cultural landscape, staff feel that more archaeological evaluation is

necessary. However, the Homestead landscape is not currently threatened, so more pressing project needs such as historic structure maintenance have been given higher priority.

ARCHAEOLOGY—FURTHER HOMESTEAD SURVEYS MAY BE NEEDED

Andrew Johnson National Historic Site does not have extensive archaeological resources. There are just four identified archaeological sites, and none are currently being evaluated. Archaeologists from the Park Service's Southeast Archeological Center and Florida State University completed archaeological reports at the park in 1978, 1980, and 2002. The first two reports discuss excavations of the site around the Early Home, which uncovered mostly ceramics, glass, and metal. The 2002 report used remote sensing to identify archaeological sites around the Homestead.

The park does not participate in any ongoing archaeological projects, so there is no need to employ an archaeologist. Instead, the park's chief of operations addresses any minor archaeological issues that arise; staff from the Southeast Archeological Center are available to assist when needed.

Because the park has few archaeological sites and resources, no archaeological assessment has been completed and there are no plans to complete one. The only future plans regarding archaeology pertain to further surveys of Johnson's Homestead, which may be needed to lend support to qualifying the site as a cultural landscape. However, such surveys are not a high priority because the Homestead landscape is stable and not immediately threatened by any natural phenomena or human activities.

MUSEUM COLLECTION AND ARCHIVES—CURATOR NEEDED TO CARE FOR IRREPLACEABLE ARTIFACTS

The museum collection at Andrew Johnson National Historic Site contains many items that belonged to Johnson himself, as well as those that belonged to family members or were donated to the park. Premier items, such as an oil painting of Johnson by Samuel Shaver, an inlaid wooden table from Ireland, a Steinway grand piano, and a porcelain candy box from France, are on display at the Homestead. Park staff interpret these items for visitors during regular daily tours. The bulk of the park's collection (47,634 of 76,027 total items) consists of archives such as park management records, historical documents, photographs, and project

This portrait of Johnson, painted by Samuel Shaver and now part of the park's museum collection, is displayed in the Homestead.



Exhibit cases display items owned by Johnson and family members.

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files. The number of archival items will continue to grow as more documents are added to preserve the park's administrative history. Of the 76,027 objects in the museum collection and archives, 21,528 (28 percent) are cataloged. The remaining items—mostly archival materials—have not yet been cataloged.

Museum objects not on display in the Homestead or in the Visitor Center are stored in a facility in the basement of the National Cemetery Lodge. Archives reside on the second floor of the building. Concerns about the museum storage facility include its lack of a fire

suppression system and its small size. Park staff have prepared a request for funds to install a fire suppression system, but they have not yet decided how to address the spacing issue. Due to the lack of storage space and the fact that the park does not interpret them, the Southeast Archeological Center houses most of the park's archaeological artifacts.

The park's museum technician manages the museum and archival collections, with assistance from outside contractors when needed. According to the park's museum collection management plan, the amount of work needed to care for the collections warrants the attention of a full-time curator. This position would also perform in-depth research and provide expertise in the fields of museum studies and history. Before hiring a curator, the park must secure funds for the position.

ETHNOGRAPHY—NOT RATED IN THIS ASSESSMENT

Ethnography—a branch of cultural anthropology concerned with peoples, their cultural systems or ways of life, and the related technology, sites, structures, other material features, and natural resources—was not rated at this park because Andrew Johnson National Historic Site does not have an ethnography program in place at this time. An ethnographic assessment has not been completed, and the Park Service has not identified people who might be traditionally associated with this park.



STEWARDSHIP CAPACITY

FUNDING AND STAFFING—SHORTFALLS AFFECT THE PARK'S ABILITY TO CARE FOR RESOURCES

Stewardship capacity explores how well the Park Service is equipped to protect the parks. The most significant factor affecting a park's ability to protect its resources is the funding it receives from Congress and the administration. Andrew Johnson National Historic Site's operational budget for fiscal year 2008 was \$773,000. In 2003, the park's budget increased from \$509,000 to \$712,000, and it has incrementally

increased since then. However, the park's actual buying power has declined since 2005. Increased operational costs, increased fuel, natural gas, and electricity costs, and increases in cost of living adjustments have prevented the park from being able to provide any increased level of visitor services.

Operational funding shortfalls prevent the park from purchasing new computers, developing additional workspace, updating and enhancing exhibits, and covering increasing utility and maintenance costs. In addition, the park has been unable to fill five permanent positions due to lack of funding. Two positions

In spring and summer of 2008, the park held four Civil War living history demonstrations. Such programs help visitors better understand historical events.

are temporarily filled, but the other three (a park ranger, a park guide, and a maintenance worker position) have been vacant for more than two years. The park has no education program and no ongoing outreach program due to the lack of any education technician/specialist or park ranger positions. Many daily tasks, such as grounds maintenance and preventative maintenance on historic structures, have been reduced both at the historic site and in the national cemetery because the park lacks enough maintenance personnel to handle the workload. This means that the park's chief of operations and the superintendent are conducting interments in the national cemetery and that the park is falling behind in headstone setting and alignments. Each additional interment adds to the park's overall workload due to the time involved in safely mowing and trim-

ming vegetation around newly installed headstones. The public has high expectations for the appearance of a national cemetery, and the park's current staffing level makes it a challenge to meet those expectations. The park has been forced to dramatically reduce or contract out administrative duties and information technology duties due to the lack of staff, reducing the park's effectiveness and personnel efficiency. The park is addressing some of these issues through a position review, but a lack of funding is the major reason behind these shortfalls.

To get work done, the park receives assistance from the Park Service's Southeast Regional Office as well as natural, cultural, and maintenance support from neighboring parks, including Great Smoky Mountains National Park, the Blue Ridge Parkway, and Carl Sandburg National Historic Site.

In addition to increases in its operational budget, the park needs funds to complete a host of projects that include improving safety and accessibility at the national cemetery, rehabilitating the cemetery wall, and replacing the porch ceiling at the Homestead. See the adjacent list of 12 high priority unfunded projects.

Project	Cost
Install handrails to improve safety conditions and accessibility in the Andrew Johnson National Cemetery	\$133,016
Rehabilitate cemetery enclosure wall	\$208,980
Replace deteriorating porch ceiling at Homestead	\$8,575
Repair National Cemetery Lodge slate roof	\$18,000
Replace Early Home porch deck	\$20,000
Conduct museum security and fire protection survey	\$20,000
Update long-range interpretive plan	\$25,000
Develop temporary access road in Section Z of cemetery	\$40,500
Install heating, ventilating, and air conditioning (HVAC) systems in Early Home	\$10,000
Fund Volunteer In Parks program in fiscal year 2009	\$1,000
Remove hazardous trees throughout the park	\$5,000
Prepare museum emergency operations plan	\$8,500
Total:	\$498,571

PARK PLANS—FUNDING AND STAFFING SHORTFALLS HINDER PLANNING

At many national parks, staff rely on a general management plan to guide their planning and decisionmaking. However, Andrew Johnson National Historic Site does not have a general management plan—though funds have been requested to complete one—and its resource management plan needs to be reviewed and updated to ensure it is comprehensive and consistent with the new resource stewardship strategies being put in place servicewide. The park has an updated administrative history and a landscaping plan for the Homestead in draft form, but is waiting for the Park Service's Southeast Regional Office to finalize and approve them. Further planning needs include updating the park's comprehensive interpretive



The park needs funds to install handrails along parts of the sidewalk in the national cemetery.

plan and completing furnishing plans for the Homestead and Tailor Shop. The park's lack of plans is a direct result of funding and staffing shortfalls.

RESOURCE EDUCATION—STAFF NEEDED TO PROVIDE FURTHER EDUCATIONAL OPPORTUNITIES AND OUTREACH

Visitors to Andrew Johnson National Historic Site can learn about the life and times of the nation's 17th president through exhibits in the Visitor Center and Memorial Building, daily tours of the Homestead, the park's junior ranger program, annual programs, and special events. Each year, the park commemorates the date when Johnson emancipated his enslaved persons and the date when he emancipated all enslaved persons in Tennessee (August 8 and October 24, respectively). The park also hosts an annual celebration on Andrew Johnson's birth-

SPECIAL EVENTS CELEBRATE BICENTENNIAL OF JOHNSON'S BIRTH

The park and partner groups have held a host of special events in 2008 to commemorate the bicentennial of Andrew Johnson's birth. On September 17 the Museums of Tusculum College hosted a musical performance at the Niswonger Performing Arts Center. At the event, the 113th Army Band played two compositions that were written for Andrew Johnson in the 1860s and were played at the 1865 inauguration of President Lincoln and Vice President Johnson. The music was followed by a visual presentation of Johnson's life. On June 27, 2008, Tennessee Governor Phil Bredesen declared September 17, 2008, as Andrew Johnson Day. On September 18, Tusculum College hosted a debate among four scholars who discussed Andrew Johnson's attitudes toward the Constitution.

Throughout the year, the park has participated in events with Boy Scouts, Girl Scouts, and the African American Task Force of East Tennessee. The park has also partnered with numerous community organizations to host at least two special events each month. The park held Civil War living history demonstrations, which included Civil War reenactments, four times during the spring and summer at the Andrew Johnson Homestead.

To further teach the public about Johnson's life, park staff have developed a bicentennial brochure, curriculum for 3rd and 5th graders, an interpretive calendar, and two museum exhibit panels featuring the 100th anniversary of the cemetery. The result of these outreach efforts has been an increase in visitation and an improved community appreciation of the park. To find out about upcoming events, visit the park's website: www.nps.gov/anjo/parknews/index.htm. The bicentennial celebration will end with a community birthday party on December 29, 2008, that will include cake, fireworks, illumination of the cemetery, and the annual presidential wreath-laying program.

Various exhibits teach visitors about the park's resources and historical significance. Staff would like to update some exhibits with audio components, larger fonts, and other features to make them accessible to a wider audience.



day, December 29. Each year, the current U.S. president sends wreaths to be laid at the graves of his deceased predecessors on their birthdays.

In 2007, the park conducted 1,296 on-site interpretive programs that reached 5,810 people and 18 outreach programs that reached 1,944 people. The park's 3.6 full-time equivalent interpretive staff conducted these programs; the park needs additional staff to serve visitors. The park would like to hire two educational technicians or park rangers to provide educational programs and community outreach.

Interpretive exhibits were last updated in 1998; the Organization of American Historians is evaluating them (and the park's interpretive program as a whole) to see what changes to their content might be necessary. The park needs to update visitor exhibits by adding tactile components and audio description devices for the visually impaired, as well as brochures and exhibits with larger fonts. Enhancing the selec-

tion of clothing in one park exhibit that allows visitors to try on 19th-century reproduction garments would allow for greater visitor participation. The video shown in the visitor center is also in need of updates to incorporate newer scholarship, and developing podcasts or cell phone interpretation programs would appeal to today's technologically savvy visitor. The park's visitor center is large enough to serve visitors, but it needs a multipurpose room for school groups and additional exhibit and office space.

EXTERNAL SUPPORT—VOLUNTEERS AND PARTNERS PROVIDE KEY ASSISTANCE

At current staffing levels, the park must rely on volunteers to provide certain services. In 2007, the park benefited from the contributions of 43 volunteers who combined to donate 540 hours of service to the park. Volunteers staff the information desk, interpret the Civil War through re-enactments, conduct historical research on topics such as community connections to the Underground Railroad, and complete curatorial projects such as organizing and duplicating the park map collection.

The park also receives support from Main Street Greenville, the Greene County Partnership, Tusculum College and Museum, Nathanael Greene Museum, Greenville Sun Media, the Bartlett Patterson Foundation, and Eastern National. Main Street Greenville leads visitors on tours of downtown Greenville through an agreement with the Park Service. Eastern National manages the park's bookstore. The others groups support interpretive projects, help pay for printed materials and brochures, and co-host special interpretive events with the Park Service.

The park has an excellent relationship with the surrounding community. Park staff have helped to foster that relationship by serving on committees of various groups (e.g., Andrew Johnson Heritage Association, Greene County Partnership, Greenville Partners in Education, and many others), speaking to local civic organizations, and providing leadership to address cultural resource issues. Strong ties with the local chamber of commerce, nearby museums, government agencies, private businesses and individuals, civic organizations, school groups, scouting programs, news media, and veterans groups have been the foundation for the great success of the bicentennial efforts. Park staff appreciate the outstanding support the park receives.

WHAT YOU CAN DO TO HELP:

- **Participate in park planning efforts.** The public is invited to provide input on all park plans and studies. Check www.nps.gov/anjo for more information.
- **Support or become a member of a group helping to protect the park:** Civil War Preservation Trust (www.civilwar.org), NPCA (www.npca.org/support_npca), or one of the organizations listed under "External Support."
- **Volunteer in the park.** Andrew Johnson National Historic Site is looking for dedicated people who can lend a helping hand. To learn about opportunities, call 423.639.3711, extension 102.
- **Become an NPCA activist and learn about legislative initiatives and protection projects affecting parks.** When you join our activist network, you will receive *Park Lines*, a monthly electronic newsletter detailing the latest park news and ways you can help. Join by visiting www.npca.org/takeaction.



The park relies on volunteers to provide valuable services, such as staffing the information desk and conducting historical research. In this photo, park staff recognize Ken Gilson for his volunteer contributions.



APPENDIX: METHODOLOGY

To determine the condition of known natural and cultural resources at Andrew Johnson National Historic Site and other national parks, the National Parks Conservation Association developed a resource assessment and ratings process. The assessment methodology can be found online at NPCA's Center for State of the Parks website: www.npca.org/stateoftheparks.

Researchers gather available information from a variety of sources in a number of critical categories. The scores for cultural resources are determined based on the results of indicator questions that reflect the National Park Service's own *Cultural Resource Management Guideline* and other Park Service resource management policies.

For parks with natural resources, the natural resources rating reflects assessment of more than 120 discrete elements associated with environmental quality, biotic health, and ecosystem integrity. Environmental quality and biotic health measures address air, water, soil, and climatic change conditions and their influences, as well as human-related influences on plants and animals. Ecosystem measures address the extent, species composition, and interrelationships of organisms with each other and the physical environment.

Stewardship capacity refers to the Park Service's ability to protect park resources, and includes discussion of funding and staffing levels, park planning documents, resource education, and external support.

For this report, researchers collected data and



NATIONAL PARK SERVICE

Park staff recently straightened headstones in the national cemetery.

summarized the results. The draft underwent peer review and was also reviewed by staff at Andrew Johnson National Historic Site.

NPCA's Center for State of the Parks represents the first time that such assessments have been undertaken for units of the National Park System. Comments on the program's methods are welcome.

ACKNOWLEDGMENTS

For more information about the
Center for State of the Parks®
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NPCA thanks the staff at Andrew Johnson National Historic Site who reviewed the factual accuracy of information used in this report. We also thank peer reviewers for their valuable comments and suggestions.

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Knife River Indian Villages National Historic Site (ND)
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Lewis and Clark National Historic Trail (various)
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Missouri National Recreational River (NE)
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