



Petersburg National Battlefield



Petersburg, Virginia



South Side Depot

Boundary Adjustment Study and Environmental Assessment

2009

This study has been prepared to analyze resources for a boundary adjustment. Publication and transmittal of this study should not be considered an endorsement or a commitment by the National Park Service to seek or support either specific legislative authorization for the project or appropriation for its implementation. Authorization and funding for any new commitments by the National Park Service will have to be considered in light of competing priorities for existing units of the national park system and other programs. This report was prepared by the United States Department of the Interior, National Park Service, Northeast Region, and Petersburg National Battlefield. For additional copies or more information contact:

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**Petersburg National Battlefield
Boundary Adjustment Study
and
Environmental Assessment
Executive Summary**

This study evaluates the potential expansion of the boundary of Petersburg National Battlefield (Petersburg NB). The site under consideration for inclusion into the park boundary is the South Side Depot, located at 37 River Street, in Petersburg's Old Town Historic District (VA), which is listed on the National Register of Historic Places. The South Side Depot, which was built as a railroad station in 1854, is integral to the history of Petersburg NB because of its critical role as part of the Confederate logistical efforts during the siege of Petersburg in 1864-1865.

The South Side Depot, the South Side Railroad line, and three other rail lines in the vicinity were considered vitally important to the survival of the Confederate capital in Richmond, VA and thus, to the entire Confederacy. In the final year of the war, these key rail links became the target of Union Army forces under General Ulysses S. Grant who sought to cut off supplies and communication to General Robert E. Lee's army and the Confederate capital of Richmond - 20 miles to the north. The resulting 9 ½ month-long campaign and siege of Petersburg involved nearly all of the most important political and military leaders of the Civil War.

The Confederate army held Petersburg, guarding the railroad lines that led into Richmond. The last rail line controlled by the Confederate troops was the South Side Railroad, which was served in Petersburg by the South Side Depot. When Union troops gained control of the South Side Railroad in April, 1865, it effectively ended the siege of Petersburg, and Lee's army surrendered a week later on April 9th at Appomattox Court House.

This boundary adjustment study has been undertaken in accordance with National Park Service (NPS) *Management Policies 2006*. These policies provide for the identification and evaluation of boundary adjustments that may be necessary or desirable for carrying out the purposes of the park unit. Boundary adjustments may be recommended to:

- protect significant resources and values, or to enhance opportunities for public enjoyment related to park purposes;
- address operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads; or
- otherwise protect park resources that are critical to fulfilling park purposes.

All recommendations for boundary changes must also meet the following two criteria:

- The added lands will be feasible to administer considering their size, configuration, and ownership; costs; the views of and impacts on local communities and surrounding jurisdictions; and other factors such as the presence of hazardous substances or exotic species.
- Other alternatives for management and resource protection are not adequate.

This study has determined that the South Side Depot fully meets the intent of NPS *Management Policies 2006* cited above. In accordance with National Environmental Policy Act (NEPA) requirements, alternatives are presented. The first is a “no action” alternative which would maintain the status quo and not result in a potential boundary adjustment. The second alternative would result in a potential boundary adjustment to preserve the South Side Depot under NPS administration if a public/private partnership was in place to offset the costs of rehabilitation of the structure. Authorization by the United States Congress would be necessary to accomplish any boundary adjustment.

This study will be available for public review and comment for 30 days after the date of issuance. A public meeting date, time and place to receive comments on the study will be posted in local newspapers serving the city of Petersburg. The study has been uploaded to the NPS Planning, Environment and Public Comment web site (<http://parkplanning.nps.gov/>) which can receive electronically submitted public comments. Written comments may also be submitted by postal mail to: Bob Kirby, Superintendent, Petersburg National Battlefield, 1539 Hickory Road, Petersburg, Virginia, 23803.

Part One: Purpose and Need

Introduction

In 2005, a Record of Decision was signed by the Regional Director of the NPS Northeast Region for the Final Petersburg NB General Management Plan/Environmental Impact Statement (GMP) which currently guides ongoing development and operations of the park. The GMP recommends a boundary expansion of 7,238 acres to preserve nationally significant battlefields, protect existing park resources, and create opportunities for visitors to access these significant Civil War landscapes and resources. The plan calls for a dynamic and interactive interpretive program and a more compelling visitor experience. The GMP also recommends new programs and expanded visitor facilities at several locations, including the “Home Front” in Old Town Petersburg, Virginia. The plan specifically recommends development of a visitor contact station in Old Town Petersburg to promote an understanding of the impacts of the siege upon the city of Petersburg:

The park will explore how it can assist the city to develop a visitor contact station in historic Old Town. The facility would provide interpretive programs and tours related to Petersburg themes and stories and help direct visitors to related attractions and accommodations in the area. The park would provide technical assistance to locate a suitable building for such a facility and help find other partners that can assist in funding, fund-raising as well as tourist—and history-related programs. Park interpretive staff would participate in special events, programs and tours, and may also provide part-time or full-time staff. (GMP, p. 58)

The Petersburg NB Centennial Challenge Implementation Strategy (2008) lists several projects the park desires to implement by the Centennial of the National Park Service in 2016. These projects include partnering with the City of Petersburg to restore the historic South Side Depot as a visitor contact station. The South Side Depot is a Civil War icon. It is one of the oldest railroad stations in Virginia and was a key to the Confederate war effort. It is seen by the city as a key project in the redevelopment of Old Town Petersburg.

To date, the park has been unsuccessful in establishing the partnership necessary to implement the GMP’s recommendation. Direct NPS administration of the facility may be necessary to accomplish the GMP’s vision of a visitor contact station in Old Town Petersburg.

Petersburg National Battlefield

Petersburg National Battlefield comprises five units and two isolated monuments scattered across two cities (Hopewell and Petersburg, VA) and two counties (Dinwiddie and Prince George). Encompassing 2,739.72 acres, the park preserves historic sites, structures, properties and landscapes associated with the 9 ½-month Civil War campaign at Petersburg in 1864-1865. The five units are: General Ulysses S. Grant's Headquarters at City Point, the Eastern Front, the Western Front, Poplar Grove National Cemetery, and Five Forks Battlefield, where the Confederate army's collapse led to the fall of Petersburg and ultimately of Richmond.

In 1926, Congress created Petersburg National Military Park "to commemorate the campaign and siege and defense of Petersburg, Virginia, in 1864 and 1865 and to preserve for historical purposes the historic breastworks, earthworks, walls, and other defenses and shelters used by the armies therein, the battlefields at Petersburg." Poplar Grove National Cemetery was transferred from the War Department to the National Park Service in 1933, and Petersburg was designated a National Battlefield in 1962.

Petersburg National Battlefield Purpose and Significance

The purpose of the Petersburg National Battlefield is:

- to commemorate the campaign, siege, and defense of Petersburg, VA, in 1864 and 1865;
- to preserve the breastworks, earthworks, walls, or other defenses or shelters used by the armies;
- to educate the American people about the campaign, siege, and defense of Petersburg and its causes, impacts, and legacy in the full context of the Civil War and American history; and,
- to preserve Poplar Grove National Cemetery and the memorials within Petersburg NB.

Petersburg NB is nationally significant as the site of:

- The campaign, siege, and defense of Petersburg, which effectively neutralized the Army of Northern Virginia, eliminated its logistical capabilities, and resulted in the evacuation

of the Confederate government from Richmond, the capital of the Confederate States of America. It was the longest sustained combative military campaign on American soil, both in time and distance. The resources that contribute to and represent this significance are the natural landscape and man-made features, including the network of earthen fortifications, trenches, batteries, and battlefields as well as roads and buildings that affected the conduct of the campaign and archeological resources associated with the campaign, siege, and defense, and the underlying landscape.

- City Point served as the logistical headquarters for the Union Army and the headquarters for General Ulysses S. Grant during the entire course of the Petersburg Campaign. This was one of the largest field logistical support operations of the war. During the campaign, it was one of the busiest ports in the world. The resources that contribute to this significance are the natural features including the Appomattox and James Rivers and the high bluff at their confluence; the river banks that served as the site of the Union port and depot during the siege; and cultural features that served as the vital communication and supply link to the front lines in Petersburg; the Appomattox Plantation grounds that served as the site of the tent and cabin quarters for Grant and his staff; the Civil War-era structures associated with the Appomattox plantation house; and archeological resources.
- City Point also served as the site where discussion between President Abraham Lincoln and General Ulysses Grant took place and played a critical role in developing the terms of surrender offered to the Confederate Army, including peace with honor. The resources that contribute to this significance are the Appomattox Plantation grounds and Grant's cabin, the only surviving military structure from the Union's occupation of City Point other than an earthen lunette.
- Poplar Grove National Cemetery, for its association with the Petersburg Campaign, provides the final resting place and commemorates the valor and sacrifice of the more than 6,000 Union soldiers who died during the battles. The features that contribute to the national significance of the cemetery include the graves, its design, the superintendent's lodge, stable, cemetery walls, carriage lane, monuments, and grave markers.

- The Battle of Five Forks, fought April 1, 1865, is commonly referred to in history as the “Waterloo of the Confederacy.” The objective of the Union commander, General Philip Sheridan, was to cut the use of the South Side Railroad into Petersburg from the west. With his victory at Five Forks that evening, the way was open to accomplish this which was done the next day in the Battle of Sutherland Station. A large part of this battlefield has been preserved and still appears with its rural character.
- The story of life in Petersburg before, during, and after the war, including the defense and logistical operations of 1864-65, are to be told in a proposed new park unit called the “Home Front.” As one of the most totally intact 19th century cities still remaining in the country, it lends itself to be a perfect backdrop for interpreting the civilian experience in the Civil War.

The Petersburg National Battlefield Boundary Study - Purpose and Need

In 2005, Petersburg NB completed a General Management Plan (GMP) intended to guide the development of the park over the next 15-20 years. Among the desired outcomes proposed in the preferred alternative of the GMP was the concept of having a National Park Service (NPS) presence in Old Town Petersburg. Specifically, the GMP articulated a vision that the city and the park explore a partnership to develop a visitor contact station in the Old Town Historic District. Since the completion of the GMP and the recent acquisition of the South Side Depot by the City of Petersburg, it has become even more apparent that the South Side Depot would make an appropriate visitor contact station to provide increased public understanding of resources related to the park’s purpose.

The South Side Depot is a significant historic property outside the existing park boundary that is integral to the story of Petersburg NB. Petersburg NB is seeking to preserve the South Side Depot and open a visitor contact station in Old Town Petersburg by the 150th anniversary of the Petersburg Campaign, in 2014-2015.

The Petersburg NB GMP could be potentially implemented through a partnership for developing the South Side Depot as a visitor contact station between the Petersburg NB, the City of

Petersburg, private partners, and Eastern National a non-profit cooperating association that works with the park. Each of the partners would contribute personnel, supplies, and technical and financial assistance, according to its areas of expertise and financial capabilities. The City of Petersburg would make available the South Side Depot, which it owns, for visitor services and exhibits. If this cooperative partnership should prove infeasible over time, a boundary adjustment would be needed to allow Petersburg NB to acquire the South Side Depot to provide these desired services in concert with other partners.

This study serves as a further implementing action of the GMP should the original GMP proposal not be attainable. It provides the park with supplemental options to implement the intent of the GMP, which is to provide for beneficial visitor experiences for park visitors at related resources in the City of Petersburg. Should the proposal proceed as presently outlined in the GMP, this boundary adjustment study would not be implemented as a legislative proposal.

The “Proposed Boundary Inclusions” Map depicts the location of this property in relation to the existing Petersburg National Battlefield boundary.

No boundary adjustment outlined in this study may be accomplished without authorization by the United States Congress. The implementation of actions related to a boundary adjustment will depend on future funding and NPS priorities. The approval of a boundary adjustment does not guarantee that funding and staffing needed to implement the proposed actions will be forthcoming. Full implementation could be many years into the future.

Boundary Adjustment Study Criteria

The boundary adjustment study discusses the historical significance of the properties to determine how they fit into the thematic context of Petersburg National Battlefield. The study evaluates the properties in question according to the following criteria published in NPS *Management Policies, 2006* (Section 3.5), at least one of which must be met for inclusion within the park boundary:

1. Protect significant resources and values, or to enhance opportunities for public enjoyment related to park purposes;
2. Address operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads; or
3. Otherwise protect park resources that are critical to fulfilling park purposes.

Recommendations for boundary changes also must meet the following criteria:

4. The added lands will be feasible to administer, considering their size, configuration, and ownership; costs; the views and impacts on local communities and surrounding jurisdictions; and other factors such as the presence of hazardous substances or exotic species; and
5. Other alternatives for management and resource protection are not adequate.

Elements of the Boundary Study

In evaluating the properties in question for possible inclusion within the park's boundary, the study process involved the following steps:

- Review of Petersburg NB's enabling legislation and consideration of the park's purpose and significance.
- Evaluation of the current boundary's capacity to protect and preserve the cultural, natural, and scenic resources integral to the park.
- Evaluation of the properties proposed for inclusion within an expanded boundary for their history, ownership, cultural and natural resources, and potential to complement the purpose of the park.
- Development of alternatives including a "no action" alternative.
- Application of the criteria for boundary adjustments.
- Assessment of the potential impacts on cultural and natural resources associated with the alternatives considered.

Study Process

Scoping: Scoping has included consultation with: researchers regarding sources of historical information; groups associated with the site (including property owners, business organizations, preservation groups, and the general public); local, state and federal agencies; and non-profit organizations. Two public scoping meetings held on March 14, 2008, allowed the participating public to provide ideas about a potential boundary study and to provide public understanding of the NEPA process.

Additional Public Involvement: During the course of the study, meetings were held with interested groups and individuals. The boundary study process will include a public meeting to obtain comments about the study. Ways in which the public may submit public comments electronically or by postal mail are described in the executive summary of this report.

Consultation and Compliance: Preparation of the Petersburg NB Boundary Study complies with the National Environmental Policy Act (NEPA). An Environmental Assessment has been prepared with the boundary study and analyzes a range of alternatives including a “no action” alternative.

The Virginia Department of Historic Resources (State Historic Preservation Office), U.S. Fish & Wildlife Service, and the City of Petersburg, VA, have been consulted, as have other federal, state, and local agencies whose interest, authority, or jurisdiction are important to the selection of alternatives for implementation. The Superintendent of Petersburg NB is the responsible agency official as defined in 36 CFR 800.2(a) for purposes of Section 106 compliance.

Studies and Plans Relative to Petersburg National Battlefield

Previous Park Plans - The park’s 1965 Master Plan was primarily a facilities development plan, each of whose recommendations have been implemented. The 2005 GMP analyzed four alternatives for preserving resources, enhancing interpretation, providing visitor services, and working with partners. The preferred alternative recommends a boundary expansion of 7,238 acres, which would preserve nationally significant battlefields, protect existing park resources, and create opportunities for visitors to access these significant Civil War landscapes and

resources. The interpretive program would be dynamic and interactive, conveying a more comprehensive Civil War story by making full use of battlefield resources. The visitor experience would be much more compelling, as visitors would be immersed in the landscape upon which battles were fought. Efforts by which NPS and others protect battlefields and other Civil War-related resources are emphasized. New programs and expanded facilities would be developed at Grant's Headquarters at City Point, the Home Front in Old Town Petersburg, Poplar Grove National Cemetery, and Five Forks Battlefield. Partnerships with localities and organizations that promote battlefield preservation and Civil War education and interpretation would be pursued.

Petersburg National Battlefield Centennial Challenge Implementation Strategy (2008) - The Petersburg National Battlefield Centennial Challenge Implementation Strategy (2008) lists several projects that the park wants to implement by the Centennial of the National Park Service in 2016. These projects include partnering with the City of Petersburg to restore the historic South Side Depot as a visitor contact station. The South Side Depot is a Civil War icon. It is one of the oldest railroad stations in Virginia and was a key to the Confederate war effort. The building is a focal point of the Old Town Historic District, and it offers an appropriate location to tell the stories of the transportation issues related to the Civil War as well as the war's impact on women and enslaved people.

City of Petersburg, *Comprehensive Plan, 2000* - The City of Petersburg adopted its first comprehensive plan in 1968. The most recent comprehensive plan was adopted in 2000. One of the plan's primary goals is to preserve the city's cultural resources, which included 18th and 19th-century industrial, commercial, and domestic structures, buildings, sites, and streetscapes. The historic resources include the Old Town Petersburg Historic District (placed on the National Register of Historic Places on July 4, 1980) and the South Side Depot, which is a contributing property of the district.

Part Two: Resource Description

Property Assessed for Inclusion in a Potential Boundary Adjustment

One parcel is identified for potential inclusion within the boundary for Petersburg NB: 37 River Street, a parcel comprising 2.94 acres and the South Side Depot. Basic information about the property follows:

Owner: City of Petersburg, VA

Address: 37 River Street

Parcel ID: 011010002

Deed Book/Page: 2007/5354

Area: 2.94 acres

Zone: M-2

Utilities: All available

Current Use: Vacant space

The building footprint for the South Side Depot, at 37 River Street, is 14,724 square feet. With upper floor, the total interior square footage is 16,286. The central portion of the building has 1,724 square feet on the main floor and 1,562 square feet on the upper floor. Each floor has four separate rooms in addition to hallway and utility space. The West Wing of the South Side Depot has 13,000 square feet, all on one floor. The South Side Depot, with elements of Greek Revival and Italianate styles, was built about 1854. The depot has a gable roof, a Greek Revival doorway, Italianate sawn brackets, three bays, and paired round-arched windows inscribed within a single round arch in the side bays. The original cupola was removed at some point in the station's history and was reconstructed along with the entire roof after the tornado of 1993.

The South Side Depot retains its character-defining features both on the exterior and the interior. The South Side Depot is currently vacant, but it is owned by the City of Petersburg, which has designated the depot as its choice for a visitor contact station because of its role in the Civil War, its prominent location in Old Town, and its critical need for rehabilitation.

Historical Significance of the South Side Depot

South Side Depot is located in the Petersburg (VA) Old Town Historic District, which is listed on the National Register of Historic Places. The historic district includes 190 acres in Old Town Petersburg on the south side of the Appomattox River. The Old Town Historic District is situated in the oldest section of Petersburg, VA, which is one of the oldest communities in Virginia. The city originated in 1644 with the establishment of Fort Henry. In 1733, Petersburg was formally laid out. The town thrived as a commercial shipping point as it was located at the uppermost navigable point on the Appomattox River, which is a tributary of the James River. It was also important because of the use of waterpower at the fall line to power mills. This industrial aspect, which was a reason that railroads converged here, was important to the Confederate cause. The historic district includes over 250 buildings dating from the late 18th through the early 20th century. Many of the buildings were standing during the Siege of Petersburg in 1864-1865.

Petersburg grew substantially during the first half of the 19th century, becoming the second largest city in the state before the Civil War. Much of this was due to the development of the first railroad, the Petersburg Railroad (frequently referred to as the Weldon Railroad), which started in 1830. In subsequent years there was the City Point Railroad (in 1854, it became the Eastern Branch of the South Side Railroad), South Side Railroad, the Norfolk and Petersburg Railroad, and the Richmond and Petersburg Railroad, each connecting through Petersburg. Combined with the Appomattox Canal Company, these four railroads made Petersburg a major transportation center in the South. During the Civil War, Petersburg was the key railroad connection between Richmond, the Confederate capital, and the rest of the South. In the three years before the siege, men and supplies moved through the depot, along with wounded soldiers who were brought here to be attended in the numerous hospitals in the city. From time to time, Union prisoners were transported through Petersburg on their way to prisons in the South. With the large number of mills, tobacco factories, and iron works around the city, transportation was needed to export goods from Petersburg to other markets. Later in the war, with its close proximity to Richmond, Petersburg became a major Union target and was the scene of a 9 ½ -month siege in 1864-1865.

Between May and mid-June of 1864, the Union Army, under General Ulysses S. Grant, and the Confederate Army, Under General Robert E. Lee, engaged in a series of hard-fought battles in

what was called the Overland Campaign. The Union loss at Cold Harbor forced Grant to abandon his plan to capture Richmond by direct assault. Grant headed to Petersburg in order to cut off supply lines to Richmond, threatening the survival of the Confederate capital.

Grant attacked Petersburg between June 15-18, but his forces were held at bay by the Confederates. Lee arrived on June 18. Grant enjoyed no success and had to begin siege operations. The longest siege in American warfare unfolded in a methodical manner. For nearly every attack made by the Union around Petersburg another was made at Richmond, severely straining Confederate manpower and resources. Through this strategy, Grant's army gradually and relentlessly encircled Petersburg and cut Lee's supply lines from the south. In particular, these included the Weldon Railroad, the Boydton Plank Road, and the South Side Railroad. For the Confederates, it was 9 1/2 months of manning the defenses and hoping that the Union would tire of the war. The Union forces were unable to completely surround Petersburg, and General Lee was able to maintain railroad communication with the rest of the South through the South Side Railroad and its connections.

Because of the extreme military importance of the line to Petersburg and Richmond during the final year of the war, it was the target of at least three Federal cavalry raids. Consequently the "Southside Railroad Guards" was formed on August 6, 1864, from Captain H.D. Bird's Company, Hood's Battalion, Virginia Reserves.

During the siege of Petersburg, the city was actively shelled by Northern forces. Many of these projectiles were thrown into and around the depot and shops so often that it was unsafe to work in them with any regularity, and frequently repairs to engines had to be made at night. Also, it was extremely difficult to procure proper materials to do the work. A report by occupying Union forces showed the South Side Depot being struck by two shells in the roof, passing through and out the west side.

In early February 1865, Lee had only 60,000 soldiers to oppose Grant's force of 110,000. By mid-March, it was apparent that Grant's superior force would either get around the Confederate

right flank or pierce the line somewhere along its 37-mile length. The Southern commanders tried to break the Union stranglehold by a surprise attack at Fort Stedman, but the attack failed.

With victory near, Grant unleashed troops under General Philip Sheridan at Five Forks on April 1st. His objective was the South Side Railroad, the last line into Petersburg. Sheridan smashed the Confederate forces under General George Pickett and captured the rail line at Sutherland Station the next day. On April 2 an all-out assault by Grant forced Lee's right flank to crumble. That night Lee evacuated Petersburg and Richmond, withdrawing toward Appomattox Courthouse, where he surrendered a week later on April 9.

After the Civil War, the South Side Depot regained its role as an important railroad station and headquarters of the South Side Railroad and its successor companies. Just after the war, General William Mahone, who had served under General Lee at the siege of Petersburg, became president of the South Side Railroad. He used it as a base for developing a larger railroad line, the Atlantic, Mississippi and Ohio Railroad Company. When the line was sold in 1881, Mahone used some of the proceeds to establish a school to prepare teachers to educate African-American children and former slaves. Originally called the Virginia Normal and Collegiate Institute and located in nearby Ettrick, VA, it has evolved into Virginia State University.

The South Side Depot is located at 37 River Street, just south of the Norfolk-Southern Railway (the successor company to the South Side Railroad) tracks and the Appomattox River, which flows parallel to the tracks. The South Side Depot was built in 1854 to serve the South Side Railroad, which stretched approximately 132 miles from City Point, VA, on the James River, westward to Lynchburg, VA. The depot is surrounded by other historic buildings related to railroad, industrial, and warehouse uses, dating back to the Civil War years.

Buildings in the Petersburg Old Town Historic District are protected under the Petersburg Historic Zoning ordinance, which was adopted in 1973. The Architectural Review Board, which administers this ordinance, must approve the "erection, construction, alteration or restoration of the exterior of any buildings or structures," including signs, within a locally designated historic area, as well as any demolition of a structure.

The South Side Railroad Depot is emblematic of the dramatic siege of Petersburg. This Italianate structure complements other Civil War resources in the area by providing the critical touchstone to tell the untold stories of a city under siege and the role of transportation in warfare. The South Side Depot can also help tell the story of the unique contributions of Confederate General William Mahone, who played a significant role in the lives of African Americans both during and after the Civil War. The South Side Station is uniquely situated to help fill out the complete story of this remarkable chapter in American history.

Part Three: Application of National Park Service Criteria for Boundary Adjustments and Alternatives

Application of Criteria for Boundary Adjustments

This boundary study evaluates the properties in question according to the following criteria published in National Park Service *Management Policies 2006* (Section 3.5), at least one of which must be met for inclusion within a new park boundary:

1. Protect significant resources and values, or to enhance opportunities for public enjoyment related to park purposes;
2. Address operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads; or
3. Otherwise protect park resources that are critical to fulfilling park purposes.

Proposals for a potential boundary adjustment must also meet both of the following criteria:

4. The added lands will be feasible to administer, considering their size, configuration, and ownership; costs; the views and impacts on local communities and surrounding jurisdictions; and other factors such as the presence of hazardous substances or exotic species.
5. Other alternatives for management and resource protection are not adequate.

This study concludes that the resources associated with the South Side Depot meet the first criterion requiring protection of significant resources and values, or to enhance opportunities for public enjoyment related to park purposes. The South Side Depot was one of the key transportation assets in Petersburg, VA, during the Civil War. It helped provide a supply line to Richmond from the south. The South Side Railroad was the last railroad line to be held by

General Robert E. Lee's Confederate forces before Lee had to withdraw from Petersburg and Richmond in April, 1865 and surrender the Army of Northern Virginia at Appomattox Court House. Completed in 1854, the South Side Depot maintains a great deal of integrity and is suitable as a facility to interpret to the public the important historical events that took place there and in the City of Petersburg during the Civil War. Addition of the resource within the boundary of Petersburg NB would be fully consistent with the park's purpose, provide future protection of the resource and enhance visitor experiences by broadening the park's abilities to interpret the strategic value of the railroad and the Home Front civilian experiences in Old Town Petersburg during the siege. The building's current owner, the City of Petersburg, lacks the resources to preserve the historic building and interpret its history to the public without additional partnerships, including the Petersburg NB.

The 2005 Petersburg NB General Management Plan listed a management goal that supports preservation and interpretation of the South Side Depot. The GMP calls for new programs and expanded facilities to be developed for the Home Front in Old Town Petersburg. The GMP advocates that the NPS create partnerships with entities such as the City of Petersburg and nonprofit organizations to preserve and interpret the South Side Depot. Direct administration by the NPS appears to be a necessary component to achieve a viable partnership if other options prove infeasible.

Criterion 2 and 3 do not apply to this resource or study since the potential boundary adjustment does not address management or operational needs, or provide for the protection of resources within the park.

Criteria 4 and 5 must both be met in any proposed boundary adjustment. It would be feasible for Petersburg NB to administer the South Side Depot. In meeting the requirements of criterion 3, the property is of relatively small size (2.94 acres) and configuration and is currently under single ownership. It is located approximately 3.5 miles from park headquarters and in closer proximity than much of the acreage proposed in the park's much larger boundary adjustment proposal contained in the 2005 GMP. Petersburg NB already manages an extensive array of historic buildings, structures, sites, and landscapes.

Since the depot is a long-time railroad facility, there may be hazardous substances in the rail yard and the depot building itself. A hazardous materials assessment would be required to identify and develop a mitigation strategy for any hazardous substances revealed by a survey. A survey would be conducted prior to any potential NPS ownership.

Based on an appraisal obtained by the City of Petersburg in 2007, the estimated value of the property at 37 River Street, Petersburg, VA, is \$489,300, which for planning purposes is rounded to \$500,000. Pre-acquisition costs are estimated to be \$30,000, for a total of \$530,000. This assumes full fee acquisition by the NPS. **The costs of acquisition portrayed in this study are for illustrative purposes only and simply reflect one appraisal. Formal appraisals must be conducted should any acquisition be pursued.** Costs would be significantly reduced if the site would be donated in fee.

A Denver Service Center Class C estimate projects that the cost of rehabilitating the South Side Depot would total approximately \$8,000,000. This study assumes that this rehabilitation cost would be shared by the NPS and by other public or private partners, or be financed in total by others.

The annual cost for Petersburg NB to maintain the South Side Depot would be approximately \$216,195. Of this amount, \$160,145 would pay for personnel and \$56,050 would support operating costs. Staffing would include one full-time Supervisory Park Ranger (GS-9), two seasonal Park Rangers working six months per year (GS-5), and two Visitor Use Assistants working 32 hours per week year-round (GS-4). Included in the personnel cost are benefits. Operating costs are estimated at 35% of the personnel costs. These costs assume that other partners, including the City of Petersburg and nonprofit historical institutions, would also provide personnel and share operating costs.

The impact on views and visual quality in Old Town Petersburg are determined to be positive. Rehabilitation and visitor use of the South Side Station would add to the visual quality of the immediate neighborhood and be a benefit to the overall tourism initiatives being undertaken by the community.

In conclusion, the land and buildings comprising the South Side Depot property would be feasible for NPS administration and management, assuming that partnerships contributions would be available and a hazardous materials survey did not disclose significant health or safety issues that were unable to be mitigated within a reasonable cost.

With regard to criterion 5, while the City of Petersburg recently acquired the South Side Depot with the intention of making it available to Petersburg NB, it has become apparent at this time that no other public or private entity has come forward that can preserve and rehabilitate the historic property and make it accessible to the public under city ownership. The City of Petersburg does not feel it can properly manage the South Side Depot as a visitor contact station, but believes that Petersburg NB can effectively administer the property, based upon its administration of the resources connected to the historic battlefield. Without outside partnerships working effectively with the City, it does not appear that preservation and the interpretive potential for the South Side Depot would be realized unless there was NPS ownership and management. In light of this fact, it is the conclusion of this study that other alternatives for management and resource protection are not presently adequate.

As stated previously, due to NPS budget constraints and Service-wide competitive requirements for new land acquisitions and construction, it is not likely that NPS ownership, rehabilitation and operation of the South Side Station would occur within the near term unless significant public or private contributions were received to offset the costs of acquisition and construction to make the facility visitor ready and operational.

Summary of Findings

This boundary adjustment study concludes that the resources associated with the South Side Depot in Petersburg, Virginia meet the criterion for protection of significant resources and would enhance opportunities for public enjoyment related to the purpose of Petersburg NB. It further concludes that placement of the properties within the boundary is feasible and that other alternatives might not provide adequate protection of those resources if funding for rehabilitating the South Side Depot is not forthcoming.

Alternatives

Two alternatives are presented for the future protection and public understanding and appreciation of the South Side Depot. In this case, the “no action” alternative continues the provisions of the 2005 Petersburg NB GMP. The second alternative provides for a potential boundary adjustment and ownership and operation of the site by the NPS. It should be noted that these alternatives are not mutually exclusive. Should Alternative 1 become feasible in the future, it may be pursued. If not, Alternative 2 may be implemented if participating partners become available and authorizing legislation is enacted by the U.S. Congress.

Alternative 1: No Action

Under this alternative, the Petersburg NB boundary would remain unchanged, except as otherwise proposed in the park’s existing GMP. The park would continue to foster a relationship with the City of Petersburg to identify a viable partnership for developing the South Side Depot as a visitor contact station (This boundary adjustment study is the outcome of efforts by the park and the City to redevelop the South Side Depot). Each of the identified potential partners would contribute personnel, supplies, and technical and financial assistance, according to its areas of expertise and financial capabilities. The park would potentially provide personnel for operations of the facility offering interpretive experiences under the current GMP’s Home Front theme. The City of Petersburg would make available the South Side Depot, which it would continue to own, for visitor services and exhibits and attempt to promote the rehabilitation of the site through a public/private partnership. Any public or private redevelopment of the site would be subject to review by the City’s Architectural Review Board under the Petersburg Historic Zoning Ordinance.

The rehabilitation and use of the South Side Depot for interpretive purposes is unlikely to be achieved under this alternative without the assistance of public or private funding to enable the project to become feasible due to financial constraints on the City of Petersburg. Legislation to authorize partial federal funding for rehabilitation of the resource outside of the boundary of the park may be necessary to fully achieve the objectives of the GMP, or the City would need to seek funding under other federal or state assistance programs and attract private funding to rehabilitate and maintain the structure. There would be no direct ownership and management of

the site by the National Park Service. Should this alternative not be implemented in a reasonable period of time, the resource could experience degradation.

Alternative 2: Adjust the Petersburg NB Boundary to Preserve the South Side Depot

This alternative is the NPS preferred alternative. Under this alternative, Petersburg NB would expand its boundary to incorporate the 2.94-acre parcel where the South Side Depot is located. The City of Petersburg would transfer ownership of the site to the NPS to maintain and operate it in a partnership arrangement as a visitor contact station. Petersburg NB would stabilize, rehabilitate and adaptively reuse the historic antebellum train station for a visitor contact station in partnership with others. It is most likely that the implementation of this alternative and any potential boundary adjustment would be dependent upon active public and private partnerships providing financial assistance for, among other actions, rehabilitation of the structures for visitor use.

The South Side Depot would be staffed by NPS personnel and others and provide the venue for interpreting the park’s “Home Front” theme, as well the role of the South Side Railroad during the Civil War, particularly the during siege of Petersburg.

Cost Comparisons

The chart below compares the potential costs of each alternative. Costs shown are illustrative and require additional evaluation should a boundary expansion be proposed in the future. Potential acquisition costs would require a full appraisal at the time of acquisition.

	Acquisition and Rehabilitation	Cost	Projected NPS Annual Maintenance & Operations Cost
Alternative 1	None	-0-	\$216,195
Alternative 2	Acquisition of South Side Depot	\$530,000 or by donation	\$216,195
	Rehabilitation Cost	\$8,000,000	

Part Four: Affected Environment

The affected environment for this boundary study includes one building and parcel—the South Side Depot, in Petersburg, VA. The South Side Depot is located in Old Town Petersburg at 37 River Street, just south of the Norfolk Southern Railroad tracks and the Appomattox River. The impact topic areas are addressed in this part, while the actual environmental consequences are discussed in the “Potential Impacts” section. The impact topics were selected for analysis by determining which resources or related elements would be affected by actions proposed under the alternatives.

Cultural Resources

The South Side Depot was completed in 1854 to serve as the railroad station of the South Side Railroad, which opened that year to connect City Point, VA, and Lynchburg, VA. The South Side Depot is located adjacent to the Norfolk Southern Railway (the successor company to the South Side Railroad) in Old Town Petersburg. It is a contributing property in the Old Town Historic District, which was placed on the National Register of Historic Places on July 4, 1980.

The central portion of the depot has two floors with five rooms comprising 1,724 square feet on the main floor and four rooms comprising 1,562 square feet on the second floor. The depot’s west wing is on one floor and comprises 13,000 square feet. The South Side Depot has elements of Greek Revival and Italianate styles. It features a cupola, gable roof, Greek Revival doorway, Italianate sawn brackets, three bays, and paired round-arched windows inscribed within a single round arch in the side bays. The South Side Depot retains its character-defining features both on the exterior and the interior. A full historic structures report will need to be undertaken to document uses and changes to the structure over its history.

After the Civil War, the South Side Depot was used as a facility for the South Side Railroad and successor railroads. During the latter 20th century, it was used as a warehouse for a local plumbing supply company. The City of Petersburg purchased the building and transferred it in the early 1990s to a developer who wanted to rehabilitate the station as a flea market. On August 6, 1993, a tornado ripped through Old Town Petersburg, slicing a path across the east freight

wing of the station and flattening it. The roofs over the center passenger station and of the west freight wing were blown away. The roofing was replaced and the cupola that had originally surmounted the depot was reconstructed. Of the east freight wing, which had 13,000 square feet and the same dimensions as the west wing, only the foundation remains. Owner William A. Patton sold the station to the City of Petersburg, which anticipates transferring it to Petersburg NB for use as a visitor contact station.

In recent years, especially in connection with the 1993 tornado, the South Side Depot's fabric has been threatened. Insensitive, albeit well intentioned, modifications and repairs have degraded some irreplaceable historic fabric. Structural components salvaged from the badly damaged eastern wing of the freight warehouse after the 1993 tornado appear to have disappeared. There are some leaks in the roof. Modern paint in non-historical hues has been applied to partition walls that, until recently, retained their original patina from the 1850s. Structural elements have been removed or altered to make room for modern intrusions without regard to their preservation or interpretation. Overall, however, the central passenger station and the west freight wing maintain integrity.

No archeological surveys have been undertaken on the South Side Depot parcel to determine the presence of archeological resources, including resources from the Civil War period.

The Old Town Historic District, which has approximately 250 buildings, exhibits a range of commercial, industrial, and residential land uses. The historic district exhibits a varied collection of late 18th- through 20th-century architecture, including examples of commercial and residential architecture in late Georgian, Federal, Greek Revival, Italianate, Second Empire, Queen Anne, and Colonial/Georgian Revival styles. In addition there are groupings of late 19th-century industrial buildings. The Old Town Historic District was Petersburg's main business district until the post-World War II era, when businesses started moving to auto-oriented commercial strips. After undergoing a period of decline, Old Town Petersburg witnessed a revival, which was spurred by the City's enactment of historic district ordinances in 1973 and the National Register designation in 1980. The district experienced renewed interest in historic preservation, including rehabilitation of many storefronts and houses. Revitalization has been promoted by the City's

installation of brick sidewalks, bollards, and historic-style street signs. The Old Town Historic District has become a tourist attraction, with complementary businesses.

Energy Conservation

The South Side Depot currently is vacant and in semi-deteriorated condition. No energy conservation measures have been undertaken in the building in recent years.

Hazardous Materials

The presence of hazardous materials at the South Side Depot is currently uncertain. Since there has been a rail yard at this site dating back to before the Civil War, there may be hazardous materials in the soil. These hazardous materials could include asbestos from linings in steam locomotives, PCBs used in old transformers and electrical equipment, and petroleums, oils, and lubricants (POLs). Since lead paint exists in historic buildings in Old Town Petersburg, lead paint may exist at the South Side Depot. A hazardous materials assessment would be needed to evaluate the presence of hazardous materials and any required remediation actions.

Natural Resources

The City of Petersburg lies within the watershed of the Appomattox River. The South Side Depot is located in the 100-year flood plain. It is in a FEMA-defined A-13 flood hazard zone. There are no federally listed or state listed species at the site.

Socioeconomic Environment

The City of Petersburg occupies a land area of approximately 23 square miles with the Appomattox River forming its northern boundary. Petersburg is the center of the Appomattox Basin regional economy, which includes the counties of Chesterfield, Dinwiddie, and Prince George and the cities of Hopewell and Colonial Heights. Like other independent cities in Virginia, Petersburg employs the council-manager form of government.

The population of Petersburg is 32,885 (2007). The racial demographics of Petersburg, based on the 2000 Census, are 19% White, 79% Black, 1% Asian, and 1% Hispanic. The percentage of adult residents attaining at least a high school degree in Petersburg is approximately 70% (2000),

with approximately 15% earning a college degree. The median household income for Petersburg is \$28,851 (2000), compared to \$46,677 for the Commonwealth of Virginia. Seventeen percent of the population lives below the poverty level. The labor force had 14,166 workers (2007), with a 6.2% unemployment rate which undoubtedly has risen during the current recession. The City of Petersburg has undergone a decline in certain industries and is seeking to diversify its economic base. Prominent industries in Petersburg include medical services, optical lenses and equipment, and government. Fort Lee, a U.S. Army installation located in Prince George County, also has a significant impact on the region's economy.

Tourism

In 2006, Petersburg NB attracted 152,889 visitors. These visitors spent \$7,592,000, with non-local visitors (from 50 miles away or more) spending \$7,070,000. These visitor expenditures were estimated to be responsible for generating 142 jobs within the local economy, exclusive of NPS staff.

There is no visitation currently associated with the South Side Depot, and there is no presence of the Petersburg NB in Old Town Petersburg interpreting the history of the Petersburg siege of 1864-1865 and its impact on city residents. The South Side Depot is currently not on the municipal tax rolls, since it is owned by the City of Petersburg.

Land Use and Planning

The City of Petersburg has two distinct patterns of residential development—the older historic area lies north of I-85 and newer residential areas lie south of I-85. Commercial development within the city limits is concentrated along major roads emanating from the central business district, and there is new development along Route 301 and Route 460. Industrial development exists along the Appomattox River and in the southeast and southwest sections of Petersburg.

The City of Petersburg first adopted a comprehensive plan in 1968, and the most recent comprehensive plan was adopted in 2000. In 2008, the Petersburg City Council passed an ordinance establishing an Arts District in downtown Petersburg, which seeks to encourage heritage and cultural activities, such as preservation of the South Side Depot.

Resources Dismissed from Further Consideration

The scope of topics reviewed for impacts is fairly limited. There are a number of topics that are customarily assessed under EAs, but are not assessed in this study because they are not relevant to the South Side Depot site. These topics include: possible conflicts between the proposed action and land use plans; wetlands; prime and unique agricultural lands; endangered or threatened plants and animals; ecologically critical areas; public health and safety, sacred sites; environmental justice, and American Indian Trust resources.

Part Five: Environmental Consequences

The discussion of environmental consequences is intended to provide an analysis of the environmental consequences reasonably expected from the implementation of each alternative. This section describes the potential impacts of the proposed Petersburg NB boundary adjustment alternatives on the affected environment.

Impacts have been evaluated in this document at a level that would permit decisions about the overall management objectives of each alternative. Environmental consequences are evaluated following Council on Environmental Quality regulations. The Council on Environmental Quality implements the National Environmental Policy Act of 1969 (NEPA). Specific actions could require further site-specific environmental assessment in compliance with NEPA and other applicable laws and policies. Impacts of alternatives are evaluated for the following levels of intensity: negligible, minor, moderate, and major.

An assessment of the cumulative impacts associated with each alternative is then presented. Cumulative impacts are defined as “the impact on the environment which results from the 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” (40 CFR 1508.7). Cumulative impacts can be direct (caused by the action and in that specific time and place) or indirect (caused by the action but the impacts are felt at a later time or a different place), and they can be positive or negative.

Section 106 of the National Historic Preservation Act requires that federal agencies with direct or indirect jurisdiction take into account the effect of undertakings on National Register listed or eligible properties and allow the Advisory Council on Historic Preservation (ACHP) an opportunity to comment. NPS will pursue consultation on any actions related to the South Side Depot that ultimately may affect cultural resources. This analysis is not intended to fully meet the requirements of Section 106, but is based on currently available information. A formal finding of effect for the undertaking (implementation of the alternative) on cultural resources, based upon the criteria of effect found in the Advisory Council’s regulations, will be made when

the documentation requirements for a finding are available, prior to taking action to implement the alternative.

Summary of Alternatives

Alternative 1: No Action

Under Alternative 1, Petersburg NB would maintain its existing boundary. The City of Petersburg would continue to own the South Side Depot. Petersburg NB could provide staff and operating funds, although there are no guarantees that funding and staffing needed to implement the alternative would be available. The feasibility of this alternative would rely on the City's ability to partner with other public or private entities to secure funds for rehabilitation of the property.

Alternative 2: Preserve the South Side Depot Through a Congressionally Authorized Boundary Adjustment

Alternative 2 would potentially establish a new legislatively authorized boundary for Petersburg NB to include the South Side Depot. NPS would then legally be authorized to acquire the building. The implementation of this alternative would depend on future funding and Service-wide priorities and partnership funding to offset costs of acquisition and rehabilitation. There are no guarantees that necessary funding and staffing needed to implement the alternative would be forthcoming.

Potential Impacts on the Cultural Environment

Historic Buildings

Impacts of alternatives are evaluated for the following levels of intensity: negligible, minor, moderate, and major. These levels of intensity for impacts on historic buildings are defined as follows:

Negligible: Impact is at the lowest levels of detection—barely perceptible and not measurable.

Minor: Impact would affect a feature and would be perceptible and measurable, but slight and localized. The action would not diminish the overall integrity of the structure or the building.

Moderate: Impact would affect one or more character-defining feature(s), and would be perceptible and measurable. The action would not diminish the integrity of the building or structure to the extent that its National Register eligibility is jeopardized.

Major: Impact would affect character-defining features, and would be substantial, discernible, and permanent. The action could diminish the integrity of the resource to the extent that it is no longer eligible to be listed on the National Register.

Alternative 1

The South Side Depot would be subject to preservation protections provided by the City of Petersburg's Old Town Historic District, which is protected under the Petersburg Historic Zoning ordinance, which was adopted in 1973. The Architectural Review Board, which administers this ordinance, must approve the "erection, construction, alteration or restoration of the exterior of any buildings or structures," including signs, within a locally designated historic area, as well as any demolition of a structure. This alternative would have a negligible to moderate negative impact if the depot was not rehabilitated, and it would have a moderate beneficial impact if the depot were rehabilitated.

There could be a minor to moderate beneficial cumulative impact on the Petersburg Old Town historic district if a rehabilitation of the South Side Depot were to occur and additional preservation projects in the historic district occurred. The design guidelines of the Petersburg Old Town Historic District would protect the historic appearance of the South Side Depot and surrounding historic buildings.

Alternative 2

Petersburg NB could establish the authority, through a congressionally authorized boundary adjustment, to own, preserve, and manage the South Side Depot. Under this alternative, Petersburg NB would rehabilitate a significant historic site and within the Petersburg Old Town Historic District. This alternative could have a moderate beneficial impact because the historic building would be rehabilitated, in accordance with the Secretary of the Interior's Standards for the

Treatment of Historic Properties, to make possible a compatible use of the property while preserving its character-defining features.

The alternative would have a minor to moderate beneficial cumulative impact on the Petersburg Old Town historic district in that it could encourage privately-funded historic preservation projects within the district in accordance with the City of Petersburg Master Plan and the local preservation ordinance.

Archeological Resources

Impacts of alternatives are evaluated for the following levels of intensity: negligible, minor, moderate, and major. These levels of intensity for impacts on archeological resources are defined as follows:

Negligible: Impact is at the lowest levels of detection, barely perceptible and not measurable.

Minor: Impact would result in little, if any, loss of important information potential.

Moderate: Impact does not result in substantial loss of important information potential.

Major: Impact would be substantial, resulting in the loss of most or all of the site and its potential to yield information.

Alternative 1

Archaeological resources may exist at the South Side Depot. In accordance with regulations covering Section 106 of the National Historic Preservation Act (36 CFR 800), investigations to identify and protect or mitigate damage to archaeological sites might be required if the NPS contributed funds to the rehabilitation of the South Side Depot. This could have a moderate beneficial impact, which would stabilize the site or retrieve significant information about the past. Without federal involvement in the effort to rehabilitate the South Side Depot, the identification and protection or mitigation of damage to archaeological sites would fall under state laws and regulations and may not be required.

There would be no cumulative impacts from this alternative.

Alternative 2

The NPS would survey archeological resources at the South Side Depot site, leading to a resource protection strategy, if it were necessary. Any sites that could not be protected in place would be excavated by professional archaeologists in accordance with consultation requirements as set out in the regulations covering Section 106 of the National Historic Preservation Act (36 CFR 800). This could have a moderate beneficial impact, which would stabilize the site or retrieve significant information about the past.

There would be no cumulative impacts from this alternative.

Potential Impacts related to Energy and Conservation

Negligible: Impact is at the lowest levels of detection, barely measurable, with no perceptible consequences.

Minor: The impact is readily apparent locally in the short-term.

Moderate: The impact would be clearly detectable locally in the long-term.

Major: The impact would be highly noticeable regionally in the long-term.

Alternative 1

If the City of Petersburg rehabilitated the South Side Depot, the action would presumably improve the energy efficiency of the building. If that occurred, this alternative could have a minor to moderate beneficial impact. This alternative would have a negligible impact if the building were not rehabilitated.

The cumulative impact of this alternative could have a beneficial impact on energy efficiency if the depot were rehabilitated and energy efficiency standards were upgraded.

Alternative 2

Rehabilitation of the South Side Depot would be done to meet a minimum LEED silver rating, which would significantly improve energy efficiency in the building. Since rehabilitation of the South Side Depot would significantly improve energy efficiency in the building, this alternative would have a moderate beneficial impact.

The cumulative impact of this alternative would be a negligible beneficial impact on energy efficiency in the City of Petersburg.

Potential Impacts from Hazardous Materials

Negligible: Impact is at the lowest levels of detection, barely measurable, with no perceptible consequences.

Minor: The impact is readily apparent locally in the short-term.

Moderate: The impact would be clearly detectable locally in the long-term.

Major: The impact would be highly noticeable regionally in the long-term.

Alternative 1

Since the South Side Depot site has served as a rail yard going back 150 years, there may be various hazardous materials on the land surrounding the building. If the depot were to be rehabilitated, a Hazardous Materials Assessment Phase I Study would be undertaken. This study would evaluate the presence of lead paint in the depot as well as asbestos, PCBs, petroleums, oils, and lubricants in the former rail yard. If this study identified the presence of hazardous materials, a Phase II Study would provide a plan for cleaning up the hazardous materials. If rehabilitation of the South Side Depot and mitigation of hazardous materials occurred, this alternative would have a moderate beneficial impact.

The cumulative impact of this alternative could be a beneficial remediation of hazardous material at the South Side Depot if that property were rehabilitated. This alternative would have a negligible impact if the building were not rehabilitated.

Alternative 2

Since the South Side Depot site has served as a railyard going back 150 years, there may be various hazardous materials on the land surrounding the building. Under this alternative, the NPS would undertake a Hazardous Materials Assessment Phase I Study. This would primarily entail a search for activities that may have involved the use and disposal of hazardous materials. This study would evaluate the presence of lead paint in the depot as well as asbestos, PCBs, petroleums, oils, and lubricants in the former rail yard. If this study identified the presence of hazardous materials, a Phase II Study would provide a plan for cleaning up the hazardous materials. Since rehabilitation of the South Side Depot would require mitigation of hazardous materials, this alternative would have a moderate beneficial impact.

The cumulative impact of this alternative would be a beneficial remediation of hazardous material at the South Side Depot.

Potential Impacts on the Natural Environment

Water Resources

Negligible: Impact is at the lowest levels of detection, barely measurable, with no perceptible consequences.

Minor: The impact is readily apparent locally in the short-term.

Moderate: The impact would be clearly detectable locally in the long-term.

Major: The impact would be highly noticeable regionally in the long-term.

Alternative 1

The No Action Alternative would have negligible impacts on the situation of the South Side Depot in a FEMA-defined A-13 flood hazard zone. There would be no negative cumulative impacts from this alternative on water resources.

Alternative 2

Alternative 2 would have negligible impacts on the situation of the South Side Depot in a FEMA-defined A-13 flood hazard zone. There would be no negative cumulative impacts from this alternative on water resources.

Potential Impacts on Visitor Experience

Impacts of alternatives are evaluated for the following levels of intensity: negligible, minor, moderate, and major. These levels of intensity for impacts on the visitor experience are defined as follows:

Negligible: Visitors would likely be unaware of the impacts associated with changes proposed for visitor use and experience.

Minor: Visitors would likely be aware of the impacts associated with proposed changes. However, the changes in visitor use and experience would be slight and likely short term.

Moderate: Visitors would be aware of the impacts associated with proposed changes. Changes in visitor enjoyment would be readily apparent and likely long term.

Major: Visitors would be highly aware of the impacts associated with proposed changes. Changes in visitor use and experience would be readily apparent and likely long term.

Alternative 1

Under this alternative, Petersburg NB would continue to focus on interpreting the Petersburg Campaign outside the City of Petersburg while helping to promote the idea of a visitor center in downtown Petersburg. The park would not fully interpret the history of the City of Petersburg, where General Robert E. Lee and the Confederate forces were stationed. If the rehabilitation of the South Side Depot did not take place, this alternative would have no impact. If the South Side Depot were rehabilitated as a visitor contact station, there would be a moderate beneficial impact on the visitor experience. If the South Side Depot were rehabilitated, this alternative could produce a minor beneficial cumulative impact on the overall visitor experience in that it could encourage additional interpretive efforts by city or private entities.

The minor beneficial cumulative impact of this alternative would achieve an improvement in the overall visitor experience in that it could encourage additional interpretive efforts by city or private entities such as the Historic Petersburg Foundation.

Alternative 2

In fulfillment of its 2005 General Management Plan, Petersburg NB would be able to provide new programs and expanded facilities to interpret the Home Front in Old Town Petersburg. Rehabilitation of the South Side Depot as a visitor contact station would enable Petersburg NB to interpret the story of the 91/2 -month siege of Petersburg from the perspective of the Confederate forces, which were stationed in the city. Preservation of the depot would help explain how Petersburg was a vital transportation center, which supplied Richmond, the Confederate capital. This alternative could provide a moderate beneficial impact on the visitor experience because it would help create Old Town Petersburg as a tourist destination and open up the opportunity to fully interpret the theme of the Home Front during the siege of Petersburg. Partnerships with localities and organizations that promote battlefield preservation and Civil War education and interpretation would occur.

The minor beneficial cumulative impact of this alternative would achieve an improvement in the overall visitor experience in that it could encourage additional interpretive efforts by city or private entities.

Potential Impacts on the Socioeconomic Environment

Impacts of alternatives are evaluated for the following levels of intensity: negligible, minor, moderate, and major. These levels of intensity for impacts on the visitor experience are defined as follows:

Negligible: The socioeconomic impacts would not be apparent.

Minor: The socioeconomic impacts would be apparent in the immediate area of the project.

Moderate: The socioeconomic impacts would be apparent in the local community.

Major: The socioeconomic impacts would be apparent in the region.

Alternative 1

If the South Side Depot were not rehabilitated for a visitor contact station, there would be a negligible impact on the local economy because this site would not be redeveloped. There would be no negative cumulative impacts from this alternative. If the South Side Depot were rehabilitated as a visitor contact station, there could be a minor beneficial impact, with a net overall increase in visitation and visitor expenditures at the park and in the City.

The cumulative impact of rehabilitation of the depot could be a minor beneficial impact on the overall redevelopment of Old Town Petersburg.

Alternative 2

The Petersburg NB boundary would be expanded to incorporate the South Side Depot in Old Town Petersburg. The potential acquisition of the South Side Depot by the NPS, which would occur based on the availability of federal funds, would not result a decrease in real estate tax revenues to the City of Petersburg because the municipality currently owns it.

If Petersburg NB operated the South Side Depot as a visitor contact station, it would attract visitors to Old Town Petersburg and orient Old Town visitors to the Home Front of the Civil War siege and to the full battlefield park, presumably sending new visitors out to visit other areas of the park. The majority of visitors might be people who were visiting Petersburg NB already, but South Side Depot might attract new visitors to the park. There could be a minor beneficial

impact, with a net overall increase in visitation and visitor expenditures at the park. Visitors from within the metropolitan area might make a special day trip to see the new historic site, but it probably would not attract many visitors from outside the area in addition to those already planning to visit Petersburg NB.

The City of Petersburg's 2000 *Comprehensive Plan* envisioned preservation of historic Old Town Petersburg buildings contributing to the economic development of the community by creating new opportunities for tourism connected with the historic Old Town and the famous Civil War battles. In recent years, the city has undertaken streetscape improvements, while private business has rehabilitated buildings and brought in new uses. In the redevelopment of Old Town Petersburg, there could be a minor beneficial impact.

The cumulative impact of this alternative on the socio-economic environment would be a minor beneficial impact on the overall redevelopment of Old Town Petersburg because it would redevelop a vacant historic building for public use and would help attract more visitors to the historic city center.

Impairment of Resources

In addition to determining the environmental consequences of the alternatives, NPS Management Policies and Director's Order-12 require an analysis to determine if actions would impair park resources and values if the South Side Depot were incorporated within the boundary of the Petersburg NB. The fundamental purpose of the National Park Service, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve park resources and values. National Park Service managers must always seek ways to avoid or minimize to the greatest degree practicable adverse impacts on park resources and values. A prohibited impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including opportunities that otherwise would be present for the enjoyment of those resources or values.

Under the two alternatives described in the *Petersburg National Battlefield: South Side Depot Environmental Assessment*, the park's resources and values would not be impaired because

there would be no major adverse impacts on resources or values whose conservation is necessary to the natural or cultural integrity or opportunities for visitor enjoyment of Petersburg National Battlefield.

Environmentally Preferred Alternative

The environmentally preferred alternative is defined by the Council on Environmental Quality (CEQ) as the alternative that best meets the criteria or objectives set out in Section 1101 of the National Environmental Policy Act (NEPA). The environmentally preferred alternative is the alternative that causes the least damage to the biological and physical and physical environment; it is the alternative that best protects, preserves, and enhances historic, cultural, and natural resources. Alternative 2: Preserve the South Side Depot is the environmentally preferred alternative because it would ensure the rehabilitation of the South Side Depot and would result in the remediation of any potential hazardous waste at the site, provide for long-term management and protection by the National Park Service, and provide for increased public understanding and appreciation of the resources of the South Side Depot as a component of Petersburg National Battlefield.

Consultation and Coordination

In undertaking this boundary study, National Park Service staff has consulted with the City of Petersburg, VA, about acquiring and preserving the South Side Depot. The NPS sent letters of consultation to the Virginia Department of Historic Resources (SHPO) and the U.S. Fish & Wildlife Service have been consulted. No tribal interests were identified.

Petersburg NB held a public scoping meeting on March 14, 2008, to encourage public input into the boundary study. The scoping meeting was advertised in the press. Municipal officials, affected property owners, and citizens interested in the South Side Depot were individually invited to attend. Twenty-nine people attended the meeting with many making comments about the preservation of the South Side Depot and how it should be re-used. Of those attending, 28 supported NPS acquisition of the depot, and one person disagreed. Those in support argued that rehabilitating the South Side Depot to be an interpretive facility for visitors would increase appreciation of the Petersburg Campaign; it would revitalize a historic property; and it would

increase business in downtown Petersburg, supporting efforts to promote tourism. The one person criticizing the proposal argued that there are other historic sites connected to the battle that should be preserved first.

In addition to the participation in the public meeting, the NPS received seven written comments, all supporting the proposal for the NPS to preserve the South Side Depot. One letter (3/25/08) came from City of Petersburg Mayor Annie M. Mickens, stating that preservation of the South Side Depot would “not only allow visitors direct contact with a building that represents a primary focus of the Petersburg Campaign but will preserve this historic structure for posterity and provide an economic boost to Old Town Petersburg.” The Petersburg City Council (2/19/08) adopted “A Resolution to petition the Congress of the United States of America to authorize the expansion of the Petersburg National Battlefield by the 7,238 acres called for in the General Management Plan of the Park, including acquisition of the South Side Depot and associated property, and to enact any necessary legislation.”

Another letter came from the Merchants of Old Towne Petersburg. This letter stated that the NPS presence in downtown Petersburg would stabilize efforts to promote heritage tourism in that area, maintaining that “A National Park Service site, local visitor centers and museums, and a thriving downtown will help make Petersburg increasingly irresistible to future investment.”

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Petersburg National Battlefield

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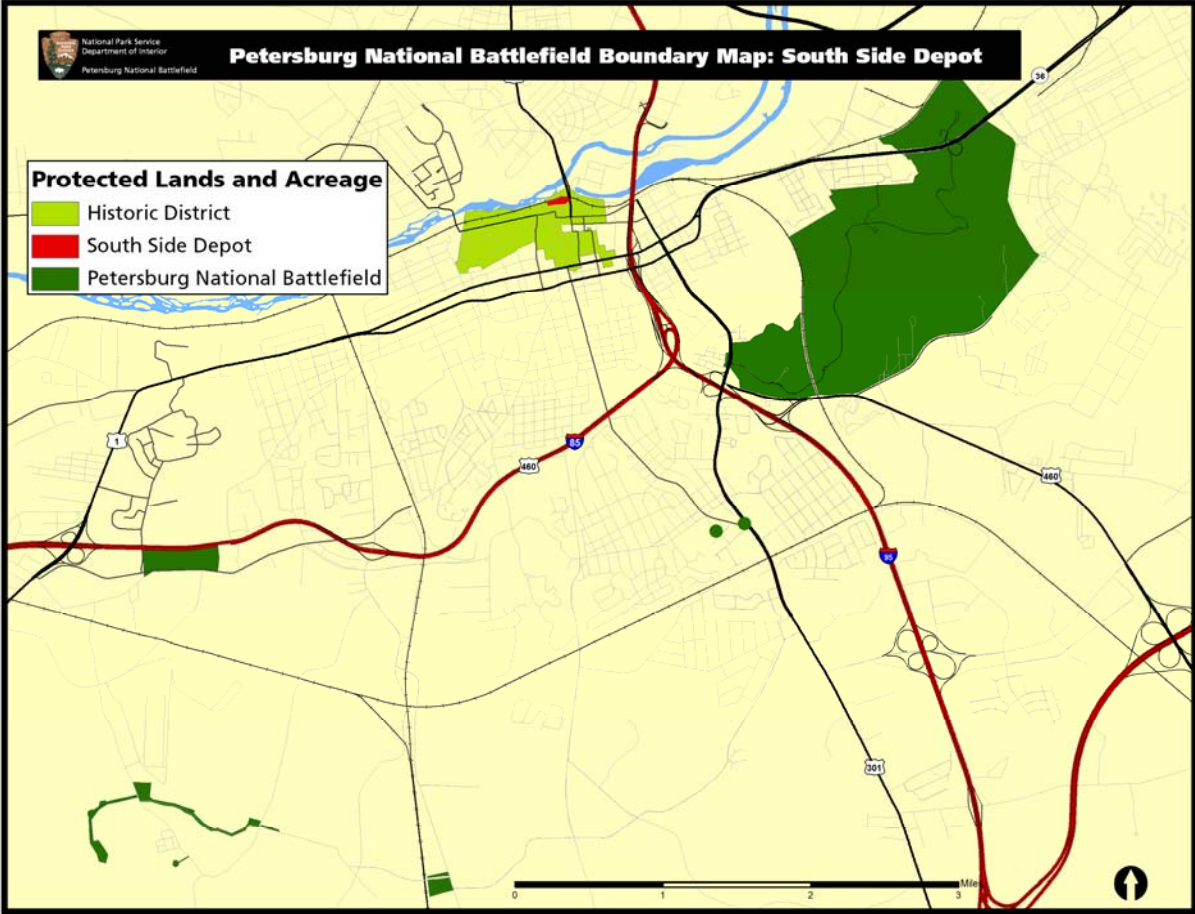
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Maps of Petersburg National Battlefield Boundary Study Expansion to Include South Side Depot

Peter Depot



1. Petersburg National Battlefield Boundary Map Showing South Side Depot

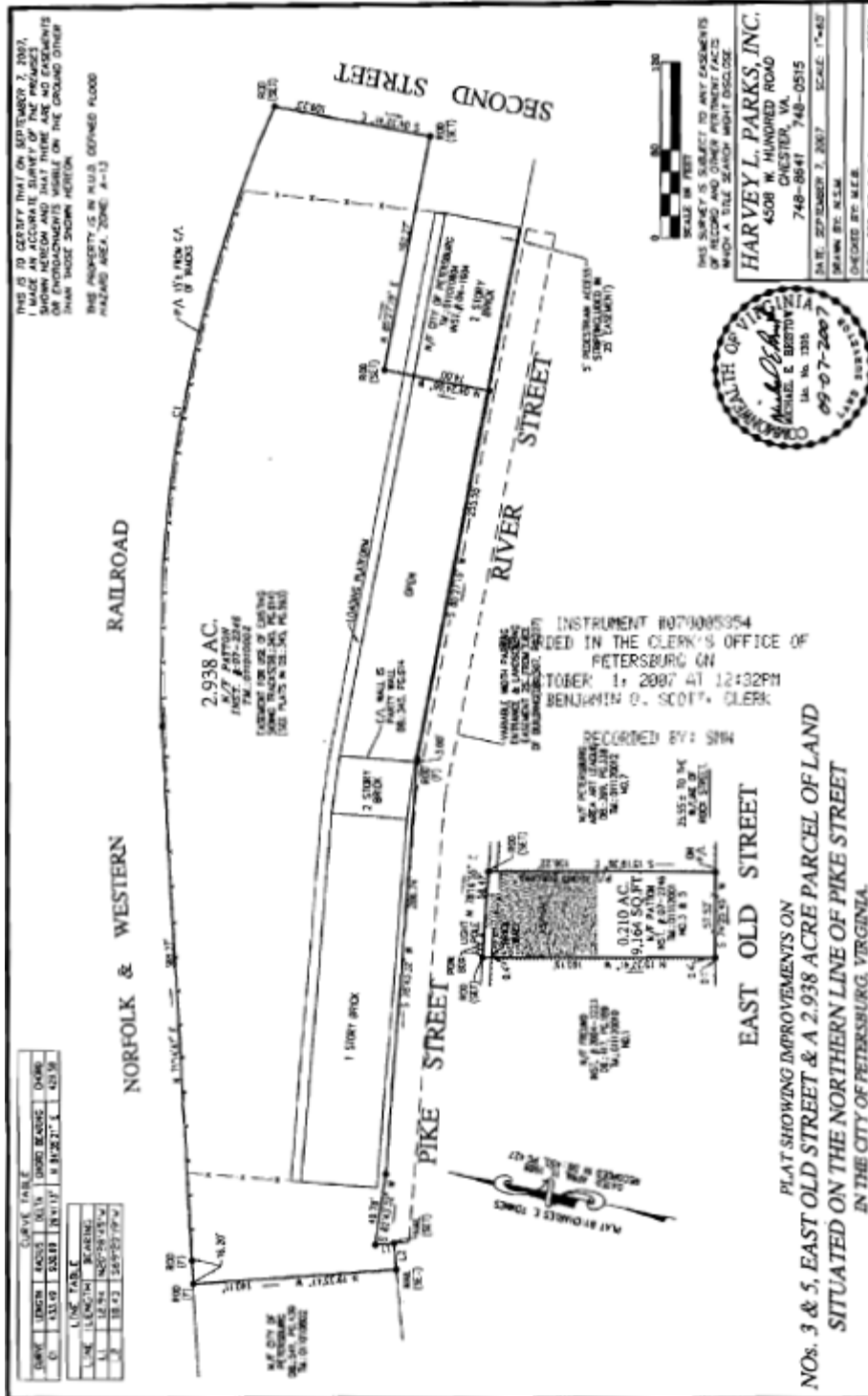
Old Towne Petersburg

National Park Service
U.S. Department of the Interior
Petersburg National Battlefield

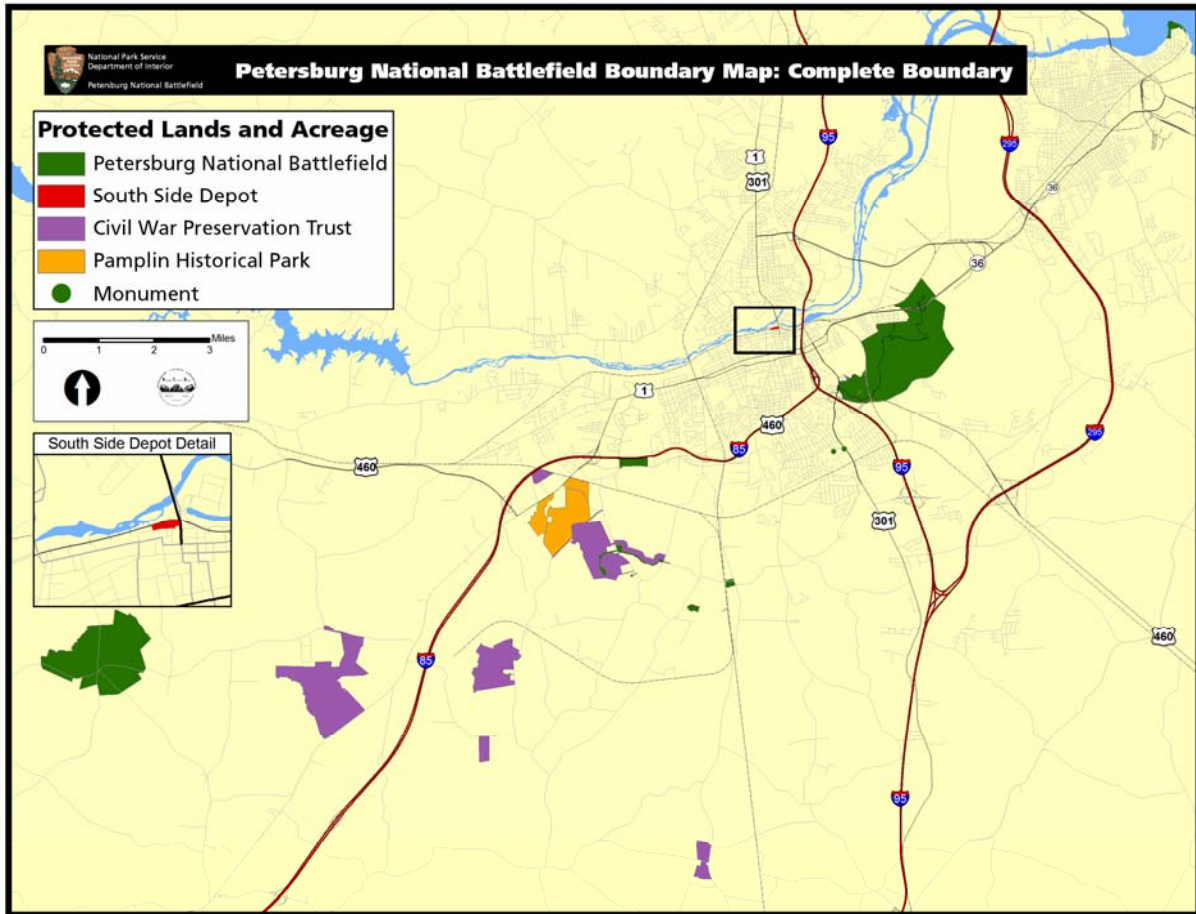


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2. Old Towne Petersburg and Location of the South Side Depot



3. South Side Depot Site Plan



4. Petersburg National Battlefield Complete Boundary

Photos of South Side Depot



1. South Side Depot during Civil War Era



2. South Side Depot, 2009



3. West Wing, South Side Depot, Petersburg, VA



4. East Wing (Damaged in 1993 Tornado), South Side Depot, Petersburg, VA



5. Interior Hall, South Side Depot, Petersburg, VA

Department of the Interior

As the nation's principal conservation agency, the Department of the Interior has the responsibility for most of our nationally-owned public lands and natural resources. Its duties include fostering sound use of our land and water resources; protecting our fish, wildlife and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to ensure that their development is in the best interest of all our people by encouraging stewardship and citizen participation in their care. The Department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

National Park Service

The National Park Service is a bureau within the Department of the Interior. Its mission is to preserve unimpaired the natural and cultural resources and values of the National Park system for the enjoyment, education and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resources conservation and outdoor recreation throughout this country and the world.