

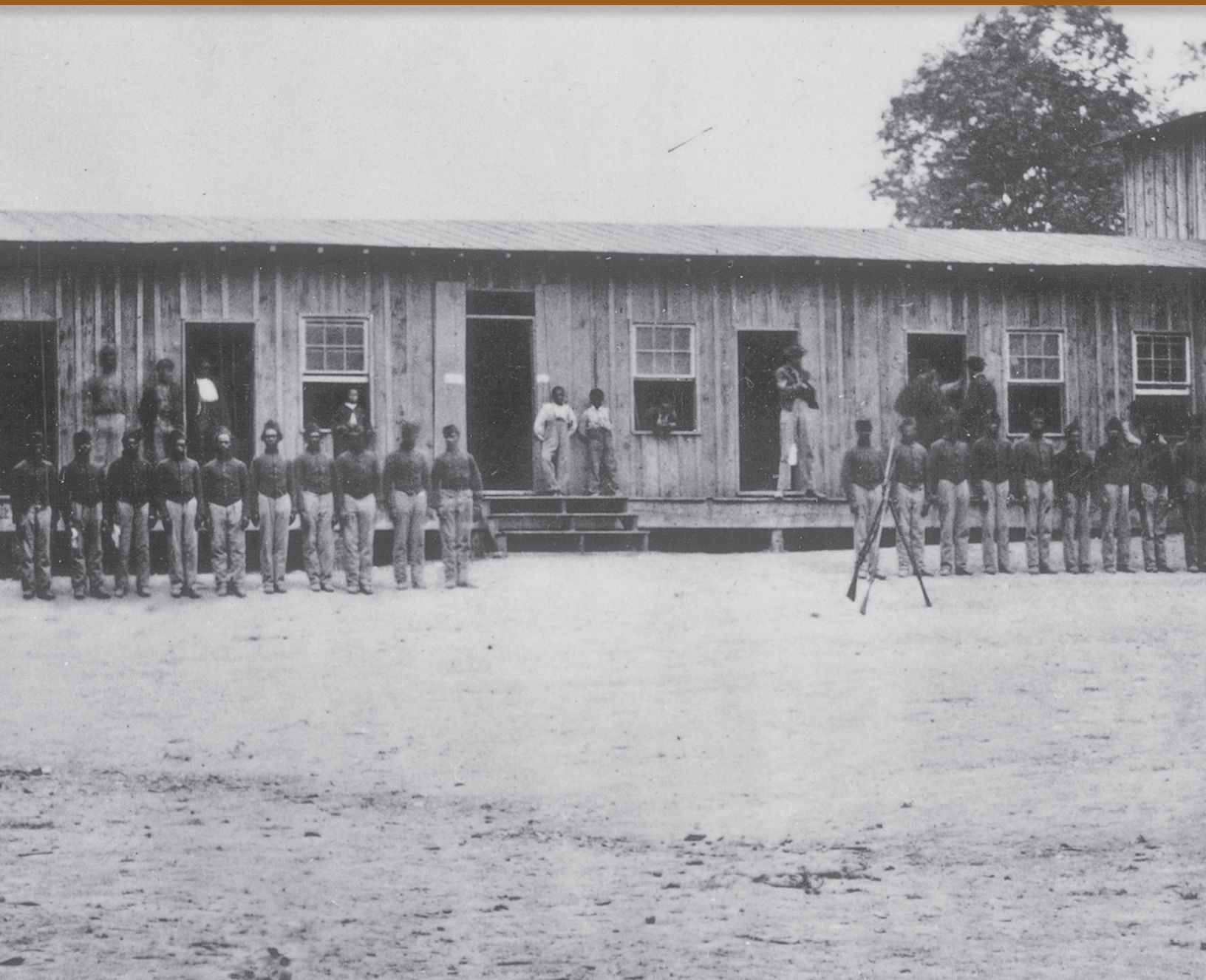


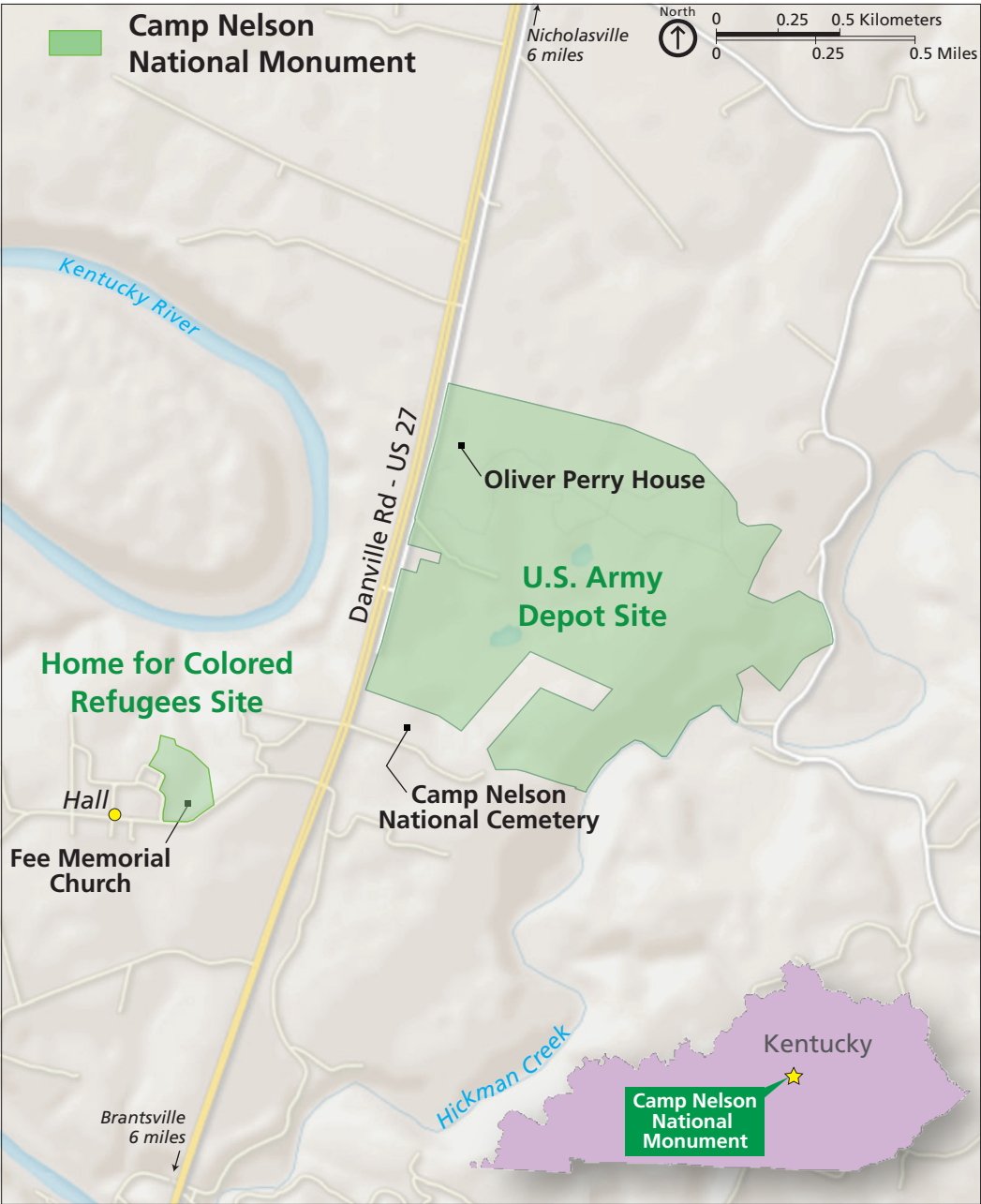
# Foundation Document

## Camp Nelson National Monument

Kentucky

April 2020

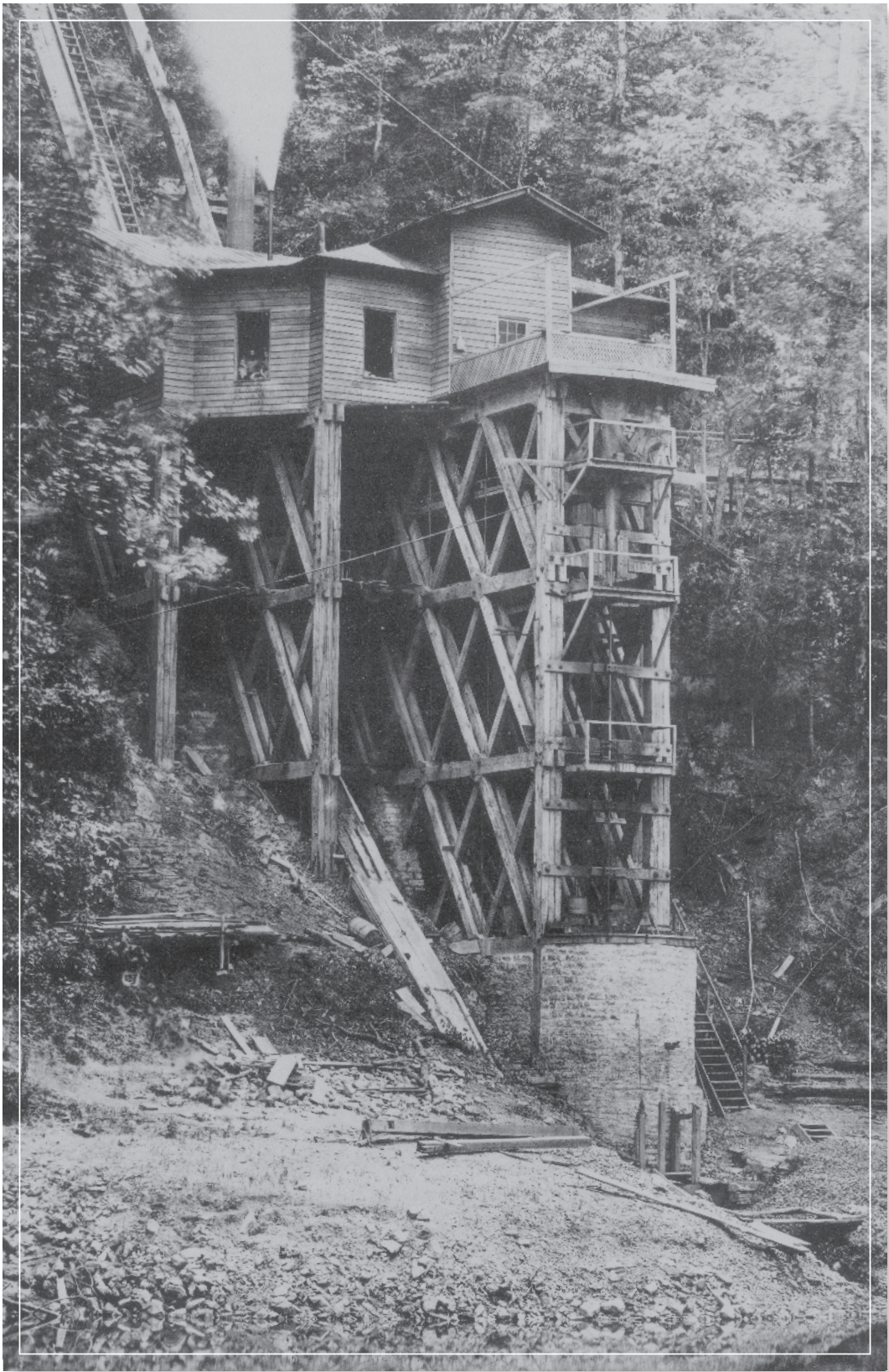




# Contents

<b>Mission of the National Park Service . . . . .</b>	<b>1</b>
<b>Introduction. . . . .</b>	<b>2</b>
<b>Part 1: Core Components . . . . .</b>	<b>3</b>
Brief Description of the Park. . . . .	3
Park Purpose . . . . .	6
Park Significance . . . . .	7
Fundamental Resources and Values . . . . .	8
Other Important Resources and Values . . . . .	10
Related Resources . . . . .	10
Interpretive Themes . . . . .	11
<b>Part 2: Dynamic Components . . . . .</b>	<b>13</b>
Special Mandates and Administrative Commitments . . . . .	13
Special Mandates. . . . .	13
Administrative Commitments. . . . .	13
Assessment of Planning and Data Needs . . . . .	14
Analysis of Fundamental Resources and Values . . . . .	14
Analysis of Other Important Resources and Values . . . . .	30
Identification of Key Issues and Associated Planning and Data Needs . . . . .	36
Planning and Data Needs . . . . .	38
<b>Part 3: Contributors . . . . .</b>	<b>43</b>
Camp Nelson National Monument . . . . .	43
National Park Service, Abraham Lincoln Birthplace NHP. . . . .	43
Jessamine County . . . . .	43
NPS Interior Region 2 . . . . .	43
Other NPS Staff . . . . .	43
Partners . . . . .	43
<b>Appendixes . . . . .</b>	<b>44</b>
Appendix A: Presidential Proclamation and Legislative Act for Camp Nelson National Monument . . . . .	44
Appendix B: Inventory of Administrative Commitments . . . . .	50
Appendix C: Past and Ongoing Park Planning and Data Collection Efforts . . . . .	51







## Mission of the National Park Service

The National Park Service (NPS) preserves 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 National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



*The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.*

## Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Camp Nelson National Monument can be accessed online at: <http://insideparkatlas.nps.gov/CANE>.





## Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

### Brief Description of the Park

After the Confederate victory at the Battle of Fredericksburg in December 1862, the Union Army shifted attention toward ensuring Union control over the border states of Kentucky and Tennessee. Major General Ambrose Burnside tasked scouts to find a location where the newly formed Department of the Ohio could consolidate troops and supplies in central Kentucky to defend the Cumberland Gap and support future offensives into Tennessee with the hopes of securing the Confederate rail hub at Knoxville. The Union Army selected a site perched on the palisades between the Kentucky River and Hickman Creek in Jessamine County, Kentucky, for its newest supply depot and logistic center for the Western Theater of the Civil War. From here, Union troops overlooked Hickman Bridge, the only bridge to cross the Kentucky River south of the state capital of Frankfort, and could defend against potential Confederate advances into the heart of Kentucky. The site also had access to important land transportation routes that led throughout Kentucky and Tennessee.

Construction at the newly christened Camp Nelson—named after Union Brigadier General William “Bull” Nelson, a Kentuckian who had risen to the status of political martyr after his murder by a fellow officer in October 1862—began in June 1863 and continued at a rapid pace throughout the Civil War. Almost immediately after its creation, the camp expanded to provide an additional function as a recruitment center for new soldiers. At the height of its use in 1865, Camp Nelson encompassed roughly 4,000 acres spanning the Lexington-Danville Turnpike (now designated Highway US 27). The camp, which was organized around an 800-acre core, included more than 300 buildings and tents that housed the functions of a quartermaster commissary depot, ordnance depot, recruitment center, prison, and a ten-ward, 700-bed hospital. Eight earthen forts or batteries, primarily constructed by enslaved labor, protected the camp to the north. Additional fortifications were placed along Hickman Creek and near the Hickman Bridge. Although the size and pace of the camp’s development was impressive, the camp struggled to supply enough men, horses, mules, and supplies to meet the demands of the army as Burnside advanced the Department of the Ohio into eastern Tennessee in late 1863.



While Camp Nelson managed to support successful Union campaigns into Atlanta and southwestern Virginia in 1864, it gained national importance as an African American troop recruitment center. The Emancipation Proclamation, issued by President Lincoln on January 1, 1863, proclaimed that “all persons held as slaves within any State or designated part of a State the people whereof shall then be in rebellion against the United States shall be then, thenceforward, and forever free.” Kentucky, like all of the “border” states that did not secede from the Union, was technically not in rebellion, and therefore slavery remained legal. In April 1864, commander of the District of Kentucky, General Stephen Burbridge, ordered recruitment of African American men throughout the state of Kentucky to boost lagging enlistment numbers. General Order 34 stipulated that only free men of color or enslaved African Americans who had permission of their slaveholder could enlist. In May 1864, the enlistment restrictions were rescinded and any African American man in Kentucky—enslaved or free—could join the Union Army and gain their freedom. This development led to the arrival of 250 escaped slaves into Camp Nelson ready to join the army on May 23, which quickly swelled to 400 within a few days. These numbers overwhelmed the county provost marshal offices, where men were required to enlist, and forced the army to create eight designated USCT recruitment centers within Kentucky. Within approximately a year (June 1864–May 1865), more than half of the eligible African American men in Kentucky joined the Union Army. More than 23,000 African Americans from Kentucky enlisted, the second most of any state after Louisiana. Camp Nelson quickly became the largest of the eight African American recruitment centers in the state of Kentucky and the third largest United States Colored Troops (USCT) recruiting center in the entire nation surpassed only by Camp William Penn in Pennsylvania and recruiting centers in New Orleans.

Many of the African American men pouring into Camp Nelson to enlist in the Union Army were accompanied by their parents, wives, or children who also sought freedom. While enlisting in the Union Army provided a clear path to freedom for eligible men, any slave from Kentucky who arrived at Camp Nelson but was unable to serve in the Union Army was expected to leave the camp and return to enslavement per standing Union policy. At least seven official orders to remove women and children not under the employ of the camp were issued between June and November, 1864, which culminated in the November 22–24, 1864, forced expulsion of approximately 400 women and children of enlisted United States Colored

Troops. Freezing temperatures and harsh conditions resulted in 102 deaths in the days following the forced removal.

Newspapers across the northern states ran stories about the plight of refugees expelled from Camp Nelson. The resulting public uproar, and the fear that such treatment would dissuade other African American men from enlisting in the Union Army, created a swift response from the federal government. A few weeks after the November expulsion, the army reversed its policy towards refugees and began construction of the government-sponsored “Home for Colored Refugees” at Camp Nelson. Finally, Congress officially emancipated the wives and children of United States Colored Troops via the March 3rd Act of 1865. This provided legal protection for the refugees at Camp Nelson and an additional incentive for African American men to enlist in the Union Army.







By April 1865, Camp Nelson and the refugee home were at their largest, with thousands of new recruits, Union troops, refugees, and civilians working and living around hundreds of structures. The end of the Civil War marked the end of Camp Nelson's time as a military installation. Over the summer of 1865, many of Camp Nelson's military buildings, all of which were built as temporary structures to be used during wartime, were either sold and moved or dismantled. The only exceptions were civilian structures that had existed prior to the camp's establishment, like the Oliver Perry "White" House that had been commandeered by the Union Army as officers' quarters. The site gradually returned to its largely agricultural antebellum appearance.

The Home for Colored Refugees officially shuttered in March 1866, but a small number of the thousands of emancipated African Americans that considered Camp Nelson their first home as free men and women built permanent residences on the site of the refugee home. The resulting community of Ariel, now known as Hall, Kentucky, blossomed into a thriving, early 20th-century African American settlement nationally known for the musical contributions of the Ariel Singers and family bands. Today, some descendants of refugees and soldiers maintain strong connections to Camp Nelson and the resulting community of Hall.

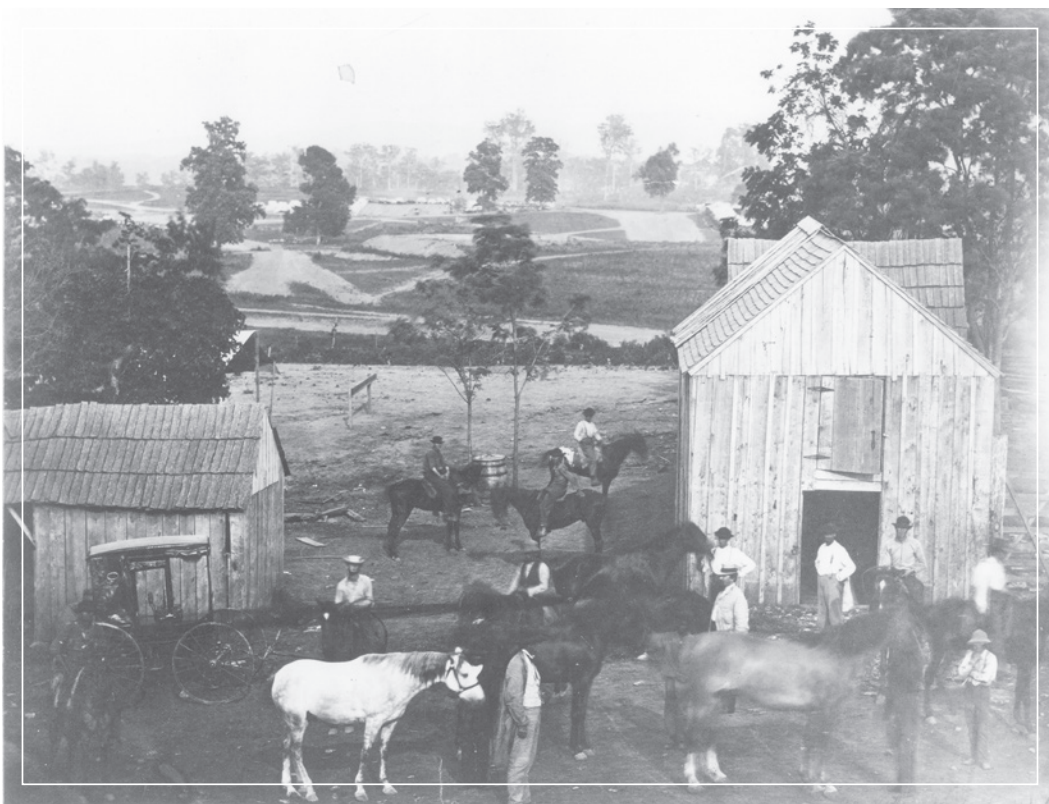
Established October 26, 2018, by presidential proclamation, Camp Nelson National Monument consists of two discontinuous units associated with Camp Nelson that are divided by Highway US 27. The larger unit, located east of the highway, encompasses approximately 373 acres of the core historic Civil War-era Camp Nelson site and the primary visitor contact area; it is a part of a larger historic and archeological district (inclusive of the neighboring National Cemetery) that was designated a National Historic Landmark in 2013. The smaller unit, which sits 1.5 miles south of the Camp Nelson site on the west side of Highway US 27, includes approximately seven acres of the Home for Colored Refugees site that is now part of the modern-day community of Hall. Previously operated as a county historical park, Camp Nelson National Monument is currently managed under an agreement between the National Park Service and Jessamine County to ensure continuity of visitor services, interpretation and education, and preservation and maintenance at the site.

Visitors to the monument can learn more about Camp Nelson's establishment, the supply depot and training center's role during the Civil War, and the recent archeological surveys that brought renewed attention to the nationally significant site in the visitor center / museum and reconstructed troop barracks located at what was once the heart of the army camp. The monument's five miles of walking trails lead from the visitor center past earthen forts along the camp's northern border and other visible landscape features that date back to the 1860s, such as the Civil War-era cut stone walls bounding the Officers' Spring. The Oliver Perry "White" House, the only surviving building within the core camp area that dates back to the Civil War, is open during special events.

## Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Camp Nelson National Monument was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established by Presidential Proclamation on October 26, 2018 (see appendix A for enabling legislation and subsequent amendment). The purpose statement lays the foundation for understanding what is most important about the park.

*CAMP NELSON NATIONAL MONUMENT in Jessamine County, Kentucky, preserves and interprets the historic and archeological resources of a Union Army supply depot that became one of the largest Civil War-era recruitment and training centers for United States Colored Troops and an African American refugee camp. The monument is a testament to the courage, resiliency, and perseverance of those seeking freedom from slavery and pursuing self-determination during and after the Civil War.*





## Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Camp Nelson National Monument, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Camp Nelson National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Camp Nelson was established as a fortified supply depot and recruitment center on approximately 4,000 acres in central Kentucky, strategically located along important transportation routes and adjacent to the Kentucky River and Hickman Creek. A large number of troops were enlisted, trained, and housed at the camp, which supplied Union military campaigns in western Virginia, eastern Tennessee, Kentucky, and Georgia.
2. Camp Nelson was one of the nation's largest recruitment and training centers for African American soldiers, known as United States Colored Troops, during the American Civil War. By the end of the war, more than 23,000 African Americans had joined the Union Army in Kentucky, making it the second largest contributor of United States Colored Troops from any state. Of these recruits, more than 10,000 were either enlisted or trained at Camp Nelson.
3. During frigid weather in November 1864, approximately 400 African American women and children—United States Colored Troop family members who escaped slavery and also sought refuge at Camp Nelson—were expelled by force from the camp; 102 people died of exposure. The event brought national attention to the plight of the refugee families. In response, Congress took action, passing the March 3rd Act of 1865, emancipating all wives and children of any enlisted member of the United States Colored Troops.
4. The Union Army established the Camp Nelson Home for Colored Refugees in January 1865, ultimately housing more than 3,000 women and children and creating a safe haven during the war for the families of enlisted African American soldiers. Descendants of the original families that occupied the Home for Colored Refugees continue to live in the community of Hall, Kentucky, formerly known as Ariel. The Ariel community has a rich history including early efforts at integrated education in Kentucky that began with the work of John Fee, Abisha Scofield, Gabriel Burdett, and the American Missionary Association.
5. Camp Nelson National Monument retains a high level of archeological integrity and is the best-preserved archeological site of a large Civil War depot, recruitment center, and refugee camp. The cultural landscape of Camp Nelson's main depot and encampment area has remained largely undisturbed since the United States Army dismantled the camp after the Civil War. The site has potential to yield information about the working and living conditions of military personnel and civilian refugees.

## Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Camp Nelson National Monument:

- **Archeological Resources.** The well-preserved, in situ archeological resources associated with the U.S. Army Depot, recruitment camp, original refugee encampment, and the Home for Colored Refugees provide robust opportunities for researchers to understand African American experiences during the Civil War. The broader Camp Nelson archeological record also provides opportunities for research and scholarship related to military history, race, identity, and gender during the Civil War—a pivotal chapter of the nation's history.
- **Camp Nelson Cultural Landscape.** Camp Nelson includes the archeological remains and several landscape features connected to the large Civil War-era Union Army supply depot, recruitment camp, hospital facility, and African American refugee camp. The site's earthen fortifications, depot magazine, historic roads, one period building, and archeological deposits together convey a sense of place and allow a visitor to understand and explore the Civil War history retained on the landscape. The largely undeveloped, agricultural landscape is similar to its appearance just before the Civil War and presents a high degree of integrity of setting and location.
- **The Oliver Perry “White” House.** The only remaining building from the Civil War era on the Camp Nelson landscape is the Oliver Perry House or “White” House as it was called by the Union Army. This two-story, hipped roofed, frame house of the Greek revival style was built circa 1855 by Oliver and Fannie (Scott) Perry and maintains an appearance very close to that of the Civil War period.







- Museum Collections and Archives.** The museum collections associated with Camp Nelson National Monument contain a wide variety of objects that serve as tangible links to the past. The collections are primarily focused on the American Civil War era and include military materials and personal items associated with the overall depot and the Home for Colored Refugees. These artifacts, which have been found or excavated on-site, represent both the camp's military function and its powerful story of African American self-emancipation. The collections have the potential to enlighten modern thinking on how power and authority were communicated and reinforced through material culture, particularly through features of architecture, landscape, and more personal items such as clothing and food ways.
- Cultural Connections to Camp Nelson.** While Camp Nelson operated as a Union military encampment for only a few years, families of United States Colored Troops who enlisted and trained at the site felt a strong connection to the place where they legally secured their freedom. Many of these families lived at the Home for Colored Refugees during the last days of the Civil War and approximately 250 individuals stayed to create the community of Ariel (now Hall) once the "Home" was officially shuttered. The cultural connections between descendants, Camp Nelson, and Hall continue through partnerships, special events, monument programs, and by maintaining relationships to related descendant communities.
- Remembrance and Reflection.** Camp Nelson was a major Kentucky emancipation site where thousands of enslaved African Americans sought freedom in the midst of the Civil War. The site represents the unbridled hopes of those in search of self-determination, as well as the sacrifices they had to make in pursuit of their independence. Some of these people gave their lives as United States Colored Troops, while others succumbed to harsh winter conditions faced during their expulsion from Camp Nelson or illness contracted in the refugee home. The monument allows visitors to reflect on the momentous journey from enslavement to self-determination and to remember the lives of those who contributed to the story of Camp Nelson, the Home for Colored Refugees, and the community of Hall.

## Other Important Resources and Values

Camp Nelson National Monument contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Camp Nelson National Monument:

- **Appropriate Recreational Opportunities.** Appropriate recreation fosters relevancy with a broad range of park visitors. Passive recreation—such as fitness activities, bird and wildlife viewing, picnicking, and general enjoyment of green space—creates opportunities for engagement by additional local user groups and fosters relevancy with a broad range of park visitors. While recreational activities can lead to additional appreciation of the monument and its resources, such use must not conflict with the monument’s purpose as a place of reflection and remembrance.
- **Reverend John G. Fee Memorial Church.** The John G. Fee Memorial Chapel is the only standing building on the Hall parcel owned by the National Park Service. The church was constructed circa 1910. The church served an active congregation of formerly enslaved individuals that gained their freedom at Camp Nelson and their descendants. The church was the center of the Hall community into the late 20th century.
- **Karst Features.** Camp Nelson National Monument sits in the Bluegrass Region of Kentucky, which is characterized by rolling hills and a karst landscape of sinkholes, streams, caves, and springs. This varied topography allowed the Union Army to hide warehouses and other strategic buildings outside enemy sightlines, while the limestone palisades along the Kentucky River provided natural protection against potential Confederate attacks. The Camp Nelson area’s sedimentology, stratigraphy, and structural geology is recognized by the Kentucky Society of Professional Geologists as Distinguished Geologic Site 2 because of the quality of exposures, accessibility, and importance of the site in research and geologic education.

## Related Resources

Related resources are typically not owned by the National Park Service. They may be part of the broader context or setting in which park resources exist, represent a thematic connection that enhances the experience of visitors, or have close associations with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and an opportunity for collaboration between the park and owner or manager of the related resource.

The following related resources have been identified for Camp Nelson National Monument:

- **Camp Nelson National Cemetery.** The Camp Nelson National Cemetery was established in 1866 at the site of one of the graveyards created during the Civil War to serve Camp Nelson. After the war, approximately 2,000 Union soldiers buried at other Kentucky battlefields were reinterred at Camp Nelson. The active cemetery is adjacent to the property owned by the National Park Service and is managed by the U.S. Department of Veteran Affairs. The National Cemetery is a contributing feature of the Camp Nelson National Historic Landmark District.
- **Hall Cemetery.** The public cemetery in the community of Hall contains approximately 100 grave markers dating from the 19th and 20th centuries and is one of the few remaining historic resources that are directly associated with the community of Hall/Ariel. Burials include United States Colored Troops who enlisted at Camp Nelson as well as members of prominent Hall families including the Bookers, Fries, Overstreets, and Paines.



## Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Camp Nelson National Monument:

- **Lessons from the Past.** The landscapes and archeological resources of Camp Nelson National Monument speak to the stories and experiences of soldiers and their families at this U.S. Army Depot and one of the nation's largest recruitment centers for African American troops during the American Civil War. The area encompassing the monument has been relatively undisturbed since the army dismantled the camp in 1866. It bears pristine archeological deposits with the ability to enlighten visitors and scholars. Archeological study, including public archeological projects, provide authenticity and texture to the past and reveals unspoken stories of communities without written histories.
- **Logistics of War.** The difficulty and complexity of supporting Union military campaigns in Virginia, Tennessee, Kentucky, and Georgia resulted in the rapid creation of a massive military landscape in a rural environment. The 4,000 acre compound was built in about a year and could garrison up to 8,000 troops and employed as many as 2,000 civilians. It included 300 buildings and tents that housed a quartermaster commissary depot, an ordnance depot, the recruitment center, a prison, a 700-bed hospital, stables for 14,000 horses and mules, eight earthen forts, a steam-driven water-works, and a large bakery. The Camp Nelson military landscape left an unforgettable impact on the men, women, and children arriving here, most of whom had never experienced a social setting of this scale.



- **Kentucky's Place in the Civil War.** The strategic need to keep Kentucky in the Union fostered an ambivalent position of the United States government on the ownership of people. Kentucky would remain a Union state so long as slavery could be retained; there initially was no recruitment of African Americans in Kentucky. Eventually, Kentucky's inability to meet their enlistment quota with only white soldiers forced the state to recruit African American men and provided the primary avenue to freedom in a state where the Emancipation Proclamation did not apply.
- **Family, Home, and Community.** Despite institutional bias, government bureaucracy, and the chaos of war, refugees, soldiers, and displaced families brought the desire to build communities and institutions that replicated normalcy. Their efforts created a community ahead of its time at Camp Nelson during a historic time of transition. The resulting social institutions created by these individuals represent a cultural continuity that is shared by descendant communities with enduring connections to Camp Nelson and the community of Hall.
- **Self-emancipation through Struggle.** Thousands of enslaved African Americans risked their lives escaping to this Jessamine County site with the hope of securing their freedom through enlistment in the U.S. Army. Ultimately the contributions of these soldiers to the Union war effort contributed to the cause of freedom and changed the course of the nation. The parallel story at Camp Nelson is of the USCT families and their struggle as refugees to secure their own freedom.
- **Expulsion and March 3, 1865 Act.** Unlike the freedom-seeking men who were emancipated upon joining the Union Army, the situation for their wives and children was far more uncertain because they were still legally enslaved. This was not resolved until the tragic November 1864 expulsion of women and children against their will, which led to the death of 102 people. This event, and the recognition of the plight of the Camp Nelson refugees, caused a national uproar and media attention, piquing the national conscience and forcing Congress to pass the Congressional Act of March 3, 1865, that finally granted them their freedom.





## Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

### Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Camp Nelson National Monument.

#### Special Mandates

The Presidential Proclamation creating the national monument established a cooperative relationship between the National Park Service and Jessamine County. The order states that the National Park Service “intends to cooperate with Jessamine County, Kentucky, in the preservation, interpretation, operation, and maintenance of, and in educating about, the Camp Nelson Site.”

#### Administrative Commitments

- Framework Agreement between the National Park Service and Jessamine County, Kentucky
- Kentucky Heritage Land Conservation Fund easement
- Kentucky Heritage Council preservation and conservation easements
  - Hall (7 acres including the Fee Memorial Church)
  - Ludwig Property (125.25 acres)
  - Camp Nelson (187 acres including the Oliver Perry “White” House)

For more information about the existing administrative commitments for Camp Nelson National Monument, please see appendix B.

## Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

### Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.



Fundamental Resource or Value	Archeological Resources
<b>Related Significance Statements</b>	Significance statements 1, 2, 4, and 5.
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The overall archeological site is in excellent condition and retains high integrity. The site is particularly well preserved. There has been limited previous plowing because of its sloped grade and exposed limestone bedrock.</li> <li>• Most of the property does not have systematic Phase I archeological inventory complete.</li> <li>• Some areas of the archeological site have been heavily investigated through compliance-driven and research/interpretation-driven investigations. Some of the major survey projects related to Camp Nelson were outside of the current monument boundary.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Relic hunting seems to be declining with increased visitor education.</li> <li>• There has been an increase in public archeology and interest in public archeology projects in recent years.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Relic hunting / looting could affect the integrity of the archeological site.</li> <li>• Erosion can expose or move in situ resources.</li> <li>• Trees falling can destroy archeological sites and uproot artifacts.</li> <li>• Gophers, groundhogs, moles, and other burrowing animals cause ground disturbances and could uncover or destroy artifacts.</li> <li>• Routine operations and maintenance may inadvertently impact archeological sites.</li> <li>• Horse and cattle grazing compacts the ground and can damage sites.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Digitization of past archeological survey reports and data would allow data to be accessed easier by monument staff, NPS subject-matter experts, and other researchers.</li> <li>• Geophysical survey would provide documentation of the current conditions and additional information on potential landscape features.</li> <li>• Additional archeological surveys in the Camp Nelson and Home for Colored Refugees site would further site knowledge and possibly yield new information about the refugee experience and military life.</li> <li>• Improved museum storage in a facility that meets NPS museum standards would help preserve the artifacts and archives in the collection.</li> <li>• Public archeology projects would allow visitors to interact with the monument's primary resource while helping archeologists to learn more about the site.</li> </ul>
<b>Existing Data and Plans Related to the FRV</b>	<ul style="list-style-type: none"> <li>• Hard copies of field reports are available in the on-site collection.</li> <li>• Location data for past surveys and evaluation projects.</li> <li>• Archeological reports (paper copies): Fort Jones site, the prison site.</li> <li>• Technical reports for Section 106 projects.</li> <li>• Publications related to site archeology.</li> <li>• Easement data filed with the Kentucky State Historic Preservation Office.</li> <li>• Camp Nelson Historic and Archeological District National Historic Landmark documentation.</li> </ul>



Fundamental Resource or Value	Archeological Resources
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Section 110 inventory of archeological resources.</li> <li>• Digitization and geo-referencing of GIS data from paper resources.</li> <li>• Geospatial data collection.</li> <li>• Inventory and consolidation of existing archeological data and reports.</li> <li>• Prepare incomplete technical reports for past work.</li> <li>• Facility Management Software System (FMSS) data entry and condition assessments (maintained archeological sites).</li> <li>• Archeological condition assessments.</li> <li>• Update Cultural Resource Information System (CRIS) database information (for all cultural resource data including archeological site data).</li> <li>• Archeological overview and assessment.</li> <li>• Full inventory of existing archeological collections.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• None.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• National Park Service Organic Act of 1916</li> <li>• Historic Sites, Buildings, and Antiquities Act of 1935</li> <li>• Management of Museum Properties Act of 1955, as amended</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archaeological and Historic Preservation Act of 1974, as amended</li> <li>• Archaeological Resource Protection Act of 1979, as amended</li> <li>• National Park Omnibus Management Act of 1998</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• NPS <i>Museum Handbook</i>, parts I, II, and III</li> <li>• Programmatic Agreement among the National Park Service, Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> </ul>



Fundamental Resource or Value	Camp Nelson Cultural Landscape
Related Significance Statements	Significance statements 1, 2, 4, and 5.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Forts Jones, Jackson, and McKee—earthen fortifications within the monument—have high integrity and are primarily undisturbed; Forts Pope and Taylor are stable, but have diminished integrity from being bulldozed during the mid-20th century.</li> <li>• Some portions of Fort Jones's stone revetment are deteriorated, and a portion of the fort was damaged during timber removal prior to county ownership, but seems to be stable.</li> <li>• Fort Putnam is a reconstruction created by Jessamine County to illustrate Civil War fort construction and design. The reconstructed fort sits adjacent to the original site that was bulldozed during the mid-20th century. The reconstruction has maintenance issues as the revetment walls are aged and deteriorating.</li> <li>• Holes in the ground surface of the undisturbed forts are beginning to form as a result of rotting wood substructure.</li> <li>• Infantry entrenchments are well preserved in front of the Oliver Perry "White" House and between Forts Jones and McKee.</li> <li>• Dedicated Jessamine County monument staff effort has kept the existing infantry entrenchments clear and visible in wooded areas.</li> <li>• There is mature tree growth on Forts McKee and Jones and several trees near Fort Jackson.</li> <li>• The stone forts have a high degree of integrity, with Stone Fort #1 being in better condition than Stone Fort #2.</li> <li>• Wood observation platform was constructed over Stone Fort #1 to provide a visitor overlook.</li> <li>• Earthworks for powder magazine are located north of National Cemetery. The earthworks are in good condition but exhibit tree growth.</li> <li>• Stone foundations with earthen mounds exist for bakery ovens and two icehouses: the prison icehouse, which is filled in and has an interpretive sign, and the bakery icehouse, which has a more recent building covering it, but is in good condition.</li> <li>• The Officers' Spring stonework needs preservation maintenance.</li> <li>• Living ash trees are no longer present on landscape; all have been lost to emerald ash borer. Dead trees are present and being removed.</li> <li>• Non-historic, non-contributing barns located within the monument are currently used for Jessamine County storage.</li> <li>• There is a distinct division between "frontcountry" and "backcountry" areas of the monument. A large portion of the front country landscape is maintained as mowed turf. Some areas of the property closer to Hickman Creek are wooded.</li> <li>• The southern part of the property is grazed by cattle and horses through individual hay leases.</li> <li>• Snake fencing installed by Jessamine County to guide visitor experiences and manage leased lands in the monument does not follow historic property boundaries or fence lines.</li> <li>• Trails in the developed "frontcountry" portion of the park consist of mowed paths. The rest of the fields are hayed two to three times per year under leases.</li> <li>• Trails in the "backcountry" wooded section of the park are in poor condition with overgrown vegetation, including poison ivy. There are also several wooden bridges over features, which are in poor condition.</li> <li>• Camp Nelson's original fortification line extends outside the monument boundaries: Forts Hatch and Nelson are on the west side of the highway, and a small portion of Fort Jones is on private property.</li> </ul>

Fundamental Resource or Value	Camp Nelson Cultural Landscape
<b>Current Conditions and Trends</b>	<p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Mature trees throughout the monument are reaching the end of their life expectancy.</li> <li>• There is a noticeable increase in visitation since the national monument was established.</li> <li>• Locals actively use the mowed, frontcountry trails for exercise and walking paths. As development associated with Lexington continues to spread south, more people will move to Jessamine County, and trail use by local residents may increase as the population increases.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Development on adjacent private property could impact visitor experience, disrupt the rural, agricultural setting and viewsheds, and damage portions of the historic archeological district outside monument boundaries.</li> <li>• Future growth of the National Cemetery could encroach on monument land.</li> <li>• Erosion could threaten trees and landscape features.</li> <li>• Deer and turkey poaching affects monument wildlife and potentially could impact visitor safety.</li> <li>• Looting / relic hunting at earthworks could hurt the site's integrity or damage the earthworks.</li> <li>• Horse and cattle grazing and landscape trampling contributes to devegetation and erosion.</li> <li>• Invasive species, including Asian honeysuckle and thistle, disrupt the natural ecosystem function.</li> <li>• Dead / hazard trees could either uproot archeological artifacts or damage earthworks and forts and present public safety hazards.</li> <li>• Allowing portions of the landscape to revert to woodland or forest could affect the cultural landscape and visitor experience.</li> <li>• Operations and maintenance activities have the potential to impact the fort structures and landscape.</li> <li>• Increase in visitation and associated visitor facility development could lead to conflicts between monument administrative and visitor needs and the undeveloped cultural landscape.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Reestablishing native vegetation would support the Civil War-era cultural landscape and native ecosystem.</li> <li>• Clearing to reestablish 19th-century viewsheds would allow visitors to get a better sense of the Civil War depot and encampment.</li> <li>• The extensive historic photograph collection could be used to create visitor opportunities and interpretive materials that connect to current views.</li> <li>• Acquiring additional property within legislated boundary will preserve the overall Camp Nelson landscape and archeological district.</li> <li>• A future boundary adjustment to include Fort Hatch and Fort Nelson could lead to complete federal management of the northern line of fortifications.</li> <li>• Installing a gate counter would result in more accurate visitor count that could inform visitation data.</li> <li>• Partnerships between the National Park Service and Lexington Area Metropolitan Planning and other local planning and recreation groups could support expanding bike and pedestrian trails to Camp Nelson.</li> </ul>



Fundamental Resource or Value	Camp Nelson Cultural Landscape
<b>Existing Data and Plans Related to the FRV</b>	<ul style="list-style-type: none"> <li>• LiDAR data.</li> <li>• Archeological reports and surveys.</li> <li>• Camp Nelson Historic and Archeological District National Historic Landmark documentation.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Condition assessments of forts.</li> <li>• Geospatial data collection.</li> <li>• Digitization and geo-referencing of GIS data from paper resources.</li> <li>• Ownership history (plat, deed data).</li> <li>• FMSS data entry and condition assessments (historic structures and landscape features).</li> <li>• Update CRIS database information (for all cultural resource data including cultural landscape data).</li> <li>• Archeological overview and assessment.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Cultural landscape report.</li> <li>• Vegetation management plan.</li> <li>• Trail management plan.</li> <li>• Long-range interpretive plan.</li> <li>• Waysides, wayfinding, and sign plan.</li> <li>• Accessibility self-evaluation and transition plan.</li> <li>• Leasing plan.</li> <li>• Fire management plan (wildland fire).</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• National Environmental Policy Act of 1969</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 47: <i>Soundscape Preservation and Noise Management</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> </ul>



Fundamental Resource or Value	Oliver Perry “White” House
Related Significance Statements	Significance statement 5.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The building’s condition is considered “poor” by Jessamine County standards. Issues include the internal stairwell moving away from wall, aging exterior siding, and cracking internal plaster. Cracking could indicate foundation settling issues. Lead paint is also present in the house.</li> <li>• The roof is in good condition.</li> <li>• Jessamine County undertook a major restoration in 1997–1998 guided by a historic structure report. The goal of that project was restoration of the building’s antebellum appearance. During the restoration, the two-story front portico and side porches were recreated and the interior was restored from the late-20th-century rental configuration.</li> <li>• A portion of the house is rented out as an apartment.</li> <li>• In the past, the house was used as a special events space for weddings, receptions, and antebellum history events such as teas. Events were managed through permitting.</li> <li>• The majority of the house currently includes mid-19th-century furnishing and is interpreted as an antebellum residence. One bedroom is furnished and interpreted as officers’ quarters to portray how the house was used during the time of Camp Nelson.</li> <li>• A set of frame plates and a framed set of commemorative spoons are the only artifacts in the house directly connected to the Perry family. These furnishings are on loan.</li> <li>• Some period furnishings are owned by Jessamine County; other artifacts are on loan from private collections. If the National Park Service chooses to furnish the Perry House for another era or change the use of the building, some of the loaned objects would need to be returned to their owners.</li> <li>• There is no fire suppression system in the house. It has a functioning security system.</li> <li>• The first floor of the house meets Architectural Barriers Act accessibility standards, but the second floor is not physically accessible.</li> <li>• Limited cultural landscape information exists for the Perry property. A gate facing Highway US 27 exists, and a historic, unpaved driveway can be seen on the landscape that may or may not date to the Civil War era. The cistern survives, but historic outbuildings associated with the house are missing from the landscape.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Yearly maintenance by Jessamine County addresses external condition issues that arise with the wood porches, columns, and doors.</li> <li>• Previous rot issues have been resolved with recent maintenance work and repairs.</li> <li>• In recent years, general interest has moved away from Antebellum-focused types of special events.</li> <li>• Special events / rentals have been phased out in recent years to limit wear on the house’s historic building fabric.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Overuse or events that surpass the structural capacity of house could damage the building.</li> <li>• General deterioration could continue to impact the house and lead to larger-scale issues.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• An updated historic structure report and condition assessment is needed to inform future preservation and maintenance.</li> <li>• Research into the landscape surrounding the Oliver Perry House would outline potential treatment recommendations and interpretive opportunities.</li> <li>• Physical accessibility could be improved to provide additional access to the second floor.</li> </ul>

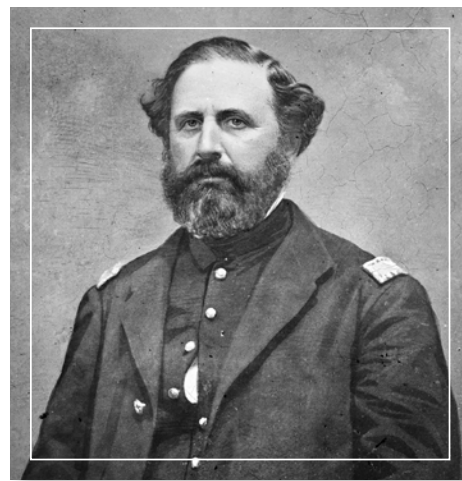
Fundamental Resource or Value	Oliver Perry “White” House
<b>Threats and Opportunities</b>	<p><b>Opportunities (continued)</b></p> <ul style="list-style-type: none"> <li>• Work with NPS Heritage Documentation Program to create Historic American Building Survey (HABS) and/or Historic American Landscape Survey (HALS) documentation for the Oliver Perry property.</li> <li>• The space could be interpreted to represent a variety of historic periods before, during, and after the Civil War. The National Park Service needs to decide how best to approach the space.</li> <li>• The National Park Service can decide how to manage the existing living quarters and determine if the space should be leased for a private residence or discontinue that type of use.</li> <li>• Special use opportunities could provide additional visitor opportunities in the space.</li> </ul>
<b>Existing Data and Plans Related to the FRV</b>	<ul style="list-style-type: none"> <li>• Historic structure report (out of date).</li> <li>• Kentucky State Historic Preservation Office easement files.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Update CRIS database information (for all cultural resource data including historic structure data).</li> <li>• FMSS data entry and condition assessments.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Updated historic structure report for Oliver Perry “White” House.</li> <li>• Cultural landscape report.</li> <li>• Historic furnishings report.</li> <li>• Housekeeping and integrated pest management plan for Oliver Perry “White” House.</li> <li>• Structural fire plan.</li> <li>• Long-range interpretive plan.</li> <li>• Leasing plan.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990 (42 USC 12101 et seq.)</li> <li>• Architectural Barriers Act of 1968</li> <li>• Rehabilitation Act of 1973 (29 USC 701 et seq.)</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Historic Sites Act of 1935</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• “Accessibility Guidelines” (36 CFR 1191.1)</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies</i> 2006 (chapter 5) “Cultural Resource Management”</li> <li>• NPS <i>Management Policies</i> 2006 (chapter 9) “Park Facilities”</li> <li>• NPS <i>Management Policies</i> 2006 (chapter 10) “Commercial Visitor Services”</li> <li>• Director’s Order 6: <i>Interpretation and Education</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i></li> </ul>



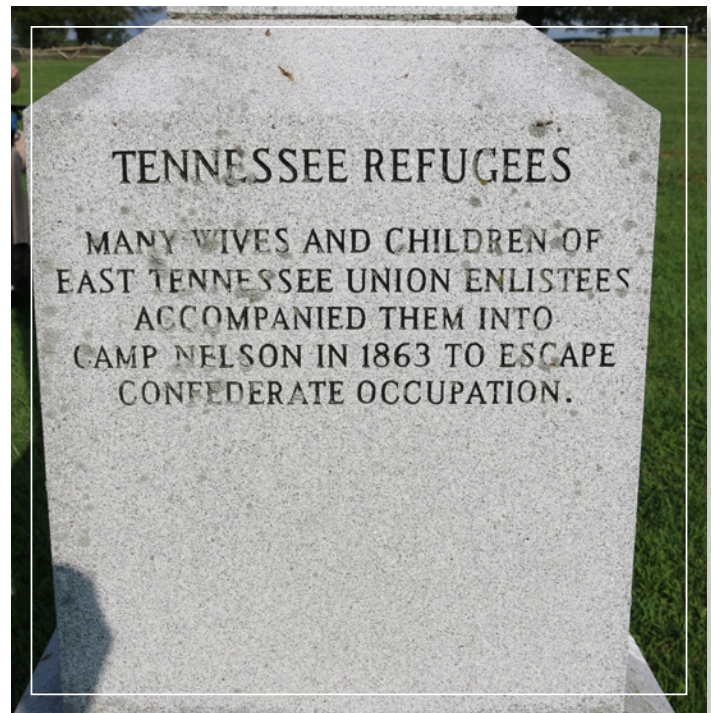
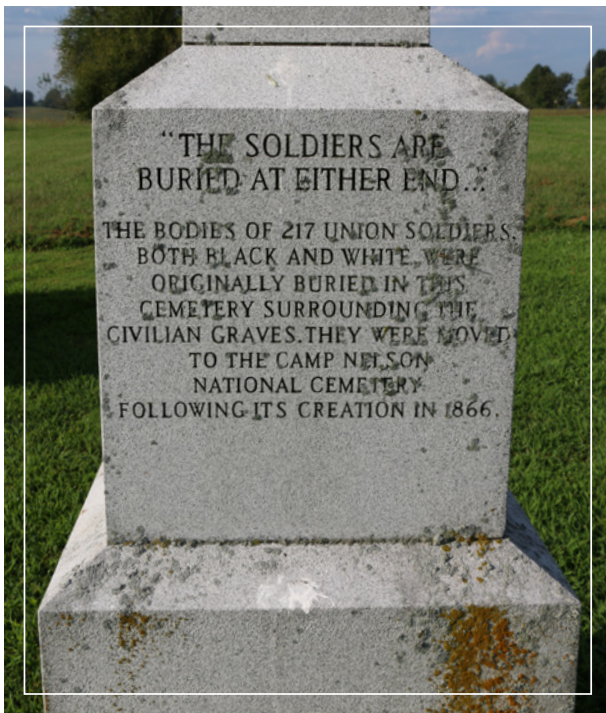
Fundamental Resource or Value	Museum Collections and Archives
Related Significance Statements	Significance statement 5.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• All archeological materials from property are identified, bagged by provenience, and boxed. The storage space for in-park collections and storage boxes used currently do not meet NPS museum collections standards.</li> <li>• All archeologically collected artifacts from within the boundaries of what is now the national monument, an estimated 200,000 to 300,000 artifacts, are physically stored within the monument.</li> <li>• An additional estimated 750,000 artifacts have been archeologically collected from Camp Nelson but from outside of the monument boundary. Most of these artifacts were excavated and collected during compliance work for Highway US 27 lane expansion in the 1990s and fiber optics line construction. These materials are split between a county repository and the University of Kentucky. The University of Kentucky holds approximately 80 to 100 boxes of material and documentation related to the AT&amp;T fiber optics project. High Bridge Underground Storage in Wilmore, Kentucky, has archives and materials from related highway archeological projects.</li> <li>• Three organization schemes have been used to identify Camp Nelson artifacts, depending on repository.</li> <li>• The collection as a whole is inconsistently catalogued; data is primarily at the field specimen level of identification. Digitized lists of artifacts exist, and some individual artifacts are numbered.</li> <li>• None of the archeological collections from the Camp Nelson site are owned by the National Park Service. Artifacts that were collected from inside the current monument boundary should be inventoried for potential acquisition, as described in the monument management framework agreement.</li> <li>• There are no museum collections materials from Camp Nelson on exhibit or loan elsewhere.</li> <li>• Archives include primary records—papers and books from the Civil War period, archeological reports, and project documentation—forms, notebooks, and photographs.</li> <li>• Archives include one original <i>carte de visite</i> produced by a photographer who established a studio at Camp Nelson during the Civil War.</li> <li>• Archeological project photographs include slides, black and white originals, and digital; there are no photo logs except for the AT&amp;T and Highway US 27 projects, but archeological project photos have identifying photo boards in the images.</li> <li>• Monument archives include photocopies and microfilm of archival material from other repositories, including the National Archives, which would be more appropriately classified as library/reference material.</li> <li>• The three cannons owned by Jessamine County and displayed in the visitor center are not museum property; they are reproductions, one of which is suitable for historic weapons demonstrations as approved through the NPS annual historic weapons inspection.</li> <li>• Administrative records include color photos, prints, and slides from monument creation and events, as well as resource management records related to the preservation work at Oliver Perry “White” House and Fort Putnam.</li> <li>• Oral history work from the 1990s are in Jessamine County Camp Nelson Heritage Park archives, including copies of tapes onsite. The Louie B. Nunn Center for Oral History at University of Kentucky Libraries offers digital access to the recordings online.</li> <li>• There are archeological exhibit pieces in the visitor center on private loan and from the Jessamine County collection from archeological projects conducted in Camp Nelson but not within the monument boundary. Many of these pieces are lacking loan documentation.</li> <li>• Historic furnishings in the Oliver Perry “White” House also have varying ownership and are on loan to Jessamine County from private owners.</li> </ul>

Fundamental Resource or Value	Museum Collections and Archives
Current Conditions and Trends	<p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Newer records, including photographs and reports related to recent archeological work and monument establishment, are digital records.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Inappropriate storage can damage artifacts or lead to incomplete documentation records.</li> <li>• Lack of collections protection planning and baseline documents can result in gaps in knowledge about museum collections.</li> <li>• Lack of a fire suppression system in the museum storage area leaves archives and museum collections at risk.</li> <li>• Limited pest control could result in damage to collections.</li> <li>• The collections storage facility and main visitor center shares its space with park maintenance bay and vehicle storage. This could lead to safety concerns and contributes to environmental risks to collections.</li> <li>• Lack of loan documentation and accession paperwork could make the accessioning/deaccessioning process difficult and lead to ownership disputes.</li> <li>• Loss of digital archival material that is not stored on-site or during transition from county databases to the National Park Service could affect future management of the collections.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Federal acquisition of archives (including administrative records) and collections on-site through property inventory process could resolve some documentation issues and create a clear chain of ownership.</li> <li>• Acquiring Camp Nelson artifacts collected from both east and west sides of the highway as part of the Highway US 27 expansion and telecommunications projects would allow the existing archeological collections to stay together as a single Camp Nelson collection.</li> <li>• Improvement of collection storage would ensure artifact packaging and facilities meet NPS standards.</li> <li>• Collections consolidation and repository selection would guide future collections management.</li> <li>• Transferring digital photography and archives related to archeological surveys and monument establishment that are currently in personal collections would safeguard the materials for future use and reference.</li> <li>• Archives and collections consolidation would help organization and cataloguing efforts.</li> <li>• Processing, describing, and making archival documents publicly available, either through partnership or monument efforts, would provide more opportunities for future research.</li> <li>• Genealogical research on site could help visitors connect to troops that enlisted or trained at Camp Nelson.</li> <li>• Monument staff could partner with the Louie B. Nunn, Kentucky Oral History, or University of Louisville Archives to record oral histories of Jessamine County staff at time of monument establishment. This information would help the monument prepare a future administrative history. Transcriptions or copies of the recording could be digitized and added to existing state oral history archives to improve researcher and public access.</li> <li>• Conducting an inventory of USCT archival collections throughout Kentucky could create a resource for future historic studies and interpretive materials.</li> </ul>
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> <li>• Various lists, hard copy and digital.</li> <li>• Curation agreement with Jessamine County (1994–95) in preparation for creation of Camp Nelson Heritage Park.</li> <li>• Inventories at the University of Kentucky and High Bridge Underground Storage.</li> </ul>

Fundamental Resource or Value	Museum Collections and Archives
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• County property inventory.</li> <li>• Assessment and inventory of existing agreements for collections.</li> <li>• Establish loan and accession documentation, including gift or donation paperwork, for archives and collections.</li> <li>• Collections cataloging / ICMS data entry.</li> <li>• Archives processing / ICMS data entry.</li> <li>• Develop finding aids for archives.</li> <li>• Scope of collection statement.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Collection management plan.</li> <li>• Emergency operation plan (repository dependent).</li> <li>• Housekeeping and integrated pest management plan (repository dependent).</li> <li>• Structural fire plan (repository dependent).</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• National Park Service Organic Act of 1916</li> <li>• Historic Sites, Buildings, and Antiquities Act of 1935</li> <li>• Management of Museum Properties Act of 1955, as amended</li> <li>• Reservoir Salvage Act of 1960, as amended</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archaeological and Historic Preservation Act of 1974, as amended</li> <li>• Archaeological Resource Protection Act of 1979, as amended</li> <li>• National Park Omnibus Management Act of 1998</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• "NPS-28, Cultural Resource Management Guideline"</li> <li>• NPS <i>Museum Handbook</i>, parts I, II, and III</li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> </ul>







Fundamental Resource or Value	Cultural Connections to Camp Nelson
Related Significance Statements	Significance statements 2, 3, and 4.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• All Hall site resources owned by the National Park Service—John G. Fee Memorial Chapel, the mowed Freedom Trail, and the wood amphitheater—are in poor condition.</li> <li>• There is no current monument use of the Hall site. The site does not have public parking, restrooms, or any additional visitor infrastructure.</li> <li>• Freedom Trail, leading from the chapel to the amphitheater, is mowed and minimally maintained by Jessamine County staff.</li> <li>• The wood amphitheater located at the end of the Freedom Trail in Hall is inaccessible because of vegetative overgrowth and may pose a safety hazard because of deterioration.</li> <li>• The monument has a limited social media presence and the community of Hall is not represented online.</li> <li>• There is limited programmatic connectivity between regularly visited depot site and the Hall site; there are no road signs or interpretive materials to lead visitors from the main depot site to the discontinuous Hall site.</li> <li>• Waysides at Hall site are in poor condition.</li> <li>• Hall Cemetery—a related resource that is connected to many Hall families but is not owned by the National Park Service or Jessamine County—is in good condition and mowed by Jessamine County staff.</li> <li>• The monument has individual lists of USCT soldier enlistments in the hard bound Kentucky Adjutant General's Report and photocopies of about 30 individual soldier's and widow's pension applications.</li> <li>• Kentucky Military Affairs at the Armory in Frankfort has USCT muster rolls from Camp Nelson.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Interest in Home for Colored Refugees and Hall-based public archeology is increasing.</li> </ul>

Fundamental Resource or Value	Cultural Connections to Camp Nelson
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Modern residential development within Hall may destroy archeological sites or historic features associated with the Home of Colored Refugees or early establishment of Ariel/Hall.</li> <li>• Deteriorating condition of Fee Memorial Chapel and other historic structures may result in the loss of important community spaces.</li> <li>• Aging population of Hall and descendent communities could lead to loss of family histories or additional knowledge.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Additional opportunities for commemorations / special events could strengthen the connection between the main unit of the site and the Hall unit.</li> <li>• Maintenance and upkeep of the Hall Cemetery has potential to grow into a community event.</li> <li>• The Hall descendant community could be incorporated into the interpretation of the site.</li> <li>• Public archeology at the Home for Colored Refugee site could provide visitors with hands-on connection to the past and create new opportunities for current Hall residents to connect to the site's history.</li> <li>• Interpretive materials connecting the Hall site to the main depot could draw more visitors to Hall.</li> <li>• Interpretive programs and materials in the Hall community could tell the story of the site and its role in continuing the legacy of Camp Nelson.</li> <li>• A publicly searchable genealogy database of USCT muster rolls could connect additional descendants to Camp Nelson and the Home for Colored Refugees.</li> <li>• The monument can reach out to current Hall residents to gauge community interest and support for future programming in the community.</li> <li>• Citizen science and crowdsourcing related to USCT records from Kentucky Military Affairs in Frankfort could assist future research effort and gather more information about Camp Nelson's descendent community.</li> <li>• Increased school programming could strengthen community outreach effort and help gather community stories.</li> <li>• Including Hall and the continued connection some families have with Camp Nelson in the junior ranger booklet could increase visitation and interest in the Hall unit.</li> <li>• Improved social media presence could provide descendants additional opportunities to connect and engage with the monument.</li> <li>• Formalizing a monument friends group could provide additional outreach and volunteer opportunities.</li> <li>• Proactive county zoning, such as a historic district overlay for the broader Camp Nelson site, could provide additional site protection and attention to the monument.</li> <li>• A future boundary adjustment to include additional refugee huts and cottage sites in Hall could provide additional protection for related archeological sites connected to the history of Hall.</li> <li>• The monument could partner with the Hall community to document cemetery condition assessments and inscription recording.</li> </ul>
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> <li>• None.</li> </ul>

Fundamental Resource or Value	Cultural Connections to Camp Nelson
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Develop database of individuals connected to Camp Nelson and the Home for Colored Refugees.</li> <li>• Archeological research on Hall parcel.</li> <li>• Update CRIS database information (for all cultural resource data including historic ethnographic data).</li> <li>• Cultural landscape report.</li> <li>• Ethnographic overview and assessment.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Long-range interpretive plan.</li> <li>• Development concept plan for the Hall site.</li> <li>• Historic structure report for Fee Memorial Church.</li> <li>• Communications plan (for stakeholder contacts).</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• "Audio disturbances" (36 CFR 2.12)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 6: <i>Interpretation and Education</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes</i></li> </ul>





Fundamental Resource or Value	Remembrance and Reflection
<b>Related Significance Statements</b>	Significance statements 2, 3, and 4.
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Camp Nelson is included in the NPS Underground Railroad Network to Freedom, a program that preserves and promotes the history of resistance to enslavement through escape and flight.</li> <li>• Onsite annual events organized by Jessamine County, the 12th United States Colored Troops, and the Camp Nelson Foundation have included a Lincoln funeral event in April and Civil War Days.</li> <li>• Benches present throughout the site offer space for contemplation.</li> <li>• The church, trail, and amphitheater in Hall are in poor condition.</li> <li>• Volunteer reenactors with the 12th United States Colored Troops provide living history demonstrations during special events, such as Civil War Days.</li> <li>• Frequent parking issues / conflicts occur during special events because of limited designated parking space.</li> <li>• Exhibits and the overall undeveloped, agrarian landscape provide educational opportunity to reflect on the site's history.</li> <li>• Cemetery #1 monument and nearby burial sites associated with Camp Nelson cemeteries (the national cemetery and Hall cemetery) provide opportunities to interpret the loss of life associated with the struggle for freedom and rebuilding after the Civil War.</li> <li>• The view of the national cemetery from the visitor center and other areas of the monument makes a direct, visual connection between the activities and troops who enlisted at Camp Nelson and the sacrifices of veterans and those who died during the Civil War to secure African American freedom.</li> <li>• The monument abuts Camp Nelson National Cemetery, an active military cemetery managed by the U.S. Department of Veterans Affairs. The national cemetery contributes to the overall setting of solemnity and remembrance associated with the monument.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Interest and popularity of “ghost hunts” and supernatural tours has increased.</li> <li>• There is increasing public and research interest in African American history and the Reconstruction era.</li> <li>• There has been a decrease in interest in Civil War reenacting after the 150th anniversary.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Viewshed interruptions (cell towers and other development) could impact the site's rural, undeveloped character.</li> <li>• Incompatible recreational activities could conflict with more solemn activities of remembrance at the site.</li> <li>• Highway / construction noise could detract from the visitor experience.</li> <li>• Congestion and out-of-bounds parking can impact vegetation, damage archeological resources, and detract from the sense of place.</li> <li>• Active vegetation management is needed for resource protection and to provide views of resources and the overall reflective landscape.</li> <li>• Limited cell signal / internet access at the Camp Nelson site may limit future digital interpretive opportunities.</li> <li>• Additional park development and construction projects—such as ghost structures—could impact archeological sites and may not be appropriate for the cultural landscape.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• The monument could collaborate with the adjacent national cemetery through programs, interpretation, or other venues to illustrate the connections between the two federally managed sites and the sacrifices made by those who fought to uphold the ideals of freedom.</li> </ul>

Fundamental Resource or Value	Remembrance and Reflection
Threats and Opportunities	<p><b>Opportunities (continued)</b></p> <ul style="list-style-type: none"> <li>Increasing physical and programmatic accessible opportunities would allow more visitors the opportunity to experience and connect with the site.</li> <li>Living history events could increase the interest in Civil War reenactment and introduce a new generation to the hobby.</li> <li>Installing waysides interpreting the November 1864 expulsion would help convey the nationally significant story of refugees at Camp Nelson.</li> <li>Clearing the site of the original refugee camp site within the park boundary and improving the viewshed between the main visitor area and the site would provide additional interpretive opportunities.</li> <li>Historic photos of Camp Nelson could be used to develop programming, waysides, and virtual / augmented reality experiences.</li> <li>Ghost structure(s) could provide visual references for visitors and convey the scale of Camp Nelson.</li> <li>Online, digital applications could provide interpretive information for onsite visitors or those visiting the site remotely.</li> <li>Maintaining vegetation to selectively block intrusive views could improve the overall visitor experience and preserve the contemplative atmosphere.</li> <li>Interpret continuing story of African Americans in the Hall community after the Civil War would provide connections to other national stories and movements.</li> <li>Additional commemorations and special events—including but not limited to November 1864 refugee expulsion, 13th Amendment ratification, etc.—could bring attention to the site and strengthen its role as a site of remembrance.</li> <li>The monument could become involved in the recently created NPS Reconstruction Era Network.</li> </ul>
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> <li>None.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>Visual resource inventory.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>Cultural landscape report.</li> <li>Vegetation management plan.</li> <li>Long-range interpretive plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>National Historic Preservation Act of 1966, as amended</li> <li>Archaeological Resources Protection Act of 1979</li> <li>Archeological and Historic Preservation Act of 1974</li> <li>Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>“Protection of Historic Properties” (36 CFR 800)</li> <li>“Audio disturbances” (36 CFR 2.12)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>NPS <i>Management Policies 2006</i> (chapter 5) “Cultural Resource Management”</li> <li>Director’s Order 6: <i>Interpretation and Education</i></li> <li>Director’s Order 21: <i>Donations and Philanthropic Partnerships</i></li> <li>Director’s Order 28: <i>Cultural Resource Management</i></li> <li>Director’s Order 64: <i>Commemorative Works and Plaques</i></li> <li><i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes</i></li> </ul>

## Analysis of Other Important Resources and Values

Other Important Resource or Value	Appropriate Recreational Opportunities
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• There appears to be high levels of recreational use at the site, with Jessamine County staff reporting dog walking and jogging as popular activities.</li> <li>• Locals actively use the mowed, frontcountry trails for exercise and walking paths. Trails into the forested “backcountry” portion of the monument are overgrown. Wood boardwalks and overlooks installed as part of Eagle Scout projects by local Boy Scouts are in deteriorated condition.</li> <li>• Benches exist near the visitor center and the mowed trails. The Freedom Trail, and wood amphitheater in Hall are in poor condition. The Freedom Trail loop adjacent to the John. G. Fee Memorial Church is occasionally mowed by Jessamine County park staff, but the wood amphitheater is overgrown and deteriorating.</li> <li>• Visitors to the site utilize the existing parking lot near the visitor center. While the lot appears to meet the needs of current visitation levels, frequent parking issues / conflicts occur during special events because of limited designated parking space.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• As development associated with Lexington continues to spread south, more people will move to Jessamine County, and trail use by local residents may increase as the population increases.</li> <li>• Increase in public interest and the popularity of “ghost hunts” and supernatural tours</li> <li>• Increase in community interest surrounding the Hall site and future use of the site for recreation.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Incompatible recreational activities could conflict with more solemn activities of remembrance at the site.</li> <li>• Heavy recreational use could impact vegetation, the frontcountry forts, and surface archeology.</li> <li>• Future NPS vegetation management decisions may affect the look of the overall monument landscape and/or limit opportunities for unconfined recreation.</li> <li>• Hazardous trees and burrowing animals could create visitor safety concerns.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Increasing physical and programmatic accessible opportunities would provide more recreational opportunities.</li> <li>• Additional opportunities for special events could reach new and additional members of the public.</li> <li>• Improved wayfinding and signage would improve the visitor experience and help provide additional orientation to the monument.</li> <li>• Management plans would provide guidance on the appropriate locations for recreational activities and document decisions related to the treatment of the cultural landscape, trails, and future site development.</li> </ul>
<b>Existing Data and Plans Related to the OIRV</b>	<ul style="list-style-type: none"> <li>• None.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Geospatial data collection</li> </ul>



Other Important Resource or Value	Appropriate Recreational Opportunities
Planning Needs	<ul style="list-style-type: none"> <li>• Cultural landscape report</li> <li>• Waysides, wayfinding, and sign plan</li> <li>• Development concept plan for Hall site</li> <li>• Vegetation management plan</li> <li>• Accessibility self-evaluation and transition plan</li> <li>• General management plan</li> <li>• Trail management plan</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990 (42 USC 12101 et seq.)</li> <li>• Architectural Barriers Act of 1968</li> <li>• National Environmental Policy Act of 1969</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• "Audio disturbances" (36 CFR 2.12)</li> </ul> <p><b>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (chapter 4) "Natural Resource Management"</li> <li>• NPS <i>Natural Resource Management Reference Manual</i> #77</li> <li>• NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 64: <i>Commemorative Works and Plaques</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes</i></li> </ul>

Other Important Resource or Value	Reverend John G. Fee Memorial Church
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The building is in poor condition from previous storm (tornado) damage and natural deterioration. There are major foundation issues due to subsiding gravel. Windowsills have noticeable rot. The floor is sagging. The wood siding is at the end of its life.</li> <li>• The metal roof is in good condition.</li> <li>• A modern HVAC system was installed by Jessamine County within the last decade.</li> <li>• There is no fire suppression or security system in the building.</li> <li>• The church is not open to public.</li> <li>• There is no formal parking at the site or bathrooms.</li> <li>• Limestone foundation of the early 20th-century minister's house (log cabin) remains visible aboveground.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Increasing community interest in the site brings renewed interest in using the space, but there have not been any recent special events at the church.</li> <li>• The adjacent Freedom Trail loop to the amphitheater is occasionally mowed by Jessamine County park staff, but the wood amphitheater is overgrown and deteriorating.</li> <li>• Church services and special events were previously held in the building before the current Camp Nelson Visitor Center was constructed; they have since been discontinued.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• The deteriorated condition of the structure invites vandalism.</li> <li>• Continued general deterioration.</li> <li>• Site development and operations / maintenance could impact historic building material or damage the existing structure.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Work with NPS Heritage Documentation Program to create Historic American Building Survey (HABS) and/or Historic American Landscape Survey (HALS) documentation for the church.</li> <li>• Special events / community events could utilize the space and call attention to the Hall unit of the monument.</li> <li>• The church could become the primary location for interpretation related to the Home for Colored Refugees and postbellum Hall community.</li> <li>• Partnerships between the National Park Service and Hall community could help complete phased stabilization-rehabilitation efforts and address structural issues and potential visitor safety concerns.</li> <li>• Inclusion in the recently created NPS Reconstruction Era Network could bring additional attention to the history of the Hall Community.</li> <li>• Other potential developments that would bring additional visitor attention to the site include improved waysides, expanded interpretive signage, and a satellite contact station.</li> </ul>
<b>Existing Data and Plans Related to the OIRV</b>	<ul style="list-style-type: none"> <li>• Kentucky State Historic Preservation Office easement files.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Condition assessment of Fee Memorial Church.</li> <li>• Update CRIS database information (for all cultural resource data including historic structure data).</li> <li>• FMSS data entry and condition assessments.</li> </ul>

Other Important Resource or Value	Reverend John G. Fee Memorial Church
Planning Needs	<ul style="list-style-type: none"> <li>• Historic structure report for Fee Memorial Church.</li> <li>• Long-range interpretive plan.</li> <li>• Development concept plan for the Hall site.</li> <li>• Structural fire plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990 (42 USC 12101 et seq.)</li> <li>• Architectural Barriers Act of 1968</li> <li>• Rehabilitation Act of 1973 (29 USC 701 et seq.)</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Historic Sites Act of 1935</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• "Accessibility Guidelines" (36 CFR 1191.1)</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• NPS Management Policies 2006 (chapter 9) "Park Facilities"</li> <li>• NPS Management Policies 2006 (chapter 10) "Commercial Visitor Services"</li> <li>• Director's Order 6: <i>Interpretation and Education</i></li> <li>• Director's Order 21: <i>Donations and Philanthropic Partnerships</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties</i></li> </ul>





Other Important Resource or Value	Karst Features
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Camp Nelson has been identified as Kentucky Distinguished Geological Site #2.</li> <li>• Karst resources within the monument are presumed to be in good condition.</li> <li>• Sinkholes on the property were used for dumping in the past.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• There appears to be some visitor interest in cave access.</li> <li>• Research interest in the monument karst resources has increased since the designation of the national monument.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Cave openings could be a safety hazard for visitors.</li> <li>• The monument would be liable for safety issues stemming from visitors accessing the cave system.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• There are archeological opportunities and natural resource benefits to cleaning out the park's sinkholes and springs.</li> <li>• Archeology related to sinkholes could uncover midden materials.</li> <li>• Cave research / exploration would provide additional information about the resource.</li> </ul>
<b>Existing Data and Plans Related to the OIRV</b>	<ul style="list-style-type: none"> <li>• Karst hydrogeology mapping.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Comprehensive mapping, including mapping cave openings and aquatic features including streams, seeps, wetlands, etc., topographic information, and the development of a GIS inventory.</li> <li>• Natural resource condition assessment.</li> <li>• Biological inventory.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• None.</li> </ul>

Other Important Resource or Value	Karst Features
<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Paleontological Resources Preservation Act of 2009</li> <li>• 1988 Federal Cave Resources Protection Act</li> <li>• Endangered Species Act of 1973, as amended</li> <li>• National Environmental Policy Act of 1969</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Executive Order 11990, "Protection of Wetlands"</li> <li>• "Curation of Archeological Collections" (36 CFR 79)</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (chapter 4) "Natural Resource Management"</li> <li>• NPS <i>Natural Resource Management Reference Manual #77</i></li> <li>• NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 77-1: <i>Wetland Protection</i></li> <li>• Director's Order 77-2: <i>Flood Plains Protection</i></li> <li>• NPS <i>Museum Handbook</i>, parts I, II, and III</li> <li>• Programmatic Agreement among the National Park Service, Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> </ul>

## Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Camp Nelson National Monument and the associated planning and data needs to address them:

- **Transition from Jessamine County to NPS Management.** When Camp Nelson National Monument was created in 2018, the site was already a fully-functioning park managed by Jessamine County. County staff oversaw operations, facilities, and property associated with managing and caring for the public site, as well as past and ongoing archeological research documentation, museum collections, partners, and management arrangements including agricultural leasing, a residential rental, and preservation easements. In acknowledgement that an immediate transfer of management to the National Park Service from the county was implausible, a three-year agreement was developed that provided for joint management between the county and the federal government until a full transfer of operations and property could be completed. Over the next two years, the National Park Service and Jessamine County need to work together to resolve issues establishing NPS staffing and transferring financial responsibilities for the monument's management to the National Park Service.

Although the federal government now owns the facilities and park land, the remaining property on-site—inclusive of archeological documents and collections, museum exhibits, equipment, and office and library contents—is still county property and needs to be inventoried and a determination of its final disposition needs to be completed. In addition to property issues, the county's ongoing relationships with the Reactivated 12th United States Colored Troops and the Camp Nelson Foundation, as well as their active agricultural and residential leases, need to be assessed. The disposition of existing easements held by the Kentucky Heritage Land Conservation Fund and the Kentucky Heritage Council need to be addressed, the management of the bookstore and sales needs to be brought under an NPS agreement, and data needs to be consolidated to ensure appropriate management of the monument's natural and cultural resources. Ultimately, a final determination of the role of Jessamine County's participation in the future management of the monument must also be determined. Superintendent's compendiums, agreements, and other formal partnership or transition documents are needed to establish NPS policies and guide future management of the monument.

- *Associated planning needs:* General management plan, leasing plan, collection management plan, full inventory of existing archeological collection, staffing plan, communications plan, waysides, wayfinding and signs plan
- *Associated data needs:* County property inventory (including museum collections), oral history collection (county staff and officials) and transcription, scope of collection statement, biological inventory, loan and accession documentation—including gift or donation paperwork—for archives and collections



- **Facility Management.** As a new NPS unit already containing a significant collection of facilities, the National Park Service needs to identify the future appropriate uses and maintenance of the monument's built infrastructure and historic resources. Basic documentation of the monument's facilities and capturing of facility data in FMSS has begun, but work orders and adding maintained archeological sites to the database is pending. Addressing issues with the facilities (such as separating maintenance operations from the visitor center) and expanding accessibility to the landscape is an issue for the monument.
  - *Associated planning needs:* General management plan, strategic facilities investment plan, accessibility self-evaluation and transition plan, structural fire plan
  - *Associated data needs:* FMSS data entry and condition assessments (maintained archeological sites), geospatial data collection
- **Museum Collections and Archives Management.** Camp Nelson's archeological potential and historical significance is the basis for its inclusion in the national park system. Much of the monument's significance is linked to archeological collections and archival documentation (including some original Civil War-era documents) that currently remain in the ownership of Jessamine County. These collections are located in a variety of places, including within the monument, in a subterranean county repository, and at the University of Kentucky. The collections include archeological materials recovered from property now part of the monument and from parts of Camp Nelson that are outside of the current monument boundary. In addition, privately owned collections are on display at the monument's visitor center. The National Park Service needs to inventory and assess this material and determine the appropriate ownership entity. If determined to be the National Park Service, transfers of the material and the identification of an appropriate repository need to be completed.
  - *Associated planning needs:* Collection management plan, housekeeping and integrated pest management plan (museum collections)
  - *Associated data needs:* County property inventory, collections cataloging, archives cataloging, ICMS data entry, assessment of existing agreements for collections, finding aids for archives, scope of collection statement, museum emergency operation plan
- **Archeological and Landscape Preservation and Management.** To ensure the preservation of the monument's historic and archeological landscape, the National Park Service needs to better understand its current condition and expand the monument's network of preservation partners (including the Kentucky State Historic Preservation Office). Substantial archeological and landscape research has been done at Camp Nelson, and the data generated by these studies needs to be consolidated and incorporated into NPS databases. Extensive data sets are held in various offices and at the monument. These data sets need to be gathered, assessed, and migrated into NPS systems. Additional information (high quality GIS data, for example), needs to be collected. An NPS management overlay needs to be applied to the comprehensive archeological and landscape dataset so that ongoing preservation and management is ensured and also to guide future research at the site.
  - *Associated planning needs:* Cultural landscape report, vegetation management plan, historic structure reports for the Oliver Perry "White" House and Fee Memorial Church, development concept plan for Hall site
  - *Associated data needs:* County property inventory, archeological data inventory and consolidation, GIS data collection, digitization and geo-referencing of GIS data from paper resources, prepare incomplete technical reports for past work, archeological condition assessments, archeological overview and assessment, ownership history (plat, deed data), comprehensive resources mapping, including a map of cave openings, topographic information, and the development of a GIS inventory, Section 110 inventory of archeological resources



- **Interpretation Program Development.** The interpretive program at Camp Nelson needs to be expanded and the monument needs to apply NPS branding and standards to the stories being told at the site. Current operating hours of the visitor center are limited because of staffing. Signage, wayfinding, and wayside exhibits outside and inside of the monument are of varying condition. Programmatic and physical accessibility to monument resources is limited. The external facing interpretive program (including the park website and social media presence) has not been fully incorporated into the NPS system. The monument needs to expand its interpretive program and incorporate more stories highlighting today's connections to the significant stories of Camp Nelson's past. Capturing these stories will involve expanded contacts with descendent communities and stakeholders—including the Reactivated United States Colored Troops, the Camp Nelson Foundation, the community of Hall, Jessamine County, the Camp Nelson National Cemetery, the National Underground Railroad Network to Freedom, and others—who should be involved in interpretive planning for the park.
  - *Associated planning needs:* Long-range interpretive plan, waysides, wayfinding, and sign plan, trail management plan, historic furnishings report
  - *Associated data needs:* Stakeholder inventory, ethnographic overview and assessment

## Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, OIRV, Key Issue	Long-range interpretive plan	H	Key parkwide issue: guiding document for interpretive program and operation. Includes programming information, branding, and NPS standards for historic weapons management, etc.
FRV, Key Issue	Cultural landscape report	H	To develop description and treatment recommendations for the monument's cultural landscape. Includes earthworks condition assessment. PMIS #: 259062
FRV, Key Issue	Updated historic structure report for Oliver Perry "White" House	H	To develop description and treatment recommendations for the "White" House. PMIS #: 261571
FRV, Key Issue	Collection management plan	H	Describes collection, identifies transition steps associated with acquisition, and identifies a repository for transferred materials.
FRV, Key Issue	Leasing plan	H	Inclusive of a decision-making process on appropriateness of agricultural and residential leasing. Needed for transition.
Key Issue	Staffing plan	H	Needed for transition.
FRV, Key Issue	Waysides, wayfinding, and sign plan	H	The existing transition agreement includes developing signage for the monument; this involves branding and the initial interpretive efforts of the monument.
FRV, OIRV	Historic structure report for Fee Memorial Church	H	Includes documentation of the resource and treatment recommendations.
Key Issue	Strategic facilities investment plan (SFIP)	H	Condition assessments of facilities, identification of buildings needed to meet mission, and decisions about future investments to help develop budget for park are needed.
FRV, OIRV	Development concept plan for Hall site	M	Determine future visitor opportunities and use of Hall property. This effort could be combined with or completed as part of a general management plan. Need to prioritize data collection before decisions and planning can occur.
FRV, Key Issue	Vegetation management plan	M	Short-term guidance on maintaining vegetation on landscape (schedule, location / type of regular maintenance, and invasive species management).
FRV, Key Issue	Accessibility self-evaluation and transition plan	M	Audit of physical accessibility of the monument (ABA standards) and identification of ways to improve accessibility for visitors.
FRV	Emergency operation plan	M	Needed to ensure smooth continuation of management during emergency scenario. This document includes a museum emergency operation plan.



Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Key Issue	General management plan	M	Required by enabling legislation but can be accomplished concurrently with other planning. This effort should include identification of desired conditions and overlay zoning.
FRV	Fire management plan	M	Needed to provide guidance for the maintenance of burnable vegetation, the plan would serve to protect property and resources and provide for human safety.
FRV, OIRV, Key Issue	Structural fire plan	M	Need monument staff and superintendent in place to develop this local plan.
FRV, Key Issue	Trail management plan	L	There are existing functional trails.
FRV, Key Issue	Housekeeping and integrated pest management plan (museum collections)	L	Need to identify repository for collection before the need for a housekeeping plan is confirmed.
FRV	Housekeeping and integrated pest management plan for Oliver Perry “White” House	L	Need to determine interpretive plan and proposed uses for the house first.
FRV, Key Issue	Communications plan	L	An internal plan, inclusive of appropriate outreach to stakeholders. Cannot be developed without staff and a superintendent on site.
FRV, Key Issue	Oliver Perry “White” House Historic furnishings report	L	Needed to identify appropriate furnishings for the house. This report can reflect interpretive planning decisions and proposed uses for the building.



<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV, OIRV, or Key Issue?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes</b>
FRV, Key Issue	Inventory and consolidation of existing archeological data and reports	H	Needed for transition. Much of this work would be completed while preparing the archeological overview and assessment. List of all past work and status report for point-specific data (cataloging, reporting), gathering information from Kentucky State Historic Preservation Office for existing archeological GIS data.
FRV, Key Issue	Archeological overview and assessment	H	Includes consolidation of county / federal transition information (technical reports, GIS, cataloging, past survey data).
FRV, Key Issue	Geospatial data collection	H	Needed to inform multiple planning efforts and to ensure appropriate resource management.
FRV, Key Issue	Digitization and geo-referencing of GIS data from paper resources	H	Needed to inform multiple planning efforts and to ensure appropriate resource management.
Key Issue	Oral history collection	H	Time-sensitive, capturing information at time of transition. To be collected from county staff, Foundation members, Judge Executives, and other key stakeholders and community members.
FRV, Key Issue	County property inventory	H	Needed to complete transition from county management to the National Park Service.
FRV, Key Issue	Assessment of existing agreements for collections	H	Needed to understand agreements as part of transition and museum management planning.
OIRV	Condition assessment of Fee Memorial Church	H	Needed to identify immediate structural issues that may require action.
FRV, Key Issue	Full inventory of existing archeological collection	H	Needed to complete transition to National Park Service management and inform baseline museum documents.
FRV, Key Issue	Establish loan and accession documentation, including gift or donation paperwork, for archives and collections	H	Needed to address ownership associated with archives and displayed museum collections. Jessamine County may be unable to transfer rights to archives and collections to the National Park Service without documentation.
FRV, Key Issue	Scope of collection statement	H	Needed to support the transition of ownership of the museum collection and the development of the collection management plan.
Key Issue	Stakeholder inventory	M	Identification of partners and stakeholders. Best accomplished when staff is present.
FRV, Key Issue	FMSS data entry and condition assessments of maintained archeological sites	M	Ensures proper management of facilities and historic archeological and landscape features.
FRV, Key Issue	Archeological condition assessments	M	Needed to ensure appropriate resource management.

<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV, OIRV, or Key Issue?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes</b>
FRV	Condition assessments of forts	M	Needed to ensure appropriate resource preservation and management.
FRV, Key Issue	Ethnographic overview and assessment	M	Identifying groups traditionally associated or historically connected to the site.
OIRV	Comprehensive mapping, including a map cave openings, topographic information, and the development of a GIS inventory	M	Needed to ensure appropriate resource management and to address liability issues / safety risks associated with cave openings.
FRV	Section 110 inventory of archeological resources	M	Needed to aid development of the archeological overview and assessment and to ensure appropriate resource management.
OIRV, Key Issue	Biological inventory (inclusive of caves)	M	Needed to identify species located in the monument to ensure proper management. Some data may be available from outside sources.
FRV, Key Issue	Prepare incomplete technical reports for past work	L	To be addressed in partnership with the county archeologist, and/or as a part of the archeological overview and assessment.
FRV, OIRV, Key Issue	Update CRIS database information for all cultural resource data	L	Needed to ensure appropriate resource management. Can be completed after transition.
FRV, Key Issue	Ownership history (plat, deed data)	L	Information could inform the cultural landscape report and historic context of the site.
FRV, Key Issue	Collections cataloging / ICMS data entry	L	Can occur in the future; first priority is collections acquisition and identification of an appropriate repository.
FRV, Key Issue	Archives processing / ICMS data entry	L	Can occur in the future; first priority is archives acquisition and identification of an appropriate repository.
FRV, Key Issue	Develop finding aids for archives	L	Can be completed after survey and processing of archives.
FRV	Develop database of individuals connected to Camp Nelson and Home for Colored Refugees	L	Useful tool for aiding public in genealogical investigations.
FRV	Archeological research on Hall parcel	L	A public archeology opportunity; partnerships and stakeholder outreach needs to come first.
FRV	Visual resource inventory	L	Needed to inform the preparation of the cultural landscape report.
OIRV	Natural resource condition assessment	L	Needed to ensure appropriate resource management.



## Part 3: Contributors

### Camp Nelson National Monument

#### National Park Service, Abraham Lincoln Birthplace NHP

Catherine Bragaw, Superintendent and Liaison to Camp Nelson National Monument

Dawn Davis, Superintendent and Liaison to Camp Nelson National Monument  
(former Acting)

Stacy Humphreys, Chief of Interpretation and Resource Management

James Ludwig, Superintendent and Liaison to Camp Nelson National Monument  
(former Acting)

#### Jessamine County

Sam Cassity, Camp Nelson Assistant

Wayne Hayden, Property Manager

Stephen McBride, Director of Interpretation

Peggy McClintock, Tour Coordinator

### NPS Interior Region 2

Melissa English-Rias, Interpretive Specialist

Meg Frisbie, Cultural Landscapes Program

David Morgan, Regional Archeologist

Ryan Murray, Archivist

Ben West, Chief, Planning and Compliance Division

### Other NPS Staff

Mindy Burke, Contract Editor, Denver Service Center–Planning Division

Pam Holtman, Quality Assurance Coordinator, WASO Park Planning and Special Studies

John Paul Jones, Visual Information Specialist, Denver Service Center–Planning Division

Jason Kenworthy, Geologic Resources Inventory Coordinator, Natural Resource  
Stewardship and Science

Charles Lawson, Project Manager, Denver Service Center–Planning Division

Hilary Retseck, Cultural Resource Specialist, Denver Service Center–Planning Division

Nancy Shock, Foundation Coordinator, Denver Service Center–Planning Division

Philip Viray, Publications Chief, Denver Service Center–Planning Division

### Partners

Jennifer Ryall, Environmental Review Coordinator, Kentucky Heritage Council

Nicolas Laracuente, Site Protection Program Manager, Kentucky Heritage Council

Robert Bell, President, Reactivated 12th United States Colored Heavy Artillery (USCHA)

James Hunn, Camp Nelson Foundation and Coordinator, Reactivated 12th USCHA

## Appendixes

### Appendix A: Presidential Proclamation and Legislative Act for Camp Nelson National Monument

#### Presidential Proclamation 9811 of October 26, 2018 –

#### Establishment of Camp Nelson National Monument

##### A Proclamation:

Initially established as a Union Army supply depot and hospital, Camp Nelson, located in Jessamine County, Kentucky, was a key site of emancipation for African American soldiers and a refugee camp for their families during the Civil War. Camp Nelson was one of the largest Union Army recruitment centers for African American Union soldiers, then known as United States Colored Troops. During the war, thousands of enslaved African Americans risked their lives escaping to Camp Nelson, out of a deep desire for freedom and the right of self-determination. Today, the site is one of the best-preserved landscapes and archeological sites associated with United States Colored Troops recruitment and the refugee experiences of African American slaves seeking freedom during the Civil War.

Between 1863 and 1865, Camp Nelson served as a bustling Union Army encampment, hospital, and supply depot. From it, the Union Army dispatched soldiers, horses, and other supplies to support military operations at the Cumberland Gap and the frontlines in Tennessee and Virginia. During this time, enslaved individuals sought to gain their freedom by fleeing to Camp Nelson and other Union military installations in Kentucky. They placed their hope in places like Camp Nelson even though slavery was then legal in Kentucky. The Emancipation Proclamation, issued by President Abraham Lincoln on January 1, 1863, to free slaves from bondage, applied only to jurisdictions in which the people were in rebellion against the United States. As a strategically important border State, Kentucky had remained loyal to the Union and, therefore, was not within the proclamation's scope.

Kentucky was the last State in the Union to allow the enlistment of African American men. Beginning in April of 1864, however, the State allowed free African American men and enslaved men who had the express permission of their owners to enlist. Notwithstanding these limited avenues to enlistment, hundreds of enslaved men risked their lives fleeing slavery and arrived at Camp Nelson during the spring of 1864, with the goal of enlisting in the Union Army in order to gain their freedom and to fight for the freedom of others.

As the pressure to meet recruitment demands grew, the Union Army was forced to allow all able-bodied men who were of age to join the Army. Kentucky, in particular, was unable to meet its draft quotas with only white soldiers. In the summer after enslaved men began to arrive at Camp Nelson, in June of 1864, more than 500 United States Colored Troops were mustered into service. In July, a record 1,370 new African American troops enlisted in the Union Army. On the single biggest recruitment day — July 25, 1864 — 322 African American men enlisted at Camp Nelson. By the end of the Civil War, more than 23,000 African Americans had joined the Union Army in Kentucky, making it the second largest contributor of United States Colored Troops of any State. More than 10,000 of these troops enlisted or were trained at Camp Nelson. Eight United States Colored Troop regiments were founded at Camp Nelson and five other such regiments were stationed there during the war.

Many enslaved men who arrived at Camp Nelson in 1864 were accompanied by their families. Although enlisting in the Union Army allowed men to gain their own freedom, it did not have the same effect for their family members, who often remained slaves in the eyes of the law and struggled to support and defend themselves. African Americans at Camp Nelson who did not enlist built refugee encampments. And as United States Colored Troop recruitment continued to climb, so did the population of freedom-seeking refugees at Camp Nelson, despite efforts by the Union Army to break them up and return the enslaved individuals to their owners.

The Union Army's efforts to remove refugees from Camp Nelson culminated in the tragic, forced expulsion of approximately 400 African American women and children during frigid weather in November of 1864, causing the deaths of 102 refugees. That tragedy brought national attention and public support to the plight of the refugees at Camp Nelson. In response, the Union Army established the Camp Nelson Home for Colored Refugees in January 1865, creating a safe haven for the wives and children of enlisted African American soldiers in Jessamine County, Kentucky. Influenced by these events, the Congress took action in March of 1865 by emancipating the wives and children of any enlisted member of the United States Colored Troops. This law protected the refugees at Camp Nelson. It also provided an additional incentive for African American men to enlist in the Union Army, and caused recruitment to steadily climb through the end of the war. In fact, as of the spring of 1865, Camp Nelson and the refugee home were at their largest, with thousands of new recruits, Union troops, refugees, and civilians working and living in hundreds of structures.

In 1865, after the end of the war, the Department of War began the process of closing Camp Nelson. It took inventory of existing buildings and equipment and prepared to dismantle and abandon the camp. Many of Camp Nelson's military buildings, all of which were built as temporary structures to be used during wartime, were either sold and moved, or dismantled. Only a few structures, like the Oliver Perry house, which predated the camp's establishment, and the Camp Nelson Home for Colored Refugees, were left intact following the closure.

The Bureau of Refugees, Freedmen, and Abandoned Lands, more commonly referred to as the "Freedmen's Bureau," assumed management of the Camp Nelson Home for Colored Refugees during the post-war transition. Many of the African Americans who lived at Camp Nelson had envisioned that the refugee home would be a center for a thriving post-war African American community. The policy of the Freedmen's Bureau, however, was to remove all refugees from military installations. By October of 1865, all of the former Civil War refugee camps in Kentucky and Tennessee had been closed, with the exception of Camp Nelson. While the refugee home officially closed in 1866, approximately 250 individuals stayed and sustained a community there, which today is known as Hall, Kentucky. And although no original buildings remain from the Camp Nelson Home for Colored Refugees, the descendants of refugees and soldiers maintain connections to Camp Nelson, and some still live in the Hall community.

The history of Camp Nelson is now told primarily through archival and military records, as well as rich archeological evidence from the site. The well-preserved in situ archeological resources associated with the military installation, recruitment camp, and refugee home provide robust opportunities for researchers to understand the African American experience during the Civil War. The broader Camp Nelson archeological record also provides opportunities for research and scholarship related to military history, race, identity, and gender during the Civil War — a pivotal chapter of the Nation's history. The preserved archeological resources at the sites of Camp Nelson and the Camp Nelson Home for Colored Refugees provide insight into what was once a place where formerly enslaved individuals experienced freedom and self-determination, and struggled to create a sense of home, amidst the chaos of war. Camp Nelson reminds us of the courage and determination possessed by formerly enslaved African Americans as they fought for their freedom.

WHEREAS, section 320301 of title 54, United States Code (the "Antiquities Act"), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Federal Government to be national monuments, and to reserve as a part thereof parcels of land, the limits of which shall be confined to the smallest area compatible with the proper care and management of the objects to be protected;

WHEREAS, the Camp Nelson Historic and Archeological District was designated as a National Historic Landmark in 2016 for its national significance as the site of one of the Nation's largest recruitment and training centers for African American soldiers during the Civil War, as well as a refugee camp for the families of those African American soldiers;

WHEREAS, Jessamine County, Kentucky, has donated to the American Battlefield Trust fee title to the Camp Nelson Civil War Heritage Park, located at 6614 Danville Road, Nicholasville, Kentucky, totaling approximately 373 acres, and the nearby property containing archeological evidence of the Camp Nelson Home for Colored Refugees, totaling approximately 7 acres (collectively, the Camp Nelson site);

WHEREAS, the American Battlefield Trust has relinquished fee title to these properties to the Federal Government;

WHEREAS, the designation of a national monument to be administered by the National Park Service (NPS) would recognize the historic significance of the Camp Nelson site, particularly the events that transpired at this location during and after the Civil War, and provide a national platform for preserving this history;

WHEREAS, the NPS intends to cooperate with Jessamine County, Kentucky, in the preservation, interpretation, operation, and maintenance of, and in educating about, the Camp Nelson site;

WHEREAS, it is in the public interest to preserve and protect the Camp Nelson site, in Jessamine County, Kentucky, and the objects of historic interest therein;

NOW, THEREFORE, I, DONALD J. TRUMP, President of the United States of America, by the authority vested in me by section 320301 of title 54, United States Code, hereby proclaim the objects identified above that are situated upon lands and interests in lands owned or controlled by the Federal Government to be the Camp Nelson National Monument (monument) and, for the purpose of protecting those objects, reserve as a part thereof all lands and interests in lands owned or controlled by the Federal Government within the boundaries described on the accompanying map entitled "Camp Nelson National Monument, Nicholasville, Kentucky," which is attached to and forms a part of this proclamation. The reserved Federal lands and interests in lands encompass approximately 380 acres. The boundaries described on the accompanying map are confined to the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries described on the accompanying map are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws, from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing.

The establishment of the monument is subject to valid existing rights. If the Federal Government acquires any lands or interests in lands not owned or controlled by the Federal Government within the boundaries described on the accompanying map, such lands and interests in lands shall be reserved as a part of the monument, and objects identified above that are situated upon those lands and interests in lands shall be part of the monument, upon acquisition of ownership or control by the Federal Government.

The Secretary of the Interior (Secretary) shall manage the monument through the NPS, pursuant to applicable legal authorities, consistent with the purposes and provisions of this proclamation. The Secretary shall prepare a management plan with full and appropriate public involvement within 3 years of the date of this proclamation. The management plan shall ensure that the monument fulfills the following purposes for the benefit of present and future generations: (1) to preserve and protect the objects of historic interest within the monument, and (2) to interpret the objects, resources, and values related to the Camp Nelson site. The management plan shall also set forth the desired relationship of the monument to other related resources, programs, and organizations, both within and outside the National Park System.

The NPS is directed to use applicable authorities to seek to enter into agreements with others, including Jessamine County, to address common interests and promote management efficiencies, including provision of visitor services, interpretation and education, establishment and care of museum collections, and preservation of historic objects.

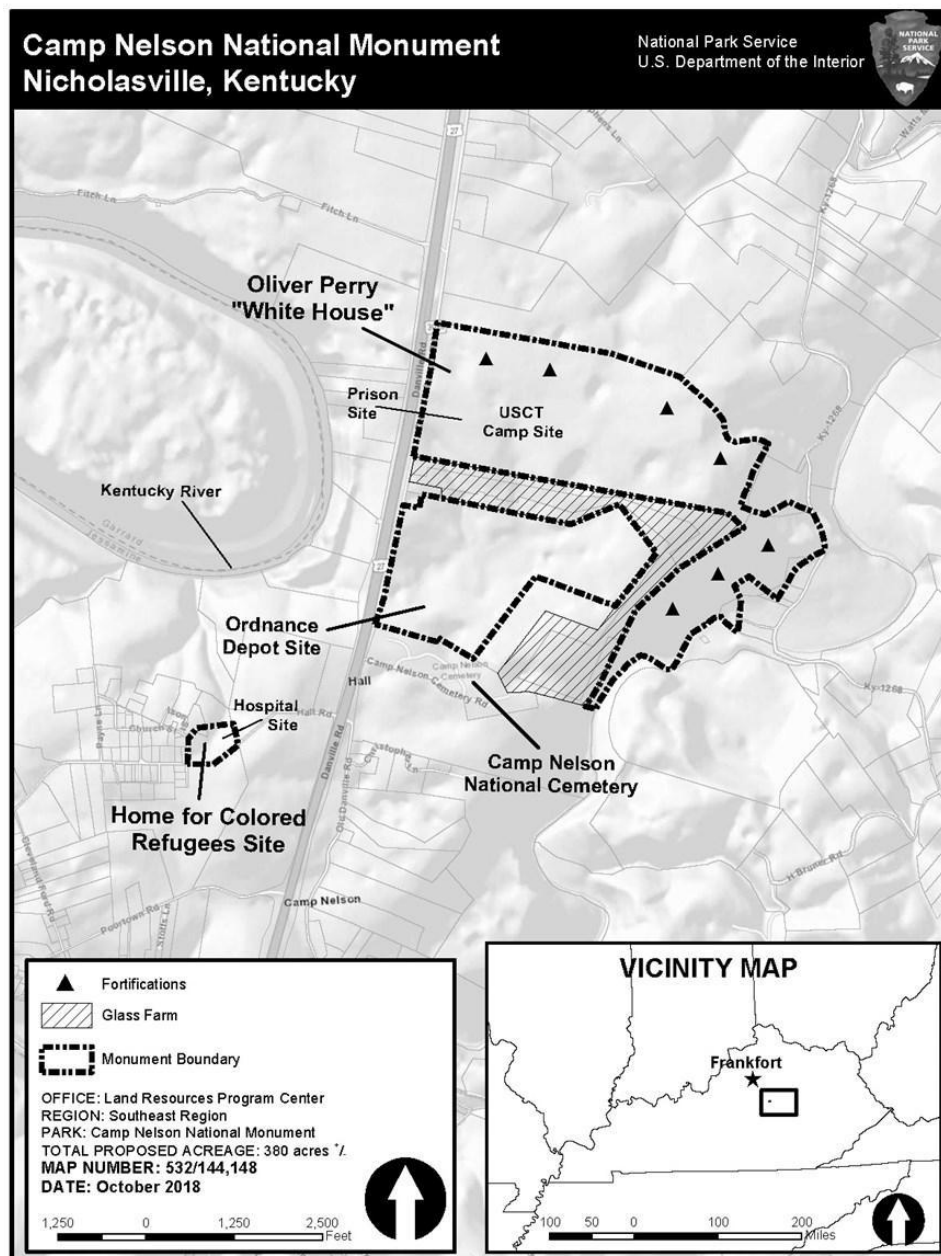


Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the national monument shall be the dominant reservation.

Warning is hereby given that no unauthorized persons shall appropriate, injure, destroy, or remove any feature of this monument, or locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this twenty-sixth day of October, in the year of our Lord two thousand eighteen, and of the Independence of the United States of America the two hundred and forty-third.

DONALD J. TRUMP



## **Public Law No: 116-9, SEC. 2303. Camp Nelson Heritage National Monument**

(a) DEFINITIONS.—In this section:

(1) MAP.—The term “Map” means the map entitled “Camp Nelson Heritage National Monument Nicholasville, Kentucky”, numbered 532 / 144,148, and dated April 2018.

(2) MONUMENT.—The term “Monument” means the Camp Nelson Heritage National Monument established by subsection (b)(1).

(3) SECRETARY.—The term “Secretary” means the Secretary, acting through the Director of the National Park Service.

(b) ESTABLISHMENT.—

(1) IN GENERAL.—Subject to paragraph (2), there is established, as a unit of the National Park System, the Camp Nelson Heritage National Monument in the State of Kentucky, to preserve, protect, and interpret for the benefit of present and future generations, the nationally significant historic resources of Camp Nelson and the role of Camp Nelson in the American Civil War, Reconstruction, and African American history and civil rights.

(2) CONDITIONS.—The Monument shall not be established until after the Secretary—

(A) has entered into a written agreement with the owner of any private or non-Federal land within the boundary of the Monument, as depicted on the Map, providing that the property shall be donated to the United States for inclusion in the Monument, to be managed consistently with the purposes of the Monument; and

(B) has determined that sufficient land or interests in land have been acquired within the boundary of the Monument to constitute a manageable unit.

(c) BOUNDARIES.—The boundaries of the Monument shall be the boundaries generally depicted on the Map.

(d) AVAILABILITY OF MAP.—The Map shall be on file and available for public inspection in the appropriate offices of the National Park Service.

(e) ACQUISITION AUTHORITY.—The Secretary may only acquire any land or interest in land located within the boundary of the Monument by donation, purchase with donated or appropriated funds, or exchange.

(f) ADMINISTRATION.—

(1) IN GENERAL.—The Secretary shall administer the Monument in accordance with—

(A) this section;

(B) Presidential Proclamation 9811 (83 Fed. Reg. 54845 (October 31, 2018)); and

(C) the laws generally applicable to units of the National Park System, including—

(i) section 100101(a), chapter 1003, and sections 100751(a), 100752, 100753, and 102101 of title 54, United States Code; and

(ii) chapter 3201 of title 54, United States Code.

(2) MANAGEMENT PLAN.—

(A) IN GENERAL.—Not later than 3 years after the date on which funds are first made available to the Secretary for the preparation of a general management plan for the Monument, the Secretary shall prepare a general management plan for the Monument in accordance with section 100502 of title 54, United States Code.

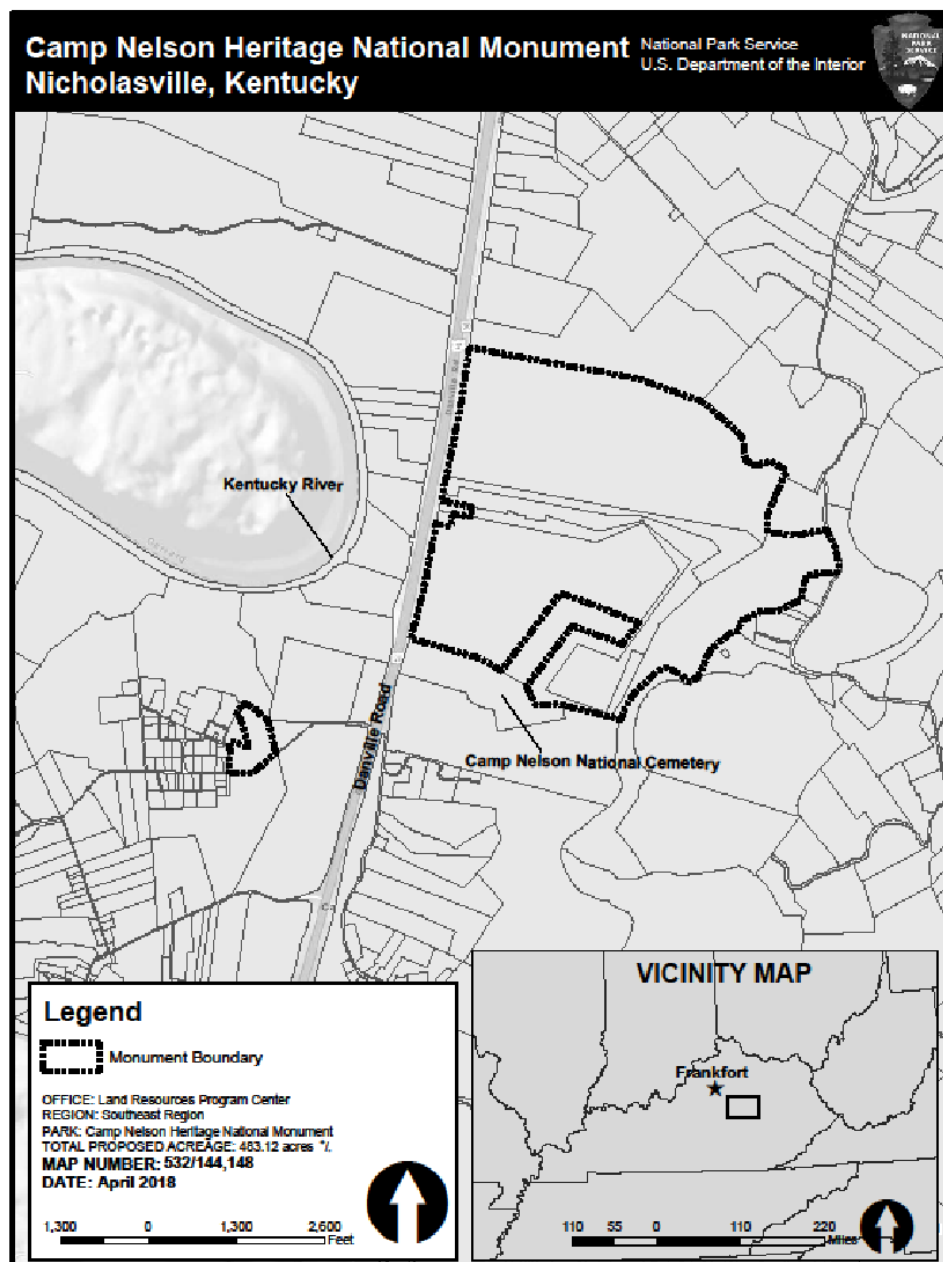
(B) **SUBMISSION TO CONGRESS.**—On completion of the general management plan, the Secretary shall submit to the Committee on Energy and Natural Resources of the Senate and the Committee on Natural Resources of the House of Representatives the general management plan.

(g) **NO BUFFER ZONES.**—

(1) **IN GENERAL.**—Nothing in this section creates a protective perimeter or buffer zone around the Monument.

(2) **ACTIVITIES OUTSIDE NATIONAL MONUMENT.**—The fact that an activity or use on land outside the Monument can be seen or heard within the Monument shall not preclude the activity or use outside the boundary of the Monument.

(h) **CONFLICTS.**—If there is conflict between this section and Proclamation 9811 (83 Fed. Reg. 54845; October 31, 2018), this section shall control.



## Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start Date – Expiration Date	Stakeholders	Purpose
Framework Agreement between the National Park Service and Jessamine County, Kentucky	General Agreement	10/26/2018 –10/26/2021	National Park Service, Jessamine County Fiscal Court	Describes the joint management period and the steps to transfer management of the park from Jessamine County to the National Park Service over a three-year period.
Kentucky Heritage Council preservation and conservation easement—Ludwig parcel	Easement	12/26/2003 –None	Kentucky Heritage Council, Jessamine County Fiscal Court	Describes the preservation requirements placed upon the “Ludwig” parcel by the Kentucky Heritage Council prior to awarding funds for its purchase to Jessamine County. Most of this easement applies to county property not part of Camp Nelson National Monument, but portions on the northern edge of the park, including the stone entrenchments, are mentioned.
Kentucky Heritage Land Conservation Fund easement	Easement, Memorandum of Understanding	09/27/2002 –None	Kentucky Heritage Land Conservation Fund Board, Jessamine County Fiscal Court	Describes the conservation requirements placed upon the Blakeman Parcel by the Kentucky Heritage Land Conservation Fund Board prior to awarding funds for its purchase to Jessamine County.
Kentucky Heritage Council preservation and conservation easement—Hall parcel	Easement	09/04/2002 –None	Kentucky Heritage Council, Jessamine County Fiscal Court	Describes the preservation requirements placed upon 7 acres in Hall (including the Fee Memorial Church) by the Kentucky Heritage Council prior to awarding funds for its purchase to Jessamine County.
Kentucky Heritage Council preservation and conservation easement—Camp Nelson parcel	Easement	09/04/2002 –None	Kentucky Heritage Council, Jessamine County Fiscal Court	Describes the preservation requirements placed upon the “Camp Nelson” parcel (including the Oliver Perry House) by the Kentucky Heritage Council prior to awarding funds for its purchase to Jessamine County.



## Appendix C: Past and Ongoing Park Planning and Data Collection Efforts

Name	Type	Published
Historic Overview and Relevancy of Camp Nelson, Jessamine County, Kentucky	Data Report	2018
Camp Nelson Historic and Archeological District National Historic Landmark Documentation	Data Report	2016
Camp Nelson Civil War Site Preservation—Blakeman Parcel—Jessamine County, Kentucky—Resource Management Plan	Management Plan	2006







---

## Interior Region 2, South Atlantic-Gulf Camp Nelson National Monument

April 2020

---

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Interior Region 2 Regional Director.

*Catherine Bragaw*

04/24/2020

---

RECOMMENDED

Catherine Bragaw, Superintendent and Liaison to Camp Nelson National Monument

Date

*Robert A. Vogel*

April 30, 2020

---

APPROVED

Robert A. Vogel, Regional Director, Department of the Interior Region 2

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes 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 interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

CANE 532/168638

April 2020

## Foundation Document • Camp Nelson National Monument

