



# Final Environmental Assessment for the Boundary Adjustment Study of the Forks of the Road

June 2010



## EXECUTIVE SUMMARY

The National Park Service (NPS) is considering a proposed change to the boundary of Natchez National Historic Park (NATC). NPS would acquire about half an acre of property that is owned by the City of Natchez, Mississippi and known as the Forks of the Road. The Forks was the second largest slave trading site in the U.S. in the mid-1800's. The Forks site is considered eligible for inclusion in the National Register of Historic Places (NRHP). The addition of the Forks site to the NATC would enable NPS to give Park visitors a more thorough understanding of aspects of U.S. history pertaining to slavery, which is part of the Park's purpose. The simple kiosk that is presently at the Forks site does not, in the eyes of many community members, do justice to the site's importance. At present, the City does not have the resources to expand interpretation at Forks or any associated properties including two other slave markets across the street, O'Ferrall Alley Property and Franklin Armfield Property (Carruth, 2007).

A Boundary Adjustment Study (BAS) found that the Forks met the applicable criteria for adjusting the NATC boundary to include Forks by being able to contribute significant resources for public enjoyment related to the purposes of the NATC. It also found that the Forks would be feasible to administer.

This Environmental Assessment (EA) was written to comply with all relevant laws and plans including NATC's general management plan. This EA describes the affected environment and analyzes potential impacts associated with the No Action Alternative (Alternative 1) and two action alternatives, NPS Ownership of Forks Only (Alternative 2), and NPS Management and City/Non-Governmental Organization (NGO) Partnerships (Alternative 3).

Under the No Action Alternative (Alternative 1), Forks would continue with the current level of interpretation and management, which is a kiosk, under the City's management. Associated nearby properties that were part of the slave trading complex would continue under current private ownership, in their present, unrelated commercial uses. This continuation of the current situation would forego the opportunity to provide a higher, more permanent level of protection of the Forks, and an enhanced degree of interpretation of the history of the site for community members and visitors. Please see below table for summary of impacts.

Under Alternative 2, NPS would acquire the City owned parcels only as a new unit of the Park. The additional interpretation could include a memorial, landscaped pathways, and wayside exhibits. NPS would provide this interpretation and maintenance of the site. The associated properties would remain in current ownership with future NEPA necessary before inclusion into NATC. Please see below table for summary of impacts.

Under Alternative 3 (NPS Preferred Alternative), NPS would acquire and manage Forks same as in Alternative 2. However, under this alternative, the City would create partnerships with NGOs or private entities. If willing sellers exist, the City could acquire one or more of the nearby associated properties. These partners would ultimately be responsible for the interpretation of Forks and other properties. Currently, partners have not been identified. This approach would provide a higher degree of protection and of interpretation of the Forks, and would likely lead to

some increased tourist visitation and spending. Same as under Alternative 2, future NEPA analysis would be necessary before inclusion of these associated properties to NATC.

This approach would provide the highest degree of protection of the properties and interpretation of the slave trading history of the area. It would likely lead to a somewhat greater increase in tourist visitation and spending. Please see below table for summary of impacts.

<b>Impact Topic</b>	<b>Alternative 1: No Action</b>	<b>Alternative 2: NPS Ownership of Forks Only</b>	<b>Alternative 3: NPS Preferred Alternative</b>
<b>Cultural Resources</b>	Direct, indirect, and cumulative effects: adverse, moderate, local, and long-term, resulting in a determination of adverse effect	Direct, indirect, and cumulative effects: beneficial, local, long-term, and moderate, resulting in a determination of no adverse effect	Direct, indirect, and cumulative, resulting in a determination of no adverse effect: same as Alternative 2.
<b>Minority and Low-income Populations</b>	Direct, indirect, and cumulative effects: minor, long-term, local, and adverse	Direct, indirect, and cumulative effects: minor, local, long-term, and beneficial	Direct, indirect, and cumulative effects: same as Alternative 2.
<b>Visitor Use and Experience</b>	Direct & indirect effects: adverse, long-term, local, and minor; Cumulative: adverse, moderate, local, and long-term	Direct, indirect, and cumulative effects: long-term, moderate, local, and beneficial	Direct, indirect, and cumulative effects: same as Alternative 2
<b>Socioeconomic Environment</b>	Direct, indirect, and cumulative effects: negligible, local, long-term, and beneficial	Direct, indirect, and cumulative effects: beneficial, long-term, minor, and local	Direct, indirect, and cumulative effects: same as Alternative 2.
<b>Land Use</b>	Direct, indirect, and cumulative effects: negligible, long-term, beneficial, and local.	Direct, indirect, and cumulative effects: beneficial, local, minor, and long-term	Direct, indirect, and cumulative effects: same as Alternative 2.
<b>Transportation</b>	Direct, indirect, and cumulative effects: negligible, long-term, local, and beneficial	Direct, indirect, and cumulative effects: minor, local, beneficial, and long-term	Direct, indirect, and cumulative effects: same as Alternative 2.
<b>Park Operations</b>	Direct and Indirect: no impact; Cumulative: negligible, local, long-term, and adverse	Direct, indirect, and cumulative effects: minor, local, long-term, and beneficial	Direct, indirect, and cumulative effects: same as Alternative 2.

\*For the purposes of this table and also the headers of the following sections, the NGO partnership references include partnerships with private entities.

All alternatives are expected to have negligible impacts to soils, vegetation, wildlife, threatened and endangered species, wetlands, floodplains, water quality, and air quality due to the level of previous disturbance, lack of resource presence, and/or minimal expected level of impacts. Minor impacts compared to existing situation at Natchez are expected to public safety, noise, and infrastructure and community services. All of these topics were dismissed from further analysis. None of the alternatives are expected to impair Park resources or jeopardize the long-term sustainability of NATC. However, from least sustainable to most sustainable for Forks, the associated properties, and the cultural resources there, the rank is No Action Alternative, Alternative 2, and Alternative 3 since the action alternatives would protect the cultural resources and NPS has more resources than the City to interpret and protect Forks.

## TABLE OF CONTENTS

EXECUTIVE SUMMARY .....	ii
1.0 PURPOSE AND NEED FOR ACTION .....	1
1.1 Background .....	3
1.1.1 NPS Organic Act, Amendments, and NPS Management Policy .....	3
1.1.2 Park Purpose and Significance .....	3
1.1.3 Park Plans .....	4
1.1.4 NATC Boundary Adjustment Study .....	4
1.2 Impact Topics .....	5
1.2.1 Impact Topics to be Considered .....	5
1.2.2 Topics Dismissed from Further Consideration .....	6
2.0 ALTERNATIVES INCLUDING THE PREFERRED ALTERNATIVE .....	8
2.1 Alternative 1 – City Ownership of Forks Property (No Action) .....	8
2.2 Alternative 2 – NPS Ownership of Forks Only .....	8
2.3 Alternative 3 – NPS Ownership of Forks and City/NGO Partnerships (NPS Preferred Alternative) .....	10
2.4 Environmentally Preferred Alternative .....	11
2.5 Actions Considered but Eliminated from Further Consideration .....	11
2.6 Summary Impacts of the Alternatives .....	12
3.0 AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES .....	13
3.1 Introduction .....	13
3.2 Methodology .....	13
3.3 Direct, Indirect, and Cumulative Effects .....	13
3.4 Impairment of Park Resources .....	14
3.5 Cultural Resources .....	14
3.5.1 Affected Environment .....	14
3.5.2 Methodology .....	15
3.5.3 Effects of Alternative 1: No Action .....	15
3.5.4 Effects of Alternative 2: NPS Ownership of Forks Only .....	16
3.5.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative) .....	17
3.6 Minority and Low-income Populations .....	18
3.6.1 Affected Environment .....	18
3.6.2 Methodology .....	19
3.6.3 Effects of Alternative 1: No Action .....	20
3.6.4 Effects of Alternative 2: NPS Ownership of Forks Only .....	20
3.6.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative) .....	21
3.7 Visitor Use and Experience .....	21
3.7.1 Affected Environment .....	22
3.7.2 Methodology .....	22
3.7.3 Effects of Alternative 1: No Action .....	23
3.7.4 Effects of Alternative 2: NPS Ownership of Forks Only .....	24
3.7.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative) .....	26
3.8 Socioeconomic Environment .....	27

3.8.1 Affected Environment.....	27
3.8.2 Methodology .....	27
3.8.3 Effects of Alternative 1: No Action .....	28
3.8.4 Effects of Alternative 2: NPS Ownership of Forks Only .....	29
3.8.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative) .....	29
3.9 Land Use .....	30
3.9.1 Affected Environment.....	30
3.9.2 Methodology .....	30
3.9.3 Effects of Alternative 1: No Action .....	31
3.9.4 Effects of Alternative 2: NPS Ownership of Forks Only .....	31
3.9.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative) .....	32
3.10 Transportation.....	33
3.10.1 Affected Environment.....	33
3.10.2 Methodology .....	33
3.10.3 Effects of Alternative 1: No Action .....	34
3.10.4 Effects of Alternative 2: NPS Ownership of Forks Only .....	34
3.10.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative).....	35
3.11 Park Operations.....	36
3.11.1 Affected Environment.....	36
3.11.2 Methodology .....	36
3.11.3 Effects of Alternative 1: No Action .....	37
3.11.4 Effects of Alternative 2: NPS Ownership of Forks Only .....	37
3.11.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative).....	38
3.12 Short-term Uses Versus Long-term Sustainability .....	38
4.0 CONSULTATION AND COORDINATION .....	40
4.1 Public Involvement .....	40
4.2 Consultations .....	40
5.0 COMPLIANCE WITH FEDERAL AND STATE REGULATIONS .....	41
6.0 REFERENCES .....	43
APPENDIX A: ACRONYMS AND ABBREVIATIONS .....	45
APPENDIX B: GLOSSARY .....	46
APPENDIX C: BOUNDARY ADJUSTMENT STUDY .....	49

## LIST OF TABLES

Table 2.1: Summary of Alternatives.....	12
Table 2.2: Summary Impacts of the Alternatives .....	12
Table 3.1: Percent of White and African Americans in 2000.....	19
Table 4.1: List of Consultations.....	40

## LIST OF FIGURES

Figure 1.1: Forks of the Road and NATC Vicinity Map.....	2
Figure 2.1: Some of the Associated Properties of Forks .....	10

## 1.0 PURPOSE AND NEED FOR ACTION

The National Park Service (NPS), in cooperation with the City of Natchez, Mississippi (City), is conducting a Boundary Adjustment Study (BAS) and Environmental Assessment (EA) for Natchez National Historic Park (NATC or Park). This EA explores alternatives for managing property owned by the City identified as parcel 41-116A-91 (parcel 91) and parcel 41-116A-92 (parcel 92). These parcels, totaling less than half an acre, are at the road forks created by Liberty Road (Rd.), St. Catherine Street (St.)/Devereaux Drive (Dr.), and South Concord Avenue (Ave.) in the City (Figure 1.1).

These parcels were part of the complex known as the Forks of the Road (Forks) slave trading site in the decades before the Civil War. Thousands of enslaved people were brought from other slave holding states to the Forks of the Road slave market in Natchez. There they were “sold” for work on and around the cotton plantations of the Mississippi Delta Region.

One of the purposes that NATC was established is to preserve and interpret the history of the city and its inhabitants and their role in regional and U.S. history. The Park’s Melrose Estate shows aspects of plantation life before the Civil War, and the Park’s William Johnson House tells the unusual story of a prosperous freed slave, but the role of Natchez as a major hub of the interstate slave trade is not currently addressed by any of the Park properties. The critical importance of the ongoing, long-distance commerce in enslaved people to the enormous economic success of this cotton producing region is not interpreted by NATC or anywhere else in Natchez. Nor is the story told of how slaves arrived at the Forks and other nearby slave auction sites, and how they were treated in the marketplace.

For NATC to fulfill its purpose, there is a need to tell “the rest of the story” about the enslaved people. National Park Service acquisition of part of the actual site where slaves were sold would provide a valuable opportunity to meet that need.

The proposed change in the NATC boundary has been evaluated in a BAS, included in Appendix C. The BAS found that the Forks study area meets applicable NPS criteria for adjusting the NATC boundary to include Forks.

This EA analyzes the potential environmental impacts that could result from the three alternatives considered, including the No Action Alternative. This EA has been prepared in accordance with the National Environmental Policy Act (NEPA) of 1969, regulations of the Council of Environmental Quality (CEQ) (40 CFR 1508.9), and the NPS NEPA compliance guidance handbook (Director’s Order (DO)-12, *Conservation Planning, Environmental Impact Analysis, and Decision-making*). This EA is also a required element of the NATC BAS.



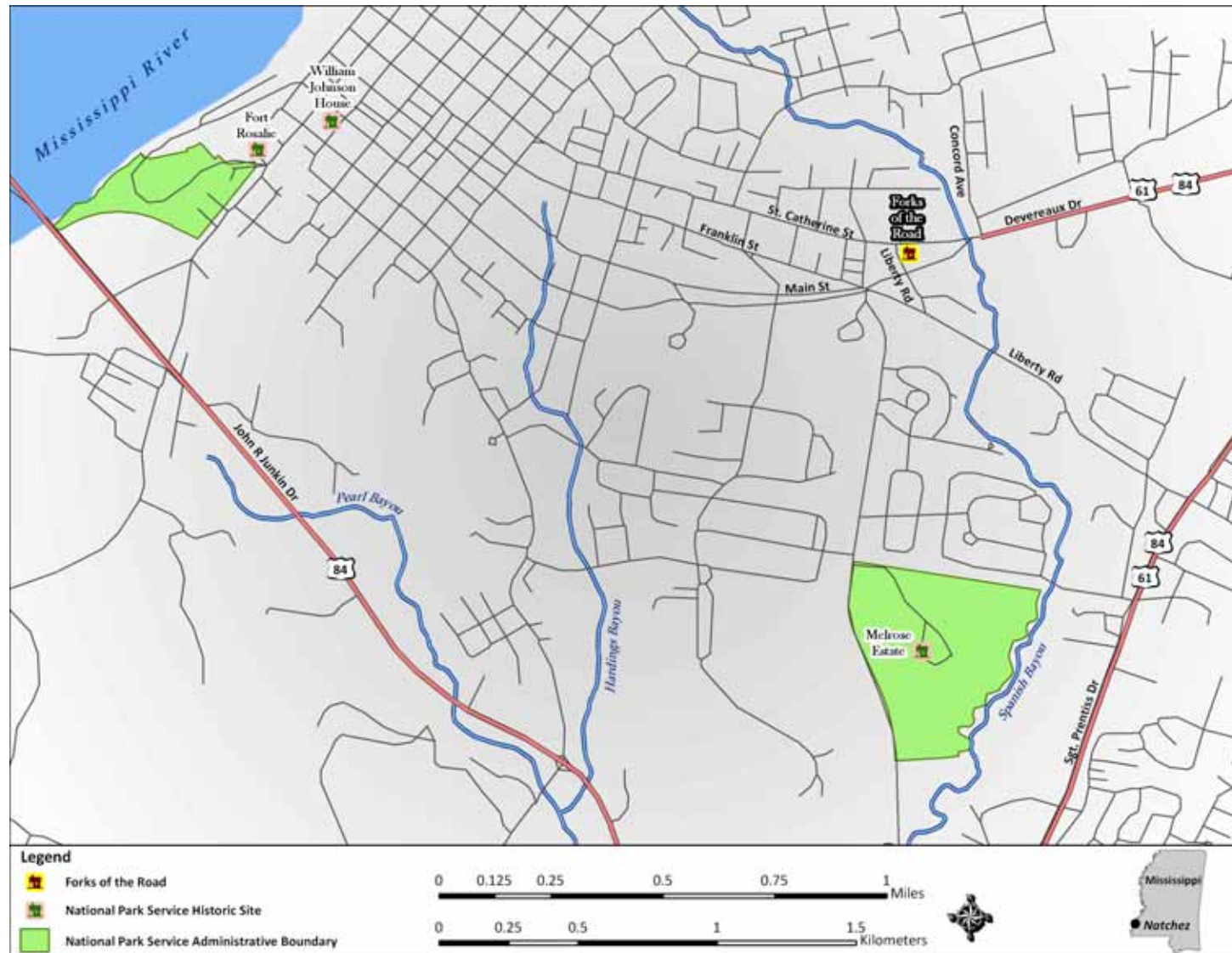


Figure 1.1: Forks of the Road and NATC Vicinity Map

## **1.1 Background**

### **1.1.1 NPS Organic Act, Amendments, and NPS Management Policy**

The NPS was established by the 1916 Organic Act, which directed the Secretary of the Interior to manage national parks and monuments to:

*“...conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.” (16 USC 1 et seq.)*

The 1978 amendments to the 1916 Organic Act and 1970 General Authorities Act expressly articulated the role of the national park system in ecosystem protection. The amendments further reinforce the primary mandate of preservation by stating:

*“The administration of activities shall be construed and the protection, management, and administration of these areas shall be conducted in light of the high public value and integrity of the National Park System and shall not be exercised in derogation of the values and purposes for which these various areas have been established, except as may have been or shall be directly and specifically provided for by Congress.” (16 USC 1-a1.)*

The NPS Organic Act and the General Authorities Act prohibit impairment of park resources and values. The 2006 NPS Management Policies use the terms “resources and values” to mean the full spectrum of tangible and intangible attributes for which the park is established and are managed, including the Organic Act’s fundamental purpose and any additional purposes as stated in the park’s establishing legislation. The impairment of park resources and values may not be allowed unless directly and specifically provided by statute. The primary responsibility of the NPS is to ensure that park resources and values will continue to exist in a condition that will allow the American people to have present and future opportunities to enjoy them.

The evaluation of whether impacts would lead to impairment of park resources and values is included in this EA. Impairment is more likely when there are potential impacts to a resource or value whose conservation is:

- Necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park;
- Key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or
- Identified as a goal in the park’s general management plan or other relevant NPS planning documents.

### **1.1.2 Park Purpose and Significance**

NATC was established as a unit of the national park system by Public Law 100-479 (October 7, 1988) to preserve and interpret the history of Natchez, Mississippi (NPS, 2001). The Park enabling legislation established the purposes of NATC, which are as follows:

- Preserve and interpret the history of Natchez, Mississippi, as a significant city in the history



of the American South.

- Preserve and interpret the site and structures from the earliest inhabitants to the modern era, including African Americans, both slave and free.
- Preserve and interpret the region's social, political, and economic development with emphasis on pre- and post-Civil War.
- Preserve and interpret the commercial and agricultural history, especially in relation to the Mississippi River and cotton.

In the years leading up to the Civil War, Natchez developed into a commercial, cultural, and social center of one of the world's greatest cotton-producing regions. Planters in Natchez controlled vast plantations in the "cotton belt" of the American South. Thousands of slaves were the labor force of the plantations; slaves were sold in Natchez at the second-largest slave market in the country.

Consequently, the significance of NATC is as follows.

- Antebellum Natchez was a commercial, cultural, and social center in the American South, one of the greatest cotton-producing regions ever known.
- Natchez was the second largest slave market in the country.
- The sale of cotton, produced by slave labor at plantations, created an unparalleled concentration of wealth and power in Natchez in relation to other towns of similar size.
- The opulent lifestyles of cotton planters are exemplified by the distinctive architecture of the antebellum estates, which, in Natchez, represent one of the best preserved concentrations of significant antebellum properties in the nation.

### 1.1.3 Park Plans

*General Management Plan (NPS, 1994).* The NATC General Management Plan (GMP) supports the objectives for which the Park was established. The purpose of the GMP is to establish and guide the management, development, and use of NATC in ways that will serve Park visitors while preserving the historic character and Park resources. Generally, the GMP is intended to guide Park management for 15-20 years.

### 1.1.4 NATC Boundary Adjustment Study

A proposed change to the boundary of a national park system unit requires preparation of a BAS in which the NPS makes a preliminary criterion analysis of the proposed boundary adjustment. A BAS has been prepared for NATC regarding whether the Forks property meets applicable criteria for a boundary adjustment. The preliminary criterion analysis for NATC is based on Public Law 101-628 sections 1216(a), (b), and (c); sections 1217(a) and (b); 2006 NPS Management Policies sections 3.5-3.7; 16 USC 4601-9 and Public Law 100-479; H.R. 4457 establishing NATC on October 7, 1988; Public Law 101-399; and H.R. 4501 adding the William Johnson House to NATC on September 28, 1990. The criteria that must be met for the NPS to recommend boundary adjustments are:

1. To include significant resources or opportunities for public enjoyment related to purposes of the park.

2. To address operational and management issues such as access and boundary identification by topographic or other natural features or roads.
3. To protect park resources critical to fulfilling the park's purposes.
4. The added lands will be feasible to administer considering size, configuration, ownership, costs, and other factors.
5. Other alternatives for management and resource protection are not adequate.

A boundary adjustment must meet **one** of criterion 1, 2, or 3; and **both** of criteria 4 and 5, for the NPS to proceed with recommending a boundary adjustment to the U.S. Congress for action. The preliminary criteria analysis contained in the NATC BAS indicates that Forks meets the above boundary adjustment criteria, specifically criteria 1, 4, and 5 (See Appendix C).

## **1.2 Impact Topics**

Issues and impact topics identified during the scoping process (staff, public, and stakeholder input) for this project are the basis for the environmental analysis in this EA. A brief rationale is provided for each issue selected for detailed analysis in the EA. Issues and topics considered but not selected for detailed analysis are also identified with the rationale provided for their elimination from evaluation in this EA.

### **1.2.1 Impact Topics to be Considered**

#### Cultural Resources

The Forks study area has been substantially altered by past clearing and removal of soils and vegetation. Archaeological testing of the Forks site was conducted in 2007 (Carruth, 2007). The Forks site was consequently recommended as eligible for the National Register of Historic Places (NRHP). Any subsequent development could affect archaeological or historic resources by new surface disturbance. Therefore, this EA analyzes effects on cultural resources to identify whether the alternatives would affect any prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion in the NRHP.

#### Minority and Low-income Populations

Executive Order 12898 requires Federal agencies to incorporate environmental justice into their missions by identifying and addressing the environmental effects of agency programs and policies on human health as well as minority and low-income populations or communities. A majority of the population in Natchez and Adams County is classified as a minority population that is largely composed of African Americans. A considerable percentage of the population is below the poverty level. This EA analyses effects on minority and low-income populations to identify whether the alternatives would have any disproportionate and adverse effects on these populations in regard to human health, historic or cultural resources, and community disruptions.

#### Visitor Use and Experience

Some of the alternatives propose to add lands and resources to NATC. The use and development

of the acquired lands could result in new facilities and increased public use. Therefore, this EA analyzes effects on visitor use and experience.

### Socioeconomic Environment

Possible impacts to the socioeconomic environment involving local businesses and development would be possible with NPS land acquisition and development of new facilities. Increased visitation could increase expenditures by visitors and benefit local business. Facility development could increase local employment. Therefore, this EA analyzes effects on the socioeconomic environment.

### Land Use

Some of the alternatives propose NPS land acquisition of property currently owned by the City. This EA analyzes effects on land use because of possible implications on local land use planning and nearby land uses in the study area.

### Transportation

Some of the alternatives involve expanding the facilities at Forks. This could present traffic, parking, and public safety issues while visitors travel to and from parking and the Park. Therefore, this EA analyzes effects of transportation on traffic, parking, and public safety.

### Park Operations

Some of the alternatives could increase demands on park operations. Therefore, this EA analyses effects on park operations.

### 1.2.2 Topics Dismissed from Further Consideration

#### Noise

- The project site is a mixed use area bounded by busy streets. There is an auto-muffler shop across the street from the site. A church, which is the closest sensitive receptor, is located adjacent to the site. Any construction noise would be a temporary, negligible increase to current background levels. If either of the action alternatives were to lead to increased traffic from increased visitation, such noise would not represent a substantial increase in existing noise levels. Therefore, this topic is dismissed from further analysis.

#### Infrastructure

- As the Forks and the associated sites are in developed areas of the City, any infrastructure changes (such as water and electricity) would require minimal, if any, additions to infrastructure. Therefore, this topic is dismissed from further analysis.

#### Soils

- The Forks is a very small (less than half an acre) site in an urban setting and has been substantially altered by past clearing and removal of soil materials. Given this, any of the

alternatives would likely cause negligible or no impacts to soils. Therefore, this topic is dismissed from further analysis.

#### Vegetation and Wildlife

- The Forks at present is a nearly vacant, grassy lot that is kept mowed. The alternatives, therefore, would likely cause negligible, if any, impacts to vegetation or wildlife. Therefore, this topic is dismissed from further analysis.

#### Special Status Species

- Given the current condition of this small parcel as a grassy lot, the presence on this site of any of the threatened, endangered, or protected species that could occur in Adams County (County) is extremely unlikely. On the Federal level, for example, the only protected species found in the County are two fish, a turtle, a mussel, and the Louisiana Black Bear. Therefore, this topic was dismissed from further analysis.

#### Wetlands

- There are no known wetlands in the study area, and no wetland impacts are expected. Therefore, this topic was dismissed from further analysis.

#### Floodplains

- There are no floodplains in the study area. No floodplain impacts or increased risk of flooding are expected with the alternatives. Therefore, this topic is dismissed from further analysis.

#### Water Quality

- There are no streams or lakes at or adjacent to the study area, and no impacts on water quality are expected. Any construction activities that may occur at the site in the future, would follow prescribed procedures to ensure against harmful runoff. Therefore, this topic was dismissed from further analysis.

#### Air Quality

- The only effect on air quality from any of the alternatives could be from increased traffic. However, none of the alternatives is likely to increase local traffic by more than an average of a dozen vehicles per day. In the context of the site being bounded by two heavily traveled arterials, this effect would be negligible. Therefore, this topic is dismissed from further analysis.

## 2.0 ALTERNATIVES INCLUDING THE PREFERRED ALTERNATIVE

This section includes a description of the alternatives. It also includes a summary comparison of the alternatives and environmental consequences.

### **2.1 Alternative 1 – City Ownership of Forks Property (No Action)**

With the No Action Alternative, the Forks property would remain in City ownership (Figure 1.1). The City has no current plans to develop the site beyond what is there now. Nor does the City plan to acquire any of the nearby properties that are also associated with the Forks of the Road slave market complex.



### **2.2 Alternative 2 – NPS Ownership of Forks Only**

Under this alternative, the boundary of NATC would be adjusted to include the current City owned Forks property as a new unit of the Park. This would be in accordance with the conclusions of the BAS that found that the Forks property qualifies for addition to NATC (See the complete BAS in Appendix C). The property could only be acquired by donation from the City and legislation is required to adjust the Park boundary and authorize the acceptance of the donated property.

#### THE BAS IN BRIEF

The BAS found that the addition of the Forks site as a new unit of NATC would enable public understanding and interpretation of the experience of enslaved African Americans in Natchez and their importance to the prosperity of the Deep South. Although the Forks would be a geographically separate site, NATC today already consists of three other separate units, all within a few miles of one another and all readily accessible by local roads. The Forks property, therefore, would be feasible to administer as an additional unit of NATC. Acquisition of this site by NPS would assure the property a level of protection in perpetuity.

Although the exact treatment of this small site has not yet been developed in detail, the conceptual elements include a memorial for the individuals subjected to slavery. The existing kiosk would be removed and replaced with landscaped pathways and wayside exhibits. Site interpretation would be designed as self-guiding with minimal public contact and interpretation. A small interpretive facility with a seasonal interpreter could be developed for operation during the peak visitation season. Park staff would provide security, maintenance, and interaction with the public. Ongoing park maintenance would provide site security, sanitation, and upkeep of grounds and exhibits.

In the BAS and this EA analysis, the public proposed other sites of historical value near Forks for protection and interpretation (Figure 2.1, next page), including:

- The O’Ferrall Alley property situated across Devereaux Dr. from the Forks site, and was the site of the Elam House in the 1850s. This property is recommended for nomination to the NRHP.
- The Franklin Armfield Property located to the west of the Forks on the opposite side of Liberty Rd., which is a well-documented slave market. It is recommended for nomination to the NRHP.
- The brick bridge (if age can be verified) located north of Devereaux Dr. near old Washington Rd. This small bridge essentially marked the end of the overland slave transport route.
- Other local properties that may be eligible for inclusion in the NRHP include (1) property adjacent to and east of the Forks site; (2) the property just west of the O’Ferrall Property; (3) properties south of Franklin St., including the site of the United States Colored Troops (USCT) encampment during the Civil War.

In the long-term, it is conceivable that associated properties, acquired from willing sellers, could be considered in future boundary adjustment studies for addition to NATC. If the associated properties meet the boundary adjustment criteria, they could be acquired by NPS for addition to the Park. No such additional acquisitions by NPS are currently proposed, and additional acquisitions would be subject to separate study and analysis in the future.

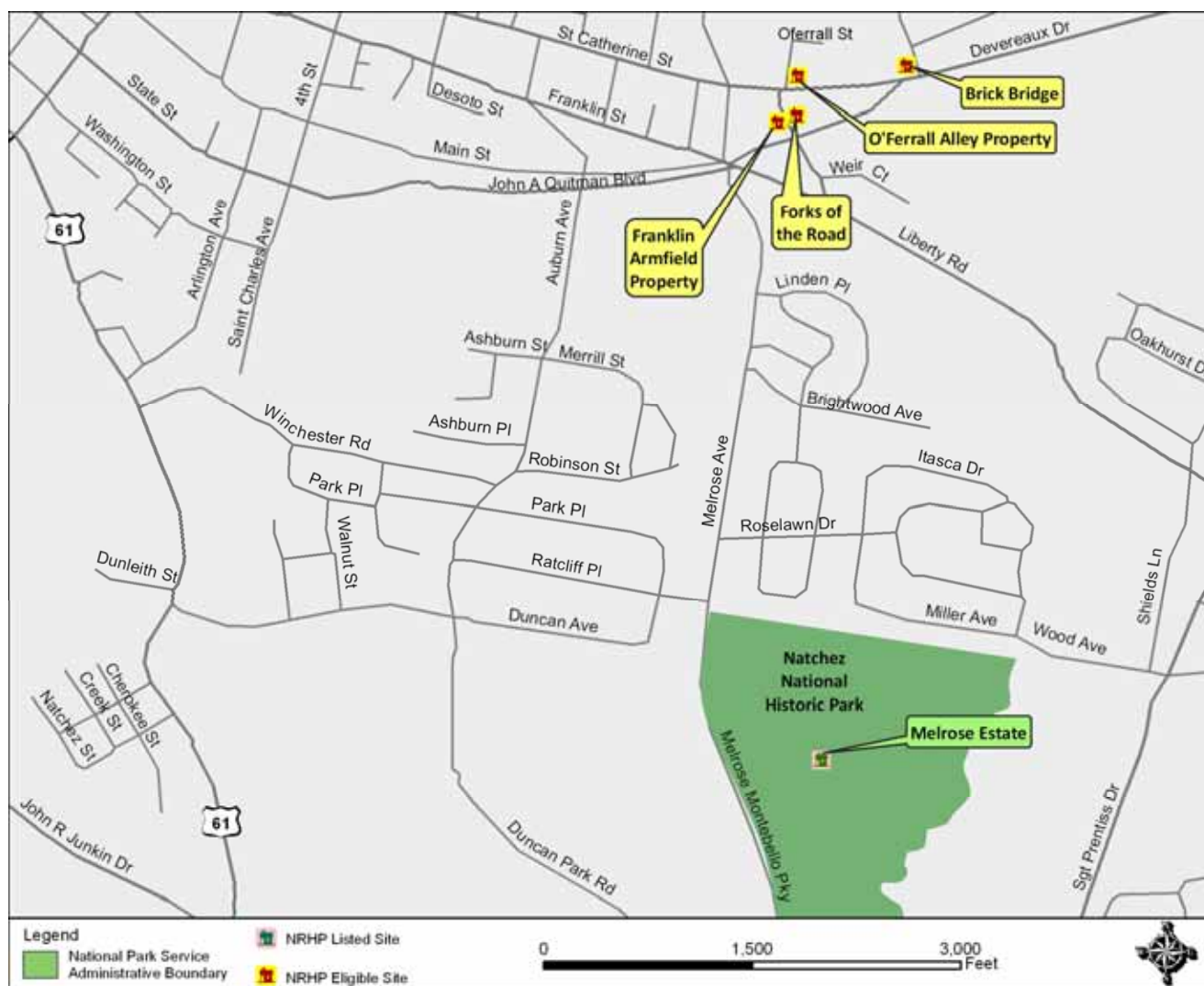


Figure 2.1: Some of the Associated Properties of Forks

### **2.3 Alternative 3 – NPS Ownership of Forks and City/NGO Partnerships (NPS Preferred Alternative)**

Under this alternative, NPS would acquire and manage Forks same as in Alternative 2. However, under this alternative, the City would form a citizen's committee to identify potential partnership opportunities with Non-Governmental Organizations (NGOs) or private entities. If there were willing sellers, the City with its partners would pursue acquisition of one or more of the several nearby properties associated with slave markets in Natchez (Figure 2.1). In turn, the NGOs or private entities would provide for public interpretation of the associated properties when acquired. If the legal framework for NPS partnerships is met, NPS could enter into formal agreements with the City and other partners. Then, the City, NPS, and partners could collaborate to provide development and interpretation of the several sites as a coordinated whole.



These associated properties could be developed to provide additional space for interpretive facilities, parking, and shuttle stops. Facilities for public interpretation and contact could include a major visitor center with year-round operations, a smaller interpretive facility, and interpretive trails with wayside exhibits. Arrangements would be made through NGOs/private entities for site security, maintenance, and public interaction. There could be trail interpretive signing that would include several wayside exhibits and a larger memorial that would be integrated with an expanded trail system.

In the long-term, it is conceivable that associated properties acquired by the City and its partners could be considered in future boundary adjustment studies for addition to NATC. If the associated properties meet the boundary adjustment criteria, they could be acquired by NPS for addition to the Park. No such additional acquisitions by NPS are currently proposed, and additional acquisitions would be subject to separate study and analysis in the future.

## **2.4 Environmentally Preferred Alternative**

The environmentally preferred alternative is the alternative that would best promote the national environmental policy goals as expressed in Section 101 of the NEPA (see textbox).

### **NEPA'S POLICY GOALS**

#### **Sec 101**

(b) In order to carry out the policy set forth in this Act, it is the continuing responsibility of the Federal Government to use all practicable means, consist with other essential considerations of national policy, to improve and coordinate Federal plans, functions, programs, and resources to the end that the Nation may --

- fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
- assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
- attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
- preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity, and variety of individual choice;
- achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
- enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources. (42 USC 4321-4347)

In this case, acquisition of the Forks site (Alternative 3, the NPS preferred alternative), would afford the highest level and longest-lived protection of this important historic and cultural part of our national heritage, making it available for the enjoyment and enrichment of all Americans and future generations.

## **2.5 Actions Considered but Eliminated from Further Consideration**

The alternative of ownership and management of the Forks property by another State of

Mississippi (State) or Federal agency other than NPS (or the City of Natchez) was considered but eliminated from further consideration. The State and the City have requested that they not be considered as the possible managing entity of the Forks site.

## 2.6 Summary Impacts of the Alternatives

**Table 2.1: Summary of Alternatives**

	Description of Components
<b>Alternative 1</b>	Forks remains in City ownership without any expansion of interpretation.
<b>Alternative 2</b>	NPS acquires and develops Forks.
<b>Alternative 3</b>	NPS acquires and develops Forks; City and partners, possibly NPS, acquire from willing sellers and develop associated properties.

**Table 2.2: Summary Impacts of the Alternatives**

Impact Topic	Alternative 1: No Action	Alternative 2: NPS Ownership of Forks Only	Alternative 3: NPS Preferred Alternative
<b>Cultural Resources</b>	Direct, indirect, and cumulative effects: adverse, moderate, local, and long-term, resulting in a determination of adverse effect	Direct, indirect, and cumulative effects: beneficial, local, long-term, and moderate resulting in a determination of no adverse effect	Direct, indirect, and cumulative, resulting in a determination of no adverse effect: same as Alternative 2.
<b>Minority and Low-income Populations</b>	Direct, indirect, and cumulative effects: minor, long-term, local, and adverse	Direct, indirect, and cumulative effects: minor, local, long-term, and beneficial	Direct, indirect, and cumulative effects: same as Alternative 2.
<b>Visitor Use and Experience</b>	Direct & indirect effects: adverse, long-term, local, and minor; Cumulative: adverse, moderate, local, and long-term	Direct, indirect, and cumulative effects: long-term, moderate, local, and beneficial	Direct, indirect, and cumulative effects: same as Alternative 2
<b>Socioeconomic Environment</b>	Direct, indirect, and cumulative effects: negligible, local, long-term, and beneficial	Direct, indirect, and cumulative effects: beneficial, long-term, minor, and local	Direct, indirect, and cumulative effects: same as Alternative 2.
<b>Land Use</b>	Direct, indirect, and cumulative effects: negligible, long-term, beneficial, and local.	Direct, indirect, and cumulative effects: beneficial, local, minor, and long-term	Direct, indirect, and cumulative effects: same as Alternative 2.
<b>Transportation</b>	Direct, indirect, and cumulative effects: negligible, long-term, local, and beneficial	Direct, indirect, and cumulative effects: minor, local, beneficial, and long-term	Direct, indirect, and cumulative effects: same as Alternative 2.
<b>Park Operations</b>	Direct and Indirect: no impact; Cumulative: negligible, local, long-term, and adverse	Direct, indirect, and cumulative effects: minor, local, long-term, and beneficial	Direct, indirect, and cumulative effects: same as Alternative 2.

\*For the purposes of this table and also the headers of the following sections, the NGO partnership references include partnerships with private entities.

Please note that none of the alternatives would impair park resources.

### **3.0 AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES**

#### **3.1 Introduction**

This section describes the affected environment, the impacts assessment methodology, and the environmental consequences of the alternatives. The section is organized in accordance with the impact topics identified in Section 1.

#### **3.2 Methodology**

For each impact, a synopsis of the affected environment is presented, followed by an evaluation of the effects that would likely result from implementing each of the three alternatives. Environmental consequences, including direct, indirect, and cumulative effects are characterized by their context, intensity, duration, and whether the impact would be beneficial or adverse.

##### *Context of Impact*

The context of an impact is defined by the geographic extent of the setting in which the impact would take place, and in general varies from site-specific or local to regional. Localized impacts are those that affect the resource area only on the project site or its immediate surroundings, and would not extend into the rest of the region.

##### *Intensity of Impact*

Intensity is the degree to which a resource would be beneficially or adversely affected by an action. Impact intensities are characterized as negligible, minor, moderate, or major. Specific criteria are used to characterize the intensity of potential effects for each impact topic analyzed.

##### *Duration of Impact*

Duration is the time that a resource may be potentially affected by an action. Impact duration is defined as short-term or long-term, and specific criteria that are used to rate the duration of potential effects is presented within the analysis section of each impact topic.

#### **3.3 Direct, Indirect, and Cumulative Effects**

For each impact topic, environmental effects are discussed in three subsections: direct and indirect effects, cumulative effects, and a conclusion. Direct effects are impacts caused by the alternative(s) at the same time and in the same location as the action. Indirect effects are impacts caused by the alternative(s) that occur later in time or farther in distance than the action, but still reasonably foreseeable. An indirect impact could occur because of a change to another resource or impact topic.

Cumulative effects are defined as "the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or non-federal) or person undertakes such other actions" (CEQ, 1987). Cumulative impacts can result from individually minor, but collectively significant, actions taking place over a period of time. The description of cumulative effects includes a brief description of other plans or projects, and the degree to which implementation of

each alternative may impact the resource topic being discussed. The only other planned related projects are the upgraded displays at the Natchez's visitor center, which will include for the first time information about Forks, and a new heritage tourism campaign by Natchez, which will include information about Forks (Taunton, 2008a).

### **3.4 Impairment of Park Resources**

In addition to determining the environmental consequences of the Proposed Action and other alternatives, the NPS Management Policies 2001 and DO-12 require analysis of potential effects to determine if actions would impair a park's resources. See Section 1.1.1 for discussion of impairment.

### **3.5 Cultural Resources**

#### **3.5.1 Affected Environment**

Forks was the second largest domestic slave market in the country. Thousands of slaves were transported from Upper South states such as Virginia and sold at the Forks of the Road slave trading complex from 1830 until the Civil War (Carruth, 2007). This slave labor was central to the production of cotton, which was in turn central to the prosperous economy of the Mississippi Delta Region.

During the Civil War, U.S. Army troops occupied Natchez. African American troops were encamped at Forks, and newly freed/escaped slaves also gathered in this area. Later, a store/bar/grocery was built, and around 1900, three houses were added to the site (Carruth, 2007). All of these buildings have since been removed; the city-owned portion of the Forks complex is now a small, grassy field (Carruth, 2007; Dawes, 2008). A church stands adjacent to the city-owned parcel, while commercial facilities such as an auto repair shop are across Liberty Rd.

In 2007, Panamerican Consultants, Inc. conducted an archeological study of the city-owned Forks parcel and found numerous human-made items, mostly glass, brick, and mortar fragments. The previous site disruption for a parking area for a proposed business had removed the top two meters of soil, which likely caused loss of additional artifacts (Carruth, 2007).

Further, two sites near Forks were also used for slave trading, a tract across Liberty Rd. owned by Isaac Franklin, referred to as the Franklin Armfield Property, and a site north of Washington Rd. operated by Robert Elam, the O'Ferrall Alley Property. Along with the city-owned Forks property, these two additional sites may currently meet the criteria for inclusion on NRHP as sites associated with events that have made a significant contribution to the broad patterns of U.S. history, namely slavery and domestic slave trade in the history of Natchez, the State of Mississippi, and the nation; and as sites that have yielded or may be likely to yield information important in prehistory or history. A brick bridge (if age can be verified) adjacent to Devereaux Dr. essentially marked the end of the long overland slave transport route from Alexandria, Virginia. The archeological experts at Panamerican Consultants considered the possibility of the area and its multiple related sites becoming a historic district on the NRHP (Carruth, 2007).

However, there are no historic structures or other human made objects on the city-owned Forks site. Its significance is in what happened there, not in what is there today.

### 3.5.2 Methodology

This impact analysis estimates the potential effects on cultural resources on and surrounding Forks under the different alternatives. The intensity thresholds for impacts to cultural resources are defined as follows:

***Negligible:*** The effect is at the lowest levels of detection, barely perceptible and not measurable. For purposes of Section 106, the determination of effect would be no adverse effect.

***Minor:*** *Adverse-* Disturbance of a site(s) results in little, if any, loss of significance or integrity and eligibility of site(s) in NRHP is unaffected. For purposes of Section 106, the determination of effect would be no adverse effect. *Beneficial-* Effects would be maintenance and preservation of a site(s). For purposes of Section 106, the determination of effect would be no adverse effect.

***Moderate:*** *Adverse-* Disturbance of a site(s) does not diminish the significance or integrity of the site(s) to the extent that its NRHP eligibility is jeopardized. For purposes of Section 106, the determination of effect would be adverse. *Beneficial-* Effect would be stabilization of a site(s). For purposes of Section 106, the determination of effect would be no adverse effect.

***Major:*** *Adverse-* Disturbance of a site(s) diminishes the significance and integrity of the site(s) to the extent that it is no longer eligible to be listed in the NRHP. For purposes of Section 106, the determination of effect would be adverse effect. *Beneficial-* Effects would be active intervention to preserve a site(s). For purposes of Section 106, the determination of effect would be no adverse effect.

The duration thresholds for impacts to cultural resources are defined as follows:

***Short-term:*** Impact would extend beyond the time of project implementation actions, but would not last more than two years.

***Long-term:*** Impact would likely last more than two years and may continue beyond the lifetime of the project implementation.

### 3.5.3 Effects of Alternative 1: No Action

#### *Impact Analysis*

Under the No Action Alternative, the Forks would continue to be owned by the City with no expansion of current interpretation or facilities at the site. There is currently a small risk of vandalism and site disturbance by relic hunters. These risks would continue, with perhaps a slight increase as the Forks becomes better known, through, for example, the City's plan to add information about the Forks to its historical displays at the Natchez Visitor Center (White, 2008; Taunton, 2008a).

Thus, the No Action Alternative, i.e., continuing the ownership and management of the property as it is now, would neither change the condition of cultural resources at the site nor the awareness of them. The presumption is that if the City were to retain this property, the intent would be to protect it for the long term as part of the City's cultural heritage. Nevertheless, despite all parties' good intentions at this time, they cannot speak for City Officials a generation or two from now. If the management by the City caused reduced protections of the property and its cultural resources, then there could be an effective loss of part of the cultural heritage of the City. Therefore, the impacts to cultural resources of implementing the No Action Alternative are adverse, moderate, local, and long-term, resulting in a determination of adverse effect.

### *Cumulative Effects*

Since Alternative 1 would have no construction or demolition activities and continue the current level of activities, Alternative 1 would only minimally add to existing conditions at the Forks besides the lack of long-term protection for cultural resources. The related projects would likely provide an additional increase in visitation to Forks. This increased visitation could increase the potential for human impacts, such as vandalism or looting, at Forks, especially without assigned security/cleaning and monitoring. The impact to cultural resources could be minor to moderate depending on the level of visitation and looting. Not expanding the Forks interpretative facilities and resources would represent a lost opportunity for synergy with the other parks and with regional interpretation of slavery. Further, without increased protection of the associated properties that are currently under private ownership, cultural resources could be lost. Overall, the cumulative impacts to cultural resources from implementing this alternative are long-term, moderate, local, resulting in a determination of adverse effect.

### *Conclusion*

Alternative 1 would continue current management of Forks and associated properties despite possible increased visitation and lack of security at site. The direct, indirect, and cumulative effects are long-term, moderate, local, and adverse. Since these sites are not part of the NATC, these actions are not expected to impair park resources, but the possibility exists that impacts to cultural resources may cause impairment of resources at Forks and associated properties.

### 3.5.4 Effects of Alternative 2: NPS Ownership of Forks Only

#### *Impact Analysis*

Under this alternative, the NPS would take over management and expansion of interpretative facilities at Forks. Although the Forks site has been extensively disturbed, there is nonetheless some potential that construction of facilities at the Forks could result in the uncovering of artifacts during foundation excavation, grading, etc. Given the historic nature of the site, it is reasonable to assume that to avoid damage to any such items and to enhance knowledge about the site and their history NPS would employ special protection measures during any such construction. These measures could include such steps as more extensive archeological sampling tests in advance of construction. They could also include ensuring that a qualified archeologist is

on site during ground disturbing activities to inspect ongoing activities and with the ability to call a halt to ground disturbance if archeological materials are revealed.

Thus, this alternative could lead to the adverse effect of inadvertent destruction of archeological materials, but it is more likely that such materials would be properly retrieved and protected, and that they would thus have the beneficial effect of adding to the knowledge of the history of the site and its uses.

In addition, acquisition of a property by NPS is intended to place that property under the Federal agency's protection in perpetuity. This would, therefore, provide the site with what would most likely be even more secure, permanent protection of the site's cultural resource values than the present City ownership. Therefore, the impact to cultural resources of implementing the No Action Alternative are adverse, moderate, local, and long-term, resulting in a determination of no adverse effect.

### *Cumulative Impacts*

The activities associated with implementing Alternative 2 would assist in the protection and interpretation of cultural resources in the area, which would be an incremental beneficial impact. The related projects would contribute to an additional increase in visitation to Forks, but with increased security and interpretation, the overall effect should be protection and interpretation of the cultural resources. Therefore, the impact to cultural resources of implementing the No Action Alternative are adverse, moderate, local, and long-term, resulting in a determination of no adverse effect.

### *Conclusion*

Under Alternative 2, NPS would acquire and manage the City owned parcels of Forks. The increased visitation and any construction activities could harm the cultural resources, but the primary effect with increased security and public understanding of the significance of the sites would be expected to be increased protection of the resources. The direct, indirect, and cumulative effects to cultural resources from implementing Alternative 2 would be long-term, moderate, beneficial, and local. The overall effect of this alternative is more protection and more complete interpretation of the antebellum south. Therefore, the impact to cultural resources of implementing the No Action Alternative are adverse, moderate, local, and long-term, resulting in a determination of no adverse effect. Thus, with increased resources to NATC, implementing this alternative would not impair park resources.

### 3.5.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative)

#### *Impact Analysis*

Under this alternative, the NPS would take over management and expansion of interpretative facilities at Forks, while the City sought to work with NGOs to acquire (from willing sellers) and



provide interpretive opportunities at associated properties. These properties could be incorporated into NATC once future NEPA is performed and resources acquired.

As in the discussion above, given the nature of the sites, it is also reasonable to assume that any construction of interpretive facilities at any of the properties would be conducted using the same precautions against damage to buried cultural resources. Thus, the impacts to cultural resources under this alternative would more likely be beneficial than adverse and similar to those under Alternative 2.

In addition, acquisition of a property by NPS is intended to place that property under the Federal agency's protection in perpetuity. This would, therefore, provide the site with what would most likely be even more secure, permanent protection of the site's cultural resource values than the present City ownership. Therefore, the impact to cultural resources of implementing the No Action Alternative are adverse, moderate, local, and long-term, resulting in a determination of no adverse effect.

### *Cumulative Impacts*

The activities associated with implementing Alternative 3 would assist in the protection and interpretation of cultural resources in the area, which would be an incremental beneficial impact. Related projects would increase visitation at the sites, but the overall effect would be improved protection and interpretation of resources. Therefore, the impact to cultural resources of implementing the No Action Alternative are adverse, moderate, local, and long-term, resulting in a determination of no adverse effect.

### *Conclusion*

Under Alternative 3, NPS would take over ownership, managing, and expanding the interpretative facilities at Forks with the possibility in the future of including associated properties from the City of Natchez and NGO/private entities partnerships acquired from willing sellers after appropriate NEPA is performed. The direct, indirect, and cumulative impacts from implementing Alternative 3 are be beneficial, local, long-term, and moderate. Therefore, the impact to cultural resources of implementing the No Action Alternative are adverse, moderate, local, and long-term, resulting in a determination of no adverse effect. The overall effect of this alternative is more protection and more complete interpretation of the antebellum south. Thus, with increased resources to NATC, implementing this alternative would not impair park resources.

## **3.6 Minority and Low-income Populations**

### **3.6.1 Affected Environment**

Executive Order (E.O.) 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations*, requires Federal agencies to identify and address any disproportionate adverse human health or environmental effects of its projects on minority or low-income populations.

The 2000 Census data summarized in Table 3.1 show that the census blocks including or adjacent to the Forks have a higher proportion of African Americans than the City of Natchez, which is itself a majority African American city.

**Table 3.1: Percent of White and African Americans in 2000**

Location	White	African American
Census Blocks 1032, 1034, 1035, 3019, and 3020	17	83
Natchez	44.2	54.5
Mississippi	61.4	36.3
United States	75.1	12.3

Sources: (Census, 2000a; 2000b; 2000c; 2000d).

In 1999, individuals living at or below the poverty level constituted 28.6% of the population in Natchez, while Mississippi had 19.9% and the US average was 12.4% (Census, 2000b; 2000c; 2000d). Thus, the project area has a disproportionate number of people in poverty.

### 3.6.2 Methodology

This impact analysis estimates the potential effects on minority and low-income populations surrounding Forks. The intensity thresholds for impacts to minority and low-income populations are defined as follows:

**Negligible:** Impacts to minority and low-income populations be below or at the level of detection.

**Minor:** Impacts to minority and low-income populations would be detectable, but slight and not disproportionate to the rest of the surrounding population.

**Moderate:** Impacts to minority and low-income populations would be readily apparent, but not disproportionate to the rest of the surrounding population.

**Major:** Impacts to minority and low-income populations would be apparent and would be disproportionate to the rest of the surrounding population.

The duration thresholds for impacts to minority and low-income populations are defined as follows:

**Short-term:** Effects would extend less than two years beyond the time of project implementation.

**Long-term:** Effects would likely last more than two years and may continue beyond the lifetime of the project implementation.

### 3.6.3 Effects of Alternative 1: No Action

#### *Impact Analysis*

Alternative 1 would represent no change from current activities. Although the low-income population and minority populations are greater in the project area than the City, County, State, and nation, continuing present management would create no changes. Unlike the action alternatives, the community under this alternative may continue to lose pieces of its history to looting and vandalism. Therefore, impacts would be minor, long-term, local, and adverse.

#### *Cumulative Impacts*

Since the No Action Alternative is only continuing the current practices, Alternative 1 would add only minimally to existing conditions in the project area. As a result, any incremental impact would not be expected to be sufficient to exceed the significance threshold and would most likely be experienced evenly across all populations. Thus, despite larger percentage of minorities and low-income people in the project area than the City, County, State, and nation, the impacts would not be disproportional. The other related projects would add, but not substantially, to the current tourism in the area, and the impacts would not be disproportional. Without proper interpretation and security, looting and trampling of the cultural resources may continue, which would represent losses of history. Therefore, the cumulative effects are minor, adverse, local, and long-term.

#### *Conclusion*

Alternative 1 would represent a no change from current activities. Although the low-income population and minority populations are greater in the project area than the County, State, and nation, continuing present management would represent no disproportional impact to minorities or low-income populations. Unlike the action alternatives, the community under this alternative may continue to lose pieces of its history to looting and vandalism. This represents an adverse impact. Direct, indirect, and cumulative impacts to minority and low-income people from implementing this alternative are minor, adverse, local, and long-term. Because activities are not occurring onsite and are not substantial, the impacts to minority and low-income people would not cause impairment of park resources, but any loss of cultural resources would represent a lost opportunity of the Park to interpret the other side of the antebellum south, which is one of its purposes.

### 3.6.4 Effects of Alternative 2: NPS Ownership of Forks Only

#### *Impact Analysis*

Increases in visitation usually cause increases in the area's expenditures through venues like buying lunch and souvenirs. These expenditures increase money in the area, which can increase jobs and/or salaries. Thus, increased visitation can beneficially impact communities. In addition, jobs/money would be brought into the community for the expansion of the interpretative facilities, but these impacts would be limited due to space constraints.

The potential increases in local spending and visitation that could occur under this alternative would more likely be considered beneficial than adverse and would not be seen as disproportionate adverse impacts on the minority or low-income segments of the community as these effects would impact all of the community equally. Similarly, other community impacts, such as increases in traffic (See Section 3.10) and noise, would also impact the community equally. However, due to space limitations of the site, the capacity for increased visitation is limited and should not substantially impact the community with proper planning. Further, this alternative would protect and interpret an important part of American history of particular interest to the African-American community. Therefore, impacts to minority and low-income populations from implementing Alternative 2 would be expected to be minor, local, long-term, and beneficial.

### *Cumulative Impacts*

Alternative 2 would add only minimally to the existing conditions in the project area. As a result, any incremental impact would not be expected to be sufficient to exceed the significance threshold and would most likely be experienced evenly across all populations. Thus, despite larger percentage of minorities and low-income people in the project area than the City, County, State, and nation, the impacts would not be disproportional. The other related projects would add, but not substantially, to the current tourism in the area, and the impacts would not be disproportional. Therefore, the cumulative effects are minor, local, beneficial, and long-term.

### *Conclusion*

Alternative 2 would represent only expanding the current facilities at Forks, which would be restricted by space constraints. Although the low-income population and minority populations are greater in the project area than the City, County, State, and nation, this expansion of interpretative facilities would represent no disproportional impact to minorities and low-income populations. This alternative would create more money and jobs from the increase in tourism expenditures and from the jobs and expenditures from expanding the Forks interpretative facilities. These represent a beneficial impact. In addition, this alternative would protect and interpret an important part of American history of particular interest to the African-American community. Direct, indirect, and cumulative impacts to minority and low-income people from implementing this alternative are minor, beneficial, local, and long-term. Due to the predominately off-site nature and beneficial nature of the impacts, the impacts to minority and low-income people would not cause impairment of park resources.

### 3.6.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative)

Impacts would be the same as Alternative 2 due to space limitations, which are direct, indirect, and cumulative impacts of minor, long-term, beneficial, and local with no impairment of park resources due to predominately off-site and beneficial nature of the impacts.

## **3.7 Visitor Use and Experience**

### 3.7.1 Affected Environment

The two units of the NATC that are open to the public are the Melrose Estate, which was the house of a wealthy cotton planter, and the William Johnson Complex, the townhome of a prosperous former slave. The Melrose Estate has on average about 50,000 visitors annually for the past ten years, and the recently opened William Johnson Complex had about 10,000 visitors annually in 2006 and 2007 (NPS, 2008a).

The Natchez's Visitor Center receives an annual average of 280,000 to 340,000 visitors. The estimated annual visitation for Natchez is 500,000 (Taunton, 2008b). The vast majority of visitors to Natchez visit one or more historical sites, which include not only the NPS-owned properties, but several other plantations in the area. Cultural resources are a major component of tourism in the area (NPS, 2001). Natchez is currently launching a new "heritage tourism" campaign that includes a new brochure, which will include information on Forks. Part of the updating of the displays at the Natchez's Visitor Center will be the addition of a display about Forks (Taunton, 2008b).

At present, Forks is not monitored for visitation, as interpretation is limited to a simple kiosk. The Forks is a stop on the "Rest of Historic Natchez" tour run by the City, which about 400-500 people took last year (Taunton, 2008b; White, 2008). The Natchez Association for the Preservation of Afro-American Culture (NAPAC) museum has about 2,000 visitors a year, an increasing number of whom inquire about visiting the Forks. It is estimated that about a third of the NAPAC visitors go on to visit the Forks. Overall, it is estimated that the Forks has on the order of 1,000 visitors a year (White, 2008; Taunton, 2008a).

### 3.7.2 Methodology

This impact analysis estimates the potential effects on visitor use and experience of Forks under the different alternatives. The intensity thresholds for impacts to visitor use and experience are defined as follows:

***Negligible:*** Changes in visitor use and experience would be below or at the level of detection. Visitors would not be aware of the effects associated with the alternative.

***Minor:*** Changes in visitor use and experience would be detectable, although the changes would be slight. The visitor would be aware of the effects associated with the alternative, but the effects would be slight.

***Moderate:*** Changes in visitor use and experience would be readily apparent. The visitor would be aware of the effects associated with the alternative and would likely be able to express an opinion about the changes.

***Major:*** Changes in visitor use and experience would be apparent and would be severely adverse or exceptionally beneficial. The visitor would be aware of the effects associated with the alternative and would likely express a strong opinion about the changes.

The duration thresholds for impacts to visitor use and experience are defined as follows:

***Short-term:*** Effects occur during the project implementation activities.

***Long-term:*** Effects occur beyond the project implementation activities.

### 3.7.3 Effects of Alternative 1: No Action

#### *Impact Analysis*

Under the No Action Alternative, the number of visitors could increase somewhat. This could come from generally increased awareness of the site by visitors to Natchez, aided for example by increased information about Forks in displays at the Natchez Visitors Center. However, as long as there is only a simple kiosk at the site, it is unlikely that visiting the site would attract substantially more visitors than at present.

As a small grassy lot largely surrounded by busy streets and businesses, the Forks presently does not readily convey to the visitor what went on there. The kiosk accurately provides the basic facts, but by its nature, it is limited. It is too limited a tool to give the visitor a strong sense of the significance that this spot of land was where uncounted thousands of people were brought in chains and “sold” to new “owners.” The visitor can stand and read the sign, but perhaps few can mentally “see” or “hear” the slave market in action. The typical visitor may be somewhat informed, but few would be meaningfully moved or appreciate the significance of this place, now looking so ordinary.

Thus, under the No Action Alternative approach, the present small number of visitors is not likely to change much. Although the City’s heritage tourism campaign, mentioned above, could produce a small increase in visitors to the Forks, as long as the Forks only boasts a very modest kiosk, the increased awareness of the site may not be successful in actually boosting the number of visitors to it. The experience of those visitors is likely to continue to be modest at best and much less meaningful than it could be. Therefore, the impacts from implementing this alternative to visitor use and experience are adverse, long-term, local, and minor.

#### *Cumulative Impacts*

Under the No Action Alternative, the Forks’ facilities and interpretation would not be expanded, which would be a minor incremental impact to visitor use and experience from the lack of visitor facilities despite additional visitors from society’s increasing desire to learn about slavery. Increased visitor knowledge and visitation of the Forks is expected with the planned addition of a display discussing Forks at the Natchez Visitor Center, where there currently is not a display with information about the site, as well as the addition of information about Forks in the new heritage tourism campaign brochure. These related projects would augment the current increasing level of society’s interest in Forks. They would not affect the visual resources at the site as they do consist of any alterations at the site. The exception would be if the increased visitation leads to increased vandalism and littering. This would detract from visual resources but likely not be substantial given the low level of these instances currently. With no expanded

interpretation, little additional benefit to visitor knowledge and experience would occur regarding the level of historical importance of the site and the story of slavery in Natchez and the antebellum south. A lost opportunity for synergy with the NATC would occur as onsite interpretation would not occur at Forks from City or NPS personnel. Further, there is the possibility of development of the private areas near the site that may cause additional loss of cultural resources, which would be a lost opportunity for visitor use and experience. Therefore, the cumulative impacts to visitor use and experience from implementing Alternative 1 would be adverse, moderate, local, and long-term.

### *Conclusion*

Implementation of Alternative 1 would result in direct and indirect impacts of minor, long-term, local, and adverse impacts to visitor use and experience through the lack of public facilities and interpretation meeting the increasing demand from visitors about information regarding Forks and slavery. Unless the increased visitation leads to increased vandalism and littering, the visual resources would continue to be in character with its mixed use surroundings. Cumulative impacts to visitor use and experience from implementing Alternative 1 would be adverse, moderate, local, and long-term. Park resources would not be impaired as the impacts are not on NPS property predominately and expected impacts are not substantial, but there would be missed opportunity for synergy and more adequately fulfilling the NATC's purpose in the community's opinion (City of Natchez, 2006).

#### 3.7.4 Effects of Alternative 2: NPS Ownership of Forks Only

##### *Impact Analysis*

Improved facilities and programs at the Forks site would likely attract additional visitors, and the quality of those visitors' experience would likely be enhanced. The improvement in the quality of the visitor use and experience would be a function of the extent and quality of the interpretive and other facilities and programs that would be developed once NPS takes over ownership and management of Forks. Concepts that have been discussed (but not firmly planned or proposed) include a wall of names; a series of sculptures depicting stages of slave trading; displays of actual or replica artifacts, such as manacles and the like; written and audio displays of first-hand accounts; and many other tools to memorialize the suffering of the people who passed through the site and to convey to the modern visitor the enormity of those activities. In addition to the greater enhancement of the visitor opportunities under this alternative, the mere fact that Forks would be an official unit of the NATC would likely further increase visitation based on the perception that properties owned by NPS are of exceptional quality. Moreover, its existence would be more widely publicized, such as through NPS brochures and the NPS "Experience Your America" website, than under City management.

Given the austere nature of the present interpretation at the site, virtually any enhancement would likely lead to both an increase in the number of visitors and an improvement in the quality of their experience. Increased interpretation would translate into more visitors leaving with some appreciation of the human significance of the slave trading that occurred at the site. Most visitors are likely also to visit other historic sites in Natchez, such as one or more of the plantations and



plantation houses. The Forks experience would help them more fully understand the human cost of creating and maintaining these estates in the years before the Civil War. One entity, NPS, owning and managing the Melrose Estate, William Johnson Complex, and Forks would allow for easier capitalizing on these synergistic opportunities. Further, it is assumed that NPS would have more resources to enhance interpretation of Forks than the City. Therefore, NPS acquisition and management of the site would very likely lead to increases in both the number of visitors and the quality of the visitor experience.

Because NPS ownership of a site is generally envisioned as being in perpetuity, this beneficial effect on visitor use and experience would likely be a very long-term effect. However, it is not likely that the enhanced site would be so attractive by itself as to become a magnet bringing in substantial numbers of visitors from outside of Natchez who would not otherwise have visited, which is partially due to the limited size of the site. Rather, the Forks site would likely add somewhat to the attractiveness of the City as a tourism destination, helping provide just enough added incentive to prompt some additional people to visit Natchez who already had some inclination to do so. In some other cases, an enhanced Forks site might be enough of an attraction to prompt some visitors to spend an extra night, or even just an extra meal, in Natchez.

To develop some rough estimate of the potential increase in visitors, the experience of the William Johnson Complex is helpful. The William Johnson Complex is probably similar to the Forks in its attractiveness, because of its small size and urban setting. This unit draws about 10,000 visitors a year. It is likely that people interested in the story of William Johnson, the freed slave in Natchez, would also be interested in the story of slave trading in Natchez. At present, it is reasonable to assume that many of the 1,000 visitors to the Forks are among the 10,000 visitors to the William Johnson Complex.

If the Forks site were enhanced to provide better interpretive material at the site, a greater fraction of the 10,000 William Johnson visitors would add a visit to Forks to their trip. With a substantially enhanced visitor experience and greater “publicity,” it is possible that Forks would draw a large percentage of the 10,000 William Johnson House visitors, perhaps equaling them. Depending on the quality and extent of the facilities that are developed, it is conceivable that the Forks site could become a much more powerful draw than the William Johnson Complex, attracting even tens of thousands of visitors, perhaps even rivaling the over 50,000 visitors to the Melrose Estate. While possible, this high-end number, however, is not likely. (Then again, the very modest Viet Nam Memorial in Washington DC quickly exceeded all predictions about visitation and is today one of the most-visited sites in DC.) Given the absence of any definitive site development plans, these predictions of somewhere in the range of a few thousand added visitors are admittedly speculative and would require some form of visitor survey to obtain more reliable data. Therefore, impacts to visitor use and experience from implementing Alternative 2 would be expected to be long-term, moderate, local, and beneficial.

### *Cumulative Effects*

The impacts from implementing Alternative 2 are expected to be an incremental beneficial

impact to the area's visitor use and experience. The related projects would help increase visitor use, but the expanded visitor facilities, if designed properly, should be able to accommodate the increase in visitation. The visual resources should not be compromised with the increase in visitor use as discussed above. Therefore, the cumulative effects of implementing Alternative 2 are long-term, beneficial, local, and moderate.

### *Conclusion*

Under Alternative 2, NPS would acquire, manage, and expand the visitor interpretation at Forks. The direct, indirect, and cumulative effects of implementing Alternative 2 are long-term, beneficial, moderate, and local. Park resources would not be expected to be impaired from the increase in visitor use due to lack of substantial impacts.

### 3.7.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative)

#### *Impact Analysis*

Primarily, the impacts under Alternative 3 are the same as Alternative 2 because NPS owns and manages Forks under both scenarios. The difference under this alternative is the possibility of synergistic opportunities between Forks and the associated properties, which could provide more stories and space for enhancing interpretation and visitor experience.

If NPS' treatment of the site were part of a coordinated development of associated properties (either at the outset or with other properties being acquired and developed over time), then the Forks site could serve as the centerpiece of the visitor experience regarding the slave market, which could be done through partnerships. However, no NPS acquisition of these associated sites is currently proposed and additional acquisitions would be subject to separate study and analysis in the future.

Like with Alternative 2, these beneficial effects of NPS acquisition of Forks would be enhanced in relation to the quality and extent of the interpretive facilities that NPS would develop on the Forks site itself. If, over time, associated properties were acquired from willing sellers and developed through City/NGO partnerships, this could stimulate further increases in the number of visitors and in the quality of their experience.

The addition of the associated properties in some form of coordinated interpretation with Forks would likely increase visitor use from Alternative 2 due to more space for interpretation, but it is still speculative how many additional visitors these sites would cause. Further, the sites would still only likely lead some people who might have not already come to Natchez to visit or spend another night or an extra meal in Natchez. Therefore, the predictions and impacts of visitor use under Alternative 2 would be similar to Alternative 3. Given the absence of any definitive site development plans, these predictions of somewhere in the range of a few thousand added visitors are admittedly speculative and would require some form of visitor survey to obtain more reliable data. Therefore, the impacts to visitor use and experience would be expected to be long-term, moderate, beneficial, and local.

### *Cumulative Impacts*

The impacts from implementing Alternative 3 are expected to be an incremental beneficial impact to the area's visitor use and experience. The related projects would help increase visitor use, but the expanded visitor facilities, if designed properly, should be able to accommodate the increase in visitation. The visual resources should not be compromised with the increase in visitor use as discussed above. Therefore, the cumulative effects of implementing Alternative 3 are long-term, beneficial, local, and moderate.

### *Conclusion*

Under Alternative 3, NPS would acquire, manage, and expand the visitor interpretation at Forks, and the City and its partners would acquire from willing sellers and interpret the associated properties with the possibility of NPS management in the future after additional NEPA analysis. The direct, indirect, and cumulative effects implementing Alternative 3 are long-term, beneficial, moderate, and local. Park resources would not be expected to be impaired from the increase in visitor use due to lack of substantial impacts.

## **3.8 Socioeconomic Environment**

### **3.8.1 Affected Environment**

The City of Natchez has a population estimated in 2007 at about 17,000 with a total labor force of about 7,500. There were about 330 construction jobs and about 1,000 arts, entertainment, recreation, accommodation, and food services jobs (Census, 2000b; 2000c).

The roughly 500,000 visitors to Natchez in 2003 spent an estimated \$12.58 million. On the average, each visitor spent about \$88 per day during his/her visit to Natchez. This in turn created a total of \$15.14 million in sales and supported about 325 jobs (NPS, 2003).

### **3.8.2 Methodology**

This impact analysis focuses on the potential effects to the socioeconomic environment as a result of the Forks management under the different alternatives. The intensity thresholds for impacts to the socioeconomic environment are defined as follows:

***Negligible:*** No effects would occur or the effects to the socioeconomic environment would be below or at the level of detection.

***Minor:*** Effects to the socioeconomic environment would be small. Mitigation measures may be necessary to offset potential adverse impacts, and any such measures would be relatively simple and would likely be successful.

**Moderate:** Effects to the socioeconomic environment would be readily apparent. Mitigation measures may be necessary to offset potential adverse impacts, and any such measures may be extensive but likely successful.

**Major:** Effects to the socioeconomic environment would be apparent. Extensive mitigation would be necessary to offset any adverse impacts, and the success of which could not be guaranteed.

The duration thresholds for impacts the socioeconomic environment are defined as follows:

**Short-term:** Effects would extend less than two years beyond the time of project implementation.

**Long-term:** Effects would likely last more than two years and may continue beyond the lifetime of the project implementation.

### 3.8.3 Effects of Alternative 1: No Action

#### *Impact Analysis*

Under the present City ownership, the very modest visitation at Forks (an estimate of about a thousand people a year) is not likely to account for any recreational spending. That is, few if any, people travel to Natchez just to see Forks and those who are already in Natchez to see other things are not likely to stay an extra night just to see Forks. Under the No Action Alternative, this non-impact is likely to stay the same. Therefore, the impacts to socioeconomics from implementing Alternative 1 would be expected to be negligible, local, long-term, and beneficial.

#### *Cumulative Impacts*

Implementing the No Action Alternative would represent only an incremental change to the area because so few jobs would be created from the societal interest in Forks without expanded interpretation and facilities. The related projects may add some additional visitors to Forks, but without expanded facilities, the visitors are not expected to stay long enough to sustain large permanent facilities. The increase in visitors, their expenditures, and increased jobs from their expenditures are still expected to be minimal compared to the existing situation of Natchez. Therefore, the cumulative impact of implementing the No Action Alternative is beneficial, negligible, long-term, and local.

#### *Conclusion*

Under the No Action Alternative, Forks would remain under the current management of the City without any additional resources or expanded facilities. The increasing societal desire to learn about slavery is likely to increase visitation despite the lack of facilities, but this increase and any associated increase in expenditures and jobs is likely to be minimal due to the short time visitors would likely stay at the Forks without supporting facilities and interpretation. Thus, the direct, indirect, and cumulative impacts from implementing the No Action Alternative are negligible, beneficial, long-term, and local. Any increased visitation to the NATC from the heritage tourism

campaign or synergy with Forks is likely to be minimal compared to the current visitor average of 250,000 and be able to be handled by the Park. Therefore, park resources are not expected to be impaired due to lack of substantial impacts.

#### 3.8.4 Effects of Alternative 2: NPS Ownership of Forks Only

##### *Impact Analysis*

Under this alternative, as discussed in the Visitor Use section, visitation to Forks could increase perhaps into the range of tens of thousands. Generally, a visit to Forks would involve a commitment of 1 to 2 hours, depending on what the Forks site had to offer. In many cases, the additional 1 to 2 hours spent at Forks would not have any effect on the overall duration of some visitors' stays in Natchez. However, in some cases, it would be enough to prompt an additional night or perhaps an additional meal. Thus, if the average visitor spends \$88 per day in Natchez, an additional 1 to 2 hours could lead to, on average, an additional \$20-25 expenditure per person. Consequently, each 10,000 additional visitors to the Forks site could generate on the order of \$250,000 increased spending in the Natchez economy. This would be beneficial. Nonetheless, even if, at the extreme, the Forks became so popular that it drew numbers similar to those visiting the Melrose Estate, this added \$1 million or so in spending would still not present an adverse strain on the City's \$12.58 million tourism industry's ability to accommodate the increase in tourism. Therefore, the impacts to the socioeconomic environment from implementing Alternative 2 would likely be beneficial, long-term, minor, and local.

##### *Cumulative Impacts*

Implementing Alternative 2 would be expected to have only a minor incremental effect to the area because of the limited amount of jobs expected and limited size of the site. The incremental increase in visitation due to the related projects is not expected to be substantial, which means that their expenditures should not create many jobs. The current facilities at NATC and the planned expanded facilities should be able to handle the increase in visitors. Therefore, the cumulative effect of implementing Alternative 2 is beneficial, local, minor, and long-term.

##### *Conclusion*

Under Alternative 2, NPS would acquire Forks, expanded the visitor interpretation, and manage the site. All activities, jobs, and visitation associated with implementing this alternative would likely not be substantial compared to the existing situation at Natchez. Thus, the direct, indirect, and cumulative impacts from implementing the Alternative 2 are minor, beneficial, long-term, and local. While some increased visitation to NATC may occur under this alternative, the jobs and other activities would not be expected to be substantial. Therefore, implementing this alternative is not expected to impair park resources.

#### 3.8.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative)

### *Impact Analysis*

Under this alternative, as discussed in the Visitor Use section, visitation to Forks would be similar to Alternative 2. The unknown but most likely small increase in visitation under this alternative due to interpretation and development of the associated properties would likely be able to be handled by the economy for reasons in explained in Alternative 2 above. Therefore, the impacts to the socioeconomic environment from implementing Alternative 3 would be expected to be beneficial, long-term, minor, and local.

### *Cumulative Impacts*

Implementing Alternative 3 would be expected to have only a minor incremental effect to the area because of the limited amount of jobs expected and limited size of the site. The incremental increase in visitation due to the related projects is not expected to be substantial, which means that their expenditures should not create many jobs. The current facilities at NATC and the planned expanded facilities should be able to handle the increase in visitors. Therefore, the cumulative effect of implementing Alternative 3 is beneficial, local, minor, and long-term.

### *Conclusion*

Under Alternative 3, NPS would acquire Forks, expanded the visitor interpretation, and manage the site. If adequate funding and partnerships as well as willing sellers exist, associated properties may be acquired by the City and later acquired and managed by NPS after appropriate future NEPA documentation. All activities, jobs, and visitation associated with implementing this alternative would likely not be substantial compared to the existing situation at Natchez. Thus, the direct, indirect, and cumulative impacts from implementing the Alternative 3 are minor, beneficial, long-term, and local. While some increased visitation to NATC may occur under this alternative, the jobs and other activities would not be expected to be substantial. Therefore, implementing this alternative is not expected to impair park resources.

## **3.9 Land Use**

### **3.9.1 Affected Environment**

The Forks property is presently City-owned as a yet-undeveloped public park. A church is adjacent to the property and surrounding uses are commercial, such as an auto repair facility that lies across Liberty Rd. and is apparently on or near another component of the Forks trading complex, the Franklin Armfield site.

### **3.9.2 Methodology**

This impact analysis estimates the potential effects on land use on and surrounding Forks of the Road under the different alternatives. The intensity thresholds for impacts to land use are defined as follows:

***Negligible:*** Changes in land use would be below or at the level of detection.

***Minor:*** Changes in land use would be detectable, although the changes would be slight.

***Moderate:*** Changes in land use would be readily apparent, but would still be in character with the surrounding land uses.

***Major:*** Changes in land use would be apparent and would not in character with the surrounding land uses.

The duration thresholds for impacts to land use are defined as follows:

***Short-term:*** Effects would extend less than two years beyond the time of project implementation.

***Long-term:*** Effects would likely last more than two years and may continue beyond the life time of the project implementation.

### 3.9.3 Effects of Alternative 1: No Action

#### *Impact Analysis*

Under this alternative, the property would remain in its current City-owned but undeveloped use. Adjacent properties would likely continue as at present since no substantial developmental pressure in the City that is likely to lead to changes in the current uses exists. Therefore, impacts to land use from implementing Alternative 1 would be negligible, long-term, beneficial, and local.

#### *Cumulative Impacts*

Since the City would continue to own Forks, it would be expected that the City would manage surrounding future uses compatible with existing and planned land uses. Local permitting goes through the City, so they could manage future land uses to protect Forks. However, the zoning and City management of land is limited, especially with budgets, so this protection and interpretation would be less than the action alternatives. Therefore, the cumulative impacts from implementing Alternative 1 to land use would be expected to be negligible, long-term, beneficial, and local, especially due to the limited size of Forks.

#### *Conclusion*

Under Alternative 1 the ownership and use of Forks would continue under City, which would be no change to the current situation. Direct, indirect, and cumulative impacts from implementing the Alternative 1 would be negligible, long-term, beneficial, and local. Park resources should not be impaired due to the off-site nature of impacts and lack of substantial impacts.

### 3.9.4 Effects of Alternative 2: NPS Ownership of Forks Only

### *Impact Analysis*

NPS acquiring Forks (less than an acre) would represent a very minor decrease in the City's taxable acreage (about 9,000 acres). Forks would continue its recreational/public park land use, which would not conflict with existing land uses surrounding Forks.

As discussed in the Socioeconomic Environment section, the visitation and spending impacts of this alternative are not likely to be so substantial as to stimulate extensive tourism-based commercial development such as new hotels, etc., in the vicinity of Forks. Even if there were to be some such development in the neighborhood, this would not be incompatible with the present mixed use conditions. The effect, therefore, on land use would more likely be somewhat beneficial than at all adverse. The overall impacts to land use from implementing Alternative 2 would be beneficial, local, minor, and long-term.

### *Cumulative Impacts*

Changing ownership and expanding the interpretative facilities at Forks would be compatible with surrounding mix-use conditions and a negligible contribution to cumulative impacts due to small size of the site. Other future changes in land use would need to be approved by the City. Therefore, cumulative impacts to land use from implementing Alternative 2 would be beneficial, local, minor, and long-term.

### *Conclusion*

Under Alternative 2, NPS would acquire, manage, and expand the facilities at Forks, which represents a change in ownership and increase in interpretation that is compatible with surrounding mix-use conditions. The direct, indirect, and cumulative impacts from implementing the Alternative 2 would be would be beneficial, local, minor, and long-term. With increased resources to NATC, this small addition (Forks) to NATC should not impair park resources.

### 3.9.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative)

#### *Impact Analysis*

This course of action could have a very slight effect on land use if one or more of the presently privately-owned associated properties were to be acquired by the City and redirected to public recreation use. If this were to occur, these conversions of land use (a few acres at most) would still represent a very modest expansion on the public park/recreation land use of the Forks site, and would represent a very minor decrease in the City's taxable acreage (about 9,000 acres). Further, it would not conflict with the existing land use in the vicinity of Forks.

Thus, land use effects would likely be the same as under Alternative 2, with perhaps only slightly more potential for some new tourism-related development in the vicinity in response to the potential increase in visitation to Forks under this scenario. Thus, the effect on land use would



more likely be somewhat beneficial than at all adverse. Therefore, the impacts to land use from implementing Alternative 3 would be beneficial, local, minor, and long-term.

### *Cumulative Impacts*

Changing ownership and expanding the interpretative facilities at Forks and the City with NGO/private partners acquiring from willing sellers and expanding facilities on the associated properties would be compatible with surrounding mix-use conditions and a negligible contribution to cumulative impacts due to small size of the sites. Other future changes in land use would need to be approved by the City. Therefore, cumulative impacts to land use from implementing Alternative 3 would be beneficial, local, minor, and long-term.

### *Conclusion*

Under Alternative 3, NPS would acquire the Forks site as well as expand and manage the facilities at Forks. Further, the City with NGO/private partners would acquire from willing sellers and expand facilities on the associated properties with possible future inclusion into NATC after appropriate additional NEPA analysis. These activities represent a change in ownership and increase in interpretation that is compatible with surrounding mix-use conditions. The direct, indirect, and cumulative impacts from implementing the Alternative 3 would be beneficial, local, minor, and long-term. With increased resources to NATC, this small addition (Forks) to NATC should not impair park resources.

## **3.10 Transportation**

### **3.10.1 Affected Environment**

The Forks site is bounded by the two arterials, St. Catherine St./Devereaux Dr., and South Concord Ave., which form a quadrilateral with Liberty Rd. The Forks site presently has parking for about half a dozen vehicles on Liberty Rd. At the present level of about 1,000 visitors a year, at an average of 1 or 2 people per vehicle, this means that there are on average only a handful of vehicles a day visiting the site. Therefore, even the existing parking capacity could accommodate a modest increase in visitation.

### **3.10.2 Methodology**

This impact analysis estimates the potential effects on transportation surrounding Forks. The intensity thresholds for impacts to transportation are defined as follows:

***Negligible:*** No impacts on transportation systems or traffic would occur at all or the effects would be below or at the level of detection.

***Minor:*** The impacts on transportation systems and traffic conditions would be detectable, but small, and if mitigation were needed to offset potential adverse effects, it would be simple and successful.

**Moderate:** The impacts on transportation systems and traffic conditions would be readily apparent. Any impacts would result in changes to socio-economic conditions on a local scale. If mitigation were needed to offset potential adverse effects, it could be extensive, but would likely be successful.

**Major:** The impacts on transportation systems and traffic conditions would be readily apparent and would cause substantial changes to transportation and/or traffic in the region. Mitigation measures to offset potential adverse effects would be extensive and their success could not be guaranteed.

The duration thresholds for impacts to transportation are defined as follows:

**Short-term:** Effects occur during the project implementation activities.

**Long-term:** Effects occur beyond the project implementation activities.

### 3.10.3 Effects of Alternative 1: No Action

#### *Impact Analysis*

Under this alternative, as discussed in the Visitor Use and Experience section, visitor use would likely remain at current levels given the continuation of current interpretation, which the current infrastructure already accommodates. Therefore, impacts from implementing Alternative 1 to transportation would be negligible, long-term, local, and beneficial.

#### *Cumulative Impacts*

With limited planned increase in visitation at the site due to related projects, the infrastructure should be able to accommodate these increases. Any additional future activities would need approval from the City, which could be used to avoid any conflicts. Therefore, cumulative impacts to transportation from implementing Alternative 1 would be negligible, long-term, local, and beneficial.

#### *Conclusion*

Under Alternative 1, no new interpretative facilities would be created, but the current infrastructure can accommodate the expected increase in visitation from the related activities. The direct, indirect, and cumulative impacts from implementing the Alternative 1 would be negligible, long-term, local, and beneficial. Park resources shouldn't be impaired because of the mostly off-site nature and lack of substantial impacts.

### 3.10.4 Effects of Alternative 2: NPS Ownership of Forks Only

#### *Impact Analysis*

If this alternative were to produce several thousand additional visitors a year, this would mean an increase of perhaps several dozen additional vehicles during a peak day during the tourism

season. Traffic counts on St. Catherine St./Devereaux Dr. and on S. Concord Ave. are not available, but are likely to be on the order of thousands per day, meaning that the increased traffic of visitors to Forks would be a negligible increase.

If this alternative showed that it was increasing visitation to a point where parking became difficult adjacent to the site, then the use of diagonal parking on Liberty Rd. could allow the site to accommodate several additional vehicles. Beyond that, street parking is also available on Liberty Rd. across Concord Ave.

If it became common for visitors to Forks to park off-site and then need to cross a busy street such as Concord Ave., the risk to public safety could be lessened by the installation of a pedestrian-activated stop light and cross walk. Therefore, with proper planning, the impacts to transportation from implementing Alternative 2 would be minor, local, beneficial, and long-term.

#### *Cumulative Impacts*

With proper planning, implementing Alternative 2 would be a minor contribution to cumulative impacts. Any additional future activities would need approval from the City, which could be used to avoid any conflicts. Therefore, cumulative impacts to transportation from implementing Alternative 2 would be minor, local, beneficial, and long-term.

#### *Conclusion*

Under Alternative 2, NPS would acquire, expand facilities, and manage the Fork property. If visitation increased enough, certain traffic precautions would be done, such as installing cross walks and pedestrian-activated stop lights. The direct, indirect, and cumulative impacts from implementing the Alternative 2 would be minor, local, beneficial, and long-term. Park resources shouldn't be impaired because of the mostly off-site nature and lack of substantial impacts.

#### 3.10.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative)

##### *Impact Analysis*

This alternative could increase visitor traffic and the need for parking somewhat more than the previous alternative. It is not likely that even perhaps an additional hundred vehicles visiting the site on a peak day would materially affect traffic flow, but parking could become limited if it were not considered in the planning of the facilities to be developed. If associated properties were acquired and developed for interpretation, for example, it would be important for these plans to include either provision for parking or for an alternative transportation system such as a shuttle bus connecting the William Johnson Complex, the Natchez Visitor Center and Forks. If visitation increased enough, certain traffic precautions would be done, such as installing cross walks and pedestrian-activated stop lights. Therefore, with proper planning, impacts to transportation from implementing Alternative 3 would be minor, local, beneficial, and long-term.

##### *Cumulative Impacts*

With proper planning, implementing Alternative 3 would be a minor contribution to cumulative impacts. Any additional future activities would need approval from the City, which could be used to avoid any conflicts. Therefore, cumulative impacts to transportation from implementing Alternative 3 would be minor, local, beneficial, and long-term.

### *Conclusion*

Under Alternative 3, NPS would acquire, expand facilities, and manage the Fork property with the possibility in the future of including associated properties from the City of Natchez and NGO/private entities partnerships acquired from willing sellers after appropriate NEPA is performed. If visitation increased enough, certain traffic precautions would be done, such as installing cross walks and pedestrian-activated stop lights. With proper planning, the direct, indirect, and cumulative impacts from implementing the Alternative 3 would be minor, local, beneficial, and long-term. Park resources shouldn't be impaired because of the mostly off-site nature of and lack of substantial impacts.

## **3.11 Park Operations**

### **3.11.1 Affected Environment**

NATC already consists of three separate park units within about a 2-mile circle. Only two of these units are open to the public. Park Headquarters shares a building with the Natchez Visitor Center and is also within that same area. Thus, the Park already effectively manages the challenge of staffing, maintaining, and protecting resources in several discrete units.

### **3.11.2 Methodology**

This impact analysis section evaluates any changes that may occur to park operations as a result of implementing any of the alternatives.

The intensity thresholds for impacts to park operations are defined as follows:

***Negligible:*** Park operations would not be affected or the effects would be below or at the level of detection and would not have an appreciable effect on park operations.

***Minor:*** Impacts to park operations would be detectable but would not be of a magnitude that would appreciably change the Park. Any mitigation required to offset adverse impacts would be relatively simple to implement and would likely be successful.

***Moderate:*** Impacts to park operations would be readily apparent to Park staff and the general public and would lead to a substantial change to park operations. Mitigation measures required to offset any adverse impacts would likely be successful.

***Major:*** Impacts to park operations would be apparent and result in noticeable changes to park operations that would be noticed by Park staff and the general public. The impacts would be

substantially different as compared to current park operations. Mitigation efforts would be required to offset adverse impacts, and the success of any such efforts could not be guaranteed.

The duration thresholds for impacts to park operations are defined as follows:

***Short-term:*** Impact would extend beyond the time of project implementation actions, but would not last more than two years.

***Long-term:*** Impact would likely last more than two years and may continue beyond the lifetime of the project implementation.

### 3.11.3 Effects of Alternative 1: No Action

#### *Impact Analysis*

Under this alternative, Forks would remain under City ownership and management. No resources would be required from NPS. Therefore, there would be no impact from implementing Alternative 1 to park operations.

#### *Cumulative Impacts*

Implementing Alternative 1 would have no impact to park operations. The loss of information at Forks due to lack of security and interpretation diminishes the ability to interpret the antebellum south that is part of NATC's mission and a topic (slavery) about which society increasingly desires to learn. All other activities at the Park would be done in compliance with regulations and the GMP. Therefore, cumulative impacts from implementing Alternative 1 to park operations would be negligible, local, long-term, and adverse.

#### *Conclusion*

Implementing Alternative 1 would have no impacts to park operations because of the off-site nature of the impacts. The cumulative impacts from implementing Alternative 1 would be negligible, local, long-term, and adverse due to the lost information and ability to interpret this part of the antebellum south. Park resources would not be impaired due to the lack of substantial impacts and off-site nature of impacts.

### 3.11.4 Effects of Alternative 2: NPS Ownership of Forks Only

#### Impact Analysis

Acquisition of the Forks by NPS as the fourth unit of NATC would not substantially change Park operations, which are already adapted to managing multiple separate units. Forks is within the same roughly 2-mile circle that encompasses the other Park units and headquarters.

Depending on the extent to which NPS would develop the Forks site, there could be a need for some additional NPS staff for interpretation, maintenance, and security. This would need to be addressed in the plans to manage and develop Forks. On the other hand, the addition of Forks to

NATC would improve the ability to interpret the antebellum south. Therefore, impacts to park operations from implementing Alternative 2 would be minor, local, long-term, and beneficial with proper planning.

#### *Cumulative Impacts*

With proper planning, implementing Alternative 2 would not harm park operations. All other activities at the Park would be done in compliance with regulations and the GMP. Therefore, cumulative impacts from implementing Alternative 2 to park operations would be minor, local, long-term, and beneficial.

#### *Conclusion*

Implementing Alternative 2 would add Forks to NATC and park operations would need to increase. The direct, indirect, and cumulative impacts from implementing Alternative 2 would be minor, local, long-term, and beneficial. With proper planning, this should not impair park resources and in fact, this alternative would improve the Park's ability to protect and interpret the antebellum south.

#### 3.11.5 Effects of Alternative 3: NPS Ownership of Forks and City/NGOs Partnerships (NPS Preferred Alternative)

#### *Impacts Analysis*

Impacts under this alternative would be the same as Alternative 2 with the possible addition of resources needed for the partnerships with City/NGOs regarding associated sites. However, this would depend on the nature of the partnerships. Therefore, impacts to park resources from implementing Alternative 3 would be minor, local, long-term, and beneficial.

#### *Cumulative Impacts*

With the same type and level of activities as in Alternative 2, cumulative impacts are the same under Alternative 3 as Alternative 2, which would be minor, local, long-term, and beneficial.

#### *Conclusion*

Under Alternative 3, NPS would acquire, expand facilities, and manage the Fork property with the possibility in the future of including associated properties from the City of Natchez and NGO/private entities partnerships acquired from willing sellers after appropriate NEPA is performed. Appropriate planning and additional resources would be necessary to accommodate this additional discrete unit. However, the direct, indirect, and cumulative impacts from implementing the Alternative 3 would be minor, local, long-term, and beneficial with no impairment of park resources because to small size of additional unit, the current Park is comprised of separate units, and the units are in close proximity to each other.

#### **3.12 Short-term Uses Versus Long-term Sustainability**

NEPA regulations call for a discussion of whether an action would make use of resources in the short term such that their long term, sustainable use would be jeopardized. In this case, the opposite is true. Even the No Action Alternative is likely to protect the cultural and historic resource values of the Forks site in the long term, but either of the action alternatives is likely to afford a higher level of protection for an even longer term.

## 4.0 CONSULTATION AND COORDINATION

### 4.1 Public Involvement

A public scoping meeting was held in Natchez on November 2, 2006. A second public meeting to discuss the alternatives occurred on December 11, 2007. Appendix C contains the summary of public comments received as well as the BAS. The EA public review period was April 16 to May 27, 2010. No public comments were received.

### 4.2 Consultations

NPS needs to consult with the US Fish and Wildlife Service and the Mississippi Natural Heritage Program in regard to potential impacts on protected species.

NPS needs to also consult with the Mississippi State Historic Preservation Office.

In addition, the individuals and organizations shown in Table 4.1 have been consulted during the preparation of this EA and the Boundary Adjustment Study.

**Table 4.1: List of Consultations**

Person Contacted	Agency/Organization
David Dreyer	Friends of the Forks of the Road Society, Inc.
Ser Seshs Ab Heter-CM Boxley	Friends of the Forks of the Road Society, Inc.
Andrew Robinson	Friends of the Forks of the Road Society, Inc.
Marie Jenkins	Forks of the Road Society
Carolyn Smith	Forks of the Road Society
Jim Barnett	Mississippi Department of Archives and History
Barbara Tagger	NPS, Underground Network to Freedom
H. Holms	Mississippi Department of Archives and History
M. Miller	Historic Natchez Foundation



## 5.0 COMPLIANCE WITH FEDERAL AND STATE REGULATIONS

The following are the most relevant laws and associated regulations that provided guidance for the development of this EA, the design of the alternatives, the analysis of impacts, and the creation of mitigation measures to be implemented as part of the alternatives. Other regulations and guidance are discussed Section 1 in this EA. Regulations associated with dismissed issues are not included.

### ***National Environmental Policy Act of 1969 (NEPA)***

This Act, 42 USC 4321-4370, requires Federal agencies to evaluate the environmental impacts of their actions and to integrate such evaluations into their decision-making processes. Implementing regulations for NEPA are contained in 40 CFR 1500 through 1508. This EA was prepared in accordance with NEPA and its implementing regulations.

### ***Council on Environmental Quality (CEQ) Regulations***

These regulations, 40 CFR 1500-1508, implement NEPA and establish two different levels of environmental analysis: the EA and the EIS. An EA determines whether significant impacts may result from a proposed action. If significant impacts are identified, an EIS is required to provide the public with a detailed analysis of alternative actions, their impacts, and mitigation measures, if necessary.

### ***National Historic Preservation Act of 1966***

National Historic Preservation Act of 1966 (NHPA), as amended, 16 USC 470 *et seq.*, requires NPS to consult with the SHPO prior to any construction to ensure that no historical properties would be adversely affected by a proposed project. Section 106 also directs Federal agencies to provide the SHPO, Tribal Historic Preservation Officers, and, as appropriate, the Advisory Council on Historic Preservation a reasonable opportunity to review and comment on these proposals.

NPS has consulted with the Mississippi SHPO informally throughout the project's history. A formal SHPO letter granted the archeological testing at Forks. A scoping letter will be sent to the SHPO regarding the project. Additionally, copies of this EA will be sent to the Mississippi Department of Archives and History to be reviewed by the SHPO. Mississippi's historic preservation authority is found in Title 39 Chapter 7 of the *Mississippi Code*, which is also called the "Antiquities Law of Mississippi."

NPS management of all sites considered eligible for inclusion into NATC would have beneficial impacts on cultural resources and enhance the current level of cultural resource protection and preservation on these properties. Potential impacts on cultural resources that should be considered in subsequent NEPA documentation on future NPS developments on Forks and associated properties have also been discussed in this EA. Once a management alternative is selected and plans for development are more fully refined, the NPS will consult with the SHPO, as necessary, regarding these developments and impacts on cultural resources. All ground

disturbing activities would be reviewed for archaeological needs. Completion of compliance with Section 106 of the NHPA would be carried out in accordance with the NPS Cultural Resources Management Handbook, issued pursuant to Director's Order #28, and appropriate documentation and consultations would be undertaken. In addition, to avoid impacts on cultural resources, an archaeological survey would precede construction and a qualified archaeological monitor, as required, would be present during initial grading activities in the event of unanticipated discoveries of cultural materials.

***Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations***

This E.O. requires Federal agencies to assess whether their actions have disproportionately high and adverse human health or environmental effects on minority and low-income populations. No low-income or minority populations would experience disproportionate adverse impacts as a result of the expansion of the NATC and management of the properties by the NPS. Expansion of the NATC would allow for greater resource protection and preservation, increased recreational opportunities, and enhanced visitor experience. The community as a whole, including low-income and minority populations, would experience these beneficial impacts. Increased recreational opportunities and enhanced visitor experiences would be available to all residents, regardless of income or race. Any adverse impacts resulting from the project would affect all populations and would not disproportionately affect low-income persons or minority groups.

## 6.0 REFERENCES

(Carruth, 2007). Warren Carruth, Panamercian Consultants, Inc. 2007. Archaeological Testing of the Forks of the Road Slave Market (22AD987) in Natchez, Adams County, Mississippi. Draft. 74 pp.

(Census, 2000a). U.S. Census Bureau. 2000. Census 2000: Summary File 1 (SF 1) 100-Percent Data-P4. Hispanic or Latino, and not Hispanic or Latino by Race [73]. Accessed December 2008 at: [http://factfinder.census.gov/servlet/DTTable?\\_bm=y&-context=dt&-ds\\_name=DEC\\_2000\\_SF1\\_U&-mt\\_name=DEC\\_2000\\_SF1\\_U\\_P004&-CONTEXT=dt&-tree\\_id=4001&-all\\_geo\\_types=N&-geo\\_id=100\\$10000US280010004001032&-geo\\_id=100\\$10000US280010004001034&-geo\\_id=100\\$10000US280010004001035&-geo\\_id=100\\$10000US280010006003019&-geo\\_id=100\\$10000US280010006003020&-geo\\_id=14000US28001000400&-geo\\_id=14000US28001000600&-search\\_results=100\\$10000US280010004001032&-search\\_results=100\\$10000US280010004001034&-search\\_results=100\\$10000US2800100040010](http://factfinder.census.gov/servlet/DTTable?_bm=y&-context=dt&-ds_name=DEC_2000_SF1_U&-mt_name=DEC_2000_SF1_U_P004&-CONTEXT=dt&-tree_id=4001&-all_geo_types=N&-geo_id=100$10000US280010004001032&-geo_id=100$10000US280010004001034&-geo_id=100$10000US280010004001035&-geo_id=100$10000US280010006003019&-geo_id=100$10000US280010006003020&-geo_id=14000US28001000400&-geo_id=14000US28001000600&-search_results=100$10000US280010004001032&-search_results=100$10000US280010004001034&-search_results=100$10000US2800100040010)

(Census, 2000b). U.S. Census Bureau. 2000. Table DP-1. Profile of General Demographic Characteristics: 2000, Natchez, Mississippi. Accessed December 2008 at: <http://censtats.census.gov/data/MS/1602850440.pdf>.

(Census, 2000c). U.S. Census Bureau. 2000. Census 2000 Demographic Profile Highlights: Adams County. Multiple pages used. Accessed December 2008 at: [http://factfinder.census.gov/servlet/SAFFacts?\\_event=Search&geo\\_id=01000US&geoContext=&\\_street=&\\_county=Adams+County&\\_cityTown=Adams+County&\\_state=04000US28&\\_zip=&\\_lang=en&\\_sse=on&ActiveGeoDiv=geoSelect&\\_useEV=&pctxt=fph&pgsl=010&\\_submenuId=factsheet\\_1&ds\\_name=ACS\\_2006\\_SAFF&\\_ci\\_nbr=null&q\\_r\\_name=null&reg=null%3Anull&\\_keyword=&\\_industry=&show\\_2003\\_tab=&redirect=Y](http://factfinder.census.gov/servlet/SAFFacts?_event=Search&geo_id=01000US&geoContext=&_street=&_county=Adams+County&_cityTown=Adams+County&_state=04000US28&_zip=&_lang=en&_sse=on&ActiveGeoDiv=geoSelect&_useEV=&pctxt=fph&pgsl=010&_submenuId=factsheet_1&ds_name=ACS_2006_SAFF&_ci_nbr=null&q_r_name=null&reg=null%3Anull&_keyword=&_industry=&show_2003_tab=&redirect=Y).

(Census, 2000d). U.S. Census Bureau. 2000. Census 2000 Demographic Profile Highlights: Mississippi. Multiple pages used. Accessed December 2008 at: [http://factfinder.census.gov/servlet/SAFFacts?\\_event=Search&geo\\_id=05000US28001&geoContext=01000US%7C04000US28%7C05000US28001&\\_street=&\\_county=&\\_cityTown=&\\_state=04000US28&\\_zip=&\\_lang=en&\\_sse=on&ActiveGeoDiv=geoSelect&\\_useEV=&pctxt=fph&pgsl=050&\\_submenuId=factsheet\\_1&ds\\_name=DEC\\_2000\\_SAFF&\\_ci\\_nbr=null&q\\_r\\_name=null&reg=null%3Anull&\\_keyword=&\\_industry](http://factfinder.census.gov/servlet/SAFFacts?_event=Search&geo_id=05000US28001&geoContext=01000US%7C04000US28%7C05000US28001&_street=&_county=&_cityTown=&_state=04000US28&_zip=&_lang=en&_sse=on&ActiveGeoDiv=geoSelect&_useEV=&pctxt=fph&pgsl=050&_submenuId=factsheet_1&ds_name=DEC_2000_SAFF&_ci_nbr=null&q_r_name=null&reg=null%3Anull&_keyword=&_industry).

(CEQ, 1978). Council on Environmental Quality. 1987. Regulations for Implementing Procedural Provisions of the National Environmental Policy Act. Code of Federal Regulations. Title 40, Part 1508.7.

(City of Natchez, 2006). City of Natchez. 2006. Public Scoping meeting addressing Environmental Assessment and the Preliminary Criteria Analysis for the BAS for Forks. 2 November 2006.

(Dawes, 2008). Paul Dawes. Building Official, City of Natchez, Mississippi. Personal Communication. *Permitting in Natchez*. August 15, 2008.

(NPS, 2008a). National Park Service. 2008. National Park Service Stats: Natchez NHP Reports. Multiple pages used. Accessed December 2008 at: <http://www.nature.nps.gov/stats/park.cfm>.

NPS, 2006. National Park Service. 2006. Management Policies 2006. Accessed December 2008 at: <http://www.nps.gov/policy/MP2006.pdf>.

(NPS, 2003). National Park Service. 2003. Economic Impacts of Visitor Spending by Parks. Accessed December 2008 at: <http://web4.canr.msu.edu/mgm2/>.

(NPS, 2001). National Park Service. 2001. Long-range Interpretive Plan: Natchez National Historical Park. Accessed December 2008 at: <http://home.nps.gov/applications/parks/natc/ppdocuments/NATC%20LRIP%20Quark.pdf>.

(NPS, 1994). National Park Service. 1994. General Management Plan: Natchez National Historical Park. Accessed December 2008 at: [http://www.nps.gov/history/history/online\\_books/natc/gmp.pdf](http://www.nps.gov/history/history/online_books/natc/gmp.pdf).

(Taunton, 2008a). Connie Taunton. Convention and Visitor Bureau Director, City of Natchez, Mississippi. Personal Communication. *Current Status at Forks and NATC*. September 15, 2008.

(Taunton, 2008b). Connie Taunton. Convention and Visitor Bureau Director, City of Natchez, Mississippi. Personal Communication. *Natchez Visitation*. August 29, 2008.

(White, 2008). Darrell White. Director of Heritage Tourism and NAPAC Museum, Natchez, Mississippi. Personal Communication. *Visitation and Forks of the Road*. September 5, 2008.

## APPENDIX A: ACRONYMS AND ABBREVIATIONS

BAS	Boundary Adjustment Study
CEQ	Council of Environmental Quality
CFR	Code of Federal Regulations
City	Natchez, Mississippi
County	Adams County
DO	Director's Order
E.O.	Executive Order
EA	Environmental Assessment
EIS	Environmental Impact Statement
et seq.	<i>et sequens</i> , and the following one or ones
FONSI	Finding of No Significant Impact
Forks	Forks of the Road
GMP	General Management Plan
NAPAC	Natchez Association for the Preservation of Afro-American Culture
NATC	Natchez National Historical Park
NEPA	National Environmental Policy Act
NGO	Non-Governmental Organizations
NHPA	National Historic Preservation Act
NPS	National Park Service
NRHP	National Register of Historic Places
parcel 91	parcel 41-116A-91
parcel 92	parcel 41-116A-92
Park	Natchez National Historical Park
SHPO	State Historic Preservation Office/Officer
State	Mississippi
USC	United States Code
USCT	United States Colored Troops

## APPENDIX B: GLOSSARY

*Antebellum* –pre-Civil War.

*Archaeological Resources* – Any material of human life or activities that is at least 100 years old, and that is of archaeological interest.

*Census Block* – The smallest geographic entity for which the U.S. Census Bureau collects and tabulates decennial census information. Block boundaries are typically delimited by visible (street, road, stream, shoreline, etc.) or non-visible (county line, city limit, property line, etc.) map features. A combination of census blocks that is a statistical subdivision of a census tract is called a Block Group.

*Census Tract* – A small, relatively permanent statistical subdivisions of a county. It contains between 2,500 and 8,000 persons and, when first delineated, is designed to be homogeneous with respect to population characteristics, economic status, and living conditions.

*Cultural Resources* – Any building, site, district, structure, object, data, or other material significant in history, architecture, archeology, or culture. Cultural resources include: historic properties as defined in the National Historic Preservation Act; cultural items as defined in the Native American Graves Protection and Repatriation Act; archeological resources as defined in the Archeological Resources Protection Act; sacred sites as defined in Executive Order 13007, *Protection and Accommodation of Access To "Indian Sacred Sites,"* to which access is provided under the American Indian Religious Freedom Act; and collections.

*Cumulative Impacts* – Impacts on the environment which result from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions, regardless of which agency (Federal or non-Federal) or person undertakes such other actions; effects resulting from individually minor, but collectively significant, actions taking place over a period of time.

*Ecosystem* – A dynamic and interrelating complex of plant and animal communities and their associated non-living environment.

*Endangered Species* – A species that is threatened with extinction throughout all or a significant portion of its range.

*Environmental Assessment (EA)* – A concise public document, prepared in compliance with the National Environmental Policy Act, that briefly discusses the purpose and need for an action, alternatives to such action, and provides sufficient evidence and analysis of the impacts to determine whether to prepare an Environmental Impact Statement or Finding of No Significant Impact (40 CFR 1508.9).

*Environmental Impact Statement (EIS)* – A detailed written statement required by Section 102(2)(C) of the National Environmental Policy Act. It analyzes the environmental impacts of a proposed action, adverse effects of the project that cannot be avoided, alternative courses of

action, short-term uses of the environment versus the maintenance and enhancement of long-term productivity, and any irreversible and irretrievable commitment of resources (40 CFR 1508.11).

*Environmental Justice* – The confluence of social and environmental movements, which deals with the inequitable environmental burden born by groups such as racial minorities, women, or residents of developing nations.

*Finding of No Significant Impact (FONSI)* – A document prepared in compliance with the National Environmental Policy Act, supported by an environmental assessment, that briefly presents why a Federal action will have no significant effect on the human environment and for which an environmental impact statement, therefore, will not be prepared (40 CFR 1508.13).

*Floodplain* – The lowlands and relatively flat areas adjoining inland waters, including flood prone areas, which are inundated by a flood.

*Heritage Tourism* – Traveling to experience the places and activities that authentically represent the stories and people of the past.

*Historic Site* – The site of a significant event, prehistoric or historic occupation or activity, or structure or landscape whether extant or vanished, where the site itself possesses historical, cultural, or archaeological value apart from the value of any existing structure or landscape (NPS-28, Cultural Resources Management Guideline).

*Minority* – Individual(s) who are members of the following population groups: American Indian or Alaskan Native; Asian or Pacific Islander; African American, not of Hispanic origin; or Hispanic.

*Minority Population* – Identified where either the affected area's minority population exceeds 50 percent or the affected area's minority population percentage is meaningfully greater than the minority population percentage in the general population or other appropriate unit of geographic analysis.

*Mitigation* – Actions taken to improve site conditions by limiting, reducing or controlling adverse impacts to the environment.

*Mixed Use Area* – An area that has multiple uses. For example, an area can have both businesses and residences in the same area.

*National Register of Historic Places (NRHP)* – The comprehensive list of districts, sites, buildings, structures, and objects of national, regional, state, and local significance in American history, architecture, archaeology, engineering, and culture kept by the National Park Service under authority of the National Historic Preservation Act of 1966.

*Poverty* – Per the Office of Management and Budget's Directive 14, the U.S. Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is

poor. If a family's income is less than the threshold for that family, then that family, and every individual in it, is considered poor. Poverty thresholds do not vary geographically; however, they are updated annually for inflation with the Consumer Price Index. The official poverty definition counts money income before taxes and excludes capital gains and noncash benefits, such as housing, Medicaid, and food stamps.

*Sensitive Receptor* – An area defined as sensitive to noise, such as a hospital, residential area, school, outdoor theater, and protected wildlife species.

*State Historic Preservation Officer (SHPO)* – The official within each state, authorized by the state at the request of the Secretary of the Interior, to act as a liaison for purposes of implementing the NHPA.

*Threatened Species* – A species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

*Wetlands* – Areas that are inundated or saturated with surface or groundwater at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil, including swamps, marshes, bogs, and other similar areas.



## **APPENDIX C: BOUNDARY ADJUSTMENT STUDY**

---

City of Natchez, Mississippi

Forks of the Road  
Natchez, Mississippi



---

**Preliminary Assessment of Boundary Criteria  
and  
Management Scenarios**

December 2009



**City of Natchez**

**Preliminary Assessment of Boundary Criteria  
and  
Management Scenarios**

**Forks of the Road  
Natchez, Mississippi  
December 2009**

## Table of Contents

<b>1. Introduction and Organization .....</b>	<b>1</b>
<b>2. Boundary Adjustment Study (BAS) Criteria .....</b>	<b>3</b>
<b>2.1 About the Criteria .....</b>	<b>3</b>
<b>2.2 Criterion 1 .....</b>	<b>4</b>
2.2.1 The Forks of the Road: Resource and Opportunity .....	7
2.2.2 The Uniqueness of the Forks of the Road Site .....	8
<b>2.3 Criterion 2 .....</b>	<b>14</b>
<b>2.4 Criterion 3 .....</b>	<b>14</b>
<b>2.5 Criterion 4 .....</b>	<b>14</b>
2.5.1 Considerations and Assumptions for Cost Estimates .....	15
2.5.2 Costing .....	17
2.5.3 Conclusion .....	25
<b>2.6 Criterion 5 .....</b>	<b>26</b>
2.6.1 Alternative 1 – City Ownership .....	26
2.6.2 Alternative 2 – NPS Ownership of Forks Only .....	27
2.6.3 Alternative 3 – NPS Ownership of Forks and City/ Nongovernmental Organizations (NGOs) Partnerships (NPS Preferred Alternative) .....	27
<b>3. Summary .....</b>	<b>28</b>
<b>4. Matrix: Preliminary Analysis of Boundary Adjustment Criteria .....</b>	<b>29</b>
<b>5. Bibliography .....</b>	<b>42</b>
<b>6. Appendix: Scoping Meeting Attendees/Comments .....</b>	<b>47</b>

## Figure

Map .....	2
-----------	---



## 1. Introduction and Organization

The City of Natchez purchased parcels 41-116A -91 and 41-116A-92 (parcels 91 and 92) of the Forks of the Road site in December 2002. The City is now considering the transfer of these two parcels to the Natchez National Historical Park (NATC), Natchez, Mississippi. But before the City can make any decision, the site must be evaluated for the potential transfer in a boundary adjustment study (BAS). NATC is bound by Public Law<sup>1</sup> to evaluate any changes to its existing boundary in a BAS, which must include (1) a preliminary criteria analysis and (2) an Environmental Assessment.

This document is the draft preliminary criteria analysis for the BAS on the potential inclusion of the parcels 91 and 92 of the Forks of the Road and other nearby associated properties into the existing NATC<sup>2</sup>. This draft preliminary criteria analysis is presented in both text and matrix format.

Information in this document is based on many references. In particular, as outlined in the statement of work for this project, it is based on information prepared by the former historian of NATC, Thom Rosenblum<sup>3</sup>. It also includes findings outlined in the draft Archaeological Report prepared by Panamerican Consultants and dated June 2007<sup>4</sup>. The Archaeological Report includes information from a background search at the Adams County Courthouse in Natchez and at the Mississippi Department of Archives and History (William F. Winter Archives and History Building) in Jackson Mississippi, as well as shovel testing and unit excavation of parcels 91 and 92 of the Forks of the Road (the area bordered by Liberty Road, St. Catherine/Devereux Street, and Concord Avenue South).

---

<sup>1</sup>This preliminary criteria analysis is based on U.S. Public Law 101-628, specifically sections 1216 (a), (b), and (c) and 1217 (a) and (b), also found in the National Park Service Management Policies, 2006, sections 3.5-3.7; 16 USC 4601-9; and on U.S. Public Law 100-479; H.R. 4457, establishing the NATC on October 7, 1988; and on U.S. Public Law 101-399; H.R. 4501, adding the William Johnson House to NATC on September 28, 1990.

<sup>2</sup>The BAS will also include an Environmental Assessment, which will be prepared later in this process in accordance with the *National Park Service Handbook for Environmental Impact Analysis* (DO-12 Handbook and Director's Order).

<sup>3</sup>Natchez National Historical Park. Forks Slave Market, Analysis of Historical Occupancy (Draft), Thom Rosenblum, Historian. July 2005.

<sup>4</sup>Archaeological Testing of the Forks of the Road Slave Market (22AD987) in Natchez, Adams County, Draft Report by Warren Carruth with a contribution by LeeAnne Wendt. Panamerican Consultants, Tuscaloosa, Alabama. June 2007.



## 2. Boundary Adjustment Study (BAS) Criteria

### 2.1 About the Criteria

A proposed change to the boundary of an existing park, such as the addition of the City owned parcels 91 and 92 of the Forks of the Road (the Forks)<sup>5</sup> to NATC, requires the National Park Service (NPS) to prepare a boundary adjustment study (BAS). Note that in the remainder of this document the City owned parcels 91 and 92 of the Forks will be referred as the two City owned parcels.

In the BAS for the proposed addition of the Forks, the NPS must evaluate whether the addition of the Forks (and associated nearby sites) will meet certain criteria. The following section describes how the Forks and other associated properties will, or will not, meet these criteria.

#### ***Boundary Adjustment Criteria\****

*The criteria include:*

- 1. Significant resources or opportunities for public enjoyment related to purposes of the park.*
- 2. Address operational and management issues such as access and boundary identification by topographic or other natural features or roads.*
- 3. To protect park resources critical to fulfilling the park's purpose.*
- 4. The added lands will be feasible to administer considering size, configuration, ownership, costs, and other factors.*
- 5. Other alternatives for management and resource protection are not adequate.*

***One*** of criteria 1, 2, or 3 must be met, and ***both*** criteria 4 and 5 must be met before NPS would recommend an adjustment.

*The purposes of the park are defined in the enabling legislation establishing NATC, Public Law 100-479, and the NATC General Management Plan.*

*\*Public Law 101-628, sections 1216 and 1217, National Park Service Criteria for Boundary Adjustments Supplement to the Planning Process Guideline (NPS-2) dated December, 1991; also found in National Park Service Management Policies, 2006, Sections 3.5-3.7 and 16 USC 4601-9.*

---

<sup>5</sup> From 1819 to 1863 the property was used by slave traders and changed ownership several times. Currently the City owns two parcels (parcels 91 and 92) of the Forks of the Road, also known as the James property.



## 2.2 Criterion 1

### **Significant resources or enhance opportunities for public enjoyment related to purposes of the park (NATC).**

This criterion addresses areas or resources that are “integral” to the existing park unit and are needed to carry out the purposes of the park as established by Congress. “The definition of ‘significance’ in the context of boundary adjustments concerns the relationship of the study area to the resources within the park.”

#### ***NATC Purposes***

*Preserve and interpret the history of Natchez, Mississippi, as a significant city in the history of the American South;*

*Preserve and interpret the sites and structures from the earliest inhabitants to the modern era and including Blacks, both slave and free;*

*Preserve and interpret the region’s social, political and economic development with emphasis on pre- and post-Civil War; and*

*Preserve and interpret the commercial and agricultural history, especially in relation to the Mississippi River and cotton (NATC, 1994).*

The study area should “be very important as part of the other resources that contribute to or define purposes of the park and should enhance or elaborate on those resources ...”

Opportunity for public enjoyment is an additional basis for boundary adjustment...” [Public Law 101-628, Sections 1216 (a), (b), and (c)].

Is the Forks of the Road integral to the existing park? Are there significant resources or opportunities for public enjoyment related to purposes of the park? That is, do the present park boundaries leave out something important?

Yes, the Forks, including the two City owned parcels 91 and 92, and other nearby associated sites are a key missing piece with a substantial relationship to some of the existing resources in the park, specifically to the Melrose Estate and William Johnson House. Interpretation of the Forks would provide the significant historical information in the story of Natchez as the Cotton Kingdom of the American South by providing the venue for interpreting the significance of the slaves who made the Cotton Kingdom economically possible. Interpretation is essential for completeness of the story currently told in the park. In short, interpretation of the Forks would be very important as part of other resources that contribute to or define the purposes of the park because it would provide a venue to complete the parts of the story told at the Melrose Estate and Johnson House, with the story of the labor resources that were the critical underpinning of

the Cotton Kingdom of the American South. It would provide the opportunity to enhance and elaborate on the other resources in the park

The Forks of the Road, then, is a key piece, or an integral part, of the stories told at, or interpretation provided by, the park at the Melrose Estate and at William Johnson House. Places like the Forks made the lifestyle of nabobs of Natchez and other plantation owners possible. Interpretation of the slaves' roles – their experiences - would provide visitors with the important history of the vast number of uncompensated enslaved laborers who made it possible for slaveholders to enjoy lucrative commercial and agricultural success. Interpretation of the slave marts and the critical importance of slave labor would complete the story of (1) how the economic success of the Cotton Kingdom was possible and (2) how Natchez became a significant city in the American South. The following paragraphs provide background on how the Forks meets Criterion 1, and substantiate the conclusion that the Forks of the Road Slave Market is a significant resource that would provide an important opportunity for public education and enjoyment, an opportunity not present in the Park now, but significantly related to the park purposes.

Congress established the NATC in 1988 to “preserve and interpret the history of Natchez.” Congress took this action because the history of Natchez is significant in the history of the American South, and is therefore significant to the history of the United States.

According to the NATC General Management Plan:

- “Antebellum Natchez was a commercial, cultural, and social center of one of the greatest cotton producing regions – the Cotton Belt of the American South.”
- “The sale of cotton, produced by thousands of plantation based slaves, generated a concentration of power and wealth in Natchez that was unparalleled by other Southern towns of comparable size.”
- “Planters living in Natchez controlled vast plantations in Louisiana, the Mississippi Delta, and in Alabama, Arkansas, and Texas...”
- “The Natchez district was the richest principality in the domain of the Cotton Kingdom in the decades leading up to the Civil War. Nowhere in the antebellum South were the cotton economy and the slave plantation more dominant.”

To tell the story of Natchez, and by extension, to help tell the story of the American South, the Congress authorized the NPS to include local properties into the NATC. Currently, the NPS has acquired just three properties: the Melrose Estate, the William Johnson Complex, and portions of Fort Rosalie. These form three discrete (non-adjointing) units of the Park.

The partially acquired, and presently undeveloped, Fort Rosalie unit is the site of the original French settlement and fortification in the early years of the Eighteenth Century.

The William Johnson Complex tells the story of one of the rare free black men in Natchez in the years before the Civil War. Johnson's life, his business success, his ownership of slaves, and his death are all important parts of the overall story of Natchez.

The Melrose Estate tells another important part of the antebellum story, primarily the prosperity that cotton provided for plantation owners. There is some information on the slave trade and about life as a slave in the interpretive displays in the slave quarters on the Melrose Estate and there is mention of the role of the slaves on the Estate tour. However, the significance of the slaves to this antebellum estate lifestyle is far overshadowed by the grandeur of the Melrose House itself, and the various houses open to the public in the area.

Visitors touring the Melrose Estate would probably find it difficult to fully understand or envision the relevance or contribution of slave labor to the success of the Melrose Estate, or to plantations in other parts of Mississippi and in Louisiana, in the Cotton Kingdom of the Deep South. Further, it would be difficult to envision the hardships the slave trade imposed on the slaves or the role of the slaves themselves in Natchez and other parts of the Deep South. The story of the large numbers of enslaved people is largely left untold. In short, the history, daily lives, and significant contribution of hundreds of thousands of slaves are not addressed in proportion to their actual central role in the history of Natchez and the Deep South as a whole.

Meaningful interpretation of the Forks of the Road in the park would provide significant historical information for citizens and visitors interested in understanding the Natchez story as the Cotton Kingdom of the American South. Further, interpretation of the Forks would clearly be very important as part of other resources that define purposes of the park and would enhance and elaborate on these other resources.

### 2.2.1 The Forks of the Road: Resource and Opportunity

As one of the largest slave markets in the country, the Forks of the Road site, along with other nearby slave market sites and associated slave housing and related facilities, was clearly a significant part of the economy of Natchez, and indeed of the antebellum South. This complex was clearly a major factor in maintaining the supply of slaves that supported the cotton economy throughout the Mississippi Delta. Estimates are that nearly 200,000 slaves were transported into Mississippi from the Old South in the decades between 1810 and 1860 (Davis, 1999). “Sites like the Forks are important because they were epicenters of the business of human bondage and of the slave system itself. Thousands of people shared the experience of standing at the Forks and being “for sale” (Panamerican Consultants, Inc., 2007c).

This is a specific place where money changed hands in return for the possession of men, women, and children. This is a place that epitomizes the tragedy of American slavery. It is the place where the awful underside of the opulent plantation lifestyle was far more clearly visible.

The Forks of the Road, which served as a “contraband” camp after Union occupation, also provides insight into the physically and legally precarious position the “slave refugees” were in before the passage of the Thirteenth Amendment. In 2001, the Forks of the Road was listed on the National Underground Railroad to Freedom. It has also been designated as a Community Millennium Trail due to its value to the community and as a Hub on the Mississippi Millennium Trail.

***Sampler of Questions from  
Attendees at Public Scoping  
Meeting***

*Where did the slaves who worked these plantations and other plantations in the Deep South come from?*

*How did they get here?*

*Where else did they go?*

*What did they experience?*

*Why is so little known about them?*

*Why wasn't something done about slavery?*

By interpreting the slave markets in Natchez, the NPS has the opportunity to balance the story not only of Natchez, but also of the antebellum South by providing interpretation on many questions associated with slavery. Interpretative information on the slave markets would provide an important educational experience for many NATC visitors. Such information could include how the slaves were brought to Natchez from various parts of the Old South (e.g., Virginia and the Carolinas) and how they were sold to the plantation owners throughout the Deep South (e.g., Mississippi and Louisiana).

Interpretation could also enlighten visitors about the “human” conditions of slavery. The slaves suffered great hardship not only in traveling and living under inhumane conditions but in their separation from all they knew, their families and their friends, and their disappearance into the Cotton Kingdom. The Forks of the Road and other slave markets were an important component in making the antebellum South possible and in events that made a significant contribution to broad patterns of history.

Interpretation would also answer the larger question of how the slaves made it possible for plantations to exist. The story of the Forks and other slave markets in Natchez needs to be addressed meaningfully with a presentation on the same scale as information in the Melrose Estate and the William Johnson House, for they are surely no less significant. Without the slave markets and the slaves, the antebellum estates would not have survived let alone thrived.

On a grander scale, interpretation could provide visitors with insight into how it came about that slavery was not only legal, but was a major institution in the land where the Declaration of Independence stated that all men are created equal.

### 2.2.2 The Uniqueness of the Forks of the Road Site

The Forks was the second largest slave market in the Deep South. The slave market at the northern end of the interstate slave trade, in Alexandria, VA, is commemorated with a marker as a National Historical Landmark (NHL) outside of the Franklin and Armfield building.

Numerous museums and exhibits throughout the country are specifically dedicated to presenting various aspects of African Americans’ history, experience, and contributions to the nation. Examples include the NPS Boston African American National Historic Site, the Alexandria Black History Museum, the Underground Railroad Museum, and the soon to be open National Slavery Museum, among others. (Alexandria Black History Museum, 2006; UGRRF, 2003; U.S. National Slavery Museum, no date).

But there is no place like the Forks of the Road. The structures of the actual slave markets in Natchez are long gone, but the fact remains that this is where thousands of human beings were bought and sold just down the road from the glittering wealth that such trade made possible. The specific topic of slave markets and the interstate slave trade has not been thoroughly addressed in existing museums and exhibits elsewhere. The Forks (and other nearby associated properties) would provide a unique opportunity for interpretation of the misery of the slave markets against the backdrop of the city that was the economic center of the Cotton Kingdom.

The two City owned parcels of the Forks of the Road site (on the James property on the 1856 map) would offer the NPS the opportunity to provide visitors with information and understanding of critical aspects of the Natchez story that are not completely addressed at existing NATC units. The Forks is integral to the existing park and is part of the other resources that

contribute to or define park purposes and would enhance those resources. "Slave markets like the Forks were key elements in this complex system. Yet as repugnant as that reality was, it is impossible to separate who we are as people from our legacy of slavery. Slave labor was a crucial element in the rapid development of this country and our present is forever indebted to the generations of those that labored and suffered, laying the foundation of this nation" (Panamerican Consultants, Inc., 2007c).

### ***Scoping Meeting Comments on Interpretation of the Forks***

*Citizens at the November 2, 2006, public scoping meeting expressed a deep interest in protecting the values of the Forks and nearby associated properties with ideas for enhanced opportunities for public enjoyment. Among these ideas were the following:*

- *Do something similar to the Vietnam Memorial in DC (i.e. a sculpture, monument, memorial, or some combination)*
- *Combine Forks with other sites:*
  - *The Franklin Armfield site (west of Forks)*
  - *The 1850s Robert Elam site (north of Forks)*
  - *The bridge*
- *View as a Southern hub of national chattel slavery trafficking*
- *Review park's General Management Plan and determine how Forks can help the park accomplish its purpose; sufficiently tell both the antebellum home and the slave market stories*
- *Use the development of the Forks site as a means to address discrimination and other attitudes that some believe perpetuate in the community, and to better understand current events throughout the world today*
- *Connect Natchez Trace to Forks*
- *Embrace mayor's goal to develop a slavery and/or civil rights museum at Forks*
- *Teach young African Americans about their history so they can feel a better sense of self; use Forks to do this*

*(Public scoping meeting, Natchez Mississippi, November 2, 2006)*

The Forks and other nearby locations of well known (and documented) slave markets are of great importance to interpretation at NATC because the activities that occurred there and in other parts of the Deep South were on a grand scale in terms of numbers of slaves, profitability to slave traders and plantation owners, and the great human costs, shame, and misery (forced marches, shipping, exposure to the elements, and grief in separation of families) inflicted on the slaves. Other associated properties might include:

(1) The O’Ferrall Alley Property (Elam House on 1856 map). This property was once the site of the Elam slave stand (NPS, 2005). It is located across Devereux Drive from the Forks. The apparent owner of this property (Tax Map Parcel No. 41-116-A-261) is Southwest Miss Mental Health of McComb, MI. Ownership, however, would need to be verified through the Title Opinion.

(2) The Franklin Armfield Property (O’Ferrall property on 1856 map). This property was the site of the Ballard, Franklin and Armfield stand (NPS, 2005). It is located to the west of the Forks on the other side of Liberty Road and was owned by the slave traders.

(3) The brick bridge located north of Devereux Drive near old Washington Road. It is believed that slaves marched over this bridge from the Natchez Trace on their way to slave marts in Natchez.

Other properties mentioned in scoping comments<sup>6</sup> include (1) the property adjacent to the two City owned parcels of the Forks of the Road (on the east), which is used as a Kingdom Hall by the Jehovah Witnesses, (2) the property just west of the O’Ferrall Property, which is currently used by an auto shop and presently doing business using an old dealership building, and (3) properties south of Franklin Street, including the site of the United States Colored Troops (U.S.C.T.), a property that some believe could be a valuable archaeological resource.

---

<sup>6</sup> A scoping meeting in preparation for the Environmental Assessment was held in Natchez on November 2, 2006.

***National Register of Historic Places (NRHP)***

*The criteria for evaluating NRHP eligibility are described in 36 CFR 60.4. A site is determined worthy of inclusion if the “quality of significance in American history, architecture, engineering, and culture is present” in these resources and if they “possess integrity of location, design, setting, materials, workmanship, feeling and association and*

*A that are associated with events that have made a significant contribution to the broad patterns of history;*

*B that are associated with the lives of persons significant in our past or present; or*

*C that embody the distinctive characteristics of a type, period, or method of construction that represents the work of a master, or possess high artistic values, or that represents a significant and distinguishing entity whose components may lack individual distinction; or*

*D that have yielded, or may be likely to yield, information important in history or prehistory (Panamerican Consultants, Inc., 2007).*

While there are no remaining buildings on the Forks of the Road or on the other associated sites, the Forks and other associated sites have the qualities of significance described in 36 CFR 60.4, where a site is determined worthy of inclusion in the National Register of Historic Places (NRHP) if the “quality of significance to American history, architecture, engineering and culture is present...” and meet one or

more specific criteria under 36 CFR 60.4.

The findings in the draft Archaeological Report (Panamerican Consultants, Inc., 2007c) indicate that if researchers in the field had been able to overcome logistical problems, it is possible that stratified deposits dating to the antebellum period would have been recovered. The Archaeological Report concludes that this, and the fact that antebellum material was recovered nearby, makes the Forks eligible for listing on the NRHP, as described under 36 CFR 60.4, criterion D for a site that may “... have yielded, or may be likely to yield, information important in history....”

The Archaeological Report documented that at the City owned parcels of the Forks “much of the archaeological deposits had been destroyed when the area was leveled to provide a parking lot.” The report noted that “excavations within the cistern revealed stratified deposits dating from the late 1970s to the early 1950s. However, excavation of the cistern had to be terminated before the bottom was reached when loosely packed refuse and maintaining the walls of the cistern became a problem with the possibility of a cave in. If the logistical problems encountered in the field had been resolved, it is possible that stratified deposits dating from the antebellum period might have been recovered, providing a temporal cross-section of the material possessions of the local inhabitants. This possibility combined with the fact that



antebellum materials were recovered nearby makes it eligible for inclusion on the NRHP under criterion D.” Because the boundaries of the present project area have no meaning within what was the slave-trading compound, the Forks and other nearby associated properties (O’Ferrall Alley property and the Franklin Armfield property) are eligible for the NRHP as described in 36 CFR 60.4 under criterion A: “associated with events that have made a significant contribution to the broad patterns of history.” The Archaeological Report also recommended that the O’Ferrall property is eligible under criterion B: that it was “associated with the lives of persons significant in our past” based on the fact that, “Franklin headed a group of partners that created an elaborate interstate business to import slaves from the upper South into the Old Southwest. As the most successful slave trader in the nation, this business alone was responsible for the forced migration of thousands of African-Americans into the Area” (Panamerican Consultants, Inc., 2007c).

The Forks is an important location. The slaves who were marched down the Natchez Trace from Virginia and other locations would have been brought to the Forks of the Road (and other nearby associated properties), which is less than a mile from the old Natchez Trace trail. There is still a brick bridge over a small creek within a mile of the two City owned parcels of the Forks of the Road. The bridge was probably used by slaves to cross the creek on the way to Natchez slave marts, including the Forks. So the Forks site itself represents an important location.

In addition, the Forks site is located not far from the antebellum homes of Natchez and, therefore, was, in its operating days, almost within eyesight of the Natchez antebellum homes owned by the Natchez plantation owners of the Cotton Kingdom. Despite the lack of...“physical remnants or current context” at this previously “disturbed” site, the Forks was a place of importance to the slave trade and to the operation of local plantations. It is, therefore, a place of importance to our national and regional history. The Archaeological Report uncovered artifacts that could be tied to the antebellum period. The report also describes that information on the nearby sites was important because the sites were close to the Forks and because the slave trading activity was conducted contemporaneously at all of these sites.

While it is true that there are no historic structures remaining from the antebellum period at the Forks, the Forks of the Road that gave rise to the name survive today. The significance of the Forks has been thoroughly documented by historical research. As stated in the Archaeology Report, “...while the name implies a geographic location marked by the intersection of two

roads...with elements of both destiny and metaphor the name could not be more important considering the events that transpired there. The location of the Forks and routes of the intersecting roads can be traced to the antebellum period, and the Forks can be considered a significant resource in and of itself" (Panamerican Consultants, Inc., 2007).

As mentioned previously, the Forks of the Road slave market is a significant resource and provides an important opportunity for public education. Inclusion of the Forks in the NATC would begin to address the missing link in the park's interpretive educational program, by moving closer to completing the intent of the congressional action in establishing the NATC in 1998 to "preserve and interpret the history of Natchez." Two of the current three NATC properties address the antebellum lifestyle and the life of a freed slave. But NATC does not currently provide the interpretation needed to gain a complete understanding of the relevance or contribution of slave labor to the success of the plantations in Natchez and other parts of the Deep South. It is hard to envision the hardships the slaves experienced and how they "vanished" into the Deep South, because their stories are now largely left untold.

While many museums and exhibits in the country are dedicated to presenting various aspects of African American history, there is no place like Natchez. The city was key to the Cotton Kingdom. Yet, today the city's history portrayed at NATC has a missing link: A presentation of what happened to the untold thousands of human beings who were bought and sold just down the road from the glittering wealth of antebellum homes that were made possible by the slave trade. Inclusion of the two City owned parcels of the Forks and other nearby associated properties, would provide the NATC with the opportunity to protect the resources where the slave markets flourished and round out the key piece, the linchpin, of the story of the Cotton Kingdom.

For those who are students of social history the Forks of the Road holds special significance. For African Americans it holds symbolic significance. As described in the Archaeology Report, "The significance of this site is also a key piece of the civil rights struggle." This site offers the NATC the opportunity to address all of its purposes, including providing an understanding of the symbolic role of the Forks and other associated nearby properties to the civil rights struggle.

"The significance of this site in our nation's history is well documented. Its symbolic importance is harder to document, but it is no less tangible. For the African-American community, and

anyone who has a strong appreciation for their struggle for civil rights, this site serves almost as a touchstone. It represents a poignant moment in history, a beginning point when the rights of African-Americans were at absolute zero. It is representative of the darkest moment that had to pass before the dawn could come. While the connection may not be direct, in a symbolic role the Forks of the Road has meaning and relevance to the entire civil rights struggle” (Panamerican Consultants, Inc., 2007c).

As a resource that presents the rest of the Natchez story – the experience of enslaved Blacks in Natchez and their importance to the prosperity of the Deep South – the Forks would be (1) a critical element to fulfilling the NATC purpose, (2) a way to protect resources, and (3) an opportunity to tell the whole story of the Cotton Kingdom. Acquisition of the Forks would enable the Park to meet its purposes, particularly by allowing the Park to interpret a site including Blacks both enslaved and free (NPS, 1994).

### **2.3 Criterion 2**

**Address operational and management issues such as access and boundary identification by topographic or other natural features or roads.**

No. The transfer would not be for these purposes.

### **2.4 Criterion 3**

**To protect park resources that are critical to fulfilling park (NATC) purposes.**

No. The transfer would not be for this purpose.

### **2.5 Criterion 4**

**The added lands will be feasible to administer considering size, configuration, ownerships, costs, and other factors.**

The two City owned parcels of the Forks of the Road site are one quarter of an acre and are readily accessible by major city streets. It is at the eastern edge of the urban area of Natchez, and travelers approaching from the east pass right by the site. Visitors to other units of the Park would be only a few minutes away from the Forks by car or shuttle. Presently, there is parking

for just a handful of cars at the site itself. This is a small area and presents a challenge for the design of suitable structures such as a memorial, an outdoor display, an indoor exhibit, and a visitor contact facility. However, incorporation of additional slave market sites and associated properties in the immediate area could provide additional area that could be used for interpretive facilities, such as the Franklin Armfield property to the east of the Forks across Liberty Road and the O’Ferrall Alley property, which is north of the two City owned parcels of the Forks across Devereux Drive. Each of the properties is less than an acre (roughly 0.89 acres and 0.7 acres respectively). The Franklin Armfield and the O’Ferrall Alley properties were also the sites of well documented slave marts; similarly, they meet the criteria for a boundary adjustment.

The following describe estimates of costs for developing the Forks and the nearby associated Franklin Armfield property, along with considerations and assumptions made in developing these estimates. Depending on how the City wants to address the home for the disabled on the O’Ferrall Alley property and the brick bridge property, these properties could also be developed with interpretive opportunities. Please note that these opportunities are not proposals but are merely being used to develop rough cost estimates.<sup>7</sup>

### 2.5.1 Considerations and Assumptions for Cost Estimates

Opportunities for this site and any associated sites could include a variety of management options. The opportunities suggested here and in the following paragraphs could be managed by the NPS, the City, a private foundation, a nongovernmental organization or any combination of these or other parties.

Costing is related to NPS Wage Grade (WG) and General Schedule (GS) positions to give an example of what operations and maintenance might cost. This costing could vary with

#### *Opportunities*

*“Slave markets like the Forks were key elements in this complex system. Yet as repugnant as that reality was, it is impossible to separate who we are as people from our legacy of slavery. Slave labor was a crucial element in the rapid development of this country and our present is forever indebted to the generations of those that labored and suffered laying the foundation of this nation” (Panamerican Consultants, Inc., 2007c).*

---

<sup>7</sup> Actual cost estimates cannot be determined at this time because there are many unknowns, i.e., will the Forks alone be developed, or will other properties be acquired for development and if so in what time frame. A certified interpretive planner will be needed to develop proposals for interpretive facilities and costs. The costs in this section are only rough estimates.

management options, such as management by the City or other managing organizations, and therefore could be either more or less costly than these estimates.

Maintenance costing for supplies, materials and equipment depends on as yet undefined landscaping, facilities, and availability of existing maintenance equipment.

All of these costing estimates are subject to change depending on time and the company or organization involved in planning, design, construction and maintenance, as well as desires of the NPS, the City, other organizations, and concerned citizens. At this time it is impossible to develop a precise estimate of costs for interpretive facilities at the two City owned parcels at the Forks and nearby associated properties because there are too many unknowns with respect to willing sellers as well as to plans the City may have for properties such as the O’Ferrall property. In addition there are many ways that the Forks and other sites could be developed. These possibilities will eventually need to be explored by an interpretive planner, preferably a certified interpretive planner, in association with an exhibit design firm, park staff, the City, and other interested people. The following estimates on costs for opportunities at the two City owned parcels at the Forks are meant to provide only approximate cost information on whether these properties will be feasible to administer considering size, configuration, ownership, costs, and other factors.

The opportunities presented here can either stand alone or be incorporated as a series of building steps from smallest, least expensive to the final magnificent opportunity. They could also be expanded to include the O’Ferrall Alley property and the brick bridge property.

Opportunity 1 is divided in to two steps, which can be completed separately or done during the same planning, design and construction process.

Carrying capacities for the site and the interpretive center have not been established, so the associated parking requirements cannot be determined. These capacities are perhaps best described and costed during the planning and design process.

Forks of the Road is an unusual if not unique place. It was the second largest slave market in the Deep South. Though the actual slave market is long gone, its history is not. Here

thousands of men, women and children were bought and sold like commodities within sight of or a short walk from the mansions and the opulent lives this trade in human beings made possible.

The two City owned parcels of the Forks of the Road slave market provide a tremendous opportunity to tell a part of the story that is largely missing about Natchez and the Cotton Kingdom. Interpretation and education programs and facilities can help visitors feel the human and inhuman conditions of slavery. The slaves suffered great hardship not only in traveling to the Forks and living under inhumane conditions but also in their separation from all they knew, their families, their friends, and their disappearance into the cotton fields of the South. Interpretation could also address the larger questions of how slaves made it possible for plantations to exist, how slavery relates to today's life for Black people, and how the exploitation of workers for profits is not an uncommon business practice.

## 2.5.2 Costing

### 2.5.2.1 Opportunity 1, Stage 1, The Slave Auction Block: a Memorial

In this Opportunity, the two City owned parcels on the Forks site could be a memorial to those people whose lives were so substantially and horribly impacted by the slave sales block. It will be a reverent place where people can come and contemplate the concept of slavery and the impact it had on people of color and themselves.

The existing kiosk could be removed and replaced with landscaped trails and wayside exhibits.

The site could be self-guiding. Interpretation and direct public contact could be minimal. A maintenance person could provide security, maintenance, and cleanliness, and could answer questions.

The site could have minimal interpretive signing, either one sign or one cluster of wayside exhibits requiring very little maintenance. Grounds could have landscaping to shield exterior visual intrusions and trails to facilitate visitor use. A small, contemplative memorial site could be included as part of the trail system and landscaping.

Maintenance could involve care and surfacing of trails, mowing, pruning, care of landscaping, and some public contact. Maintenance of the exhibit(s) could be provided by contract, by the park interpretive staff, by the City, or by a private or nonprofit organization.

Costing varies widely depending on the future planning and design concepts that are developed. To create a simple interpretive wayside exhibit (24" x 36") including concept, writing, design, graphics and photo preparation could be on the order of \$2000. To produce the sign and have it ready for display could cost perhaps another \$1250. Onsite installation is an additional cost.

Maintenance staffing could be at the WG-3 (\$9.78/hour) level and could be applied according to public use patterns. Following is an example of what maintenance might cost; of course, costs could vary according to who is managing site.

For example, during the heavy visitor use season (perhaps over 4 months), maintenance might take place 3 days a week for about 4 hours each day for a total of 12 hours per week (\$117.36 per week for 16 weeks or a total about \$1877.76 plus benefits). Depending on the landscaping, NATC could cover equipment, supplies and materials costs for this quarter-acre site as a small part of the entire Park maintenance budget or NATC could use equipment and materials shared with the City or other organizations.

During the shoulder visitor use season (perhaps over 2 months at the time of the year when visitation starts to drop off), maintenance might take place 2 days a week for about 2 hours each day for a total of 4 hours a week (\$39.12 per week for 8 weeks or a total about \$312.96 plus benefits). Depending on the landscaping, NATC could cover equipment, supplies, and materials for this quarter-acre site as a small part of the entire Park maintenance budget or NATC could use equipment and materials shared with the City or other organizations.

During the off-visitor use season (perhaps over 6 months), maintenance might take place 1 day a week for about 2 hours each day for a total of 2 hours a week (\$19.56 per week for 24 weeks or a total about \$469.44 plus benefits). Depending on the landscaping, NATC could cover equipment, supplies and materials for this quarter-acre site as a small part of the entire Park maintenance budget or NATC could use equipment and materials shared with the City or other organizations.

Staffing could include maintenance, WG-3 = .13 FTE or equivalent, according to who manages the site.

**Total Costs for Opportunity 1, Stage 1 could include the following:**

Exhibits: \$2000 - \$3250 per wayside exhibit panel plus installation.

Maintenance

\$1878	heavy visitor use season staff
\$500	supplies and materials
\$313	shoulder use season staff
\$200	supplies and materials
\$469	off season staff
\$100	supplies and materials

---

\$3460 total maintenance per year (roughly) + benefits

2.5.2.2 Opportunity 1, Stage 2: The Natchez Slave Trade: Where Did They Come from, What Did They Do, Where Did They Go?

Here, the site could tell a larger story of slavery in the South and how this specific site fits into the larger, broad slavery story of Natchez.

This Stage includes a small interpretive facility that could house a seasonal interpreter part-time and could be added to Stage 1 facilities and operations. This small interpretive facility could be designed to house an interpreter, provide limited publication sales and provide personal interpretation and visitor use services during the heavy use season and then be closed during the low visitor use season. Self-guiding interpretation would then be available.

A maintenance person could provide security and maintenance, could ensure cleanliness, and could answer questions when the interpreter was not present. An interpreter would staff the facility, which would provide on-site interpretation and visitor services part-time.

The interpretive facility could be designed for both personal and non-personal interpretive services: Personal services would be provided when it was staffed and non-personal services would be provided by self-guiding interpretation when the facility was not staffed.



The site could have minimal trail interpretive signing, perhaps several wayside signs or one or two clusters of wayside exhibits to supplement Stage 1 interpretation, which could require very little maintenance.

Grounds could have landscaping to shield exterior visual intrusions and trails to facilitate visitor use. The contemplative memorial site could be expanded and included as part of a more extensive trail system and landscaping.

Maintenance could involve care and surfacing of trails, mowing, pruning, care of landscaping and some public contact. Maintenance of the exhibit(s) could be provided by contract, by the park interpretive staff, by the City, or by other organizations.

The main differences between Stages 1 and 2 are the addition of the small interpretive facility, personal service interpretation at least part of the year and perhaps additional wayside exhibits and exhibit panels.

Costing varies widely depending on the future planning and design concepts that are developed. To create a simple interpretive wayside exhibit (24" x 36") including concepts, writing, design, graphics and photo preparation could be on the order of \$2000. To produce the sign and have it ready for display could cost perhaps an additional \$1250. Onsite installation is another cost.

A small interpretive facility that could house an interpreter part-time might cost on the order of \$75 to \$225 per square foot plus planning and design time. So a 100-square-foot facility could cost on the order of \$7500 - \$22,500.

Maintenance staffing could be at the WG-3 level (\$9.78/hour) or the equivalent for the City or a private organization and could be applied as needed, according to public use patterns.

For example, during the heavy visitor use season (perhaps over 4 months), an interpreter (GS-4/1, at \$10.97 per hour, for example) could staff the interpretive facility during prime visitor use time, say 5 hours per day, 5 days per week. For this facility, the cost could be on the order of 25 hours per week x \$10.97 = \$274.25 for perhaps 16 weeks = \$4388, plus benefits.

In the shoulder and off-seasons, the site would be self guiding and costs would be similar to those of Opportunity 1, Stage 1.

During the heavy visitor use season (perhaps over 4 months), a maintenance person (WG-3 at 9.78/hour or equivalent) might work 5 hours per day, 5 days per week for a total of 25 hours a week for about 16 weeks (at \$244.50 per week) or a total about \$3912 plus benefits.

Depending on the landscaping, the NATC could cover the equipment, supplies and materials for this quarter acre site as a small part of the entire Park maintenance budget using equipment and materials shared with the City or other organizations.

During the shoulder visitor use season (perhaps over 2 months), maintenance might take place 2 days a week for about 2 hours each day for a total of 4 hours a week (\$39.12 per week or a total about \$312.96 plus benefits). Depending on the landscaping, NATC could cover equipment, supplies and materials for this quarter acre site as a small part of the entire Park maintenance budget or NATC could use equipment and materials shared with the City or other organizations.

During the off visitor use season (perhaps over 6 months), maintenance might take place 1 day a week for about 2 hours each day for a total of 2 hours a week (\$19.56 per week or a total about \$469.44 plus benefits).

Depending on the landscaping, NATC could cover equipment, supplies and materials for this quarter acre site as a small part of the entire Park maintenance budget or NATC could use equipment and materials shared with the City or other organizations.

Staffing could include the following:

Interpretation, GS-4/1, 0.20 FTE or equivalent staffing by other organizations

Maintenance, WG-3, 0.13 FTE or equivalent, according to who manages the site.

**Total Cost for Opportunity 1, Stage 2 could include the following:**

Exhibits: \$3250 per exhibit panel plus installation.

Interpretive facility: \$7500 - \$22,500

Interpreter: \$4388 plus benefits

**Maintenance:**

\$3912 Heavy visitor use season staff

\$1000 Supplies and materials

\$313 Shoulder use season staff

\$200 Supplies and materials

\$469 Off season staff

\$100 Supplies and materials

---

\$5994 total maintenance per year (roughly) + benefits

**2.5.2.3: Opportunity 2: Slavery Lessons Learned and Applied Today**

In this Opportunity, the site and associated nearby facilities could tell and apply the larger story of slavery in the South and its relation to contemporary society.

For example, incorporation of additional slave market sites and associated properties in the immediate area could provide additional space that could be used for interpretive facilities, parking or shuttle stops. The Franklin Armfield property, which is east of the Forks across Liberty Road, and the O'Ferrall Alley property, which is north of the Forks across Devereux Drive are each less than an acre (roughly 0.89 acres and 0.7 acres respectively).

Interpretation and direct public contact could be expanded, and could include a full-time major interpretive visitor center, a small on-site interpreter facility, and interpretive trails with wayside exhibits to focus the interpretive efforts. This major interpretive visitor center would need to be located off the current existing quarter acre of the City owned parcels of the Forks site.

Interpretation, visitor services and education could include a full-time major interpretive visitor center staff consisting of perhaps three permanent, full-time employees (one GS-7 and two GS-5 or equivalent staffing by other organizations) and a staff of five seasonal interpreters (GS-4 or equivalent staffing by other organizations) in order to maintain a 7-day-per week, 8-10 hour-per-day operation year round.

Park ranger staff could provide security or an arrangement could be made with local law enforcement to provide those services.

Maintenance staff could provide facility and ground maintenance and cleanliness, and could answer questions.

Interpreters could staff the major interpretive visitor center as well as the small on-site interpretive facility and could provide on-site interpretation as well as visitor services and education programs.

On-site facilities and services would be similar to those of Opportunity 1, Stage 2. But Opportunity 2 would add a major interpretive visitor center, which Opportunity 1, Stage 2, would not. There would be more interpretive staff and, therefore, additional visitor services with Opportunity 2.

The small on-site interpretive facility could be designed both to serve personal interpretive services and, when not staffed, to provide self-guiding interpretive services as in Opportunity 1.

The site could have expanded trail interpretive signing. Interpretive signing and wayside exhibits for the quarter-acre site could be expanded beyond that provided in Opportunity 1, Stages 1 and 2, to include several wayside exhibits or exhibit clusters that could require very little additional maintenance. Grounds could have landscaping to shield exterior visual intrusions and trails to facilitate visitor use. An expanded contemplative memorial site could be included as part of the trail system and landscaping.

Maintenance might involve care and surfacing of trails, mowing, pruning, care of landscaping, maintenance of facilities, and some public contact. Maintenance of the exhibit(s) would be provided by contract, by the park interpretive staff, or by other private or nonprofit groups. Maintenance of the full-scale major interpretive visitor center would require staff competent in cleaning, electrical, plumbing, and similar work for small facilities, but would not require this expertise full-time.

The main differences between Opportunity 1, Stage 2, and Opportunity 2 are the addition of a major interpretive visitor center on nearby lands, expanded personal service interpretation, expanded visitation hours, and perhaps additional on-site and off-site wayside exhibits and exhibit panels.

Costing varies widely depending on the future planning and design concepts that are developed. To create a simple interpretive wayside exhibit (24" x 36") including concept, writing, design, graphics and photo preparation could be on the order of \$2000. To produce the sign and have it ready for display could cost perhaps another \$1250. On-site installation is an additional cost.

A small on-site interpretive facility that could house an interpreter part-time might cost on the order of \$75 to \$225 per square foot plus planning and design time. So a 100 square foot facility could cost on the order of \$7500 - \$22,500.

A major interpretive visitor center of perhaps 5000 square feet could cost \$100 to \$250 per square foot or about \$500,000 to \$1,250,000. Exhibits for 1500-square-foot exhibit area could cost about \$150 to \$500 per square foot of exhibit space, or \$225,000 to \$750,000.

NPS costs or other planning and design costs will need to be added to these fabrication and construction costs.

Maintenance staffing for the site could be at the WG-3, level (\$9.78/hour) or equivalent pay rate for a different management organization and would be applied according to visitation.

For example, during the heavy visitor use season (perhaps over 4 months), interpreters could staff the major interpretive visitor center during prime visitor use time, say 10 hours per day, 7 days per week.

In the shoulder and off-seasons, the major interpretive visitor center could be staffed by interpreters perhaps 9 hours a day.

During the heavy visitor use season (perhaps over 4 months), an interpreter could staff the on-site interpretive facility during prime visitor use time, say 5 hours per day, 7 days per week.

In the shoulder and off-seasons, the Forks and other sites could be self-guided and cost would be similar to those of Opportunity 1, Stage 2.

During the heavy visitor use season (perhaps over 4 months), maintenance staff (WG-5 at \$11.44/hour and WG-3 at \$9.78/hour or an equivalent rate for a different management organization) might cover visitor needs at the major interpretive visitor center 8 hours per day, 7 days a week.

Landscape design, equipment, supplies and materials for this quarter-acre site (the Forks) and for the major interpretive visitor center could be determined as part of the planning and design process.

**Staffing Costs for Opportunity 2 could include the following;**

Interpretation: 1 GS-7/5 supervisor full-time = 1.0 FTE = \$35,972 or similar, according to who manages the site.

Interpretation: 2 GS-5/1 interpreters full-time = 2.0 FTE = \$51,246 or similar, according to who manages the site.

Interpretation: 5 GS-4/1 for 4 months = 1.67 FTE = \$38,246 or similar, according to who manages the site.

Maintenance: 1 WG-5, full-time = 1.0 FTE = \$11.44/hour = \$23,795 plus benefits or similar, according to who manages the site.

Maintenance: 1 WG-3, ½ time for 12 months = 0.5 FTE at \$9.78/hour = \$10,171 or similar, according to who manages the site.

Maintenance costs in supplies and materials can best be estimated after planning and design.

**Facility and Media Costs for Opportunity 2 could include:**

Exhibits: \$3250 per wayside exhibit panel plus installation.

Small Interpretive facility: \$7500 - \$22,500

Major Interpretive visitor center of 5000 square feet, could cost \$500,000 to \$1,250,000.

Exhibits for a major interpretive visitor center facility, 1500 square feet, could cost \$225,000 to \$750,000.

### 2.5.3 Conclusion

Interpretation at the Forks is not only feasible, but desirable. As a unit of Natchez National Historical Park, the Forks and other associated nearby properties would join the three existing units of NATC. These existing three units are all discrete units located within a few miles of one

another in Natchez. Like the existing three discrete (not contiguous) parcels of the NATC, the Forks and associated sites are discrete and very close, with each separated from the other by a road. Therefore these sites should be no more difficult to manage than the existing discrete parcels, and therefore should be feasible to administer, staff, and operate. Depending on what is done to interpret the Forks (and any associated nearby sites), it may be necessary to consider and analyze the need for various safety measures such as traffic calming devices and cross striping to ensure the safety of pedestrians getting to and from the site or sites.

## **2.6 Criterion 5**

### **Other alternatives for management and resource protection are not adequate.**

The City owns the site but would like to provide better protection and interpretation for it. The State is interested in seeing the site interpreted. However, neither the City nor the State has the resources to develop the site in any meaningful way.

Readily accessible via major city streets, the site is, in fact, at the eastern edge of an urban area, and travelers approaching from the east pass right by the site. Visitors to other units of the Park would be only a few minutes away from the Forks, by car or shuttle, as mentioned previously.

The City does not have the resources to maintain and interpret Forks. The State does not have the resources to accept the City owned parcels of the Forks site, protect it, and provide resources for additional interpretation of the site. Nor does the State have the resources to acquire the additional associated sites (MS Dept. of Archives and History, 2007).<sup>8</sup> This alternative was, therefore, dropped from consideration. Other federal and state agencies were considered and then dismissed largely because the history of the Forks property is so intimately related to the purposes of NATC and to the City's history, making NPS and the City the most logical stewards of the property. Therefore, other resources are not adequate. Below are the alternatives considered in the environmental assessment.

### **2.6.1 Alternative 1 – City Ownership**

---

<sup>8</sup> The State will not take properties unless it has adequate funding for long-term management and maintenance. Historically such funds have not come from the State.

As mentioned the City would like to have the site interpreted. However, the City does not have the resources for interpretation (i.e., interpretive center or museum) (City of Natchez, 2007a; City of Natchez, 2007b).

If the City retains the site without the help of a partner, little will be done with the City owned parcels on the Forks and it is likely that no associated site will be acquired. (This is equivalent to the no action alternative for the Environmental Assessment.)

#### 2.6.2 Alternative 2 – NPS Ownership of Forks Only

Under this alternative, the boundary of NATC would be adjusted to include the current City owned Forks property as a new unit of the Park. The property could only be acquired by donation from the City and legislation is required to adjust the Park boundary and authorize the acceptance of the donated property. It is unknown at this time what level of interpretation would occur, but NPS would be responsible for this expansion of the interpretative facilities as well as operation and maintenance of the site. Before any associated properties acquired by willing sellers could be incorporated to NATC, further National Environmental Policy Act analysis would have to occur.

#### 2.6.3 Alternative 3 – NPS Ownership of Forks and City/ Nongovernmental Organizations (NGOs) Partnerships (NPS Preferred Alternative).

Under this alternative, NPS would acquire and manage Forks same as in Alternative 2. However, under this alternative, the City would form a citizen's committee to identify potential partnership opportunities with Non-Governmental Organizations (NGOs) or private entities. If there were willing sellers, the City with its partners would pursue acquisition of one or more of the several nearby properties associated with slave markets in Natchez. In turn, the NGOs or private entities would provide for public interpretation of the associated properties when acquired. If the legal framework for NPS partnerships is met, NPS could enter into formal agreements with the City and other partners. Then, the City, NPS, and partners could collaborate to provide development and interpretation of the several sites as a coordinated whole. Before any incorporation of these associated properties to NATC, separate National Environmental Policy Act documentation would need to occur.



### **3. Summary**

According to this draft preliminary criteria analysis, the Forks of the Road site does meet the criteria for a boundary adjustment, specifically criteria 1, 4, and 5 (NPS, 2006; 16 USC 4601-9, 2005). Forks and the other associated sites are clearly documented as slave marts dating to the 1830s. They all provide an opportunity for NPS to complete the fulfillment of its mandate at NATC by adding interpretive information on the story of the enslaved people who made the antebellum lifestyle, which is currently interpreted at NATC, possible. The Forks is a resource that is integral to the existing park unit and is needed to fully carry out the purposes of the park. The Forks would complement current interpretation at NATC of free Blacks with the experience of the enslaved Black, thereby providing a more robust interpretation of Blacks, both enslaved and free. Such interpretation would include a more complete picture of the commercial and agricultural history along the Mississippi and in the Cotton Kingdom. The history of Natchez is significant and the Forks and other associated properties would provide a venue for visitors to obtain a more complete picture of its significance in history.

A preliminary analysis of the two City owned parcels of the Forks indicates that this and other associated properties would be feasible to administer, staff, and operate.

A summary of the alternatives that will be addressed in the Environmental Assessment is found in the following matrix.

#### 4. Matrix: Preliminary Analysis of Boundary Adjustment Criteria

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site (on the James Property) (Parcels 91 and 92)</b>	<b>O'Ferrall Alley Property (site of 1850's Elam's House)</b>	<b>Franklin Armfield Property (O'Ferrall Property)</b>	<b>Brick Bridge (North of Devereux Drive near old Washington Road)</b>
1. Significant resources and values, or enhanced opportunities for public enjoyment related to purposes of the park.	Well documented slave mart dating to the 1830s. Slaves may have been sold at this location earlier, but from the 1830s until the Civil War the slave markets at the Forks were intimately linked to the domestic slave trade, with more than one trader operating in the area.	Well documented slave mart and similar to the Forks.	Well documented slave mart and similar to the Forks.	Archaeological Report notes that maps show Washington Road, the terminating end of the Natchez Trace, clearly crossing the corner of the (Forks) property (Panamerican Consultants, Inc., 2007c). Several people at the public scoping meeting mentioned that slaves traveled down the Natchez Trace to the Forks and other slave marts in Natchez.

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> <b>(on the James Property)</b> <b>(Parcels 91 and 92)</b>	<b>O'Ferrall Alley Property</b> <b>(site of 1850's Elam's House)</b>	<b>Franklin Armfield Property</b> <b>(O'Ferrall Property)</b>	<b>Brick Bridge</b> <b>(North of Devereux Drive near old Washington Road)</b>
	Archeological Report recommended nomination of site to NRHP under criteria A and D of 36 CFR 60.4.	Archeological Report recommended nomination of site to NRHP under criterion A of 36 CFR 60.4.	Archeological Report recommended nomination of site to NRHP under criteria A and B of 36 CFR 60.4.	
	<p>Listed on the National Underground Railroad (UGRR) Network to Freedom in 2001. Only listed site in Mississippi. Such sites are listed in order to: promote programs and partnerships that commemorate the UGRR, preserve sites and their associated resources, educate the public about the historical and national significance of the Network (NPS, no date a; NPS, no date b).</p> <p>Also designated as a community Millennium Trail for its value to the community, and as a hub on the Mississippi Millennium Trail, which commemorates blues music developed throughout the Delta (Rails to Trails Conservancy, 2007).</p>	Similar to Forks of the Road.	Similar to Forks of the Road.	Similar to Forks of the Road.

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> <b>(on the James Property)</b> <b>(Parcels 91 and 92)</b>	<b>O’Ferrall Alley Property</b> <b>(site of 1850’s Elam’s House)</b>	<b>Franklin Armfield Property</b> <b>(O’Ferrall Property)</b>	<b>Brick Bridge</b> <b>(North of Devereux Drive near old Washington Road)</b>
	<p>The site provides opportunity for the NPS to complete the fulfillment of its mandate at NATC. NATC currently presents a robust interpretation of the antebellum life at the Melrose Estate and that of the free Blacks at the William Johnson House.</p> <p>Yet their story is integral to the park. The story of the slaves and their significance to Natchez and to the success of the Deep South is needed in order to carry out the purpose of the park as established by Congress.</p> <p>With the Forks site NATC has the opportunity to present the rest of the antebellum story – the experiences of the enslaved people from being taken from plantations they had worked on for years to their sale to slave traders and forced transport, to their placement at their ultimate destinations as they vanished into the Cotton Kingdom.</p> <p>Interpretation of the site’s critical importance to the slave trade, the critical importance of the slaves themselves, as well as their importance in making the antebellum lifestyle of the Cotton Kingdom possible, is needed at NATC. Ironically the site itself is not far from the very plantations that the slave trade and slave labor made</p>			

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> <b>(on the James Property)</b> <b>(Parcels 91 and 92)</b>	<b>O'Ferrall Alley Property</b> <b>(site of 1850's Elam's House)</b>	<b>Franklin Armfield Property</b> <b>(O'Ferrall Property)</b>	<b>Brick Bridge</b> <b>(North of Devereux Drive near old Washington Road)</b>
	<p>possible and so is an excellent place to provide the public with opportunities to learn more about the abominable treatment of enslaved human beings that was acceptable in the United States until the Civil War. Slaves were sold at the Forks at least until early 1863.</p>			
	<p><b><i><u>Park Purpose:</u> Preserve and interpret the history of Natchez, Mississippi, as a significant city in the history of the American South.</i></b></p> <p>The Forks of the Road was the second largest slave market in the Deep South and was essential to the success of plantations in antebellum Natchez. The Forks was the commercial, cultural, and social center of one of the greatest cotton producing regions, known as the Cotton Belt of the American South. It was essential as well to plantations in Louisiana and the Mississippi Delta, Texas, and Arkansas. It and nearby slave marts and auction sites are of</p>	<p>Similar to Forks of the Road.</p>	<p>Similar to Forks of the Road.</p>	<p>Similar to Forks of the Road.</p>

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> <b>(on the James Property)</b> <b>(Parcels 91 and 92)</b>	<b>O’Ferrall Alley Property</b> <b>(site of 1850’s Elam’s House)</b>	<b>Franklin Armfield Property</b> <b>(O’Ferrall Property)</b>	<b>Brick Bridge</b> <b>(North of Devereux Drive near old Washington Road)</b>
	<p>great consequence to the history of Natchez as a significant city in the American South.</p> <p>The story of how the slaves came to the Forks and other marts and auction sites in Natchez and nearby – the survival experience of these slaves getting to the marts, their experiences being held nearby prior to sale and being sold, and their ultimate “disposition” as property in the Deep South – deserves interpretation on par with interpretation of the antebellum plantation life at the Melrose Estate and other antebellum plantations in and nearby Natchez, as well as in other areas of the Deep South.</p> <p>Natchez was the commercial center of the Cotton Kingdom. The Forks (and other nearby associated slave mart properties) offers an ideal location for interpretation of the procurement, transportation, sale, and disposition of the people who made the Cotton Kingdom of the American South possible by their enslavement. The plantations in Natchez were not destroyed during the Union occupation; they are some of the best preserved in the country (NPS, 1994). The Forks is within a very short distance of the very plantations the slave trading made possible.</p> <p>Forks of the Road and other associated sites</p>			

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> <b>(on the James Property)</b> <b>(Parcels 91 and 92)</b>	<b>O'Ferrall Alley Property</b> <b>(site of 1850's Elam's House)</b>	<b>Franklin Armfield Property</b> <b>(O'Ferrall Property)</b>	<b>Brick Bridge</b> <b>(North of Devereux Drive near old Washington Road)</b>
	<p>would provide NATC with the ability to preserve and interpret all facets of the history of Natchez as a significant city in the South.</p>			
	<p><b><i><u>Park Purpose:</u> Preserve and interpret the sites and structures from the earliest inhabitants to the modern era, including Blacks, both slave and free.</i></b></p> <p>The William Johnson House provides interpretation for the state of free Blacks in Natchez and other parts of the South. However, the story of the enslaved is largely untold. The Forks of the Road and nearby associated properties would provide a venue to round out the interpretation of the slave experience and its stark contrasts with the experience of free Black inhabitants of Natchez as well as free Blacks in other parts of the South, These sites would shed</p>	<p>Similar to Forks of the Road.</p>	<p>Similar to Forks of the Road.</p>	<p>Similar to Forks of the Road.</p>

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> <b>(on the James Property)</b> <b>(Parcels 91 and 92)</b>	<b>O'Ferrall Alley Property</b> <b>(site of 1850's Elam's House)</b>	<b>Franklin Armfield Property</b> <b>(O'Ferrall Property)</b>	<b>Brick Bridge</b> <b>(North of Devereux Drive near old Washington Road)</b>
	<p>light on the relationship among the antebellum lifestyle of the nabobs of Natchez, such as at Melrose and other nearby plantations; the experience of free Black inhabitants of Natchez, such as interpreted at William Johnson House, as well as the experience of free Blacks in other parts of the South; and the experience of the enslaved Blacks brought to Natchez for sale into the Cotton Kingdom.</p> <p>Sites like the Forks are important because they were epicenters of the business of human bondage and are representative of the brutality of the slave system itself.</p>			
	<p><b><u>Park Purpose:</u> Preserve and interpret the region's social, political and economic development with emphasis on pre- and post-Civil War.</b></p> <p>The institution of slavery was essential to agriculture and commerce in the pre-Civil War era. Its essential nature made it politically impossible for slavery to be prohibited in our Declaration of Independence and allowed only a bare recognition of slavery in our Constitution. It set free and slave states apart and eventually on a collision course to the Civil War.</p> <p>For the South, including Natchez, slavery was</p>	<p>Similar to Forks of the Road.</p>	<p>Similar to Forks of the Road.</p>	<p>Similar to Forks of the Road.</p>



<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> <b>(on the James Property)</b> <b>(Parcels 91 and 92)</b>	<b>O’Ferrall Alley Property</b> <b>(site of 1850’s Elam’s House)</b>	<b>Franklin Armfield Property</b> <b>(O’Ferrall Property)</b>	<b>Brick Bridge</b> <b>(North of Devereux Drive near old Washington Road)</b>
	<p>imperative to economic development and therefore to the region’s political and social development.</p> <p>The current NATC does not provide a robust interpretation of the experiences of enslaved African-Americans who were shipped or forced to march to Natchez, their separation from family, and their sale and disappearance into the Cotton Kingdom.</p> <p>The story of enslaved laborers and the misery of their experiences at the economically lucrative slave markets is largely untold. The slaves themselves were treated as nothing but another commodity to be dealt with for a profit. The legacies of these experiences were prominent in the civil rights movement. Thus the inhumanity of man to man needs a full explanation for Americans to understand our past as we move forward into the future. The Forks and other associated properties would provide significant resources to enhance public enjoyment of the NATC with the full story of the Natchez history in the Cotton Kingdom.</p> <p>Interpretation at the Forks and other associated sites would provide an opportunity for the NPS to provide educational information on how the</p>			

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> (on the James Property) (Parcels 91 and 92)	<b>O'Ferrall Alley Property</b> (site of 1850's Elam's House)	<b>Franklin Armfield Property</b> (O'Ferrall Property)	<b>Brick Bridge</b> (North of Devereux Drive near old Washington Road)
	institution of slavery and the slave trade fits into both the pre- and post-Civil War era.			
	<p><b><i><u>Park Purpose:</u> Preserve and interpret the commercial and agricultural history, especially in relation to the Mississippi River and cotton.</i></b></p> <p>In Mississippi in 1860 Whites numbered 353,884; 30,943 of these were slaveholders. Blacks totaled 437,303; 436,631 of these were slaves (NPS, 1994). A very large number of uncompensated enslaved laborers made it possible for slaveholders to enjoy lucrative commercial and agricultural success, especially in relation to the Mississippi River and cotton. Yet the story of these enslaved laborers and the misery of their experiences at the economically</p>	Similar to Forks of the Road.	Similar to Forks of the Road.	Similar to Forks of the Road.

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> <b>(on the James Property)</b> <b>(Parcels 91 and 92)</b>	<b>O'Ferrall Alley Property</b> <b>(site of 1850's Elam's House)</b>	<b>Franklin Armfield Property</b> <b>(O'Ferrall Property)</b>	<b>Brick Bridge</b> <b>(North of Devereux Drive near old Washington Road)</b>
	<p>lucrative slave markets is largely untold in Natchez.</p> <p>The reason the South hung on to slavery for such a long time could be stated simply as the quest for wealth. Using slave labor was the established path to wealth. The quest for profit is also the reason why bankers in the North and in England were willing to participate in making money from the labor of enslaved people for years after these areas had made slavery illegal.</p> <p>"The Forks and other slave markets were key elements in a complex system. As lands in the east became exhausted and the marketability of commodities changed, the redistribution of slave labor was necessary for the survival of the South's agricultural system" (Panamerican Consultants, Inc., 2007c).</p> <p>Slavery and the slave trade played a significant role in the history of Natchez, the state of Mississippi and the nation. The significance of the Forks of the Road Slave Market in this trade has been thoroughly documented. The plantations in Natchez were not destroyed during the Union occupation; they are some of the best preserved in the country (NPS, 1994). The Forks is within a very short distance from the plantations</p>			

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet at least one of conditions 1, 2 or 3</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the Forks of the Road Site</b> (on the James Property) (Parcels 91 and 92)	<b>O'Ferrall Alley Property</b> (site of 1850's Elam's House)	<b>Franklin Armfield Property</b> (O'Ferrall Property)	<b>Brick Bridge</b> (North of Devereux Drive near old Washington Road)
	the slave trading made possible. Forks and other nearby properties would provide NATC the opportunity to offer visitors a more robust interpretation of the role of Natchez in the slave trade nearby the antebellum plantations.			
<b>OR</b>				
2. Address operational and management issues such as: the need for access and boundary identification by topographic or other natural features or roads	No.	No.	No.	No.
<b>OR</b>				
3. To protect park resources critical to fulfilling the park's purpose	No.	No.	No.	No.

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet BOTH criteria 4 and 5</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the (City owned Parcels 91 and 92) Forks of the Road Site (James Property)</b>	<b>O'Ferrall Alley Property (site of 1850's Elam's House)</b>	<b>Franklin Armfield Property (O'Ferrall Alley Property)</b>	<b>Brick Bridge (North of Devereux Drive near old Washington Road)</b>
4. The added lands will be feasible to administer with respect to size, configuration, ownership, costs, and other factors.	The current NATC is in three discrete parcels. The City owned parcels 91 and 92 of the Forks of the Road should be as feasible to manage as the existing NATC parcels. The Forks of the Road site is one quarter of an acre and is readily accessible by major city streets, making maintenance relatively easy. The nature of any facilities developed would determine the extent of needed maintenance. This is a small area and it presents a challenge for the design of suitable interpretation. Incorporation of associated property(ies) in the immediate area could provide additional area that could be used for interpretive facilities.	Similar to Forks of the Road.	Similar to Forks of the Road.	Similar to Forks of the Road.
<b>AND</b>				
5. Other alternatives for management and resource protection are not adequate	<b>Alternative 1: No Action.</b> The City retains ownership and management of the City owned parcels 91 and 92 of the Forks as is. This alternative would not provide the opportunity to fully interpret the significance of the Forks in the context of the social, economic, and public policy conditions that prevailed in our country and in the Deep South in the decades prior to the Civil War. These conditions made the selling of enslaved humans not only acceptable but economically significant. Without this interpretation visitors to Natchez and NATC will not have the insight needed to understand the dehumanization of Africans and African-Americans forced to work in the agricultural base of our nation prior to the Civil War. An understanding of the social and economic issues and the dehumanization is imperative to understanding the tragedy of American slavery. <b>The City does not have the resources to develop full interpretation of the significance of the Forks, in the context of the social, economic, and public policy conditions that prevailed in our country and in the Deep South in the decades prior to the Civil War.</b>			

<b>Preliminary Boundary Adjustment Matrix</b> <b>For Proposed Action: Transfer of the Forks of the Road to the NPS</b>				
<b>Must meet BOTH criteria 4 and 5</b>	<b>Parcels 41-116A-91 and 41-116A-92 of the (City owned Parcels 91 and 92) Forks of the Road Site (James Property)</b>	<b>O'Ferrall Alley Property (site of 1850's Elam's House)</b>	<b>Franklin Armfield Property (O'Ferrall Alley Property)</b>	<b>Brick Bridge (North of Devereux Drive near old Washington Road)</b>
	<p><b>Alternative 2*:</b> The City transfers ownership and management of the two City owned parcels of the Forks to NATC, which would interpret the site for its significance to Natchez and the Cotton Kingdom. Interpretive information could provide the educational experience that visitors would need to understand the extent of and the suffering due to the domestic slave trade in our country. Slaves not only suffered great hardships traveling (from the Old South to the Deep South) under inhuman conditions but also suffered the experience of separation from all they knew - from their families and friends - to their disappearance into the Cotton Kingdom.</p> <p>With the City owned parcels of the Forks, NPS could provide visitors with the other half of the antebellum story: a story not only of Natchez but of the Deep South. The Forks is almost in sight of the grand antebellum homes, still well preserved, that flourished economically, socially and agriculturally. Interpretive information could provide the educational experience that visitors would need to understand the extent of and the suffering due to the domestic slave trade in our country. This alternative has the potential to offer the NATC the opportunity to better meet its purposes. <b>This alternative could provide interpretation.</b></p> <p><b>Alternative 3*:</b> The same activities would occur under this alternative as Alternative 2. The only difference would be that the City and its partners would acquire from willing sellers one or more of the associated properties. The partners would then interpret the sites, which <b>could provide for interpretation.</b></p>			

\* Alternatives 2 and 3 would require congressional action. NATC does not have legislated authority to accept any property at the Forks without congressional action (NPS, 2007).

In addition to the sites identified in this matrix, citizens have suggested many other sites for possible acquisition, including several properties north and northwest of the Forks and adjacent to the Forks. One citizen also mentioned sites in an area within a boundary along Concord Avenue from Franklin Street and its junction with Devereux Drive on the south to the junction of Concord Avenue and Brenham Avenue on the north, an area not in the current park preservation district. This area would include a notable architectural site and has connections to African-American heritage.

## **5. Bibliography**

### **Alexandria Black History Museum**

2006 Visit by Jim Mangi and Kathleen Schmidt.

### **City of Natchez, B. Brinegar, grants coordinator**

2007a Personal communication, 25 January 2007.

2007b Personal communication, 17 July 2007.

### **City of Natchez, J. Barnett, Natchez historic preservation officer**

2006a A Chronology of Public Acquisition and Interpretation at the Forks Slave Market Site (to July 2005).

### **City of Natchez, T. Moon, City Surveyor Natchez**

2007 Personnel Communication, December 18, 2007

2006b Personal communication, 17 November 2006 and 21 November 2006.

2006c E-mail message, 19 September 2006.

2006d E-mail communication, 21 November 2006.

### **City of Natchez**

2006g Public scoping meeting, 2 November 2006, to address Environmental Assessment and the Preliminary Criteria Analysis for the Boundary Adjustment Study for the Forks of the Road.

### **Curtain, P**

1969 The Atlantic Slave Trade, University of Wisconsin Press, Madison, WI.

### **Davis, Ronald L.F.**

1999 The Black Experience in Natchez 1820-1880: A Special History Study. Natchez National Historical Park: Eastern National.

### **Ellis, Joseph J.J.**

2001 Founding Brothers: the Revolutionary Generation. Vintage: New York.

### **Gibson, C. and K. Jung**

2002 Historical Census Statistics on Population Totals by Race, 1790 to 1990, and by Hispanic Origin, 1970 to 1990, for the United States, Regions, Divisions, and States.

Available on the Internet at:

<http://www.census.gov/population/www/documentation/twps0056.html>

**Harvey, R.**

2001 A Few Bloody Noses. Overlook Press: Woodstock NY, and New York, NY.

**Heritage Program, L. Morrissey, director**

2000 Letter and nomination form for the Mississippi Millennium Trail. Conversations with Billy Fields, PhD, director of research at Rails to Trails Conservancy.

2007 Letter to Jeff Green, director, Rails to Trails Conservancy, 22 June 2007.

**Historic Natchez Foundation, M. Miller, director**

2006 Personal communication, 7 December 2006.

**Howard University Television**

2007 Whispers of Angels, Underground railroad documentary, aired 6 February 2007.

**Johnson, W.**

1999 Soul by Soul, Life Inside the Antebellum Slave Market. Harvard University Press, Cambridge, MA.

**McBride, E.**

2003 Underground Railroad Meeting Opens Many New Vistas on Slavery and Flight to Freedom, Available on the Internet at: <http://www.afrigeneas.com/forum-ugrr/index.cgi?noframes;read=61>.

**Mississippi Department of Archives and History, H. Holmes, Director.**

2007 Personal communication, 17 January 2007.

**Mississippi Department of Archives and History, T. Sanders**

2006 Personal communication, 5 November 2006.

**National Cave and Karst Research Institute**

2003 Available on the Internet at:  
[http://www2.nature.nps.gov/nckri/reports/3of11\\_NCKRI2003.pdf](http://www2.nature.nps.gov/nckri/reports/3of11_NCKRI2003.pdf)

**National Park Service (NPS), U.S. Department of the Interior, B., historian and Southeast regional coordinator**

2006a Personal communication, 7 December 2006



2006b Personal communication and e-mail message, 12 December 2006.

**National Park Service (NPS), U.S. Department of the Interior, C. Soller, partnership coordinator**

2007 Personal communication, 17 January 2007.

**National Park Service (NPS), U.S. Department of the Interior, K. Jenkins, superintendent, Natchez Historical Park**

2006c Personal communication, 14 November 2006.

2006d E-mail message, 20 November 2006.

2007 E-mail message, 9 February 2007.

**National Park Service (NPS), U.S. Department of the Interior, T. Rosenblum, historian**

2005 Forks Slave Market, Analysis of Historical Occupancy. Draft.

**National Park Service (NPS), U.S. Department of the Interior**

1994 Final General Management Plan, Development Concept Plan, Environmental Impact Statement, Natchez Historical Park.

2006e Management Policies 2006. Available on the Internet at:  
<http://www.nps.gov/policy/MP2006.pdf>.

2006f NPS Agreements Handbook. Available on the Internet at:  
<http://www.nps.gov/hfc/acquisition/agreements.htm>.

No date a Exploring a Common Past: Researching and Interpreting the Underground Railroad. Available on the Internet at:  
[http://www.cr.nps.gov/history/online\\_books/ugrr/exugrr1.htm](http://www.cr.nps.gov/history/online_books/ugrr/exugrr1.htm).

No date b National Underground Railroad Network to Freedom. Available on the Internet at:  
<http://209.10.16.21/Template/FrontEnd/index.cfm>.

No date c Partnerships. Web page. Available at: <http://www.nps.gov/partnerships/index.htm>

No date d Partnership Legal Framework. Web page. Available at:  
[http://www.nps.gov/partnerships/legal\\_framework.htm](http://www.nps.gov/partnerships/legal_framework.htm)

**O'Brien, K.P.**

2001 Philip's Atlas of World History. George Philip Limited, Octopus Publishing Group: Docklands, London.

**Pamplin Historical Park and The National Museum of the Civil War Soldiers**

2006 Visit by Jim Mangi and Kathleen Schmidt, 28 November 2006.

**Panamerican Consultants, Inc., S. Griffin, principal investigator and architectural historian**

2006 Personal communication, 21 November 2006.

2006b E-mail message, 21 December 2006.

2007a Personal communication, 3 January 2007.

2007b E-mail message, 8 January 2007.

**Panamerican Consultants, Inc., W. Carruth and L.A. Wendt**

2007c Archaeological Testing of the Forks of the Road Salve Market in Natchez, Adams County. Draft report, June 2007.

**Rails to Trails Conservancy, B. Fields, director of research**

2007 Personal communication, 10 January 2007 and 11 January 2007.

**Rails to Trails Conservancy, J. Green**

2007 The Millennium Trails: Paths into our Collective History and Culture . Available on the Internet at: <http://usparks.about.com/library/weekly/aa081100.htm>.

**The Underground Railroad Foundation**

2003 The Underground Railroad and Its Connection to the Ohio Valley. Available on the Internet at: <http://www.ugrrf.org/index.html>.

**U.S. Code**

2005 16 USC 4601-9, 2005, chapter 1 – National Parks, Military Parks, Monuments, and Seashores, subchapter LXIX – Outdoor Recreation Programs, part B – Land and Water Conservation Fund, section 4601-9, allocation of land and water conservation fund moneys for Federal purposes. January 3, 2005 (last amended 2000). . Available on the Internet at: [http://www.nps.gov/legal/parklaws/2/laws2-volume\\_2-national\\_historical\\_parks.pdf](http://www.nps.gov/legal/parklaws/2/laws2-volume_2-national_historical_parks.pdf).

**U.S. Congress**

1988 Public Law 100-479, October 7, 1988. Available on the Internet at: [http://www.nps.gov/legal/parklaws/2/laws2-volume\\_2-national\\_historical\\_parks.pdf](http://www.nps.gov/legal/parklaws/2/laws2-volume_2-national_historical_parks.pdf).

**U.S. Department of the Interior +**

(No date) Interpretive plaque at 1315 Duke Street, Alexandria, Virginia.

**U.S. National Slavery Museum**

No date    Web site: Available at: <http://www.usnationalslaverymuseum.org/home.asp>.

**Vibrant Design Group, LLC, J. Kiganda, visual storyteller**

2007a    E-mail message, 10 January 2007. 26 2007b    Personal communication, 8 January 2007.

## 6. Appendix: Scoping Meeting Attendees/Comments

Name/ Organization/ Address/ Email	Comments
<p>David Dreyer</p> <p>Friends of the Forks of the Road Society, Inc.</p>	<p>Antebellum homes built from the wealth created by enslavement of Afro Americans</p> <p>Nothing to explain/illustrate dominating theme of Natchez and American history</p> <p>Forks focused on interstate trade after LA outlawed it and after Natchez forced it outside of city limits</p> <p>Made human beings into commodities; license for cruelty in impersonal way; central to understanding Abu Ghraib. To understand Abu Ghraib, we need to understand the Forks of the Road</p> <p>Forks exposes contradiction in our national character</p> <p>Located in sight of antebellum homes of its civic leaders, including MS secessionist and military leader Gen. John Quitman</p> <p>Metaphor of one road to Liberty and one to Vicksburg (Liberty, MS, does not show slave history)</p> <p>- <u>NOTE</u>: Liberty, Mississippi, was in the center of Amite County. Amite was part of the Old Natchez District, a prosperous plantation society located west of the Mississippi River. When the slave trade was active, black slaves began to outnumber whites. This led to the enactment of a law in 1837 to bar further importation of black slaves to the state.</p> <p>Need to achieve an understanding of what went on and why</p> <p>Slaves faced parting from home, family, etc., and Bruce and Goree islands all over again for those already taken from Africa</p> <p>- <u>NOTE</u>: Goree Island, located in Senegal, was the largest slave-trading center along the west coast of Africa. Today, its House of Slaves is a UNESCO World Heritage Site.</p> <p>Need to do something similar to Viet Nam Memorial, i.e., sculpture, monument, museum or combo.</p> <p>Needs to explain what took place, what it was like to be sold, and who saw their loved ones for the last time</p> <p>Where were they taken from here, who came during the Union occupation of Natchez to emancipate themselves, who joined the union troops</p> <p>We need to understand what happened. Understand how it happened (history reference Johnson 1998)</p> <p>Natchez was the hub of the second middle passage</p> <p>Telling story does not require demonization of ancestors of people of Natchez</p> <p>Requires understanding of how intelligent people could engage or acquiesce in selling of others and how; understanding is needed so we don't act on similar impulses today</p> <p>Forks must speak to dehumanization and loss of people sold there</p> <p>Forks is as fitting a place as Gettysburg to dedicate the proposition that all men and women are created equal, treated as equals with full rights</p> <p>Slavery is part and parcel of our history</p> <p>Both the white and black stories need to be told</p> <p>No need to go to Africa to visit such a site; there is one here</p>

	<p>The story told today is only a fragment of the whole</p> <p><b>Supplemental comments dated 4/23/07</b></p> <p>Supplemental comments***</p> <p>(1) Include the Forks in the Park Preservation District:</p> <ul style="list-style-type: none"> <li>- A roughly 100 acre “notch” is carved out of eastern edge of the Park Preservation District and it excludes all major enslavement trafficking stands at the Forks as well as the architecturally significant Angeley House (one of two individually listed National Register properties in Natchez not within the Preservation boundaries and owned by a prominent African American building contractor in the early 1900’s who once lived there) and the ante-bellum home Sunnyside.</li> <li>- No reason to exclude Angeley House unless to draw a straight line up Franklin Street and exclude the Forks (where no above ground remnants of the slave market remain); this reflects an architectural interpretation of Natchez history and is contrary to the basic plan for interpreting the diversity of the African American experience in Natchez (references “Facing the Slave Past” in September/October 2001 issue of Preservation magazine.</li> <li>- The William Johnson House interprets an extreme experience because Johnson was not only a free back but a slaveholder himself, and the interpretation does not the diversity of the American black experience of the 18<sup>th</sup>, 19<sup>th</sup>, and 20th centuries.</li> <li>- Melrose illustrates another African American experience of how enslaved people enabled the nabobs of Natchez to live their lifestyle, which was made possible by the overwhelming majority of slaves on cotton plantations outside the city.</li> <li>- The Forks was the major destination of the “second middle passage”.</li> <li>- Exact dimensions of enslavement trading and holding areas in the city are not fully determined but do include both sides of Devereux Drive at the intersection of Liberty and O’Ferrall Street and maybe even crossed Lumber Street. But the boundary would run along Concord Avenue from Franklin Street to the junction with Devereux Drive on the south to the junction of Concord and Brenham Avenue on the north and connects a notable architectural site and has African American connections.</li> </ul> <p>(2) Land acquisition is required for interpretation at the Forks:</p> <ul style="list-style-type: none"> <li>- The Armfield and Franklin property across Liberty Street to the west of the Forks could be used for interpretive center and eventually a state of the art museum. One or both sides of Liberty could be used for parking; traffic could be diverted as that section of Liberty is not essential for traffic flow. The primary owner would be willing to sell this property to the Park.</li> <li>- The property used as Kingdom Hall by the Jehovah’s Witnesses is just east of the Forks. It is not known if any part of this site was used</li> </ul>
--	---

	<p>for containment pens or stands. It is not known whether the present owners would be willing sellers.</p> <ul style="list-style-type: none"> <li>- The O' Ferrall home property, which is presently owned by the city and is used as a home for developmentally disabled people, was the site of the Elam slave stand, and is across Devereux Drive. It would have to be combined with a property further west on the same side of Devereux Drive where an auto body shop that does business using an old auto dealership building. It is not known if any of this site was used for containment pens or stands. It offers alternatives for parking or an interpretive center.</li> <li>- Other properties south of Franklin Street include the U.S.C.T. barracks, which might have archaeological value and properties southwest of Franklin and Liberty Road that are under development, which may obstruct view from Monmouth to the Forks and vice versa.</li> </ul> <p>3) Memorial and interpretation are needed to commemorate what occurred at the Forks:</p> <ul style="list-style-type: none"> <li>- A memorial extending along the embankment separating the Forks and the Kingdom Hall (similar to the Vietnam Memorial but with first names in alphabetical order of enslaved people found in local records and the census of 1870 -- 1880.</li> <li>- Interpretive effort should include letting people find their own enslaved ancestors on the wall in order to memorialize them despite the anonymity of the slavery.</li> <li>- Interpretation would include possible history of the ancestors and the separation of the families at the Forks as well as specifics showing origins of some slaves actually sold at the Forks.</li> <li>- describe how some of the people sold at the Forks experienced the middle passage twice: once on the ship from Africa to the East Coast of America and again between the East Coast and Mississippi; describe what happened to them over time.</li> </ul> <p>4) Museum needs exhibits, displays, and artifacts to illustrate the African American history of this area:</p> <ul style="list-style-type: none"> <li>- A good museum model is the Arcadian Museum in Lafayette, LA. The museum would interpret the Memorial but look at broader aspects of enslavement traffic.</li> <li>- Museum information would highlight history of slave trade with timelines, Enslavement Forts, shipping points, slave trade dealers, known sites in the city and surrounding areas, advertisements of slave sales, history of the U.S. Colored Troops at the Forks, Milliken's Bend and Port Hudson, contraband camps, artifacts uncovered at the Forks, key African Americans in the area and their histories of enslavement, African art and artifacts, and a Meeting place.</li> </ul>
<p>Ser Seshs Ab Heter- CM Boxley</p> <p>Friends of the Forks</p>	<p>In addition to Forks (James site), should include the (1) O'Ferrall property site directly west of Forks on other side of Liberty Street (auto muffler shop) and (2) the 1850's Robert Elam site (owned by the state mental health, O'Ferrall's alley, where radio station is) North of Forks on the other side of</p>

of the Roads Society, Inc.	<p>St. Catherine/Devereux and the bridge</p> <p>- <u>NOTE</u>: A firm called Franklin, Armfield, and Ballard, was possibly the most active slave trader in Natchez; Franklin erected a major slave depot at Forks for his own use and leased to other traders</p> <p>Forks of the Road is the James site</p> <p>Boundary is just across this street</p> <p>Forks study should be on a grand scale</p> <p>Enable the park to better fulfill its mandate</p> <p>Balance all of the rest of this stuff in this place/ made possible by slaves</p> <p>Muffler shop, Franklin and Armfield market site critical to acquire</p> <p>Other properties that extended Forks of the Road should be added</p> <p>Study must address the boundaries which include the preservation district allowing the entering of partnerships with others</p> <p>Park is more than what is shown on the maps in the handout and the study must address the boundaries</p> <p><b>(Kathleen Jenkins clarified the Preservation District vs. authorized land ownership<sup>9</sup>. The Preservation District is not the same as the park boundaries. Would other properties be included in this study? Kathleen Jenkins responded that additional properties could be included in the study (Jenkins, 2006b).</b></p> <p>Forks provides a tremendous representation of Euro-American presence</p> <p>Must balance several sites, roads with national movements (civil rights)</p> <p>Forks should be viewed as Southern hub of National chattel slavery trafficking, a story not yet told</p> <p>Reportable as “the most researched slave market in US today” (NYT)</p> <p>Study should balance:</p> <ul style="list-style-type: none"> <li>- existing Euro-American physical preservation; history, human, culture, and heritage interpretation</li> <li>- the region’s physical chattel slavery monuments, antebellum homes, etc.</li> <li>- confederate pageant, pilgrimages, confederate memorial park, street named after enslavers, with omission of slavery, Blacks in Civil War, civil rights movements and accomplishments, and omission of these in festivals, history conferences, etc.</li> </ul> <p>Aim for park to sufficiently preserve and interpret sites and structures associated with all the people’s of Natchez and area, early to modern, including blacks both slave and free</p> <p>Review GMP (which is out of date) and determine how Forks will better facilitate park to accomplish its purposes outlined therein and better do its job</p> <p>Make it feasible for Forks to facilitate the need to overcome prevailing attitude that white culture is superior (Jack Davis book)</p> <p>Make it feasible for Forks to overcome past discrimination due to showing that whites have made all of the physical, social, cultural, political contribution</p> <p>Make it feasible to overcome blacks’ (1) ingrained feeling that whites are only interested in tourism and (2) their disconnection with their slave</p>
-------------------------------	--

<sup>9</sup>Final General Management Plan, Development Concept Plan, Environmental Impact Statement, Natchez National Historical Park, 1994. City owned parcels 91 and 92 of the Forks do not currently fall within the preservation district described in the GMP (page 11). At the time Forks was not recognized as an identified historic site.

	<p>foreparents</p> <p>Present military history of Forks during the Civil War</p> <p>Determine destinations of sold slaves</p> <p>Determine Natchez Trace connection to Forks</p> <p>Meet Mayor's goal for Forks museum interpreting slavery, Civil War, civil rights</p> <p>Environmental and cultural findings when state cut East Franklin Street through Forks. <i>(1/17/07 email clarification: an assertion that human bones were sighted 40 years ago when MDOT cut the extension of East Franklin Street through the Forks)</i></p> <p>Forks connections to Baltimore, Washington DC, Alexandria, Richmond, Charleston, Lexington, Louisville, St. Louis</p> <p>Interpretation and management of data and information in "Court House" enslavement records, data in Thom Rosenblum's (NATC) research</p> <p>Interpretation of research contained in NPS underground RR network to Freedom Program</p> <p>Review City of Alexandria's archaeological report on Franklin and Armfield market in connection with Forks</p> <p>Acquire artifacts from Afrika House YA Providence Educational Museum and Gallery</p> <p>Tour (for interested resident) of Jean Lafitte Interpretive Center in Lafayette, LA, on how Cajun culture is represented in land, artifacts, photos</p> <p>Also somewhere there is a wax museum, maybe in Maryland</p> <p>Williamsburg – African American community did not want to visit until the Foundation and got the African American community involved and made changes</p> <p>Role of MS DOT on land acquisition of old Washington Road bridge to use funds to purchase additional market sites, additional land, interpretive center development. <i>(1/17/07 email clarification –relates to use of federal and state funds for actions associated with the Forks)</i></p> <p>Determine Adam's county role in market site acquisition, site development, museum development</p> <p>Review public domain and possible transfer of 1850's market site now occupied by mental health program</p> <p>Develop brochures on the Forks study for tourists and general public</p> <p>Every project (i.e. walking trails) is all about white culture and this must change</p> <p>Whites are only interested in tourism</p> <p>One must learn to unlearn much of what we've learned until we learn</p> <p>We must get the whole community to understand history</p> <p>NPS should shine the bright light on it (the story); at some point the story must be told</p> <p>Facilitate overcoming the concept that white culture is superior</p> <p>Slavery Museum, Richmond</p> <p>African American Museum on the Mall</p> <p>Black Wax Museum in NOLA</p> <p>Williamsburg Foundation</p> <p>1315 Duke Street</p>
--	---



<p>Mary Jane Reed Gaudet</p>	<p>Future of site would be best used under management of NPS for quality, long-term preservation. Other alternatives will fall short. This is a great opportunity and no other alternative than to have the NPS do this.</p> <p>Natchez is a pinnacle of the Old South</p> <p>The significance is a national issue and should be under national leadership and from taxes from all Americans</p> <p>We need to understand the past to understand the present abuse of labor worldwide</p> <p>The site needs to be protected and it would be best protected as part of NATC: Natchez in the 1860 was the center of the Old South and as such the center of slavery.</p> <p>Slavery was a national issue which led to the conflict of the states.</p>
<p>Andrew Robinson  Friends of the Forks of the Road</p>	<p>There is nothing for Black people telling their history. Forks tells us the history. We need a place about these people as people. We need “our history”. Don’t water it down</p> <p>We need the truth.</p> <p>People need more than the standard plantation story.</p> <p>Need to be realistic, e.g., Melrose quarters are fancy compared to... (<i>missed name of comparison</i>)</p> <p>Old Washington Road slaves traveled to Melrose (Estate) but Melrose does not have slave history.</p> <p>People are tired of hearing the same old things about antebellum history and want to hear slave stories.</p> <p>All that went on at antebellum homes came through the Forks.</p> <p>Where are the City representatives?</p>

Neil Varnell	<p>Key issue is boundaries          One basic issue: values          Forks has little documentation for those visiting but it has value          Interactive exhibit of values so we can come to grips on values          NATC is the foremost interpreter of the Deep South Cotton Kingdom and there is no better place than to represent it than Forks under NPS. What happened at Forks was key to the Cotton Kingdom and therefore so appropriate to its mission.          It is of national significance          More than a memorial, need interpretation and management          NPS would provide the broadest possible interpretation          More than a memorial</p>
Jim Coy  Natchez Pilgrimage Tours	<p>It was the best of times (antebellum grandeur)/ it was the worst of times (built on slavery)          We need to tell both stories          In the past pictures often depicted slaves enjoying picking cotton          Age of wisdom/Age of foolishness</p>
Marie Jenkins  Forks of the Road Society	<p>This presents a great opportunity and only the NPS is able to do this          We need to balance the story of Melrose          It happened just as abusive labor goes on today          Forks represents the sale of human beings          Just like Dauchau – Former prisoner of Dachau went on a tour and realized it came nowhere near telling the stories. While it was hallowed ground, it was not represented well. They needed to have their stories told. By keeping their heads in the sand, no one would know what really happened.          For people to understand why there is bitterness between the races, they need to understand what Forks of the Road represented (i.e. what Forks represents as part of the park)          Forks represents this country. So that it never happens and we never disengage from awareness, Forks is something that must be addressed and is necessary for growth and community</p>

Brett Brinegar Grants Coordinator City of Natchez	It is African American heritage for the city As an archaeologist, it is the most significant site I have ever seen The city wants what is best for the site
Carolyn Smith  Secretary, Friends of the Forks of the Road Society	Younger African American people do not know (not available) their history here This gives a feeling of sadness and healing; requires that the story be told so that we know where we came from When they meet at the Forks (as a recognized important place), they would get a better feeling of “oneself” We need to teach young African Americans about their history Just tell us the truth
Charles Bartley	
Casey Ann Hughes	
Ms. Josephine S. Webster  Forks of the Road Society	
Ron and Mimi Miller  Historic Natchez Foundation	
Edward Esau	
Valerie Ginn  Natchez Convention and Visitors Bureau	
Daye Dearing	
Leala Harris  NCBW – Coalition of 100 Black Women SW	
Darrell S. White  NAPAC Museum	
Telephone	Brick bridge was on the path slaves took to Natchez from the Trace

<p>discussions w Jim Barnett, MI Department of Archives and History, 9/24/06 and 11/21/06</p>	<p>There is a slave hospital that should be included.          Parcels across Liberty Road should be added, they are probably willing to sell          The corporate limits should be surveyed (current is map on map)          He clarified property purchases          Confirmed that NHL and NRHP nominations were rejected because he included “resources” in the nomination information</p>
<p>Telephone conversation 12/12/06 with Barbara Tagger, Historian and Program Manager of Underground Network to Freedom, NPS, Regional Office, Atlanta, GA,</p>	<p>The history of the Black Experience is missing in Natchez; it is lacking          Forks could provide an opportunity to begin telling the history          An visitor/interpretive center at the site is needed          Currently the tours do not include the African American experience but black history should be part of the tour industry          There are several partners to the Network to Freedom program including the Mr. Wojtola in the Archaeological division of the Army Corps of Engineers in Vicksburg who got funding as a partner in the Network to Freedom program where students interns did research on MI River plantations and on the Natchez landing that was a contraband area          The park should document the number of escapes to provide a factual version of the experience of those seeking refuge and the maroon societies          The story at Natchez is part of a broader historical information: it could provide education about the genesis of the African American Experience – domestic, importation of slaves, global trade          Having a visitor center at the forks on the history of the biggest slave markets at the time would complement the larger history of slavery          Slavery was institutionalized as part of capitalism          Other museums:          Riverboat Museum in Donaldson, LA          Jacob Burke Home, Memphis, TN served as a refuge for fleeing slaves          St. Croix and St. John plantations</p>

**Appendix: December 11<sup>th</sup> Public Meeting Attendees/Comments**

<b>Name/ Organization/ Address/ Email</b>	<b>Comments</b>
Frieda M Crew P.O. Box 251 Natchez, MS 39121	The study seems to evaluate the situation completely. We need to have the NPS take this and do it right.
Ralph Jennings, Environmentalist	<b>Q:</b> Can you tell us whether or not the tentative EA will include the approach to the brick bridge and the O’Ferrall property? <b>A:</b> Not sure how the City will handle that. Our contract calls for an EA on the Forks.
Speaker not at microphone; name inaudible (1)	<b>Q:</b> What is the distance for significance from the Forks? <b>A:</b> Don’t know. <b>Follow-up from Commenter:</b> There is an old railroad trestle about 200 yards from the brick bridge, under it is another trestle dating from 1837 and built with slave labor (85-90 slaves) for the [inaudible].
Speaker not at microphone; name inaudible (2)	<b>Q:</b> Has the study acquired [inaudible]??? <b>A:</b> Our role is limited to the study and the EA and we will not be doing the interpretive design. As I mentioned our discussion about interpretive facilities was merely for rough cost estimates only and not a proposal of any sort. The City will need a certified interpretive planner for the proposed facilities.
Speaker not at microphone; name inaudible (3)	<b>Q:</b> [Inaudible] bronze statues depicting the area [inaudible]. <b>A:</b> I can’t argue with that, and I can’t comment on that. That will be a decision of the City/Park partnership.

**Appendix: December 12<sup>h</sup> Meeting with Friends of the Forks: Attendees/Comments**

<b>Name/ Organization/ Address/ Email</b>	<b>Comments</b>
Mrs. Thelma White	
Ralph Jennings	
Clarence Randall, Jr.	
David Davis	
Mr. Boxley	
Evelyn Dryer	<ul style="list-style-type: none"> <li>Property is too small.</li> <li>The church property should be considered so that there would be the whole triangle.</li> </ul>
<b>General Comments</b>	<ul style="list-style-type: none"> <li>The friends have requested that the Forks of the Road, as it is currently referred to be referred to in the future as the James Property, City Plots 91 and 92, or as defined on the city property purchase document.</li> <li>The friends suggested that local people will be confused by the muffler shop area being called the O’Ferrall property, rather than the</li> </ul>

	<p>Franklin Armfield property, as it is more commonly known.</p> <ul style="list-style-type: none"><li>○ There is also some confusion in calling the property to the north, the Elam House.</li><li>○ There was a request for confirmation on the ownership of the land and the house on the property to the north.</li></ul>
--	---





*Prepared by:*

**THE MANGI ENVIRONMENTAL GROUP, INC.**  
7915 Jones Branch Dr., McLean VA 22102