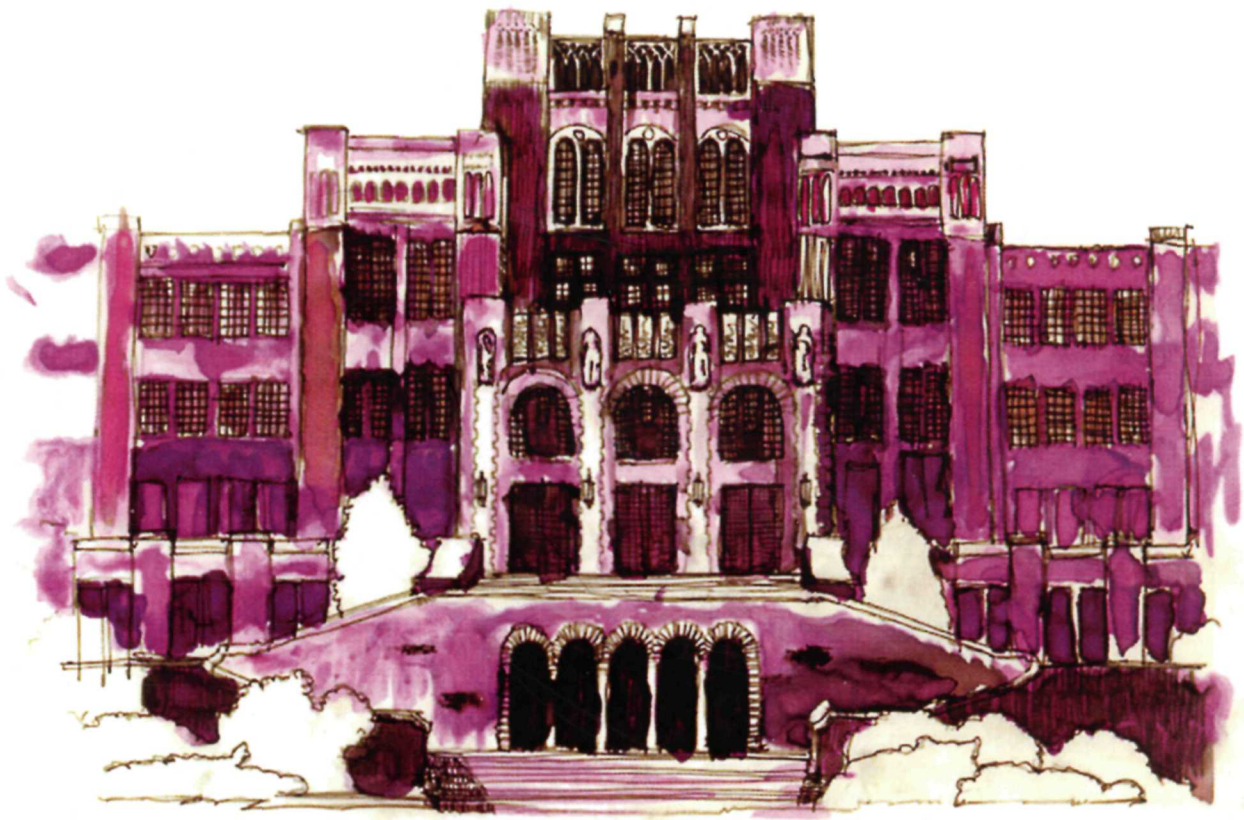
National Park Service
U.S. Department of the Interior

Little Rock Central High School National Historic Site

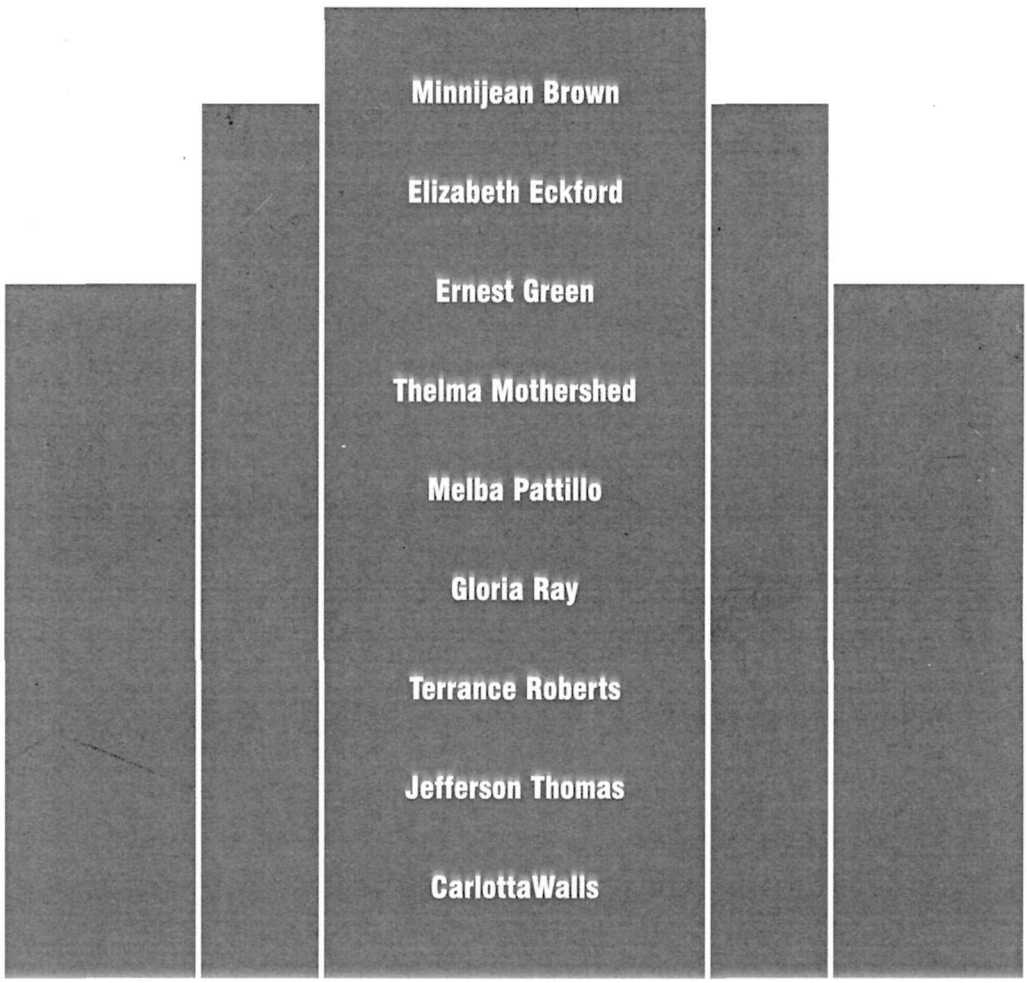
Final General Management Plan
Environmental Impact Statement



Little Rock Central High School
National Historic Site

Little Rock, Arkansas

Dedicated
to the Courage
of the Little Rock Nine



Final
General Management Plan and Environmental Impact Statement
LITTLE ROCK CENTRAL HIGH SCHOOL
National Historic Site
Little Rock, Arkansas
April 2002

Four alternatives for the future management and use of Little Rock Central High School National Historic Site (NHS) are presented and analyzed in this document.

- Alternative 1, the existing management direction alternative, reflects ongoing actions at the site and serves as a basis for comparing the other alternatives. Staffing and funding levels would increase slightly in order to perform those duties required to meet the laws, policies, and mandates of a new unit of the National Park Service. Visitor services would remain limited and current laws, policies, and guidelines would guide resource management actions.
- Alternative 2, the National Park Service's (NPS) preferred alternative, emphasizes promoting the maximum possible rehabilitation and preserving the historic fabric, including the preservation of the front façade and landscape of the high school, the Magnolia Mobil Service Station, and Ponder's Drug Store to reflect their appearance in 1957. This alternative calls for requesting an expansion of the site boundary in order to protect the historic scene. It also calls for developing a new visitor center/park administration and operations facility. The major stories of the high school would be comprehensive. Visitors to the site would experience interpreter-led programs. The staff would establish strong partnerships with the owners of cultural resources within the boundary for preservation and interpretation of the site.
- Alternative 3 calls for sites throughout the city of Little Rock that are associated with the events at Central High School during 1957 to be interpreted. Partnerships would be created to assist in preservation and interpretation of these sites. Visitor orientation and park administration would be in leased space located near the site. A variety of sites would be visited using an existing city shuttle system. Shuttle transport would permit convenient visitor access to the sites and an uninterrupted interpretive opportunity.
- Alternative 4 calls for the development of an education center/park administration and operations facility, which would allow for maximum educational media directed to a broad spectrum of learning styles and levels. Partnerships would be created with national and international Civil Rights sites for interpretation and education.

The impacts of implementing each of the alternatives are discussed in the "Environmental Consequences" chapter of this document. They include impacts on cultural resources, natural resources (air quality), visitor experience, park administration and operations, the socioeconomic environment, and transportation and site access.

The *Draft Environmental Impact Statement* was available for public review from October 20, 2001, to January 6, 2002; responses to comments on the draft document are presented in the "Consultation and Coordination" section of this *Final Environmental Impact Statement*. No substantive comments were received on the draft document, consequently, no changes were made to the alternatives or environmental consequences. The final document will be on public review for 30 days; if no major comments are received during this period, a record of decision, indicating which alternative has been selected as the approved plan, will be signed. Comments should be addressed to the Superintendent, Little Rock Central High School National Historic Site, 2125 Daisy L. Gatson Bates Drive, Little Rock, Arkansas 72202; (501) 374-1957.

SUMMARY

Congress established the Little Rock Central High School National Historic Site (NHS) on November 6, 1998. The purpose of the legislation is to "preserve, protect, and interpret for the benefit, education, and inspiration of present and future generations, Central High School in Little Rock, Arkansas, and its role in the integration of public schools and the development of the Civil Rights movement in the United States."

Little Rock Central High School, the symbol of the end of racially segregated public schools in the United States, was the site of the first important test for implementation of the U.S. Supreme Court's historic *Brown v. Board of Education of Topeka* decision of May 17, 1954, which declared that segregation in public education was an unconstitutional violation of the "equal protection of the laws" clause in the Fourteenth Amendment. The incidents at the high school during the autumn of 1957 drew international attention. Little Rock became the epitome of state resistance when Arkansas Governor Orval E. Faubus questioned the sanctity of the federal court system and the validity of the Supreme Court's desegregation ruling. He challenged the executive branch of the federal government either to come to the rescue of the courts or permit a fundamental deviation from the course of American federalism. Even more significant, the Little Rock controversy was the first fundamental test of the national resolve to enforce black civil rights in the face of massive southern defiance during the period following the *Brown* decisions. When President Dwight D. Eisenhower was compelled by actions of a mob in front of the school to use federal marshals and troops to ensure the right of nine black children to attend the previously all-white Little Rock Central High School, he became the first president since the post-Civil War Reconstruction period to use federal force in support of black civil rights.

As a result of the Little Rock controversy, the city became the symbol of southern racist reaction. Furthermore, the controversy sharpened political antagonism in the South, reestablished the front lines of resistance in the upper South, and became an integral part of the course of massive resistance. Bowing to the influence of segregationist and state sovereignty proponents, Faubus threw up sudden, crude barricades against national law and created a major constitutional crisis. Nevertheless, the controversy ultimately demonstrated the futility of directly defying federal court orders and graphically illustrated the economic costs of total resistance to social change. Little Rock was the most decisive test of American federalism during the 1950s.

The boundaries of the national historic site encompass the high school, its campus, the Magnolia Mobil Service Station, a former drug store, a commemorative garden, and one vacant lot. The only properties owned by the NPS are the service station and commemorative garden. A major feature of the cultural landscape is the historic streetscape that is located along both sides of South Park Street in front of the school. The private residences on the east side of South Park Street are not within the boundary of the NHS. The buildings closely maintain their 1957 appearance. The surrounding neighborhood maintains much of its 1957 ambience.

Congress has directed the National Park Service (NPS) to prepare a general management plan. The purpose of this plan is to provide general guidance to site managers during the next 10 to 15 years. The objectives of the plan are to open the site to the public, manage the site's resources, provide preservation assistance to the

school, tell the story of the events of 1957 at the school, and develop public education programs.

This plan presents for your review and comment four draft alternative concepts for managing the site. The draft alternatives resulted from information gathered and analyzed throughout the project through site visits, research, and workshops, and through meetings with the public, subject-matter experts, partners, and city, state, and federal agencies. Full implementation of any alternative could take several years, during which time resource conditions and opportunities could change; therefore, the planning alternatives are purposely general to provide flexibility.

Alternative 1 (No Action) reflects existing management direction and current activities at the site. The NPS would continue to staff, operate, maintain, and preserve the rehabilitated 1957 Magnolia Mobil Service Station. Currently, the service station contains the Central High Museum and Visitor Center. The NPS would also maintain and interpret the commemorative garden.

The high school and its grounds would continue to be maintained by the school district. Basic operations to manage and maintain the resources would continue. Partnerships would continue with the Little Rock School District for education programs. The University of Arkansas at Little Rock would continue to maintain the Little Rock Central High School archives and museum collections. Interpretation would remain in the restored 1957 Magnolia Mobil Service Station and focused on the events of 1957.

Visitor services would continue to be limited, as would educational opportunities, which would not meet public expectations of a national park system area. The existing staff and resources would be able to provide only limited technical assistance to Little Rock Central High School. Currently the park superintendent and a historian are the only NPS staff on site.

The continued preservation of the front façade and grounds of the high school and the service station would provide minor to moderate, long-term beneficial effects on these structures. However there is expected to be potential minor, long-term adverse impacts on the cultural landscape in terms of the historic streetscape along South Park Street and the Ponder's Drug Store, which would be subject to the actions of individual property owners. Visitors would receive basic interpretation of the 1957 events in the service center. Crowding would become more of a problem and interpretive media would deteriorate. There would be minimal interpretation of the historic streetscape, resulting in moderate, long-term adverse impacts on visitor experience.

No development is necessary to implement alternative 1. Some additional funding would be needed for research and other activities to ensure that this alternative meets the basic requirements of the legislation and other NPS policies. Implementation costs are associated with maintenance and operation and are estimated to be $450,000 annually. Staffing under this alternative would increase to 6.5; some staff would be located off-site owing to the lack of office space on-site. In order to implement the existing management direction, the park is funded for four additional staff and the continuation of existing cooperative agreements. During the next 15 years, operation and maintenance costs would total $6.7 million.

The preservation and interpretation of the Little Rock Central High School is the central purpose of the legislation. Under **Alternative 2 (The Site)**, the NPS's preferred alternative, management emphasis would be on the full-scale preservation and rehabilitation of historic structures within the site's boundaries and interpreting those significant structures. The

legislation identifies five reasons why the 1957 events at Central High School, as well as the building itself, are significant. Visitor services would be greatly expanded. Comprehensive interpretation would tell the story of the events of 1957. In order to preserve the historic scene and streetscape, the NPS would seek congressional authorization to expand the site boundary to include the seven privately owned houses located across from the front of the school.

A visitor center/park administration and operations facility would be built on the northeast corner vacant lot at Daisy L. Gatson Bates Drive and South Park Street. The new facility and park headquarters would provide a full range of visitor services and park headquarters. The restored Magnolia Mobil Service Station would be adaptively used on an as-needed basis as a classroom for visiting student groups. Interpretation in the new visitor center would provide an in-depth look at the events of 1957 through a variety of media including an auditorium/theater. Historic structures would be preserved through partnerships and cooperative agreements.

Implementation of this alternative would be expected to have major, long-term beneficial effect on historic properties and the historic streetscape. Providing an emotionally compelling interpretive experience, effective orientation, park ranger-led tours, and interpretive media out-of-doors would result in a moderate to major, long-term beneficial impact on visitor experience.

The largest single cost item would be the construction of a visitor center/park administration and operations facility. Total development costs for alternative 2 (including construction of the visitor center) are estimated at $4.3 to 5.7 million. Operation and maintenance costs including staffing are estimated at $848,000 annually. Staffing would increase by 7 to 8 for a total of 14 to15 full-time employee positions. During the next 15 years, operation and maintenance costs would be roughly $12.7 million.

Under **Alternative 3 (The City)**, management emphasis would allow visitors to experience the resources within the site boundaries and to visit and learn about other Civil Rights-related sites in and around the Little Rock area. The enabling legislation calls out the role of Central High School as the most prominent national example of implementing the *Brown* decisions. Because the 1957 events at Central High School occurred in the state capital, Little Rock, several other important city and state sites are directly related to the events of 1957. This alternative concept allows for the incorporation of the state and federal aspects of the Civil Rights movement. In this alternative, through partnerships and cooperative agreements, the national historic site would take a stronger role in assisting area sites with preservation and interpretation.

The orientation center would be located in leased space in a building near Central High School. Visitor parking would be available at this location. The city currently has a shuttle system, and the national historic site and other civil rights-related sites in Little Rock could be added as stops with appropriate interpretation. The shuttle could provide a high-quality service for visitors and make more local sites accessible to more people. This would contribute to long-term resource protection. The shuttle system would operate through a partnership with the city. A small staging area would be developed on the northeast corner vacant lot.

Under this alternative through partnership efforts, most features of the historic streetscape would be interpreted, resulting in minor to moderate beneficial effects on historic structures. The seven residences would remain in private ownership. In addition, the interpretation of civil rights-related sites throughout the city would result in minor, long-

term beneficial impacts on those cultural resources. Effective on- and off-site orientation, as well as tours and interpretation along South Park Street, would provide a minor to moderate long-term beneficial impact on visitor experience.

Estimated development costs for this alternative would be approximately $1.1 to 1.5 million, which includes the cost of a small shuttle staging area. Operation and maintenance costs would be about $1.3 million annually. Staffing would increase by 12 for a total of 17 to 18 full-time employee positions. During the next 15 years operation and maintenance costs would be roughly $19 million.

Under **Alternative 4 (The Legacy)**, management emphasis would provide visitors with an opportunity for the scholarly study of the Civil Rights movement in the United States and its effect on national and international policy. The enabling legislation recognizes Central High School's role in the desegregation of Southern schools as well as in the development of the Civil Rights movement in the United States. This alternative addresses that aspect of the legislation by providing an opportunity for an in-depth, global view of the Civil Rights movement. The site would partner in Civil Rights-related symposiums, scholarships, publications, and other appropriate activities and events.

An education center/park administration and operations facility would be constructed on the vacant lot at the northeast corner of Daisy L. Gatson Bates Drive and South Park Street. Its primary function would be as a teaching and learning facility including classrooms equipped with state-of-the-art educational media with real-time visual and audio links to national and international Civil Rights-related sites. Through technology, visitors would have an opportunity to learn about and visit sites that otherwise would be unavailable. This alternative would accommodate drop-in visitors and scheduled visitor and student groups of all ages and learning abilities. The restored Magnolia Mobil Service Station would be adaptively used as a visitor orientation center. Tours would be available. Visitors would be able to visit the education center and participate in learning activities. Parking for cars and buses would be available on site. Partnerships and cooperative agreements for educational opportunities would be established with national and international academic, local, state, and federal organizations.

Implementation of this alternative would be expected to have similar minor to moderate, long-term beneficial effects on cultural resources as described for alternative 3. Through partnership efforts most features of the historic streetscape would be interpreted. The seven residences would remain in private ownership. Providing orientation, increased interpretation, and an educational experience for students and visitors would result in moderate, long-term beneficial impacts for participants. Interpretive facilities and media for the general public, however, would be limited and would provide a negligible to minor long-term beneficial effect.

Estimated development costs for this alternative would be approximately $4.2 to 4.7 million, which includes the construction of an education center. Operation and maintenance costs, including staff salaries, are estimated at $1.3 million annually. Staffing would increase by 12 to 13 for a total of 18 to19 employee positions. During the next 15 years operation and maintenance costs would be roughly $20.1 million.

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Purpose of and Need for the Plan



Photo Courtesy of Central High Museum Historical Collection / University of Arkansas at Little Rock Archives

Congress and President Clinton award the Congressional Gold Medal to the Little Rock Nine.

PUPROSE OF AND NEED FOR THE PLAN

INTRODUCTION

This *Final General Management Plan* and *Environmental Impact Statement pres*ents four draft alternatives to guide future management and use of Little Rock Central High School National Historic Site. One of the alternatives has been identified as the National Park Service's (NPS) preferred future management direction. Potential consequences and environmental impacts of all alternatives are identified and assessed in this document.

Actions proposed in a general management plan or in subsequent implementation plans are accomplished over time. Budget restrictions, requirements for additional data or legal compliance, and competing national park system priorities can prevent immediate implementation of many actions. Complex or especially costly actions could be implemented 10 or more years into the future.

A multi-disciplinary planning team prepared the general management plan. The park superintendent, members of the Midwest Regional Office in Omaha, Nebraska, the Denver Service Center in Denver, Colorado, and partners mentioned in the legislation make up the planning team. The 1998 legislation establishing the site directed the NPS to prepare this plan in consultation and coordination with the Little Rock School District, the city of Little Rock, Central High Museum, Inc., and other appropriate organizations and agencies.

The team received suggestions from the consulting partners mentioned above, the general public, and city, state, and federal agencies through official correspondence, workshops, meetings, newsletters, and personal contacts. The opinions and ideas of partners and the public are incorporated into the draft management alternatives. The "Consultation and Coordination" chapter of this plan describes the public involvement process in greater detail.

PURPOSE OF THE PLAN

The purpose of this action is to develop a general management plan for the Little Rock Central High School National Historic Site (the site). The site became a unit of the national park system on November 6, 1998, pursuant to the provisions of Public Law 105-356 (112 Stat. 3268). (See appendix A for the full text of the enabling legislation.) The general management plan develops a comprehensive management framework that will guide resource protection, visitor use, and administration of the site for the next 10 to 15 years. The general management plan will meet the congressional intent expressed in the site's enabling legislation within the context of the mission of the NPS.

NEED FOR THE PLAN

This plan is especially needed because the Little Rock Central High School site is a new unit in the NPS and currently has no approved, long-term management plan, which is required for all units in the system (National Parks and Recreation Act of 1978 Public Law 95-625). The site is small in area and its boundaries encompass a large functioning high school (more than 2,000 students). The site boundaries are shown on the Site map (page 7), which also shows Little Rock Central High School and campus, Magnolia Mobil Service Station, Ponder's Drug Store, the commemorative garden, and the northeast corner vacant lot. The city of Little Rock and the Central High

Museum, Inc., transferred ownership of the Central High Museum and Visitor Center, located in the Magnolia Mobil Service Station, to the NPS in January 2002. The Central High Museum, Inc., also planned the Central High Commemorative Garden on the northwest corner vacant lot at Daisy L. Gatson Bates Drive and South Park Street to commemorate the events at the high school in 1957. Ownership was transferred to the NPS in January 2002. Any additional properties obtained by the NPS would either be donated or purchased from a willing seller.

The NPS also has concerns about how the creation of the park will affect the preservation of cultural resources, visitor experience, museum collections, park operations, and the surrounding Central High Neighborhood Historic District. The legislation directs that cooperative agreements with appropriate public and private agencies may be used to accomplish the mission of the site. These constraints and questions have resulted in more detailed planning than is typically found in plans for larger, more established parks. This detail is intended to ensure adequate guidance in opening this site.

ESTABLISHMENT OF THE SITE

The Special Resource Study completed in August 1998 documented that the proposed national historic site met the NPS's criteria for suitability and feasibility as a unit of the park system. In order to meet the criteria for feasibility as a national park service unit, the "area's historic setting must be of sufficient size and appropriate configuration to ensure long-term protection of the resource and to accommodate the public." The Special Resource Study called out the Magnolia Mobil Service Station, Ponder's Drug Store, the seven houses along South Park Street, the landscape in front of the school, and the streetscape of South Park Street between Daisy L. Gatson Bates Drive and West 16th Street as appropriate adjacent properties to be included in, and necessary for, meeting the feasibility criteria to accommodate the public and ensure long-term protection of the Central High School and its story. In addition, the Special Resource Study team, with input from the public, recommended additional properties to accommodate the expected increase in visitation if the site was authorized by Congress as a new unit of the national park system. This resulted in the inclusion of the northeast and northwest vacant lots.

Following completion of the congressionally mandated Special Resource Study of Little Rock Central High School in 1998, legislation (Public Law 105-356 (112 Stat. 3268)) was approved on November 6, 1998, which established the national historic site. Congress included the high school, its 21-acre campus, and the adjacent properties outlined in the Special Resource Study (except for the seven houses along South Park Street) within the legislative boundary. In addition to establishing the site boundary, the legislation states that the site will "preserve, protect, and interpret for the benefit, education, and inspiration of present and future generations, Central High School in Little Rock, Arkansas, and its role in the integration of public schools and the development of the Civil Rights movement in the United States."

The legislation also mandates that the site cannot affect the authority of the Little Rock School District to administer Central High School or the authorities of the city of Little Rock in the neighborhood surrounding the school.

BRIEF DESCRIPTION OF THE SITE

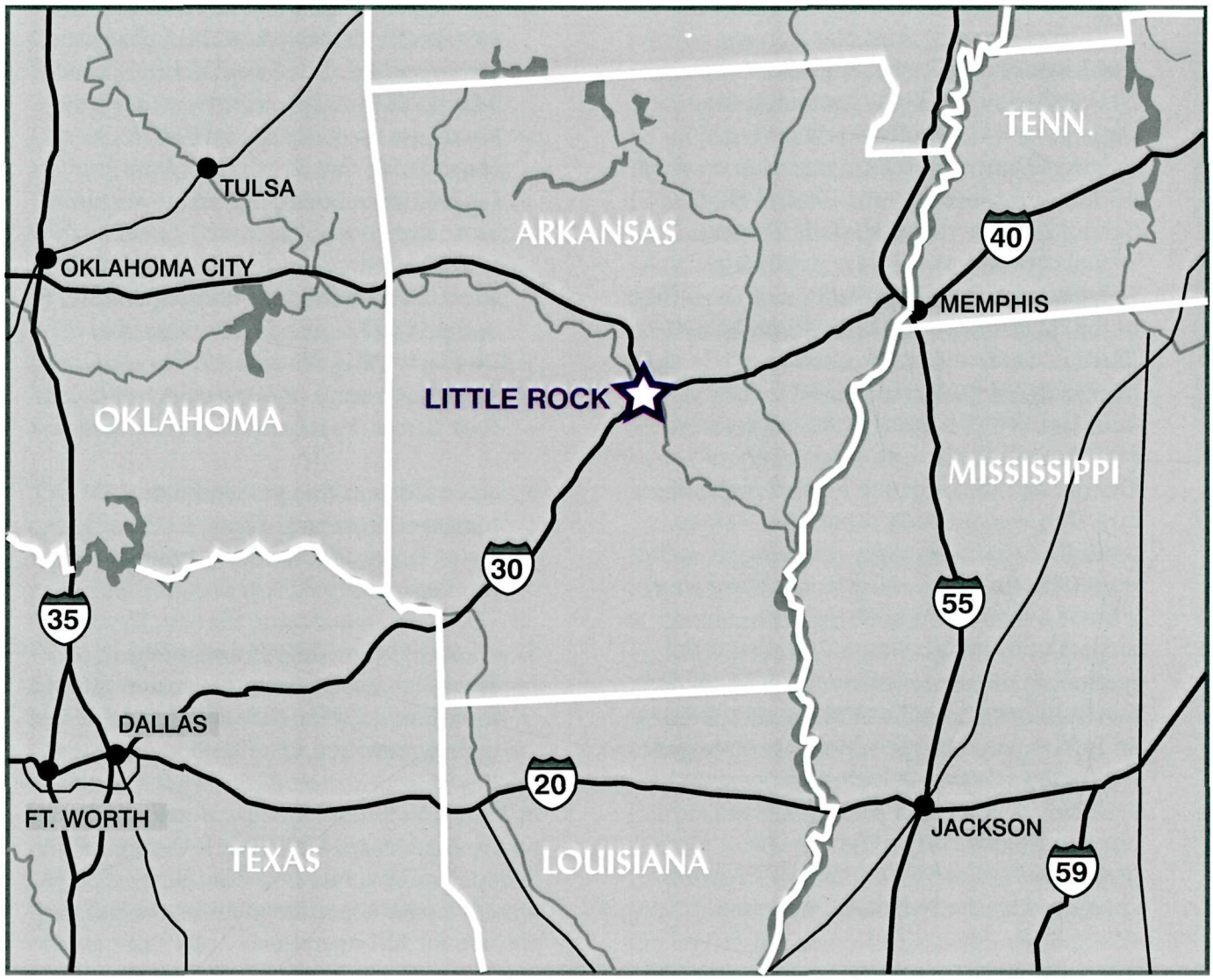
The Little Rock Central High School National Historic Site is located in the capital city of Little Rock, Arkansas in Pulaski County. (See Regional map on page 6.) It is surrounded by the Central High School Neighborhood Historic District. The school operates as a 4-year public high school under the administration of the Office of the Superintendent, Little Rock School District. Student enrollment is approximately 2,400 students, and the faculty numbers 115. Today, it is the largest of six high schools in the Little Rock School District and the only one located in the inner city. The student body represents a cross-section of the community, drawing from the most affluent areas of Little Rock and from a broad swath of middle- and low-income areas. Central High School has served the metropolitan area for many years as an unofficial magnet school, and it now houses an International Studies Magnet component within the school curriculum. Considered a national model in the field of human relations, Central High School is a participant in the Model Schools Program sponsored by the National Governors Association.

The total amount of land within the authorized boundary is 27 acres.* (See Site map on page 7.) The site boundary encompasses lands and interests as outlined in the site's enabling legislation; those lands and interests are composed of the following:

1. the Little Rock Central High School building and its 21-acre campus, which were designated a national historic landmark on May 20, 1982
2. the Central High Museum and Visitor Center (2125 Daisy L. Gatson Bates Drive), which is located in the restored Magnolia Mobil Service Station on the southeast corner of Daisy L. Gatson Bates Drive and South Park Street (approximately 1.35 acres)
3. a 1926 commercial building (2121/2123 West 16th Street), currently operating and privately owned (that housed Ponder's Drug Store in 1957) on the southeast corner of West 16th and South Park Street (approximately 0.21 acres)
4. a commemorative garden on the northwest corner of Daisy L. Gatson Bates Drive and South Park Street (approximately 0.56 acres)
5. a vacant lot on the northeast corner of Daisy L. Gatson Bates Drive and South Park Street (privately owned and approximately 1.31 acres)

In March 1999 the NPS appointed a superintendent for Little Rock Central High School National Historic Site. Since that time, the park superintendent has begun to prepare for full operation.

*3.91 acres includes sidewalk and pavements.

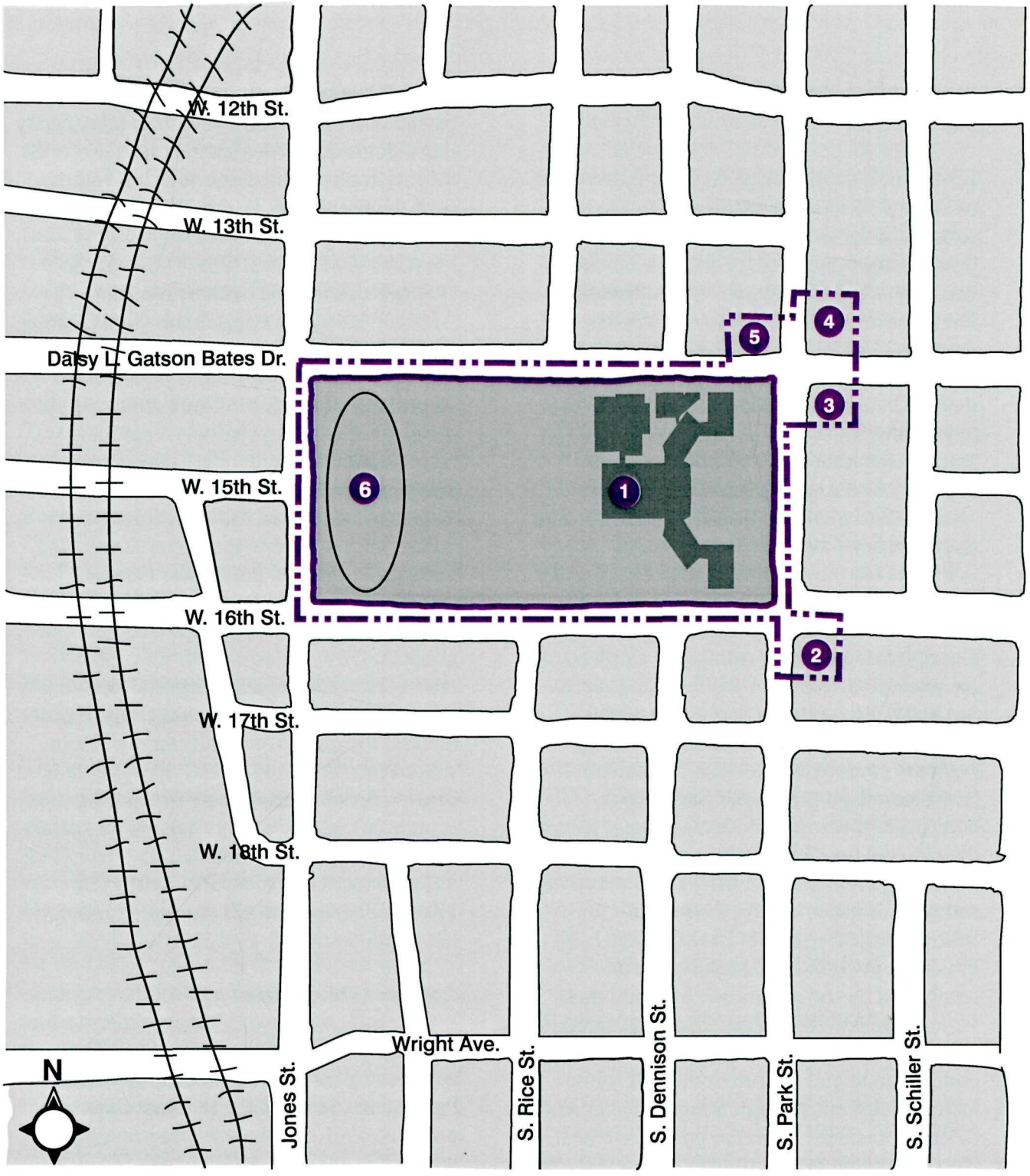


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Regional Map

Little Rock Central High School National Historic Site

United States Department of the Interior • National Park Service
DSC • 037 • 20006 • AUG 2001



Boundary of National Historic Site

Boundary of National Historic Landmark

1. Little Rock Central High School
2. Ponder's Drug Store
3. Visitor Center (Magnolia Mobil Service Station)
4. Vacant Lot
5. Commemorative Garden
6. Quigley Stadium

Site Map

Little Rock Central High School National Historic Site

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Significance of Little Rock Central High School NHL

Little Rock Central High School, the symbol of the end of racially segregated public schools in the United States, was the site of the first important test for the implementation of the U.S. Supreme Court's historic *Brown v. Board of Education of Topeka* decision of May 17, 1954, declaring that segregation in public education was an unconstitutional violation of the "equal protection of the laws" clause in the Fourteenth Amendment. The incidents at the high school during the fall of 1957 drew international attention as Little Rock became the epitome of state resistance when Arkansas Governor Orval E. Faubus directly questioned the sanctity of the federal court system and the validity of the Supreme Court's desegregation ruling. He challenged the executive branch of the federal government either to come to the rescue of the courts or permit a fundamental deviation from the course of American federalism. Even more significant, the Little Rock controversy was the first fundamental test of the national resolve to enforce African-American civil rights in the face of massive southern defiance during the period following the *Brown* decisions. When President Dwight D. Eisenhower was compelled by the magnitude of white mob violence to use federal marshals and troops to ensure the right of African-American children to attend the previously all-white Little Rock Central High School, he became the first president since the post-Civil War Reconstruction period to use federal force in support of African-American civil rights.

Inside the school, the African-American students were harassed and attacked. Eventually a guard was assigned to each of the "Little Rock Nine" inside the school. Troops were placed around the school to ensure the safety of the students. Schoolteachers who befriended the students lost their jobs. Many individuals and organizations in and around the city took up the cause for civil rights, such as Mrs. Daisy Bates, who helped the children gain access to the high school. On May 27, 1958, Ernest Green (one of the "Little Rock Nine") became the first African-American to graduate from Central High.

As a result of the Little Rock controversy, the city became the symbol of southern racist reaction. Furthermore, the controversy sharpened political antagonisms in the South, reestablished the front lines of massive resistance in the upper South, and became an integral part of the course of massive resistance. Bowing to the influence of segregationist and state sovereignty proponents, Gov. Faubus threw up sudden, crude barricades against national law and created a major constitutional crisis. Nevertheless, the controversy ultimately demonstrated the futility of directly defying federal court orders by graphically illustrating the economic costs of total resistance to social change. Little Rock was the most decisive test of American federalism during the 1950s. (See appendix B for an expanded historical overview.)

Adjacent Properties

The significance of the properties located adjacent to the high school, along South Park Street, rests on the fact that these properties formed the backdrop against which these events were played. Historic photographs taken during the events of 1957 document this backdrop and the events that happened during this time. The desegregation of **Central High School** began on September 4, 1957, when the first African-American students entered the all-white high school. Those nine students are today referred to as the "Little Rock Nine." Eight

of the African-American children attempted to approach the building only to be refused admittance by armed National Guardsmen.

One of the "Little Rock Nine" rode the bus to school that day and was met by a jeering mob as she approached Daisy L. Gatson Bates Drive and South Park Street near the **Magnolia Mobil Service Station**. At the service station the national press had taken up residence, using the pay phone there to call in their news stories as events unfolded. This student attempted to enter the school and was also refused admittance by the National Guard. She continued along **South Park Street** as the mob heckled and jeered. Crowds surrounded her and watched from the front yards and porches of the **homes along South Park**. She tried to enter **Ponder's Drug Store** but was refused admittance there. She finally sat on a bench at the bus stop near Ponder's and boarded the city bus.

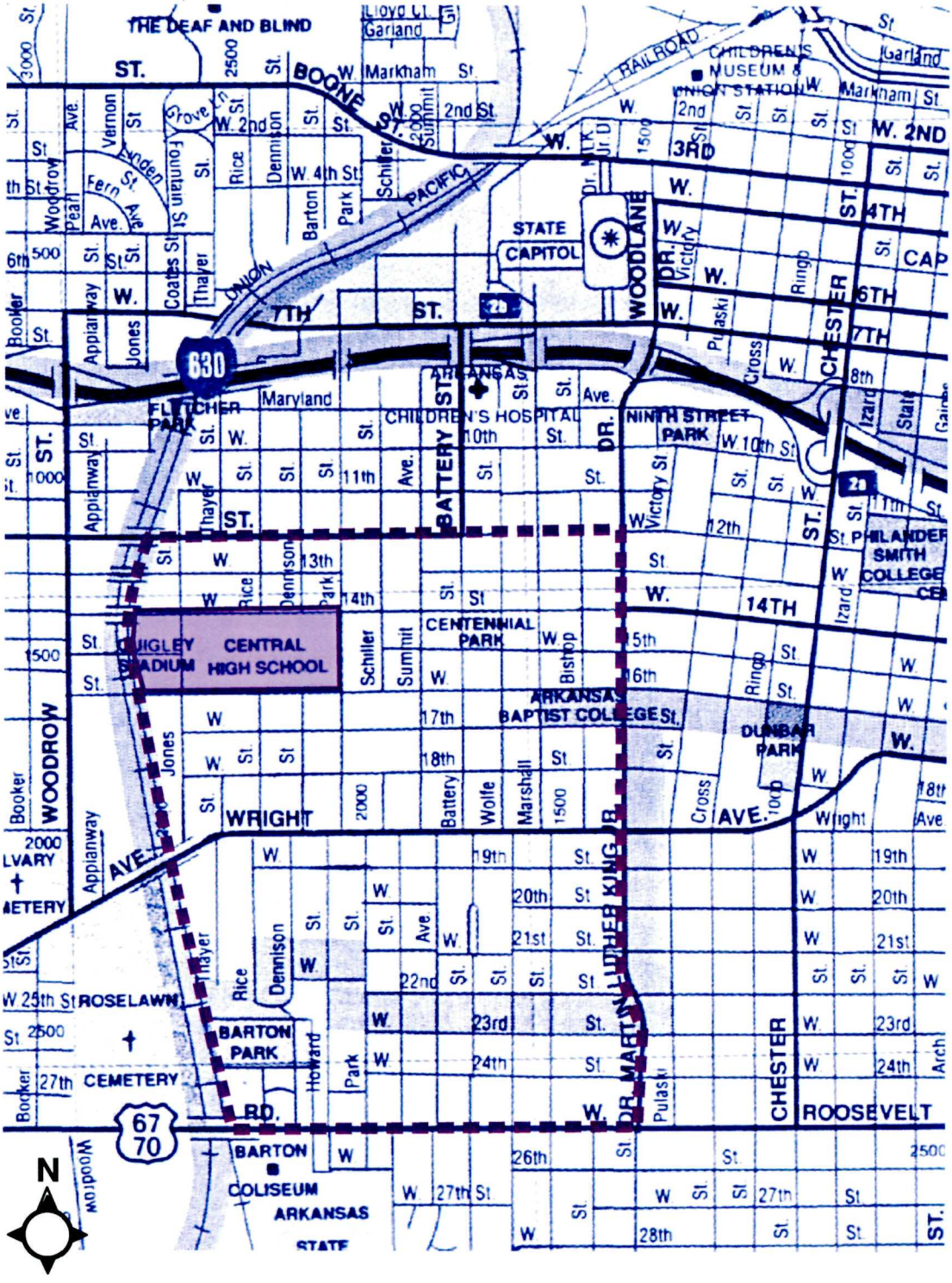
The general management plan team reconfirmed that the service station, seven houses, and the drug store continue to be the properties necessary for resource protection and visitor understanding and enjoyment of the site. In addition, the team reconfirmed that the commemorative garden and vacant lot on Daisy L. Gatson Bates Drive were necessary to provide for projected visitation and a quality visitor experience. The guidance offered in the Special Resource Study, the enabling legislation, and the mission and interpretive goals of the historic site, along with a review of the events of 1957, all were used as criteria to make this determination.

Historic Streetscape

The National Park Service acknowledges the importance of the South Park Street setting in front of the high school. According to the draft "Cultural Landscape Inventory" prepared by the National Park Service, one of the most significant character-defining features of the cultural landscape at the site is the "streetscape" of South Park Street between Daisy L. Gatson Bates Drive and West 16th Street in front of the high school. The features of the streetscape, including buildings, structures, roads, sidewalks, and vegetation, reflect the historic land use patterns and associative significance of the site. This block is referred to throughout the document as the historic streetscape. This streetscape is bounded on the west by the high school's front façade and grounds and on the east by seven private residential houses. This historic streetscape is a small part of the larger, equally important cultural landscape that surrounds the national historic site. It is the location most recognizable as the backdrop of the events of 1957. Many of the historic photographs were taken along this block, which has remained largely architecturally intact and unaltered since 1957 (one home was damaged by fire several years ago). There is a need to preserve this setting in order to interpret the events of 1957. The current boundary of the national historic site is down the center of South Park Street. The seven residences are part of the historic streetscape, although they are not within the boundary of the national historic site. The National Park Service has no authority concerning these homes.

Central High School Neighborhood National Historic District

On August 16, 1996, Central High School Neighborhood Historic District (boundaries generally defined by Dr. Martin Luther King, Jr., Drive on the east, mid-block between Rice and Jones Street on the west, West 12th Street on the north, and Roosevelt Road on the south; see the map on page 10) was listed in the National Register under Criteria A (because of its association with events that have made a significant contribution to the broad patterns of American



National Historic District Boundary

Little Rock Central High School
National Historic Landmark

Historic District

Little Rock Central High School National Historic Site

United States Department of the Interior • National Park Service
DSC • 037 • 20008 • AUG 2001

history: area of significance – community planning and development) and C (because of its architectural characteristics and qualities) with local significance. Within the district, 417 buildings were determined to be contributing to the district's significance, while 401 buildings were classified as noncontributing. Six buildings within the historic district had previously been listed in the National Register. This historic district listing was amended on January 17, 1997, to include the Wright Avenue Christian Church (now known as the Church of the Living God) at 1850 South Park Street. For a detailed description of the historic district, please see Appendix C.

Cultural Landscape

The National Park Service recognizes the national significance of the interior and exterior of the buildings and grounds of the entire 21-acre campus of the high school and the local significance of the surrounding neighborhood a national historic district. However, due to the constraints imposed by the provisions of Public Law 105-356 and the political realities associated with the continuing operation of the high school, the National Park Service has focused this planning effort primarily on the front façade of the high school building and its adjacent front grounds. The National Park Service has also focused this planning effort on the historic streetscape along South Park Street, which includes the front of the high school as well as the cultural landscape of that street between Daisy L. Gatson Bates Drive and West 16th Street. A complete description of the cultural landscape can be found under Cultural Resources in the "Affected Environment" chapter of this document.

In each of the three draft conceptual alternatives, the National Park Service would work cooperatively with the Little Rock School District to develop a preservation plan/policy for the buildings and grounds of the entire 21-acre school campus that is amenable to the school district. Furthermore, the National Park Service would seek to work cooperatively with neighborhood associations and city agencies to develop preservation strategies for protecting the documented architectural and cultural landscape values of the high school's surrounding neighborhood.

ISSUES AND CONCERNS

Issues and concerns about the site form the basis of the impact topics that are analyzed in this document. The general management plan provides a strategy for addressing the following issues within the context of the draft alternatives.

Neighborhood: The development of a new national park in a residential area that is directly across from an operating school raises concerns about potential impacts on the quality of life for those who live and work in the area. There are concerns about safety, noise, congestion, air quality, and roads.

Visitor Experience: The current visitor center is extremely small (1,717 sq. ft.). It contains a small exhibit area, a lobby, and one office. This facility has reached its capacity (20,000 visitors/year). The exhibit area can comfortably accommodate 30 visitors at one time. It is a common occurrence to have 40-50 visitors inside the exhibit and lobby area at one time. Because of the extremely limited space, a reservation system is in place. However, many tour and coach groups and walk-in visitors arrive unannounced. There have been occasions when several unscheduled commercial tour buses have arrived at the same time. These visitors are not turned away; they are asked to wait outside the building until the exhibit area clears. This situation routinely occurs during the months of April through October.

February (Black History Month) is also an extremely high visitation month. Due to this space limitation, many visitors are unwilling to wait to enter the exhibit; therefore, they leave without experiencing even the limited interpretive opportunities available.
The NHS is in a residential setting directly across the street from a high school with 2,000+ students. Visitors may walk the block in front of the school along South Park Street without the benefit of a ranger-led tour. Some visitors are unwilling to walk the entire two blocks of the NHS because they perceive possible safety issues.

Education and Interpretation: The service station has one office. There is no space available to develop the variety and extent of education and interpretation programs or outreach activities needed to provide a quality experience. There is no space for staff to produce these basic education and interpretive programs. Because the exhibit area is small (~500 sq. ft), the existing exhibits are not comprehensive. Space constraints do not allow for placing collections on display or for expanding interpretation opportunities. The limited size of the exhibit area in the service station precludes opportunities to provide visitors with the full story of the historic site.

Cultural Landscape Preservation: The site is part of, and depends on, a much larger cultural setting and surrounded by the historic district. This surrounding cultural landscape is important for understanding the park's story. The cultural landscape is that of a busy high school campus surrounded by residential housing. It may be affected by the anticipated growth in private and commercial development and tourism resulting from the establishment of the national historic site.

Boundary Adjustment: The enabling legislation specified the boundary of the national historic site and identified the properties to be included within the boundary. Considering current trends in and around the boundary, is there a need to adjust the boundary to protect significant resources or enhance interpretation?

Resource Condition and Level of Treatment: The site presents significant challenges given limited funds for preservation and development. With the exception of the Magnolia Mobil Service Station and the commemorative garden, NPS does not own any property within the boundary of the historic site. The enabling legislation dictates a federal interest in preservation and interpretation of resources, focusing on accomplishing that mission through partnerships. It also directs NPS to identify lands for acquisition that might be necessary for the agency to carry out its responsibilities for resource preservation and interpretation.

Museum Collections: There is no space in the visitor center for basic exhibit storage. As a result, the museum collection is located offsite in several places. There is no staff on the site to meet minimum standards of collection management. The collection is expected to grow as the site becomes more widely known and research continues. Appropriate facilities need to be provided to accommodate this increased collection.

Administration and Park Operations: The visitor center (1,717 sq. ft), contains a small exhibit area (~500 sq. ft.), a small lobby, and one office. There is no space for additional staff, storage, exhibits, and other necessary operational functions. No offices or work areas are available for park rangers and interpreters, and there is no space for the necessary, essential staff to perform the basic operations of the visitor center. Adequate

administrative/ headquarters space is required to provide a quality visitor experience and fulfill the mission of the historic site.

Partnerships: Other organizations with which the NPS may develop agreements potentially play an important role in interpreting the park story and preserving resources.

ISSUES BEYOND THE SCOPE OF THIS PLAN

The public and our partners offered ideas about the future of the site during various meetings and workshops, and through responses to newsletters. However valid, some ideas are not related to this plan and are not within the purview of the NPS. Some of these ideas and suggestions are listed below.

Central High School: Ideas were offered on what changes should be made at the school such as developing a museum, restoring the reflecting pool, using classrooms in the school for visitor interpretation, or placing exhibits in the school. The National Park Service recognizes the national significance of the interior and exterior of the school buildings; however, the legislation clearly states that the school shall remain autonomous. The school district and NPS will work cooperatively to meet the needs of the school and park site. However, any changes at the school rest with the appropriate school authorities

Local Initiatives: Private entities are sponsoring a number of planning efforts. These efforts encompass a wide range of activities such as the possibility of building a Civil Rights Institute, developing a long-range strategic plan, and other preservation initiatives by the Central High Neighborhood Association. There are possible future preservation initiatives by the city and state. These planning efforts will enhance interpretation and preservation efforts at the site, in the surrounding community, and throughout the city. The NPS will work cooperatively with all entities to achieve mutual goals. However, these efforts are independent of the NPS's planning effort, and decisions and outcomes remain with the initiating parties.

IMPACT TOPICS

Laws, policies, and sometimes public input determine which impact topics need to be analyzed. However, applicable topics can and do vary among the various places administered by the NPS. For instance, the NPS is required to avoid, to the extent possible, the adverse impacts associated with the destruction or modification of wetlands. At a site such as Little Rock Central High School, where there are no wetlands, this impact topic (impacts on wetlands) can be dismissed. In other words, to focus analysis of the potential impacts of implementing the alternatives, specific impact topics were selected for analysis and others were eliminated. Relevant impact topics were selected based on agency and public concerns, regulatory and planning requirements, and known resource issues. Subsequent discussions of the environment that would be affected (the "Affected Environment" chapter) and the impacts related to each alternative action (the "Environmental Consequences" chapter) focus on these impact topics. A brief rationale for selecting these topics is provided below.

Impact Topics Selected for Further Analysis

The following impact topics were selected for further analysis: cultural resources, natural resources, visitor experience, park administration and operations, the socioeconomic environment, and transportation and site access. These impact topics are analyzed in detail in the "Environmental Consequences" chapter of this document.

Impact Topic 1: Cultural Resources

The alternatives have the potential to affect cultural resources and landscapes.

Impact Topic 2: Natural Resources

All natural resource topics with the exception of air quality were eliminated from further evaluation. Increased visitation and thus increased traffic, which is expected under all alternatives, has the potential to affect air quality. The reason for eliminating other natural resource topics is discussed in the next section.

Impact Topic 3: Visitor Experience

The alternatives would directly affect the visitor experience and how many visitors use the site.

Impact Topic 4: Administration and Operations

The alternatives would directly affect administration and operations of the site with respect to visitor services, staffing, and maintenance operations.

Impact Topic 5: Socioeconomic Environment

The alternatives have the potential to impact the socioeconomic environment, through changes in land use and the economy of the surrounding neighborhood and landscapes.

Impact Topic 6: Transportation and Site Access

The alternatives could affect the way visitors arrive at the site. Personal vehicles and school and commercial tour buses must be accommodated and pedestrian safety addressed.

Impact Topics Eliminated from Further Evaluation

The following natural resource impact topics were eliminated from further evaluation They have not been analyzed in detail in this document. These topics are being eliminated because the site is in an urban area that has been highly disturbed, and almost no natural resources remain at the site.

Water Resources, Floodplains, and Wetlands

No intermittent or perennial streams flow within or adjacent to the project area. The implementation of the alternatives would not noticeably add to local water and wastewater treatment requirements. Therefore, impacts on the system's capacity and the area's water quality would be negligible.

According to the Federal Emergency Management Agency, the project area is not within either a 100-year or 500-year floodplain. It is in a zone of no flooding.

The U.S. Fish and Wildlife Service's *National Wetland Inventory* map indicates that there are no wetlands within the project

area. Standard construction practices will be employed during construction to control runoff. No impacts on wetlands would be anticipated from implementing the alternatives.

Prime and Unique Farmlands

There are no farmlands in the project area.

Soils

Alternative 2, and 4, call for development of a building and parking on a vacant lot on the northeast corner of Daisy L. Gatson Bates Drive and South Park Street. Alternative 3 calls for development of a small shuttle staging area on the same lot. Any construction in any alternative would disturb soils. These soils are in an urban, developed area and have been previously disturbed. Best management practices for erosion control would be implemented and disturbed areas would be replanted to minimize soil erosion. Therefore, construction called for by any one alternative would have negligible adverse impacts on soils.

Vegetation and Wildlife

The project area is situated in a highly developed urban setting that has been cleared of natural vegetation. Vegetation and wildlife species in the area are those associated with disturbed areas and human development in large metropolitan areas. Disturbance related to construction work in alternatives 2, 3, or 4 would occur on less than 1.3 acres of previously disturbed ground and would not affect wildlife habitat. Therefore, actions called for would not appreciably impact vegetation or wildlife.

Threatened or Endangered Species or Species of Special Concern

The U.S. Fish and Wildlife Service and the Arkansas Game and Fish Commission were contacted in July 2000 to provide information about the potential occurrence of species that are threatened, endangered, or of special concern in the Little Rock vicinity. No federally listed threatened or endangered species are known to exist in the project area. (See appendix D, Consultation Letters.)

Ecologically Critical Areas

The project area is composed exclusively of disturbed habitats in an urban environment. No ecologically critical areas exist within or adjacent to the site's boundary.

Indian Trust Resources and Sacred Sites

The project area is composed exclusively of disturbed habitats in an urban environment. There are no Indian Trust resources or sacred sites within or adjacent to the site's boundary.

Impacts to Little Rock Central High School Operations

Continued operation of the high school as an educational institution and avoidance of conflicts between the school and the site was considered as a mandate for all alternatives. The NPS's enabling legislation specifically directs that the national historic site not interfere with the use of the high school as an educational institution. Therefore, all alternatives are designed to meet this mandate, and this topic is not analyzed as an impact topic specific to NPS actions.

PLANNING DIRECTION AND GUIDANCE

Congress, through the enabling legislation, provides the overall reason for setting the site aside and provides general direction as well as specific guidelines for the future. In addition, planning guidance is given in a number of laws, policies, mandates, and guidelines that already exist and must be followed. All of these avenues provide the basis for preparing the general management plan.

The planning team began by reviewing and interpreting the intent of the legislation that established the park. With input from the public and planning partners, the site's purpose and significance were identified. The legislation, purpose, and significance provided the parameters for formulating the alternatives.

The following sections define these terms in greater detail and present the statements developed specifically for the site.

Purpose and Significance

Purpose

The reason the site was established provides the most fundamental criteria against which the appropriateness of actions proposed in the draft alternatives are tested. The following purpose statement represents the team's interpretation of the legislative mandate that established the site. The enabling legislation states that the site was set aside to:

Preserve, protect, and interpret for the benefit, education, and inspiration of present and future generations, Central High School in Little Rock, Arkansas, and to interpret its role in the integration of public schools and the development of the Civil Rights movement in the United States.

Significance

Significance statements define important attributes that relate to the site's purpose and why the site was established. Significance statements capture the essence of the site's importance to the nation's natural and cultural heritage. Understanding the site's significance helps mangers set protection priorities and determine desirable visitor experiences.

Based on the legislation, the following significance statements were developed.

1. The admission of nine African-American students to Little Rock Central High School was the most prominent national example of the implementation of the two Supreme Court decisions in *Brown v. Board of Education of Topeka.*

2. Central High School was designated a national historic landmark in recognition of the events which took place at the school during the Little Rock crises, beginning in 1957, and continuing through the closing and reopening of the school in 1959.

3. Little Rock Central High School played a significant role in the desegregation of public schools in the South.

Management Goals

Management goals have been determined to be the most important goals for the site. They stem from the purpose and significance statements. Given the purpose and significance, goals were developed to provide guidance in preserving and protecting what is significant and communicating the primary themes to the visitors. These are immediate and long-term goals – the actions that would take place during the life of this plan (10–15 years) to

fulfill resource protection, visitor use, and operational mandates. The goals are:

1. Interpretation: The story of the Little Rock Central High School National Historic Site, as portrayed through interpretive themes, will be effectively interpreted for diverse audiences in ways that engage attention and emotion, provoke thought and reflection, and relate to contemporary issues. Educational services incorporate park themes and school curricula and serve both on-site and off-site audiences, and they are based on active partnerships with educational institutions. Historical interpretation and education are based on accurate and contemporary scholarship, and they represent legitimate differences in perspective. Electronic, print, and digital media extend outreach service to the public locally, nationally, and internationally.

2. Orientation: A well-defined point (or points) of arrival, welcome, and site orientation will be available for site visitors. Visitors' choices, including onsite and offsite opportunities and related sites, will be well defined. Visitors feel welcome at all publicly accessible areas and can clearly distinguish between public and private areas. Onsite visitors can get a clear picture of the appearance and ambience of the site during 1957–58.

3. Cultural Landscape: The integrity and ambience of Central High School's adjacent historic streetscape, and the surrounding national historic district neighborhood, would be protected to the extent possible to preserve the historic scene in which the dramatic events of 1957-58 occurred. The NPS, within the limits of the site's enabling legislation, would continue to work with the school board and district to achieve this goal. Resource preservation reflects the historic context within which those events unfolded, providing an effective backdrop in scale for interpretation of this landmark battle in the struggle for civil rights.

4. Partnerships: The site will encourage and use a variety of partnerships to fulfill its mission. These partners will be involved with site management, resource protection, interpretation, education, and visitor experience. One potential partner is the current students of Central High School. Partnerships with students would have to be coordinated through the school or the school board.

5. Civil Rights: Visitors to the site will be able to make personal connections to the meaning of the integrated school since the 1957–58 events. People are encouraged to contemplate and participate in the improvement of race relations.

Visitor Experience Goals and Interpretive Themes

This section describes the experiences visitors could have when they visit Little Rock Central High School National Historic Site, its surrounding neighborhood, and the Little Rock vicinity. While the focus of any experience would be the high school, related resources in the neighborhood, city, and nation would provide variety and richness to the experience. To satisfy diverse interests, a range of opportunities would be available based on the interpretive themes identified for the site.

Visitor Experience Goals

The following are experiences (including knowledge, attitudes, activities, and sensory experiences) that the NPS and its partners want to make available for site visitors. These goals will influence park operations and guide the development of interpretive and educational media and programs.

Visitors will have opportunities to do the following:

learn about and feel the emotions of the events surrounding the integration of Central High and be able to relate those events to the overall civil rights movement, to current events, and to themselves
meet (through audiovisual and other media) the people involved (e.g., "Little Rock Nine," white students, school administrators, soldiers, and others), feel their emotions, and have access to their stories,
put locations and events in context by walking or viewing the school grounds, South Park Street, and the streets of the surrounding neighborhood; and, if they choose, visiting related sites,
learn about the Constitution and the legal issues involved in its interpretation and application,
learn about other sites and stories associated with civil rights,
have access to related contemporary stories, such as events at the high school and in Little Rock today, how the students and residents feel about past and present events, and the current racial situation,
gain an appreciation for its size, history, ambiance, and architectural significance, and
better understand race relations of the past and present, and be encouraged to think about race relations in the future.

Interpretive Themes

Interpretation is an educational activity that is designed to provoke thought and curiosity, convey messages, encourage emotional connections, and help people enjoy, appreciate, and protect park resources and values. Interpretive planning includes determining what are the key messages, stories, concepts, and experiences associated with a park site, and recommending the best ways to communicate those messages and stories and provide those experiences. Interpretive themes are those key messages, stories, and concepts that are important for visitors to understand. They provide the foundation for interpretive programs and media (although they need not include everything that is interpreted in the park). Six primary interpretive themes were developed for the National Historic Site. They are described below.

The Event

The integration of Central High was a landmark battle in the struggle for civil rights. It forced the people of a city and a nation to confront themselves on the issue of discrimination, created an international problem for the country by exposing racism in American society, pitted federal upholding of constitutional civil rights against states rights of self-governance, and provided a foundation for supporting and forging new attitudes of racial tolerance.

Civil Rights Movement

The 1957-58 events at Central High School constituted one of many battles in the ongoing struggle for equal rights for all. The integration of Central High School was the first prominent implementation of the Brown v. Board of Education of Topeka decisions by the U.S. Supreme Court. Subsequent events have demonstrated that

racial discrimination would not be obliterated quickly or easily.

Use of Executive Power

President Eisenhower's issuance of Executive Order 10730, which provided "Assistance for the Removal of an Obstruction of Justice within the state of Arkansas," represented a national commitment to enforce civil rights. It was one of the few times that a president has exercised his right to use executive power to contravene state authority on behalf of civil rights for African-Americans.

Equal Rights

In the Declaration of Independence, the United States proclaimed as its founding philosophy a commitment to certain "self evident truths," including the assertion that "all men are created equal." Almost 200 years later, and after several Constitutional amendments that strengthened and clarified that commitment, events at Little Rock Central High would put it to a monumental test.

The School

Central High is more than a building. It is a symbol of excellence in education, an architectural achievement, the end of a segregated school system, and humanity at its best and worst.

The City and the State

As the relatively progressive capital of a southern state – with several integrated institutions including the library, public buses, parks, and the University of Arkansas Graduate Center – Little Rock seemed an unlikely site for civil unrest over the issue of school integration. However, a series of events in the state exposed significant white opposition to desegregation and created an explosive situation.

Laws, Policies, Mandates, and Agreements

The NPS must abide by the large body of laws and policies that apply to all national park system units. These laws and policies specify some of the future visitor experiences and resource conditions at the park sites. For example, the NPS must assist in preserving the Central High School because it is the key element of the purpose for which the site was established and a national historic landmark.

Conditions of visitor use, resource preservation or development of the site often are specified in enabling legislation. In this document these conditions are called special mandates or agreements. At this site, for example, one mandate in the legislation is to coordinate visitor interpretation of the site with the school district and the Central High School Museum, Inc.

Laws and Policies

The conditions prescribed by laws, regulations, and policies most pertinent to the planning and management of the site are summarized in this section. Although attaining some of these conditions is sometimes deferred due to funding or staffing limitations, the NPS strives to implement these policies.

Partnerships

The site is part of the local neighborhood as well as a part of the greater social, economic, and cultural system. Current policy requires the following:

Law or Policy	Management Direction and Action
NPS *Management Policies*	Because the site is an integral part of larger regional environments, the National Park Service will work cooperatively with others to anticipate, avoid, and resolve potential conflicts, to protect site resources, and to address mutual interests in the quality of life for community residents. Regional cooperation will involve federal, state, and local agencies, neighboring landowners, and all other concerned parties. The Park Service will continue to establish and foster partnerships with public and private organizations to achieve the purposes and mission of the site. Partnerships will be sought for resource protection, research, education, and visitor enjoyment purposes. Site staff will keep landowners, land managers, local governments, and the general public informed about site management activities. Periodic consultations will occur with landowners and communities affected by site visitors and management actions. The National Park Service will work closely with local, state, federal agencies, and partners whose programs affect, or are affected by, activities at the site.

Impairment

In addition to determining the environmental consequences of the alternatives, Director's Order 55, Interpreting the National Park Service Organic Act, requires the analysis of potential effects to determine if actions would impair park resources. Under the NPS Organic Act and the General Authorities Act, as amended, the NPS may not allow the impairment of park resources and values, except as authorized specifically by Congress. The NPS must always seek ways to avoid or minimize, to the greatest degree practicable, adverse impacts on park resources and values. However, the laws do give the NPS management discretion to allow impacts to park resources and values when necessary and appropriate to fulfill the purposes of a park, as long as the impact does not constitute impairment to the affected resources and values (Management Policies 1.4.3).

Law or Policy	Management Direction and Action
1916 Organic Act, General Authorities Act, and NPS Management Policies "The primary responsibility of the National Park Service . . . 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 for employment of them." Park resources and values are broadly considered to be the purpose for which the park was established.	The proposed actions will not impair park resources and values. An analysis of the potential to impair, preserve or restore park resources and values is contained in the "Environmental Consequences" chapter.

Cultural Resources

Current laws and policies require that the following conditions be achieved for historic properties (e.g., buildings, structures, and cultural landscapes) at the site.

Law or Policy	Management Direction and Action
National Historic Preservation Act; Executive Order 11593; Archeological and Historic Preservation Act; the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation; Programmatic Memorandum of Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers (1995); NPS Management Policies	Historic properties are inventoried and their significance and integrity are evaluated under National Register of Historic Places criteria. The qualities that contribute to the eligibility for listing or listing of historic properties on the National Register of Historic Places are protected in accordance with the Secretary of the Interior's Standards (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable).

Collections

Current laws and policies require that the following conditions be achieved at the site to protect and preserve site collections (museum objects and archive collections):

Law or Policy	Management Direction and Action
National Historic Preservation Act; Archeological and Historic Preservation Act; Archeological Resources Protection Act; NPS Standards for NPS Museum Collections Management, NPS Museum Handbook, NPS Records Management Guideline, National Archives and Records Administration Standards, NPS Cultural Resources Management Guideline.	All museum objects and manuscripts are identified and inventoried, and their significance is determined and documented. The qualities that contribute to the significance of collections are protected in accordance with established standards.

Natural Resources

Air quality is the only natural resource topic to be addressed in this document. Because the site is in a highly disturbed urban area, other natural resources would be unaffected by actions proposed in this management plan.

Law or Policy	Management Direction and Action
1970 Clean Air Act requires federal land managers to protect air quality NPS Management Policies address the need to analyze air quality during site planning.	The effects of the alternative actions on air quality will be addressed in accordance with the Clean Air Act and NPS Management Policies.

Visitor Experience

Current laws and policies require that the following conditions be achieved in National Park system units such as this site:

Law or Policy	Management Direction and Action
Visitor Safety: NPS Management Policies	Visitor and employee safety and health are protected.
Interpretation and Education: NPS Organic Act; site's enabling legislation; NPS Management Policies	Visitors understand and appreciate site values and resources and have the information necessary to adapt to site environments; visitors have opportunities to enjoy the sites in ways that leave resources unimpaired for future generations.
Visitor Services: NPS Organic Act; site's enabling legislation; Title 36 of the Code of Federal Regulations; NPS Management Policies	Site recreational uses are promoted and regulated, and basic visitor needs are met in keeping with site purposes.
Access: Americans with Disabilities Act; Architectural Barriers Act; Rehabilitation Act; NPS Management Policies	To the extent feasible, facilities, programs, and services are accessible to and usable by all people, including those with disabilities.
NPS Management Policies; 1998 Executive Summary to Congress, Recreational Fee Demonstration Program, Progress Report to Congress, Volume I – Overview and Summary (U.S. Department of the Interior, National Park Service, U.S. Fish and Wildlife Service, Bureau of Land Management; U.S. Department of Agriculture, Forest Service)	Visitors who use federal facilities and services for outdoor recreation may be required to pay a greater share of the cost of providing those facilities and services than the population as a whole.

Property Ownership and Purchase

The NPS has the authority to purchase property within and outside of the site boundary under certain circumstances.

Law or Policy	Management Direction and Action
Section 2(e) of the enabling legislation authorizes the purchase of : private property through donation or appropriate funds only with the consent of the owner and state property only by donation or exchange	Central High Museum, Inc., transferred ownership of the Magnolia Mobil Service Station (current visitor center) and its commemorative garden to the National Park Service in January 2002. The cooperative agreement provides interpretive planning participation. Any property mentioned in the general management plan can only be purchased with the consent of the owner.
Uniform Relocation Assistance and Real Property Acquisition Policies Act (PL 91-646)	This act provides for uniform and equitable treatment of persons displaced from their homes, businesses, or farms by federal and federally assisted programs. It also established uniform and equitable land acquisition policies for federal and federally assisted programs. The act ensures that property owners receive fair market value based on an appraisal in addition to most title transfer costs. Displaced owners and tenants receive assistance in finding comparable replacement property and compensation for moving expenses
Enabling Legislation: The plan shall identify lands or property, if any, that might be necessary for the National Park Service to acquire in order to carry out its responsibilities.	Based on the findings of the Special Resource Study and the enabling legislation, the following were reconfirmed by the planning team as properties that would assist in telling the story, provide for appropriate visitor experiences and resource protection, and allow for adequate park administration activities: Ponder's Drug Store, Magnolia Mobil Service Station, the commemorative garden, and a vacant lot at the corner of Daisy L. Gatson Bates Drive and South Park Street.
NPS Management Policies (3.6) ". . . acquisition outside authorized boundaries is generally prohibited . . . ."	Only property within the boundary of the NHS can be considered for purchase by the NPS. The property must meet specific criteria, comply with all applicable legislation, congressional guidelines, executive orders, and policies prior to purchase. Purchase must be from a willing seller.

Boundary Adjustment

NPS Management Policies (3.5) "As part of the planning process, the NPS will identify and evaluate boundary adjustments that may be necessary or desirable in order to carry out the purposes of the park unit."	The general management plan will assess whether a boundary adjustment is needed to protect significant resources and values or to enhance opportunities for public enjoyment related to park purposes. See the "Affected Environment" for a description of the historic streetscape.

Site Mandates and Agreements

The conditions prescribed by mandates outlined in the enabling legislation and existing agreements most pertinent to the planning and management of the site are summarized in this section.

The enabling act (Public Law 105-356 S. 2232) provides for the establishment, administration, and operation of Little Rock Central High School National Historic Site. It provides that the Secretary of the Interior shall administer only those lands under the jurisdiction of the Secretary, and that nothing shall affect the authority of the Little Rock School District or the city of Little Rock to administer the school and neighborhood.

Legislated Mandates	Management Direction and Action
Management ♦ The NPS shall administer only those lands under the direct jurisdiction of the Secretary in accordance with laws generally applicable to units of the national park system, and ♦ The NPS shall not affect the authority of the Little Rock School District or the city of Little Rock in the neighborhood surrounding the school.	The Little Rock Central High School National Historic Site has established a cooperative agreement with Central High School, which addresses how the site and the school can work together to preserve and interpret the story without interfering with the school's autonomy.
Cooperative Agreements: ♦ The NPS shall "enter into cooperative agreements with appropriate public and private agencies, organizations, and institutions (including but not limited to, the State of Arkansas, the city of Little Rock, the Little Rock School District, Central High Museum, Inc., Central High Neighborhood, Inc., or the University of Arkansas) in furtherance of the purposes of this Act," and ♦ The NPS shall "coordinate visitor interpretation of the historic site with the Little Rock School District and the Central High School Museum, Inc."	The NPS currently has cooperative agreements with: ➢ The Little Rock School District to develop education programs and initiatives for Central High School, conduct interpretive tours inside the school, review plans and make recommendations on major proposed changes to the school building and its historic scene, and provide technical assistance for preservation. ➢ The University of Arkansas at Little Rock for developing interpretive programs and providing technical support for historic research, conference planning, student interns, and teacher workshops
Partnerships: ♦ The plan for the site shall be "prepared in consultation and coordination with the Little Rock School District, The city of Little Rock, Central High Museum, Inc., and with other appropriate organizations and agencies," and ♦ should include specific roles and responsibilities for the administration of the site and its programs.	The NPS will implement the approved management plan as directed by the legislation. Partnership roles and responsibilities are outlined under "Partner Roles and Responsibilities" in each alternative.

Legislated Mandates	Management Direction and Action
Theme Study: ♦ A National Historic Landmark Theme Study (Desegregation in Public Education) was prepared in conjunction with the *General Management Plan.*	This theme study identified local and national "sites, districts, buildings, structures and landscapes that best illustrate or commemorate . . . racial desegregation in public education." As a result of the study the Daisy Bates House was designated a national historic landmark.

Management Decision Points

Some management decisions must be made even though law, policy, or regulations do not provide clear guidance or limits. For example, how does the NPS preserve the high school without interfering with its operation — by excluding visitors from the interior, limiting the number of visitors, limiting visitors to one floor or a small portion of one floor? Decisions like these, with more than one possible answer, are based on the purpose, significance, and the laws and policies mentioned above. The tension created by these possible answers, or ways to manage the site, form the basis for the range of alternatives. Protection of significant resources, public expectations and concerns, resource analysis, an evaluation of the natural, cultural, and social impacts of alternative courses of action, and long-term costs are other considerations. The following management decisions are the basis of this general management plan.

Management Decision Point 1

How does the management of the site protect resources and provide visitor services in a manner that enhances the defining features and neighborhood character of the surrounding historic district?

Management Decision Point 2

How does the site enter into partnerships to provide resource protection, visitor services, and interpretive and educational opportunities to visitors while promoting local autonomy?

Management Decision Point 3

How does the site interpret the story of the Little Rock Central High School to the visiting public without interfering with the operation of the high school?

Carrying Capacity

The General Authorities Act of 1970 (PL 91-383), as amended in 1978 (PL 95-625), and the NPS's *Management Policies* require general management plans to address the issue of visitor carrying capacity. Carrying capacity is a measure used by the NPS to ensure that visitors do not overly impact the integrity of its resources, and that overcrowding does not diminish the quality of the visitor experience. The process is accomplished in accordance with the purpose of the park and park mission goals.

Establishing carrying capacity assists in managing visitor activities along with protecting natural and cultural resources in a way that is consistent with the park's authorizing legislation. Carrying capacity figures are useful in helping managers to determine the appropriate type and intensity of facilities and activities in specific areas of the park. They also are useful in determining the number of people that can be accommodated throughout the site so that visitors can have

a high-quality experience without damaging the fabric of the resources.

One factor used to determine carrying capacity is the designed capacity of a particular structure. The interior of the service station was redesigned as a visitor center in 1997. The size of the structure (1,717 sq. ft.) allowed for a small lobby and exhibit area that could accommodate 30 people comfortably. Since then, visitation has steadily increased to the current 20,000 visitors per year. At this time, the number of visitors routinely exceeds 30 people at one time. Even though a reservation system is in place, coach and bus tours routinely arrive announced, as do walk-in visitors. It is not uncommon for several tours, both scheduled and unscheduled, to arrive at the same time.

No visitors are turned away; rather, they are asked to wait outside until the exhibit area is cleared. (Please see the Visitor Experience section in the "Affected Environment" chapter.) Comparing current visitation figures against the designed capacity of the exhibit area (30 people), it is clear that the current visitor center has already exceeded its capacity to provide a quality visitor experience.

Visitation at the new national historic site is projected to increase over the next 15 years from the current 20,000 people per year to approximately 54,000 to 68,000 per year (see the "Socioeconomic" section of the "Affected Environment" chapter). These projected visitation figures were used to determine the carrying capacity for all new development called for in each alternative. In other words, the square footage of buildings, the approximate size of interior space, and parking needs were based on the estimated projection of 54,000 to 68,000 visitors per year. Therefore, the actions called for under each alternative have anticipated and adequately addressed future carrying capacity in order to provide a high-quality visitor experience while protecting the resources.

RELATIONSHIP TO OTHER PLANNING PROJECTS

A number of projects planned by various entities could help to preserve and interpret important Civil Rights sites. These entities and their plans are described below.

Central High Neighborhood Association: This association is very active in several initiatives throughout the neighborhood, including a South Park Street preservation effort and the establishment of a local ordinance historic district. Their efforts could offer opportunities for mutually beneficial cooperative activities.

Centennial Neighborhood Association: This association has several preservation proposals underway. Their efforts could offer opportunities for mutually beneficial cooperative agreements.

William Jefferson Clinton Presidential Library: A private foundation and the city are planning construction of the presidential library. Civil Rights interpretation and education could be considered as cooperative opportunities between the library and the national historic site.

Trolley Line: The city is currently working to extend its existing trolley line into the Central High School neighborhood. The trolley could provide an alternative way for visitors to reach the site. The NPS will work closely with the city and state to preserve the historic streetscape.

Daisy Bates House National Historic Landmark: As a result of the "Desegregation in Public Education" theme study

conducted in conjunction with the general management plan, the home of L. C. and Daisy L. Bates was designated a national historic landmark (NHL) on January 3, 2001. This designation was based on the home's association with (1) events that have made a significant contribution to, and are identified with, the broad national patterns of United States history, and (2) the lives of persons nationally significant in the history of the United States. The National Park Service may provide technical assistance to national historic landmarks if the landmark will be available for public use. The goal of the current owners is to rehabilitate the home and open it to the public as a museum. Therefore, the National Park Service is now working with the current owners to provide technical assistance for rehabilitation and interpretation.

Civil Rights Institute: The NPS would encourage and support efforts of neighborhood associations to construct a Civil Rights Institute. The NPS itself would not develop the institute. The NPS could participate as an interested partner in advancing institute programs that were consistent with the purpose of the site.

ACTIONS CONSIDERED BUT ELIMINATED FROM FURTHER STUDY

The following are actions that the public and partners suggested be considered as part of the general management plan. These actions were eliminated from further study for a variety of reasons.

Central High School Interior

Many suggestions were made that the NPS establish a presence inside the high school. Suggestions ranged from placing a visitor center in a wing of the school to placing exhibits or a museum in an area of the school. While the NPS acknowledges the significance of the interior of the high school, the legislation clearly states that the school shall remain autonomous. The NPS has cooperative agreements with the school district to provide for visitation inside the school under certain circumstances and for interpretation of the events of 1957. The NPS does not have authority to use the interior of the school or its grounds.

Central High School Exterior

Suggestions were made that the reflecting pond formerly in front of the school be reconstructed. The school district decided, on the basis of factors such as economics, maintenance, and soils, to remove the reflecting pond. As stated above, the NPS does not have authority to demand the use of the school or its grounds. The reflecting pond can be interpreted effectively without reconstruction.

Local Civil Rights-Related Sites

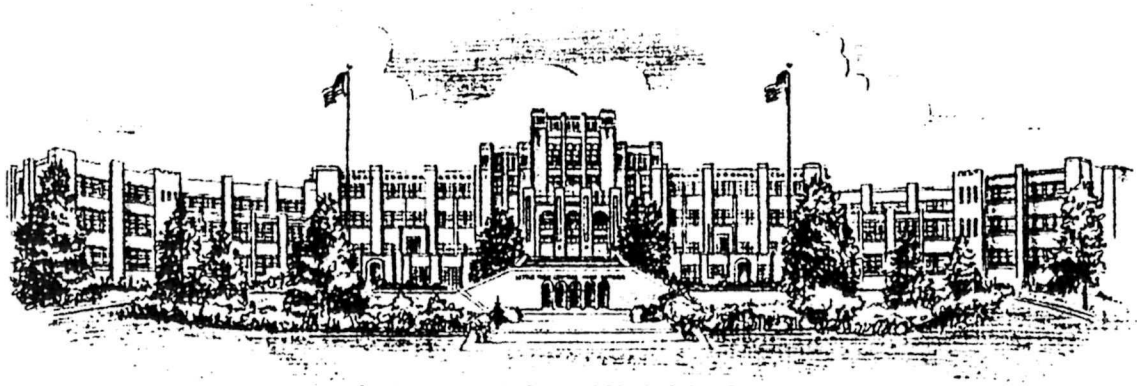
Members of the public suggested including other local civil rights-related sites, particularly the Daisy Bates House NHL, as part of the national historic site. No civil rights-related properties were identified by the planning team as being necessary to meet the mission of the national historic site. The NPS acknowledges the need to preserve and interpret the Daisy Bates House NHL because of its close association with the story of civil rights and the national historic site. At present the Daisy Bates House NHL is being properly cared for, and the NPS is helping the current owners prepare to open the home as a museum.

If conditions should change at some future date and if opportunities or needs for the inclusion of properties outside the park boundary should arise, a special resource study would be required. This study would be conducted only with the consent of the

site's owners. The special resource study would determine the feasibility and suitability of any property for potential inclusion as part of the national historic site. If the property met the criteria for feasibility and suitability, then Congressional legislation authorizing the inclusion would be required. To be suitable for inclusion, an area must represent a natural or cultural theme or a type of recreational resource that is not already adequately represented in the national park system or is not comparably represented and protected for public enjoyment by another land-managing entity. To be feasible as a new unit or as part of an existing unit of the national park system, an area's natural systems and/or historic settings must be of sufficient size and appropriate configuration to ensure long-term protection of the resources and to accommodate public use, and it must have potential for efficient administration at a reasonable cost.

The NPS considered acquisition of additional Civil Rights-related sites, but because they do not appear necessary for the NPS to carry out its responsibilities, other sites are not included at this time.

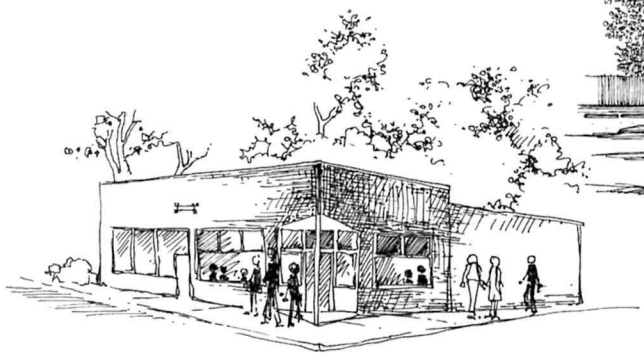
Alternatives, Including the Preferred Alternative



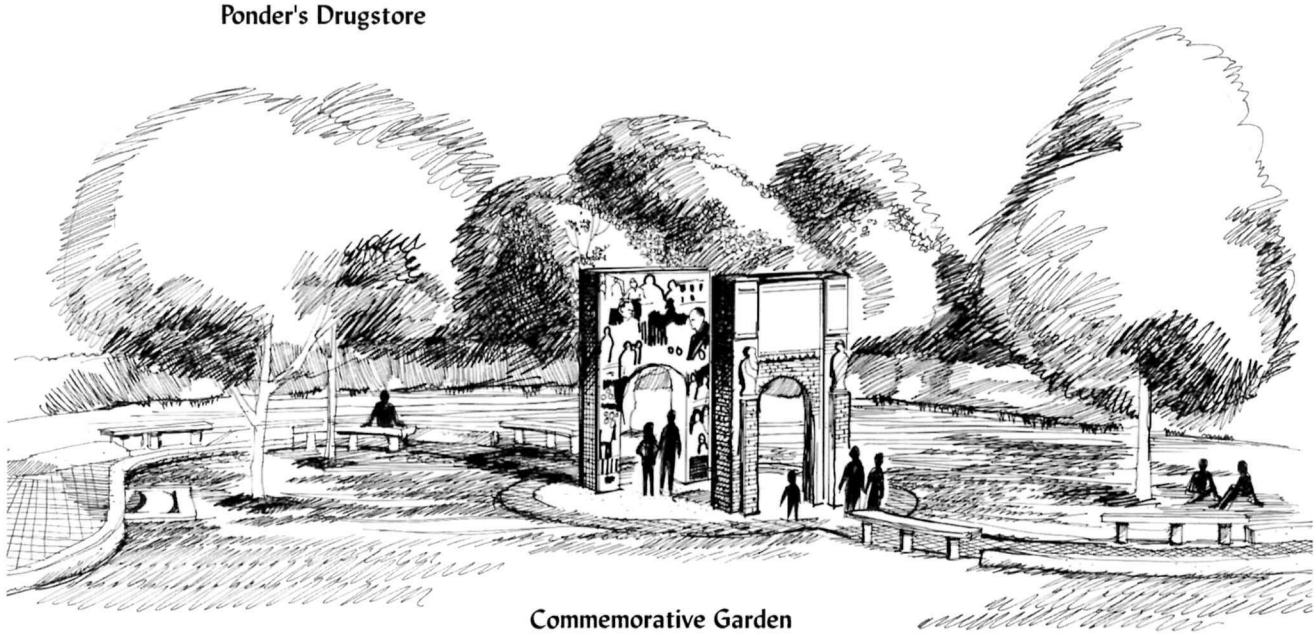
Little Rock Central High School



Magnolia Mobil service station



Ponder's Drugstore



Commemorative Garden

ALTERNATIVES

INTRODUCTION

This section of the document presents three potential future directions for Little Rock Central High School National Historic Site. Alternative 1, the no-action alternative, describes current management and trends; it serves as a baseline against which the other alternatives are compared. Alternative 2, the NPS's preferred alternative, focuses on the high school and immediate surroundings to interpret the events of September 1957. Alternative 3 places the events of September 1957 in the context of the city of Little Rock. Alternative 4 places the events of September 1957 in a global context and its effects on the national and international Civil Rights movements.

PLANNING PROCESS

Before the alternatives were developed, information on site resources, visitor use, and visitor preferences was gathered and analyzed. Information was solicited about the issues and the scope of the project from the public, government agencies, legislative partners, and special interest groups through newsletters, meetings, workshops and personal contacts.

An alternatives workshop was held that included representatives from the city, state parks and tourism, neighborhood associations, Central High Museum, Inc., and others. (See "Consultation and Coordination" chapter for public involvement.) The development of three preliminary concepts (alternatives 2, 3, and 4) for the site's future was the result. Each of these concepts was intended to support the site's purpose and significance, address issues and concerns, avoid unacceptable resource impacts, respond to public wishes and concerns, and meet the site's long-term mission goals. In addition, each alternative incorporates the interpretive themes, meets the visitor experience goals, and answers the management decision points. These preliminary draft concepts were distributed to the public for review and comment in Newsletter 2, published July 2000. Following public review, an evaluation process, called "Choosing by Advantages," was used to evaluate and compare the alternatives and to develop the NPS's preferred alternative.

MANAGEMENT PRESCRIPTIONS

Management prescription areas describe what specific visitor experiences and resource conditions would be achieved and maintained and the facilities necessary to achieve them. Grounded in the park's purpose, significance, and mission goals, they are tools for the on-the-ground integration of visitor use with resource management. In formulating alternatives for future park conditions and management, these prescriptions were placed in different configurations on each alternative to achieve the concept of that alternative.

Five management prescriptions were developed for Little Rock Central High School National Historic Site. The high school and its campus have been placed in the school management prescription area. This area allows for the continued autonomous operation of the school. The commemorative garden has been placed in the contemplative management prescription area in each alternative. This area allows for a quiet experience in a serene setting. The Historic Scene area consists of the front façade of the high school building, the front grounds of the high school building, and the streetscape along South Park Street. Because the Little

Rock Central High School site is a new park and this is the first application of management prescription areas, there are no prescriptions defined for alternative 1 (No Action). A management prescription area map accompanies the description of alternatives 2, 3, and 4. The following section describes each management prescription area.

Visitor Services, Administration, and Operations Area

Visitor Experience

The visitor experience in this area would be highly social and focused on interpretation, orientation, visitor comfort, and safety. This structured environment would be highly accessible, and contacts with site staff and other visitors would be common; overcrowding would be avoided. Visitors would have an opportunity to get an overview of site resources in a short time with a minimum of physical exertion. An opportunity to understand the interpretation of themes would be an important element. Visitors would have an opportunity to purchase materials related to the historic events. Learning about the park through media and tours, short walks, and interpretive programs would be common activities.

Resource Conditions

The area would be located in adaptively used historic structures or in areas that were previously disturbed by development. The desired resource conditions of these structures would include such things as retention and preservation of historic architectural character, preservation of as much historic fabric as possible, and rehabilitation. Although the environment could be highly modified in this area, pollutants and other disturbances (e.g., storm-water runoff and dust from construction) would be contained and mitigated before affecting adjoining areas. This area would tolerate a high degree of impacts from visitors. Archeological resources would be salvaged, if necessary.

Facilities

To the greatest degree practical in this area, facilities would be models of best management practices and sustainable development. Also, the area would serve as a staging area for more extended tours. Orientation and interpretation facilities such as a visitor center, wayside exhibits, and other interpretive media would be appropriate. Support facilities such as restrooms and first-aid areas, hardened circulation areas, and parking could be present. Space could be available for research activities. The area could include structures and grounds used for administration and operations. Facilities for site utilities and communication needs would be located in this area. Facilities would provide a safe, efficient, comfortable, and aesthetic work environment for park staff.

School Area

Visitor Experience

Visitors would have access inside the school only by park ranger-guided, scheduled group tours. These activities would not interfere with the function of the school. Predominant activities would be interpretive walks and talks and viewing of the resource from the cultural landscape. Students and visitors would have a high level of contact on the grounds of the school depending on the time of day or season of the year; contacts between visitors and students would be minimal inside the school building.

Resource Conditions

The school would continue to evolve to meet the needs of the students. Resources to be maintained by the school district include school buildings, grounds (particularly in front of the school), sports fields used as an encampment area behind the school buildings, and Quigley Stadium at the back of the school property.

Facilities

No park facilities would be in this area. The school district would continue to administer this area.

Contemplative Area

Visitor Experience

The primary experience in this area would involve reflection on the history and significance of the events at the Little Rock Central High School site. Although adjacent to higher use areas, this outdoor setting would allow a degree of solitude. Additional monuments would not be permitted in this zone. Encounters with park staff would be low, and encounters with other visitors would be moderate to low depending on the time of day and season of the year.

Resource Conditions

Vegetation within this prescription would be managed to provide for seclusion, safety and access. The natural resources of the landscape could be modified, but they would remain compatible with their surroundings.

Facilities

Facilities could include minimal paths with benches, shade, and a minimal number of interpretive signs. This area would be easily accessible.

Interpretive and Visitor Education Area

Visitor Experience

The primary experience would involve learning about the significance of the park and the Civil Rights movement as well as allowing for special programs. These experiences would take place in an easily accessible classroom environment. There would be a high probability of encountering other visitors and students of all ages and learning abilities in a structured environment. Encounters with site staff would be frequent.

Resource Conditions

The area would be intensively managed to ensure protection of cultural resources and provide for public safety. Areas would be managed to provide the best and most appropriate learning environment. Resources could be modified for essential visitor services, but they would be changed in a way that harmonizes with the environment.

Facilities

Either new or adaptively used historic structures would serve as a structured-learning environment with appropriate support facilities (restrooms and storage).

Historic Scene Area

Visitor Experience

Visitors could enter this area and view park resources preserved to the historic period. The environment would recreate the atmosphere of the late 1950s in Little Rock with as little modern intrusion as possible. High visitor and student encounters could be expected in this area depending on the time of day or season of the year.

Resource Conditions

This area would be managed to provide the most historically accurate environment of all areas. Resource management techniques would promote preservation or restoration of cultural resources. Cultural resources would be provided with a high degree of preservation and protection. Natural resources would be managed to remain compatible with their surroundings and to accommodate the needs of the school.

Facilities

Limited visitor amenities that would not impact cultural resources would be provided within these areas (such as benches and unobtrusive wayside exhibits), and interpretation would be of a type not to impinge on site resources.

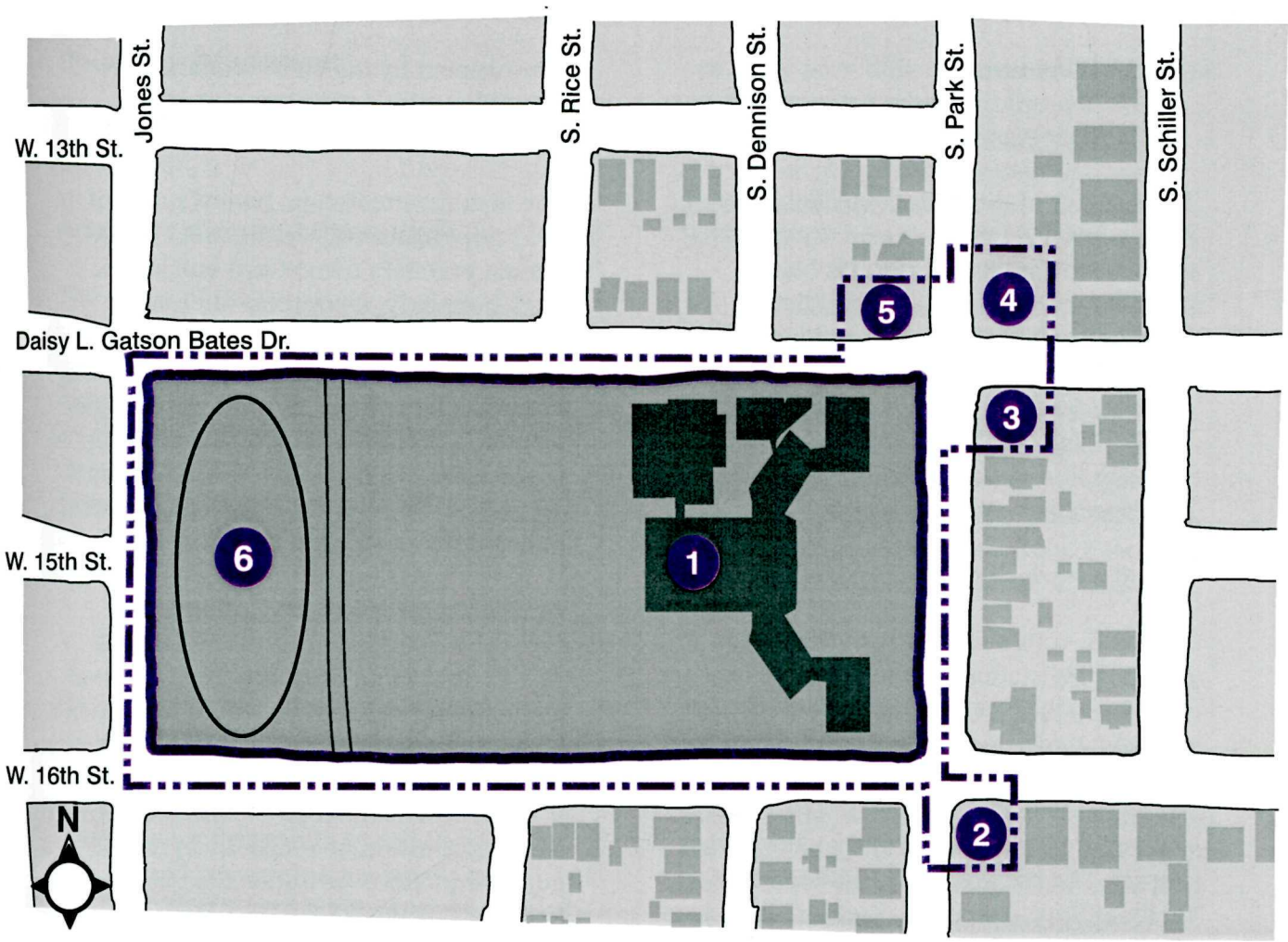
ALTERNATIVE 1 – NO ACTION

Concept

This alternative describes those actions that are ongoing and immediate and would continue into the near future. No management prescription areas are identified. The costs that are being or would be incurred to complete this alternative are considered. Current operations, with limited space, staff, and budget, would continue at the site. No additional property would be acquired or leased. Visitor facilities would not be improved. Visitor orientation and interpretation functions would remain in the Magnolia Mobil Service Station. Archives are currently maintained by the University of Arkansas at Little Rock. This arrangement would continue. No onsite space would exist for storage of additional collections at the site. The interpretive program, focused on events at the high school during September 1957, would not be expanded. Administrative space at the visitor center would not be expanded. Under this alternative staff would increase to six, three of whom would be located in the visitor center at the service station. The remaining three staff would be located in the Federal Building, several miles from the site. Partnerships with the school for tours of the exterior and some portion of the interior would continue.

Visitor Experience, Orientation, Interpretation, and Education

Visitors would continue to receive orientation to the site and an overview of the events of 1957-58 at the Central High Museum and Visitor Center located in the former Magnolia Mobil Service Station. The NPS would operate the visitor center. Visitor services would remain modest; those who come to the center would view the exhibits, purchase theme-related items, and speak with someone about the site and interpretive story. As part of a self-guided experience, visitors may walk either side of the block in front of the high school (including the high school grounds). Visitors would contact the school to make reservations to tour the school. The visitor center coordinates interior tours of the school for education groups. Currently the NPS is entering into a cooperative agreement with the Little Rock School District to develop educational experiences related to the site. Interpretation and visitor services overall would remain at current levels. Visitors would continue to arrive at the site in personal cars, vans, and tour and school buses.



Boundary of National Historic Site

Boundary of National Historic Landmark

1. Little Rock Central High School
2. Ponder's Drug Store
3. Visitor Center (Magnolia Mobil Service Station)
4. Vacant Lot
5. Commemorative Garden
6. Quigley Stadium

Alternative 1: No Action

Little Rock Central High School National Historic Site

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Cultural Resources

Magnolia Mobil Service Station

The exterior of this Magnolia Mobil Service Station has been rehabilitated to its 1957 appearance, and its interior has been rehabilitated. Currently the building is identified as The Central High Museum and Visitor Center. Ownership of the building was transferred to the NPS in January 2002. The building would continue to be maintained in its current condition. Its function as a visitor center would continue.

Little Rock Central High School

The NPS, within the limits of the park's enabling legislation, would continue to work with the Little Rock School Board to maintain the historic character of the entire national historic landmark property to the extent possible. The school and its campus and buildings are maintained by the school district. The NPS provides limited grant funding (Save America's Treasure and Challenge Cost Share grants) for maintenance and preservation of the school building. These arrangements would continue.

Ponder's Drug Store

Currently, this privately owned building (the Capel Building) houses a small neighborhood commercial operation and is maintained by its private owner. This would continue under this alternative.

Historic Streetscape

The historic streetscape consists of the front façade and grounds of the high school front façade and grounds and the seven residences. The Central High School building and grounds are currently maintained by the Little Rock School District with no involvement by the NPS. Under this alternative, this arrangement would continue.

The historic streetscape retains much of its 1957 appearance. The residences would remain privately owned and outside the NHS boundary. Under this alternative, retention of the streetscapes' appearance would depend on the actions of the school and property owners as well as the implementation of city zoning ordinances. Upon request, the NPS would provide technical assistance, through cooperative agreements, to homeowners for preservation efforts.

Archival and Museum Collections

The Central High Museum, Inc., archival and museum collections would continue to be housed and maintained at the University of Arkansas at Little Rock and other places in Little Rock. A Scope of Collections Statement would be prepared by the NPS to guide acquisition of future site collections that could perhaps include acquisition of the Central High Museum, Inc., collections located at the University of Arkansas at Little Rock.

Research

Limited historical research and assessment of the historic streetscape has been conducted for the site by the NPS. Significant historical research on the events of 1957-58 has been undertaken by academics and journalists. No comprehensive research would be conducted under this alternative for ethnography or history.

Northeast Corner Lot

Under this alternative, the northeast vacant lot would remain in private ownership.

Boundary Adjustment

There would be no request for boundary adjustment.

Administration and Operations

The office of the superintendent and two support staff would be housed in leased space at the Federal Building, several miles from the site. No new space would be leased or acquired. Other park staff would be located on site at the visitor center. Estimated visitation for the year 2001 was 21,000. The visitor center has reached capacity.

Staffing

The park currently has two staff (the superintendent and a historian). This alternative calls for an increase of 4.5 staff (for a total of 6.5) required to operate the visitor center (Magnolia Mobil Service Station) and the commemorative garden. The site has received authority to hire these needed 4.5 staff in order to continue existing conditions and perform those duties required to meet the laws, policies, and mandates of a new NPS unit. Staff duties are outlined as follows.

The administrative officer would continue to manage budget functions, personnel actions, contracts, property, and agreements. The historian would continue to oversee the interpretive program, prepare primary source documentation; and manage compliance issues. The historian and interpretive staff would be located in the visitor center. They would split their time between the visitor center information desk and the Federal Building.

The interpretive staff's primary focus would be to maintain a year-round operation of the Magnolia Mobil Service Station visitor center by providing information and limited on-site tours for school groups and the general public. Maintenance functions for the visitor center and commemorative garden would be contracted with local businesses.

Maintenance contracts for the visitor center provide for interior cleaning, restroom maintenance, and exterior painting. A landscaping contract would maintain the grass, shrubs, trees and watering for the visitor center and commemorative garden. The NPS would continue to work with Central High and the Little Rock School Board to manage school tours.

Functions Provided

The current visitor center contains a lobby, exhibits, sales area, storage, office, lunch and break area, storage, custodial and maintenance, and restrooms. This building is one story and is approximately 1,717 square feet. Twelve parking spaces are available at the visitor center, and bus parking is available at the curb.

Costs

The service station would continue to be operated for site orientation and historic overview. No expansion of visitor faculties would occur and there would be no development cost.

The park is currently funded for $300,000 a year and has been approved to hire four full-time equivalent positions in order to operate the visitor center and commemorative garden.

Total annual operation and maintenance cost estimates for alternative 1 is approximately $450,000. This amount provides for six full-time equivalent and 0.5 part-time equivalent positions, maintenance contracts, miscel-

laneous support costs including utilities, and funding for cooperative agreements. Salary costs for this alternative are estimated to be $363,000 annually. Funding increases for operations and staffing would be requested annually as needed. Staff positions would be filled as funding becomes available. During the next 15 years, operation and maintenance costs would total about $6.7 million.

Partner Roles and Responsibilities

The Little Rock School Board, Little Rock School District, city of Little Rock, the University of Arkansas at Little Rock, and the Central High Museum, Inc., would continue to be the primary partners of the site.

Cooperative agreements with the Central High Museum, Inc., and the Little Rock School Board and District would provide for assistance with the development of the interpretive and education programs as outlined in the enabling legislation. Cooperative agreements are in place with the University of Arkansas at Little Rock to develop interpretive programs and workshops for student interns and to provide technical support for historic research and conference planning.

Currently the NPS is entering into a cooperative agreement with the Little Rock School District to develop educational experiences related to the focus of the site.

The city of Little Rock and the Little Rock School Board and District would continue to maintain the high school. The park is working with Central High Museum, Inc., to define roles as cooperative associations and friends group and to outline preservation policies with the high school.

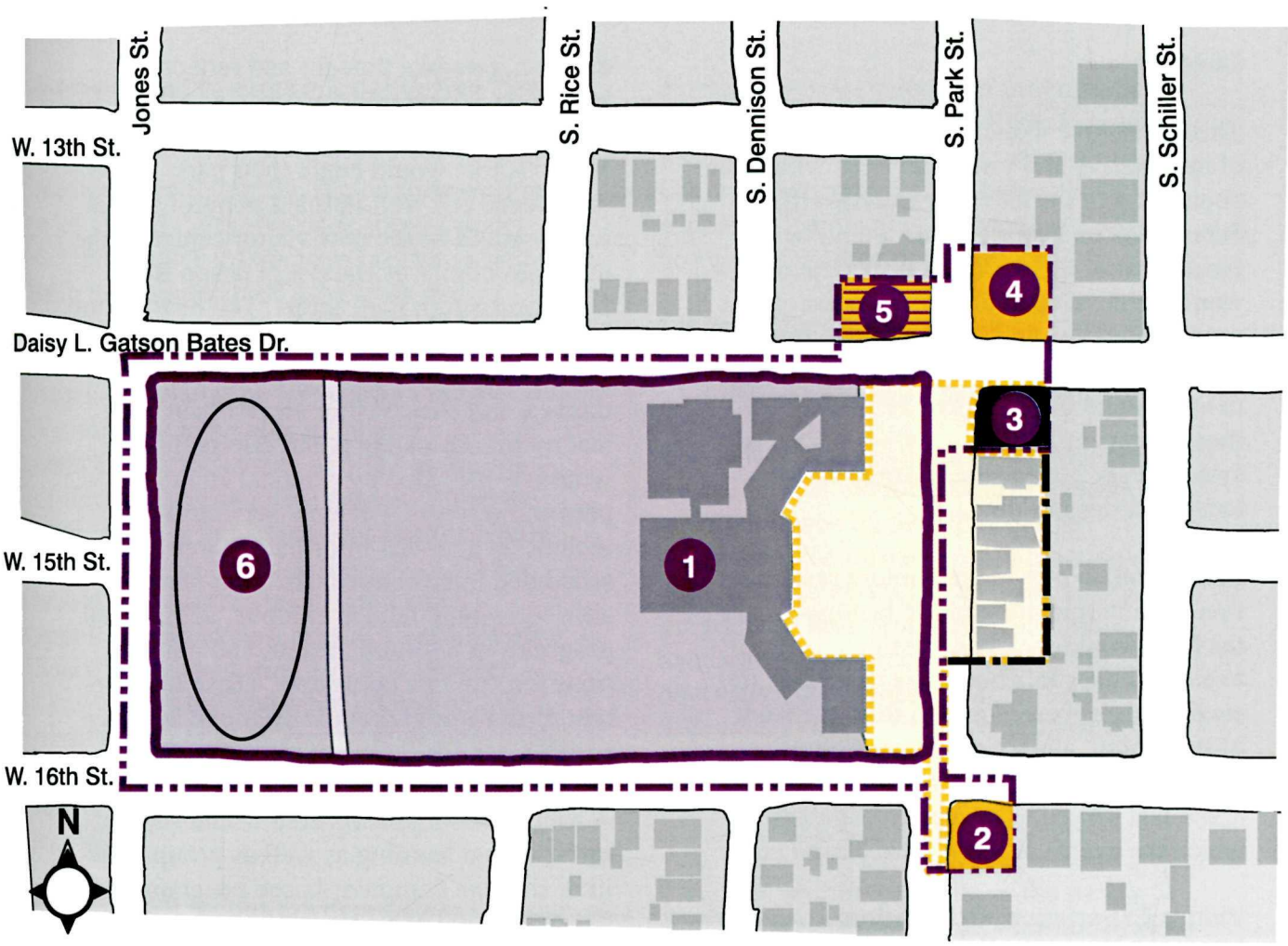
ALTERNATIVE 2 – THE SITE (PREFERRED ALTERNATIVE)

The preferred alternative is the plan the NPS is proposing to implement for the Little Rock High School site during the next 10 to 15 years. As with all the alternative concepts, the preferred alternative is intended to interpret and preserve the historic scene and provide a quality visitor experience.

Environmentally Preferred Alternative

"Environmentally preferred" is defined as "the alternative that will promote the national environmental policy as expressed in the National Environmental Policy Act's section 101." Ordinarily, this means the alternative that causes the least damage to the biological and physical environment. It also means the alternative that best protects, preserves, and enhances historic and cultural resources.

Alternative 2, the NPS's preferred alternative, is also the environmentally preferred alternative. Actions in this alternative maximize protection of cultural resources while concurrently attaining the widest range of neutral and beneficial uses of the environment without degradation. This alternative maintains an environment that supports diversity and variety of individual choice and achieves a balance between human population and resources.



- Boundary of National Historic Site
- Boundary of National Historic Landmark
- Boundary Expansion
- School Area
- Historic Scene Area
- Visitor Services, Administration, Operations Area
- Interpretive Education Area
- Contemplative Area

1. Little Rock Central High School
2. Ponder's Drug Store
3. Magnolia Mobil Service Station
4. Proposed Visitor Center/Adminstration Facility
5. Commemorative Garden
6. Quigley Stadium

Alternative 2: The Site

Little Rock Central High School National Historic Site

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Concept

This alternative would emphasize an array of interpretive and visitor services within the boundaries of the site. The Central High School and its historic scene would be the focal point of this concept. A new facility would be developed on the northeast corner vacant lot to provide visitors with a full range of orientation and interpretive services to understand the events of 1957 and how those events influence today's educational system. Park headquarters would also be located in this building.

In addition, to provide maximum preservation and interpretation of the historic scene, the NPS would seek congressional authority to expand the site's boundary to include the seven houses located across from the front of the school, along South Park Street. These houses are part of the historic streetscape that served as a backdrop against which the events of 1957 were played out.

Visitor Experience, Orientation, Interpretation, and Education

This alternative would emphasize diverse visitor experiences and comprehensive interpretation of the site where the events of 1957-58 took place (the site includes both sides of the block in front of Central High School). Visitors would learn the full story of the events, including the larger context and different perspectives, through a variety of interpretive techniques. A new visitor center would be the primary focus of interpretation. The outdoor appearance of the streetscape would be maintained to resemble that of 1957, while still continuing to support the contemporary functions of Central High School and the surrounding neighborhood. The interpretive story, defined by primary interpretive themes, would be effectively interpreted for diverse audiences in ways that engage attention and emotion, provoke thought and reflection, and relate to contemporary issues.

Most visitors would begin their park experience at a well-defined point of arrival, which would be the new visitor center on the northeast corner of Daisy L. Gatson Bates Drive and South Park Street. The new visitor center would provide site and area orientation, interpretation of all primary park themes, and basic visitor services such as rest rooms. Orientation and interpretation would be provided by personal and non-personal services. Personal services would include an attended information area and scheduled interpretive talks. Non-personal services would include exhibits, audiovisual programs in a formal theater, and publications for sale in a bookstore. These interpretive media would provide effective learning experiences for people of different ages, backgrounds, learning styles, and interests. A small learning/media area would support self-directed learning as well as group activities, through computer-based programs, databases, oral histories, audiovisual programs, and connections with related sites and institutions. A theater would host audiovisual programs, interpretive talks, and other programs.

Visitors would be oriented to the resources and opportunities of the site. Orientation would be available on the Internet, through telephone and mail contacts, at other sites such as tourism centers, and on site. Visitors would be encouraged to visit the site, and having the events interpreted and placed in context would enhance their visit. The mixture of public and private ownership in the neighborhood and the need to support the ongoing operations of Central High School would require effective orientation about where visitors can go and what opportunities are available. Visitors also would be oriented to related sites around the city and

elsewhere but to a much lesser degree than alternative 3.

Visitors would tour the site on their own or with guided tours. Wayside (out-of-door) exhibits and/or interpretive brochures would help them understand the events that occurred there. Guided tours would be scheduled; the timing and frequency would depend on visitation and staffing levels. Visitors would be able to quietly contemplate the events of 1957 in the out-of-door commemorative garden. When the high school is not in session, visitors would take guided tours inside the school. These would help visitors understand and appreciate the experiences of Central High School students during 1957-58. Ponder's Drug Store would be rehabilitated on the outside and could offer visitor services such as a soda fountain inside; some interpretation of the events there would be available.

Many school groups are expected to visit the site. Theme-related and curriculum-based education programs would be conducted inside the Magnolia Mobil Service Station. The interior would be rehabilitated to support educational programming. Groups would also use the interpretive media in the new visitor center (especially the learning/media area), tour the site, and tour the high school when it is not in session. Tours for organized school groups may be conducted while school is in session under terms and conditions established by the Little Rock School District. School programs would include pre-site and post-site information and activities. A moderate level of teacher workshops would be available to enhance the value and impact of education programs and support self-guided school programs (thus supplementing the ability of NPS staff to provide programming). The park would seek to develop curriculum-based education programs in cooperation with the Little Rock School District.
Outreach programs would be available to education, community, service, and other groups in the metropolitan region.

Cultural Resources

Magnolia Mobil Service Station

The rehabilitated exterior of the Magnolia Mobil Service Station would be preserved and maintained by the NPS. In this alternative, the interior would function as a classroom for education and special programs. These programs would be available on a scheduled basis. In this alternative the Magnolia Mobil Service Station is in the interpretive and visitor education management prescription area.

Little Rock Central High School

The NPS, within the limits of the park's enabling legislation, would continue to work with the Little Rock School Board to maintain the historic character of the entire national historic landmark property to the extent possible. The school building, as well as other structures on the campus, would be maintained by the school district. In this alternative the school and its campus are in the school management prescription area.

Ponder's Drug Store

The NPS would acquire this building with the consent of the owner. The exterior would be rehabilitated to its 1957 appearance; the interior would be rehabilitated to provide space for exhibits, visitor services, and possibly a concession. In this alternative the drug store is in the visitor services, administration, and operations management prescription area.

Historic Streetscape

The historic streetscape consists of the front façade and grounds of the high school and the seven private residences along South Park Street. The grounds at the front of Central High School facing South Park Street, which retain much of their 1957 appearance and ambience and would be preserved through a cooperative agreement between the Little Rock School District and the NPS. Maintenance of the Central High School grounds would likely involve preparation of a preservation or restoration treatment plan.

The NPS would take the lead in establishing agreements with the owners of the seven residences to preserve and interpret the homes and maintain the ambience of 1957 streetscape. Under this alternative the NPS would request adjustment of the NHS boundary to include the seven residences. Only property within the boundary can be considered for purchase by the NPS. If the houses were within the boundary of the NHS, then the NPS would consider their purchase from a willing seller. The intent would be to preserve their exteriors front facades and yards while encouraging their interior rehabilitation thereby preserving as much of the interior fabric as possible. Continued residential use would be accomplished through leasebacks or resale with deed restrictions. In this alternative the historic streetscape is in the historic scene management prescription area. The Historic Scene area is the largest in this alternative. It is extended to include the houses along South Park Street.

Archival and Museum Collections

Under this alternative, the NPS would collect objects for exhibits and interpretation, and NPS would seek additional partners for care and storage.

Research

Comprehensive historical research focusing on the events that occurred both inside and outside of the high school in 1957-58 would be conducted. In addition, an assessment of the school as an ethnographic resource should be confirmed with an ethnographer. If the site is determined to be an ethnographic resource as defined by the NPS, then comprehensive ethnographic research relating to the events that occurred both inside and outside of the high school in 1957-58 would be conducted under this alternative.

Northeast Corner Lot

The NPS with the consent of the owner would acquire this vacant lot on the northeast corner of South Park Street and Daisy L. Gatson Bates Drive. A new visitor center would be developed to accommodate visitor orientation, interpretation, an auditorium and theater, and park administration. The visitor center would provide full visitor services. Parking for cars and tour buses would be available at this location. The new visitor center is in the visitor services, administration, and operations management prescription area.

Boundary Adjustment

Under this alternative, the NPS would seek Congressional authorization for expansion of the site boundary to include the seven privately owned residences located along the east side of South Park Street across from the front of the high school.

Administration and Operations

The new facility would serve as the park administration and operations as well as a visitor services center for the site. The increased spaced available in the new

facility would allow for all administrative and most interpretive staff offices to be located onsite. Onsite management and contact with the community, historical resources, and Central High School would be conducted from this office. Parking would be available for 40 cars and five buses.

Staffing

The necessary staffing expertise needed to manage the site in alternative 2 would be for interpretation and administration. Staffing needs might include a chief of interpretation, historian, education specialist, cultural resource specialist, facility manager, park rangers, and interpreters, administrative officer, clerk, and seasonal employees. Fourteen to 15 staff would be required. This is an increase of seven staff as compared with alternative 1.

Staffing would manage the visitor center, an expanded interpretive program, the classroom located in the Magnolia Mobil Service Station, and the space inside Ponder's Drug Store. In addition, staff would handle cooperative agreements to assist historic preservation of cultural resources such as the houses on South Park Street and the Central High School front façade and landscape. The chief of interpretation would supervise the interpretive program and manage visitor center operations, and coordinate outreach activities, publications, and community programs. An education specialist would coordinate and develop education activities and programs with Central High and the Little Rock School District. A cultural resource specialist would coordinate preservation initiatives with partners such as the school, neighborhood, and city and state offices, as well as maintenance contracts. Two park rangers would develop special events, community programs, exhibit design work, and education program presentations to multiple grades and audiences. Additional seasonal employees would increase staff during peak visitation periods.

Maintenance would be required at four locations: the commemorative garden, the Magnolia Mobil Service Station, Ponder's Drug Store, and the new visitor center. The maintenance function under this alternative would be contracted with local firms. Costs would be higher than for alternative 1, owing to the addition of the education center and the front façade of Ponder's Drug Store. Continuous on-site maintenance is required for restrooms, accidents, and general clean up and minor repairs to the buildings. The uncertainty of maintenance demands and the need for flexibility, to meet diverse needs from window repair to electric outlet replacement, would require park management to assess the need for a skilled maintenance worker. As in alternative 1, maintenance contracts would be determined by function: general cleaning, landscaping, and servicing the heating, ventilation, and air conditioning system. Specific repairs would be completed on a project basis.

Functions Provided

The proposed new facility is viewed as a small, two-story building of approximately 11,000-12,000 square feet. The increased size of this new facility would allow space for a lobby, exhibits, sales/office and storage, theater, offices, work space, lunch and break area, storage, custodial and maintenance, restrooms, circulation, and a meeting room. It is estimated that parking for 40 cars and five buses would be available next to the building.

This alternative also calls for rehabilitating the interiors of the Magnolia Mobil Service Station and Ponder's Drug Store. As stated in alternative 1, the service station is

approximately 1,717 square feet. This space would be rehabilitated for classroom use. The drug store is approximately 1,815 square feet. The interior would be rehabilitated and used for exhibit space, visitor services, and possibly concessions.

Costs

The total estimated development cost for alternative 2 is $4.3 to 5.7 million. This includes the construction of a new visitor center/park administration and operation facility with associated utilities, parking, and landscaping; the rehabilitation of the interior of the service station; the rehabilitation to 1957 of the exterior of the drug store, the rehabilitation of the interior of the drug store; and development of an interpretive film and wayside exhibits.

Total operation and maintenance cost estimates are $848,000 annually. This amount provides for salaries, maintenance contracts, miscellaneous support costs including utilities, and funding for cooperative agreements. Salary costs for this alternative are estimated at $690,000 annually. During the course of the next 15 years, this cost would result in the expenditure of roughly $12.7 million in federal funds for facility operation and maintenance, including salaries, supplies and other payments.

Partner Roles and Responsibilities

The exterior front façade and grounds of Central High School would continue to be preserved by the Little Rock School District. The NPS would provide technical assistance for interpretation and resource preservation. The NPS would seek and employ federal and other grants and limited park funding sources to support the preservation and interpretation of Central High School.

As outlined in the legislation, the NPS would enter into partnerships with the Little Rock School Board and District for the development of education and interpretive programs. Cooperative agreements for education and interpretation would also be developed with the Central High Museum, Inc., and the University of Arkansas at Little Rock. In addition to interpretative programs on the events that took place at Central High School in 1957-58, educational programs for the preservation of historic properties would be developed.

Partnerships would be established with the Central High Neighborhood Association to assist with development of neighborhood preservation initiatives and establish working relationships with neighbors.

The NPS would take the lead in establishing agreements with the owners of the seven residences that face the high school and with the city and state preservation offices to preserve the exterior façades to maintain the ambience of the 1957 South Park Street historic scene. The NPS could provide some financial and technical assistance to preserve the façades.

The NPS would take the lead in establishing partnerships for the preservation and interpretation of intangible cultural resources (such as oral histories and personal experiences) with organizations such as the Little Rock Nine Foundation and the University of Arkansas at Little Rock.

The NPS would follow the direction provided by the theme study to establish linkages between other identified sites and the Central High School site.

ALTERNATIVE 3 – THE CITY

Concept

This alternative provides an overview of the 1957 events at the high school and the relationship of these events to other Civil Rights sites located in and around the city of Little Rock. Visitors would have the opportunity to learn about the events that took place not only at the high school but also at related sites throughout the City of Little Rock. A city shuttle system would connect the sites. This alternative calls for development of a small shuttle staging area on the northeast corner lot. Visitor Services, orientation, interpretation, and park administration and operations would be located in nearby leased space. (Please see the map and description in the Related Sites in Little Rock in the "Affected Environment" chapter of this document.)

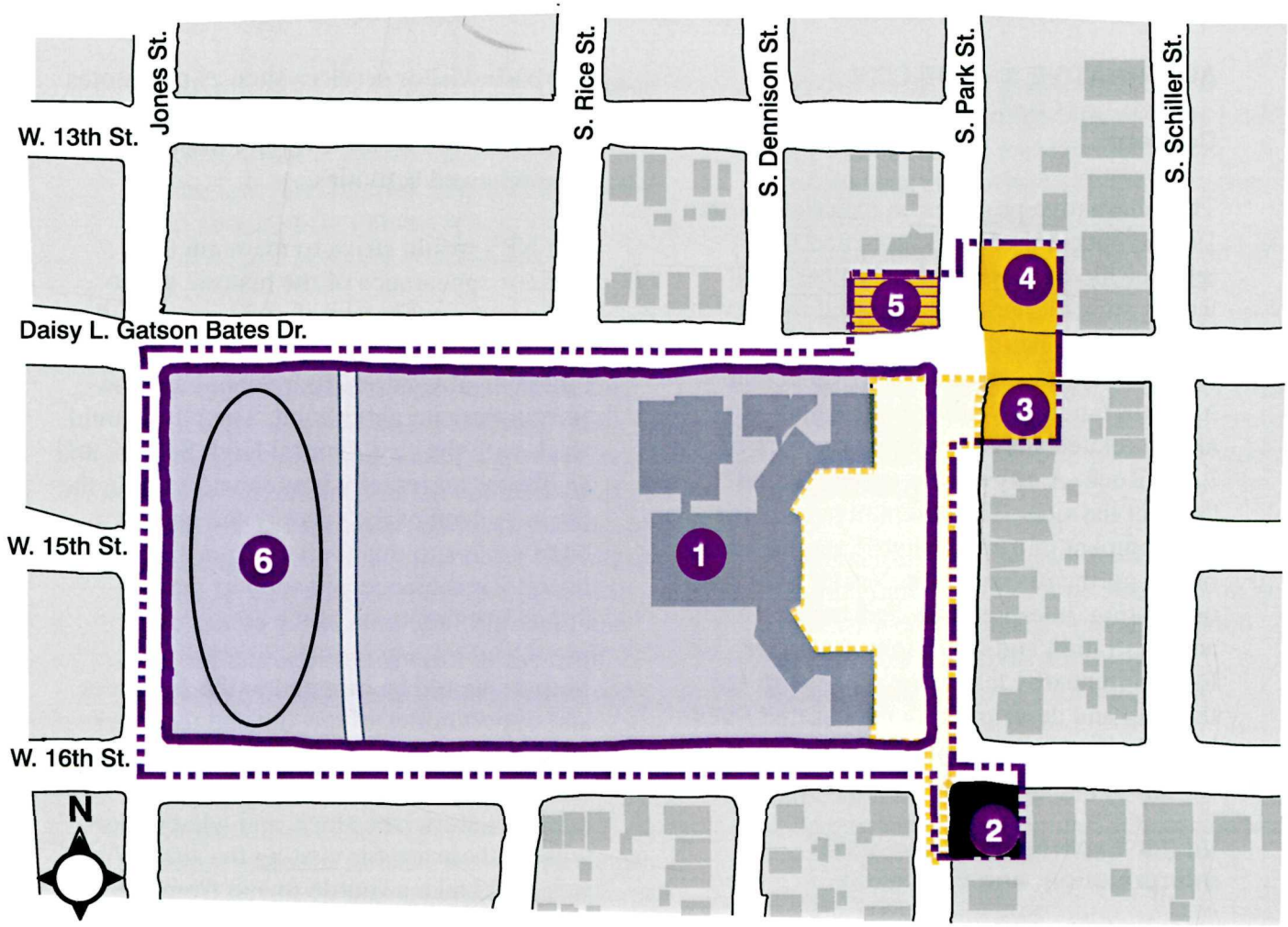
Visitor Experience, Orientation, Interpretation, and Education

This alternative would emphasize visitor access to related sites around the city and interpretation of the sites' role in the events of 1957-58. Sites could include the Governor's Mansion, Dunbar Junior High School, Daisy Bates House National Historic Landmark, Terry Mansion, the Arkansas State Capitol, and other sites. Most people would begin their visit at an orientation center, which would be located near Central High School, in leased space. The current on-site visitor center would remain as at present, concentrating on the story of the 1957-58 events at Central High School. The overall interpretive story, emphasizing a citywide perspective, would be interpreted in the nearby orientation center with interpretive media and personal services, and at the various sites through a variety of means. The orientation center would also provide site and area orientation, and basic visitor services such as rest rooms. A multipurpose room would be used as a theater as well as for a variety of other programs and activities.

The NPS would strive to maintain the outdoor appearance of the historic streetscape to resemble that of 1957, while still continuing to support the contemporary functions of Central High School and the surrounding neighborhood. The NPS would work with the city, Central High School, and neighbors (especially homeowners along the block in front of the school) and neighborhood groups to maintain the area's overall historic appearance and support the contemporary functions of the area.

Visitors would be oriented to the resources and opportunities of the site and the other sites in the city. Orientation would emphasize how these other sites relate to the overall historic site story, and what opportunities there are for visiting the sites. Visitors could take a shuttle to and from the site to Civil Rights-related sites located in the city. Several of these other sites are open to the public and offer tours. Interpretation could be provided on the shuttle. Orientation would be available on the Internet, through telephone and mail contacts, at other sites such as tourism centers, and at the orientation and visitor centers. The mixture of public and private ownership in the various neighborhoods and the need to support the ongoing operations of Central High School would require effective orientation about where visitors can go and what opportunities are available.

Visitors would tour the historic site on their own or with guided tours. Wayside exhibits or interpretive brochures would help them understand the events that occurred there. Guided tours would be offered on a scheduled basis; the timing and frequency



- Boundary of National Historic Site
- Boundary of National Historic Landmark
- School Area
- Historic Scene Area
- Visitor Services, Administration, Operations Area
- Interpretive Education Area
- Contemplative Area

1. Little Rock Central High School
2. Ponder's Drug Store
3. Magnolia Mobil Service Station
4. Proposed Shuttle Staging Area
5. Commemorative Garden
6. Quigley Stadium

Alternative 3: The City

Little Rock Central High School National Historic Site

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would depend on visitation and staffing levels. Visitors would be able to quietly contemplate the events of 1957 in the commemorative garden. When the high school is not in session, visitors could take guided tours inside the school. These tours would help visitors understand and appreciate the experiences of Central High School students during 1957-58. Ponder's Drug Store would be rehabilitated and used for education programs with school groups.

Many school groups are expected to visit the site and other sites in the city. Theme-related and curriculum-based education programs would be conducted at Ponder's Drug Store. Groups would also visit the orientation center and on-site visitor center, where the exhibits and other interpretive media could be incorporated into their programs. Groups would also tour the site and tour the high school when it is not in session. School programs would include pre-site and post-site information and activities. A minimal level of teacher workshops would enhance the value and impact of education programs and support self-guided school programs (thus supplementing the ability of NPS staff to provide programs).

Outreach programs would be available to education, community, service, and other groups in the metropolitan region.

Cultural Resources

The roles and responsibilities for implementing these actions are described under Partner Roles and Responsibilities.

Magnolia Mobil Service Station

As in alternative 2, the exterior of the service station would be preserved and maintained as it exists today. However, in this alternative the interior of the building would be used for interpretation and visitor contact services. The service station is located in the visitor services, administration, and operations management prescription area.

Little Rock Central High School

The NPS, within the limits of the park's enabling legislation, would continue to work with the Little Rock School Board to maintain the historic character of the entire national historic landmark property to the extent possible. The school building, as well as other structures on the campus, would be maintained by the school district. In this alternative the school and its campus are in the school management prescription area.

Ponder's Drug Store

As described in alternative 2, the building would be acquired with the consent of the owner and the exterior rehabilitated to its 1957 appearance, and interior rehabilitation would be encouraged to provide space for education and special programs. In this alternative the drug store is located in the interpretive education management prescription area.

Historic Streetscape

The front landscape of the school would be maintained by the school district and the NPS (as in alternative 2). As in alternative 1, the streetscape appearance (relating to the seven privately owned residences along the East Side of South Park Street) would depend on the actions of the owners and city zoning.

The NPS would seek, in cooperation with the city and neighborhood association, preservation efforts to preserve and interpret the front facades and yards of the homes to their 1957 appearance.

Archival and Museum Collections

Under this alternative, the NPS would undertake minimal collection of objects for exhibits. The NPS would assist partners in developing finding aids for archival collections and facilitating access to archival resources.

Research

Historical research would focus on the historic context (city, region, and nation) of the 1957-58 events at Central High School. In addition, an assessment of the school as an ethnographic resource should be confirmed with an ethnographer. If the site is determined to be an ethnographic resource as defined by the NPS, comprehensive ethnographic research relating to the historic context of the 1957-58 events would be conducted under this alternative.

Northeast Corner Lot

Under this alternative, a facility to support the city's shuttle system and serve as a parking area for the commemorative garden would be developed on this vacant lot. In this alternative the shuttle facility would be located in the visitor services, administration, and operations management prescription area.

Boundary Adjustment

Under this alternative there would be no request for a boundary adjustment.

Administration and Operations

Staffing

The necessary staffing expertise needed to manage the site in alternative 3 would be for interpretation and administration. Staffing needs might include a chief of interpretation, historian, education specialist, community planner, facility manager, park rangers, park guides, an administrative officer, a clerk, and seasonal employees. Seventeen to 18 staff would be required. This number is 10 to 12 staff more than is required by alternative 1.

The addition of a community planner would be required to coordinate activities between sites, serve as site public information officer, develop community program initiatives, and to represent the site at local meeting and workshops. The facilities manager would provide technical assistance to national historic landmarks and national register properties, manage maintenance contracts, and coordinate restoration and repair of historic resources.

Maintenance requirements would involve four locations: the new orientation center, service station, drug store front façade, and the commemorative garden. Technical assistance for interpretation and preservation would be offered to support the about ten related civil rights sites. Cooperative agreements would be established with the related sites for interpretation.

Functions Provided

Park administration, visitor services, and interpretation would be located in nearby leased space. Staff requirements would include operating the orientation center, developing and presenting education programs, overseeing the shuttle operation, and supporting programs at related sites.

Staffing duties for this alternative would require coordinating interpretive operations and program development with about ten related sites located from one-half mile to two miles distance from the site. Cooperative agreements and a joint comprehensive interpretive plan would be needed to coordi-

nate and integrate programming for local events, joint conferences, tours, and general seasonal programming if funding, staffing, or program priorities would permit. Additional funding would be required for cooperative agreements to develop joint programs and to support the shuttle system connecting the various sites.

The extent of the education programs would be similar to those described in alternative 2. The service station would be staffed and the site would present traditional programs such as walks and talks and special events. Staff would be available at the drug store, used as classroom space in this alternative, on a scheduled basis. Program staff would also be available at cooperating related sites.

The space requirement in a nearby leased building is estimated to be 9,000-10,000 square feet. The leased area would contain space for a lobby, exhibits, sales/office and storage, theater and multipurpose room, offices, work space, lunch and break area, storage, custodial and maintenance needs, restrooms, circulation, and a meeting room. There would be parking for 40 cars and five recreational vehicles or buses at the leased space, and 12 spaces for parking at the service station, plus a small shuttle staging area on the northeast corner lot.

Costs

The total estimated development cost of alternative 3 is $1.1 to 1.5 million. This includes construction of a small shuttle staging area with associated parking and landscaping, the rehabilitation of the interior of the service station, the rehabilitation to 1957 of the exterior of the drug store, the rehabilitation of the interior of the drug store, and development of an interpretive film and wayside exhibits.

Total estimated operation and maintenance costs would be $1.3 million annually. Staffing cost would be about $888,000 per year. During the course of the next 15 years, operation and maintenance costs would result in the expenditure of roughly $19 million in funds for facility operations and maintenance, including salaries, leasing nearby space, supplies, and other payments.

Partner Roles and Responsibilities

As in alternative 2, the Little Rock School Board and District and the city of Little Rock would be the NPS's cooperating partners for the preservation of the high school front façade and front grounds. The NPS would provide some financial and technical assistance for this effort as outlined in alternative 2.

As outlined in the legislation, cooperative agreements with the Little Rock School Board and District and the Central High Museum, Inc., would be developed for interpretive and education programs. Agreements would continue with the University of Arkansas at Little Rock to develop interpretive programs and workshops for student interns and to provide technical support. Intangible cultural resources (such as oral histories and personal experiences) would be preserved through cooperating partnership with organizations such as the Little Rock Nine Foundation and the University of Arkansas at Little Rock.

The NPS would take the lead in establishing cooperative agreements and establish the linkages between Civil Rights-related sites as outlined in the theme study. The agreements would be for interpretation and preservation technical assistance.

Partnerships would be established with the Central High Neighborhood Association and other neighborhood associations to assist

with development of neighborhood preservation initiatives and establish working relationships with neighbors.

The NPS would take the lead in creating cooperative agreements with the city of Little Rock, the Central Arkansas Transit, and the Little Rock Convention and Visitors Bureau for the city shuttle and marketing of Civil Rights-related tours throughout the city.

ALTERNATIVE 4 – THE LEGACY

Concept

This alternative includes elements of traditional on-site visitation combined with emphasis on the scholarly study of the events at Central High School, the Civil Rights movement in the United States, and their effect on the national and international Civil Rights movement. To achieve this concept an education/park administration and operations facility would be developed on the northeast corner vacant lot. Partnerships would be created with Civil Rights-related national and international academic institutions, organizations, foundations and other appropriate entities for Civil Rights-related conferences, symposiums, publications, and other appropriate activities and events. This alternative provides a wide range of educational tools for students and visitors. The NPS would strive to serve the national and international audiences of the site by creating an exciting, provocative experience for students all over the world.

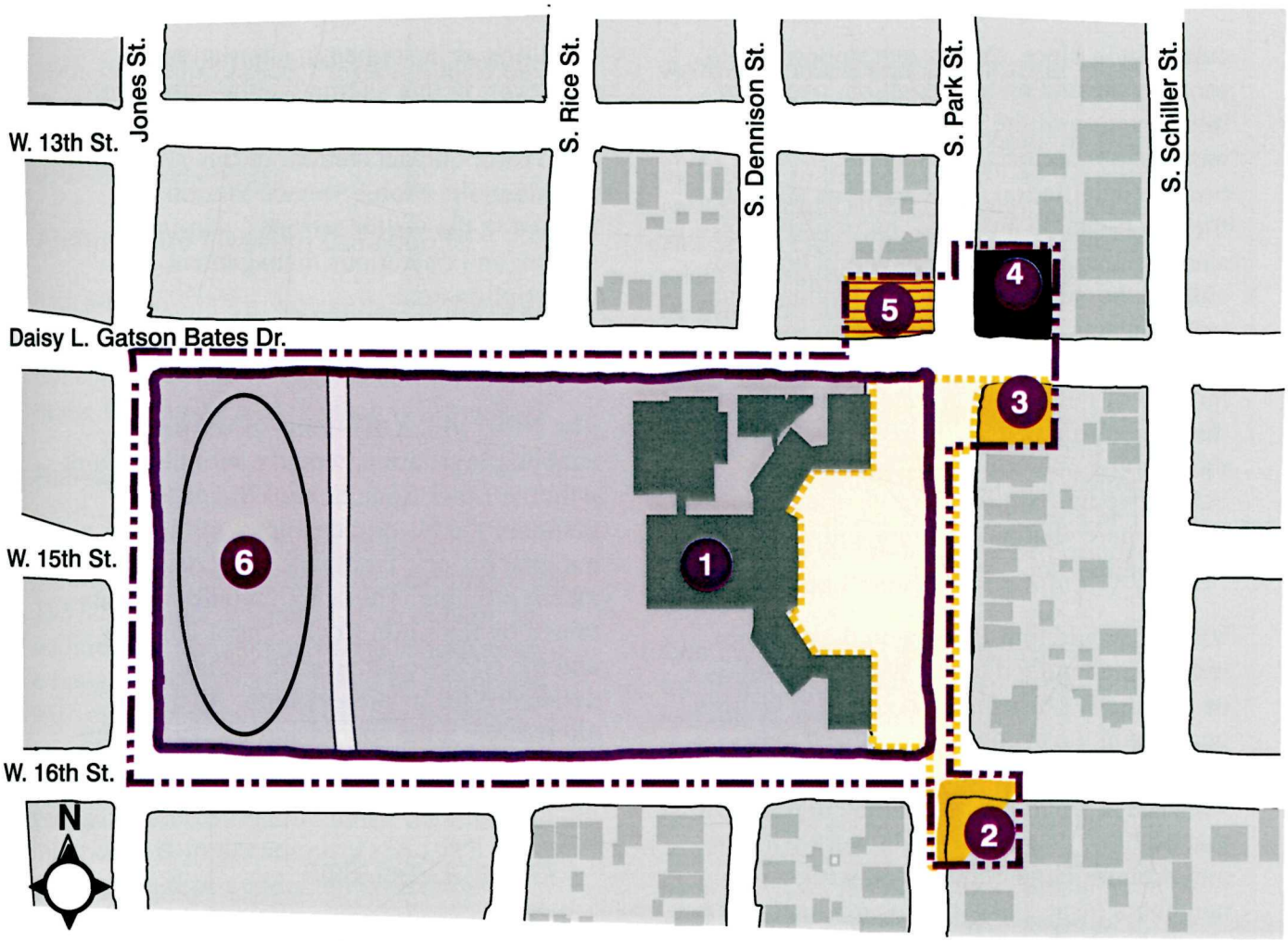
Visitor Experience, Orientation, Interpretation, and Education

This alternative would emphasize scholarly research, education, and outreach with educational groups and scholars throughout the world. A new education center would be built at the corner of Daisy L. Gatson Bates Drive and South Park Street. Interpretation for the public would be provided in the current visitor center through existing exhibits and personal services. Organized groups and the public would visit the site where the dramatic events of 1957-58 took place.

Students would delve into the full story of the events, including the larger context and different perspectives, through a variety of educational techniques. Theme-related and curriculum-based education programs would be conducted in the new education center. Educational experiences would be supported by a variety of educational media including interactive learning centers, video- and web-based teleconferencing with other groups and sites, databases, oral histories, and audiovisual programs. Personal services and educational activities would include drama, lectures, discussions, and group projects. A major learning and media area would be available for students to conduct research and other self-directed learning activities. Groups would also tour the site and tour the high school when it is not in session. School programs would include pre-site and post-site information and activities. Teacher workshops would be emphasized to enhance the value and impact of education programs and support self-guided school programs (thus supplementing the ability of NPS staff to provide programming). Vigorous partnerships would extend educational services.

Outreach programs would be emphasized and supported by additional interpretive staff and educational media. Programs would be actively marketed to education, community, service, national, international, and other groups.

Most public visitors would begin their site experience at the current visitor center (former Magnolia Mobil Service Station). Using interpretive media and fixtures



- Boundary of National Historic Site
- Boundary of National Historic Landmark
- School Area
- Historic Scene Area
- Visitor Services, Administration, Operations Area
- Interpretive Education Area
- Contemplative Area

1. Little Rock Central High School
2. Ponder's Drug Store
3. Magnolia Mobil Service Station
4. Proposed Education/Administration Facility
5. Commemorative Garden
6. Quigley Stadium

Alternative 4: The Legacy

Little Rock Central High School National Historic Site

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currently in place, the service station would provide site and area orientation, overview interpretation of the events of 1957-58, and basic visitor services such as rest rooms. Some rehabilitation of the exhibits and other fixtures could be provided, particularly for site orientation. Orientation would be available on the Internet, through telephone and mail contacts, at other information sources such as tourism centers, and on site. The mixture of public and private ownership in the neighborhood and the need to support the ongoing operations of Central High School would require effective orientation about where visitors could go and what opportunities are available.

Visitors would tour the site on their own or with limited guided tours. Wayside exhibits or interpretive brochures would help visitors understand the events that occurred there. The outdoor appearance of the historic streetscape would be maintained to resemble that of 1957. The NPS would work with the city, Central High School, and with neighbors (especially the seven homeowners along the block in front of the school) and neighborhood groups to maintain the overall historic appearance and support the contemporary functions of the area.

Visitors would be able to quietly contemplate the events of 1957 in the commemorative garden. When the high school is not in session visitors could take guided tours inside the school. These would help visitors understand and appreciate the experiences of Central High School students during 1957-58. Ponder's Drug Store would be interpreted.

Cultural Resources

Magnolia Mobil Service Station

The rehabilitated 1957 exterior of this structure would be maintained in its current condition as described in alternative 2. However, in this alternative the interior of the building would function as an orientation and visitor contact station. In this alternative the Magnolia Mobil Service Station is located in the visitor services, administration, and operations management prescription area.

Little Rock Central High School

The NPS, within the limits of the park's enabling legislation, would continue to work with the Little Rock School Board to maintain the historic character of the entire national historic landmark property to the extent possible. The school would be maintained by the Little Rock School District, and the NPS would provide technical assistance for its preservation. As in alternative 2, the school and its campus are located in the school management prescription area.

Ponder's Drug Store

The NPS would purchase a façade easement on the privately owned building. As in alternative 2, the exterior of the structure would be rehabilitated to its 1957 appearance, but in this alternative the interior use would remain private. In this alternative the drug store becomes part of the historic scene management prescription area.

Historic Streetscape

As described in alternative 2, the high school and grounds would be maintained to their 1957 appearance by the school district and the NPS. The NPS would provide only technical assistance for grounds preservation. As in alternative 3, NPS would seek, in cooperation with the city and neighborhood associations, preservation efforts to preserve the front facades and yards of the homes to

their 1957 appearance. Preservation of the front facades and yards of the seven privately owned homes would depend on the actions of the owners.

Archival and Museum Collections

The NPS would actively collect primary and secondary historical materials. The archival collections would be housed and maintained at the University of Arkansas at Little Rock.

Research

Historical research would focus on the national and international implications of the 1957-58 events at Central High School. In addition, an assessment of the school as an ethnographic resource should be confirmed with an ethnographer. If the site is determined to be an ethnographic resource as defined by the NPS, comprehensive ethnographic research relating to the national and international implications of the 1957-58 events would be conducted under this alternative.

Northeast Corner Lot

In this alternative the northeast corner vacant lot would be acquired with the consent of the owner. An education center/ park administration and operations facility would be developed at this location. The facility would be located in the interpretive and visitor education management prescription area.

Boundary Adjustment

Under this alternative there would be no request for a boundary adjustment.

Administration and Operations

Administration and park operations would be located in the new facility on the northeast corner of Daisy L. Gatson Bates Drive and South Park Street. Parking for 40 cars and 6 recreational vehicles or buses would be available at this location.

Maintenance requirements would involve four locations: commemorative garden, the education center, service station, and front façade of the drug store. Varying degrees of technical assistance on preservation and maintenance methods would be provided to the school and Ponder's Drug Store.

Continuous on-site maintenance is required for restrooms, accidents, general clean-up, and minor repairs to the buildings. The uncertainty of maintenance demands and the need for flexibility, to meet multiple needs from window repair to electric-outlet replacement, would require park management to assess the need for a skilled maintenance worker. As in alternative 1, maintenance contracts would be determined by function: general cleaning, landscaping, and servicing the heating, ventilation, and air conditioning system. Specific repairs would be completed on a project basis.

Staffing

The necessary staffing expertise needed to manage the site in alternative 4 would be for interpretation and administration. Staffing needs might include an Internet specialist, historian, education director, web master, facility manager, park rangers (interpretation and education), park guides, administrative officer, clerks, and seasonal employees. Two technology positions would be required—one position skilled in maintaining technology "hardware" and another position skilled in developing technology "software"—to assure operational

efficiencies and coordination and interface with varying degrees of global technologies. An extensive web site would be developed to support curriculum-based programs, classroom exercises and to provide communication with schools and universities for research and program development. A director of education would coordinate and plan the overall education program that would serve regional schools extending into neighboring states and provide classroom experiences from grades four through twelve. The site would offer multiple workshops (classes) for schools to select from and present three workshops each day from October through June. Five park rangers would be required to present classroom programs. An additional clerk would manage the scheduling system.

Eighteen to 19 staff would be required. This number is 12 to 13 more staff than are called for in alternative 1.

Functions Provided

The proposed new education center and administration and park operations facility is viewed as a two-story building of approximately 13,000-14,000 square feet. The building would contain space for a lobby, exhibits (learning media center), sales/office and storage, theater/ multipurpose, four classrooms, offices, work space, lunch/break area, storage, custodial/ mechanical, restrooms, circulation, and a meeting room. It is estimated that parking for 30 cars and six buses would be available next to the building.

As in alternative 2, the exterior of the service station would be maintained in its current rehabilitated condition. The interior (1,717 sq ft), however, would be rehabilitated for visitor orientation. The exterior (1,815 sq ft) only of the drug store would be rehabilitated to its 1957 appearance through a fee easement. The interior would remain in private ownership.

Costs

The total estimated development cost of alternative 4 is approximately $4.2 to $4.7 million. This amount includes development of an education center/park administration and operations facility, associated parking and landscaping, fee easement for the drug store, rehabilitation of the exterior of the drug store, rehabilitation of the interior of the service station, development of an interpretive film, and funding for cooperative agreements.

Operating and maintenance costs are estimated at $1.3 million annually. This amount provides for salaries, maintenance contracts, miscellaneous support costs including utilities, and funding for cooperative agreements. Staffing costs would be about $1.1 million annually. During the course of the next 15 years, this alternative would result in the expenditure of roughly $20.1 million in federal funds for facility operations and maintenance, including salaries, supplies and other payments.

Partner Roles and Responsibilities

In this alternative the Central High Museum, Inc., the Little Rock School District, Central High School, the University of Arkansas at Little Rock, the city of Little Rock and numerous national and international academic and cultural organizations with ties to Civil Rights would be cooperating partners for education and interpretation. See appendix F for descriptions and a map of potential related national Civil Rights sites.

As in alternative 2, the Little Rock School Board and District and the city of Little

Rock would be the cooperating partners for the preservation of the high school front façade and front grounds. The NPS would provide technical assistance for interpretation and preservation.

As outlined in the legislation, cooperative agreements with the Little Rock School Board and District, and the Central High Museum, Inc., would continue for development of interpretive and education programs. Agreements would continue with the University of Arkansas at Little Rock to develop interpretive programs and workshops for student interns and to provide technical support.

Partnerships would be established with the Central High Neighborhood Association to assist with development of neighborhood preservation initiatives and establish working relationships with neighbors. The NPS would take the lead in developing cooperative agreements with the owners of the residences along South Park Street for preservation of those residences as part of the historic scene.

Intangible cultural resources (such as oral histories) and personal experiences would be preserved through cooperating partnership with organizations such as the Little Rock Nine Foundation and the University of Arkansas at Little Rock.

The NPS would follow the direction provided by the Desegregation in Public Education Theme Study for establishing linkages between identified Civil Rights-related sites and the national historic site, and with other existing units of the national park system to maximize opportunities for public education and scholarly research on desegregation in public education.

Partnerships would be created with related national and international academic institutions, organizations, foundations and other appropriate entities for Civil Rights-related conferences, symposiums, publications, and other appropriate activities and events. Partnerships would be created for satellite broadcasting.

ESTIMATED COSTS OF THE ALTERNATIVES

General management plans provide a framework for proactive decision-making, including decisions on visitor use, natural and cultural resource management, and site development. The management plan prescribes resource conditions and visitor experiences that are to be achieved and maintained over time. Site development is considered in general rather than specifics. For the purposes of cost estimating, general assumptions are made regarding amounts and sizes of development. These assumptions are then carried across to all alternatives so that **comparable costs** can be considered for each alternative. Initial development costs are costs associated with construction and rehabilitation.

Costs in this document are not intended to replace more detailed consideration of needs, sizes, and amount of future development. They should **not** be used as a basis for funding requests; further analysis must be completed first.

Preliminary development costs range from $1.1 to $1.5 million for alternative 3 to $4.3 to 5.7 million for alternative 2. Increased visitor services and protection of the resources align closely with the costs. Annual operation and maintenance costs range from $450,000 for alternative 1 (No Action) to $1.3 million for alternative 4.

Alternatives 2, 3, and 4 propose new interpretive exhibits and film. Development costs could be reduced in this area. (Please refer to the notes at the bottom of Table 2.) Alternative 1, the No Action alternative, calls for some limited growth that would be expected for any new site.

Alternative 2, the preferred alternative, proposes the construction of a new visitor center/park administration and operations facility on the northeast corner vacant lot. This facility would provide space for orientation, exhibits, a theater with audiovisual programs, restrooms, a sales area, and park offices. In addition, the proposed changes to the archives would expand the audience that could be reached via electronic media. Administrative functions would be efficient and separate from the visitor areas.

Alternative 3 proposes leasing nearby space offsite for orientation, interpretation, and administrative offices while accommodating bus and shuttle activities. Visitor services would be increased to a broader audience — those people who would be visiting the city of Little Rock and would like an all-inclusive tour of Civil Rights-related sites.

Alternative 4 proposes building an education center/park administration and operations facility on the northeast corner vacant lot. This structure would provide for the same type of administrative, storage, orientation, learning media center, sales area, and restrooms called for in alternative 2; however, the visitor experience would be expanded to include a structured, classroom environment. Thus, implementation of alternative 4 would increase classroom space and provide space for Internet access and other state-of-the-art technology-based learning aids.

Comparative development costs of the four alternatives are summarized in Table 2. Operation and maintenance (O&M) costs for each alternative are presented in Table 3.

MITIGATING MEASURES

Before performing any alternative actions the NPS would prepare studies as prescribed in the NPS *Management Policies* and *Cultural Resource Management Guideline* (DO-28). The NPS would consult with the state historic preservation officer for the State of Arkansas in compliance with the 1995 Programmatic Agreement among the NPS, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers.

For archeological resources, mitigation includes avoidance of sites through project design, or recovery of information that makes sites eligible for inclusion in the National Register of Historic Places. The NPS would consult with various city agencies and neighborhood associations and organizations in Little Rock to develop appropriate strategies to mitigate impacts on ethnographic resources. Mitigation measures related to museum collections consist of preventive conservation of a collection through proper storage, handling, and exhibit of objects.

RECOMMENDATIONS FOR FURTHER RESEARCH AND PLANNING

Priorities for research would be based on the site's primary purpose—to preserve the high school and interpret its role in the integration of public school and the Civil Rights movement. The purpose of these plans would be to gain information and provide guidance. To prevent long-term adverse impacts on the site and its resources, the following site-specific studies must be undertaken and site-specific plans

developed. Such studies and plans would be required under all alternatives:

1. historic structure report to provide guidance and support for treatment of the cultural resources,

2. historic resource study to provide a historical overview and to identify and evaluate cultural resources within the historic context,

3. cultural landscape report to guide treatment and use of cultural resource features and of the landscape,

4. site administrative history to document how the site was establish and managed to the present day,

5. scope of collections statement to guide acquisition and preservation of museum objects that directly contribute to interpretation

6. collections management report to identify what collection items are still required and to request staffing and funding for continued collections.

7. a site-specific transportation plan addressing pedestrian safety concerns, parking, and access to and from the site.

Standardized direction for preservation maintenance of historic structures would be provided by work procedures contained in the Historic Preservation Database. The following plans are to be completed to help implement the recommendations of this general management plan:

1. collection management plan to guide preservation of archival collections and museum objects

2. collection storage plan to guide collection storage at the site

3. long-range interpretive plan and a visitor experience implementation plan that a) describes specific visitor experience goals, interpretive themes, and relevant issues and background information, and b) recommends specific action (including interpretive media and programs) for achieving the goals and interpreting the themes; this plan would incorporate the actions called for in the "Desegregation in Public Education" theme study.

ALTERNATIVES CONSIDERED BUT NOT ANALYZED FURTHER

No additional alternatives were considered.

Table 1: Proposed Actions for Each Alternative

Common to All Alternatives:

- Central High School: Partnership between school district and NPS to maintain the front façade and grounds; school district continues to own and operate.
- Exterior of Magnolia Mobil Service Station: Remains as it is today (rehabilitated to 1957 appearance).

	ALTERNATIVE 1 – NO ACTION	ALTERNATIVE 2 – THE SITE	ALTERNATIVE 3 – THE CITY	ALTERNATIVE 4 – THE LEGACY
Interpretive Focus	The 1957 events at the high school.	The events of 1957 at the site and how those events influence the educational system of today.	An in-depth look at the Civil Rights issue in relation to state and federal legislation. Visitors would have the opportunity to visit the site and related sites within the city of Little Rock.	A scholarly study of the Civil Rights movement in the United States and its national and international effects.
Park Administration	Magnolia Mobil Service Station and Federal Building.	Newly constructed facility.	Leased space in nearby building.	Newly constructed facility.
Interpretive/ Visitor Education	Remains at current level.	School-based curriculum programs and Central High School education programs; media presentations.	Expand education programs to include the development of school district-wide programs from elementary through senior high. Interpret Civil Rights-related sites.	Presentation and telecommunication links to academic institutions; satellite for teleconferencing and classroom presentations.
Tours	Self-guided tours of the site. Tours inside of high school (for groups only) made through the school.	Guided and self-guided tours of site. Tours inside of the high school through NPS and school.	Same as alternative 2 plus shuttle tours of Civil Rights-related sites.	Same as alternative 2.
Ethnography/ History	Focused on 1957 events.	Same as alternative 1 but expanded and comprehensive.	Focused on historic context (city, region, and nation) of 1957 events.	Focused on national and international implications of 1957 events.
Museum Collection and Archives	Archives housed and maintained at University of Arkansas at Little Rock and other city locations.	Same as alternative 1 plus NPS collects objects for exhibit and interpretation.	Same as alternative 1 plus NPS minimal collection of exhibit objects, assist in developing finding aids and facilitate access to archival resources.	Same as alternative 1 plus NPS actively collect secondary historical materials.

	ALTERNATIVE 1 – NO ACTION	ALTERNATIVE 2 – THE SITE	ALTERNATIVE 3 – THE CITY	ALTERNATIVE 4 – THE LEGACY
Resource Condition and Function	High school exterior front façade: maintained as today by school district. High school front grounds: maintained as today by school district. Magnolia Mobil Service Station: Exterior maintained as today; interior as today. Functions as visitor center. Drug Store: Remains in private ownership. Historic Streetscape: Seven residences remain in private ownership. NPS would provide technical assistance upon request.	High school exterior front façade; maintained as today by school district and NPS. NPS provides some financial and technical assistance. High school front grounds: maintained as today by school district and NPS. NPS provides some financial and technical assistance. Magnolia Mobil Service Station: Interior rehabilitated for classroom space. Drug Store: Acquire, exterior rehabilitated to 1957, interior rehabilitated for exhibits, visitor services/ concession. Historic Streetscape: Request boundary expansion to include seven houses; establish agreements with homeowners to preserve and interpret to their 1957 appearance.	Same as alternative 2. Same as alternative 2. Magnolia Mobil Service Station: Interior rehabilitated for interpretation and visitor contact. Drug Store: Acquire; exterior same as alternative 2; interior rehabilitated for education and special programs. Historic Streetscape: Cooperate with city and neighborhood associations to preserve and interpret Related Sites in Little Rock: preserve and interpret through partnerships	High school exterior front façade; maintained as today by school district and NPS. NPS provides technical assistance. High school front grounds: maintained as today by school district and NPS. NPS provides technical assistance. Magnolia Mobil Service Station: Interior rehabilitated for orientation center. Drug Store: Exterior rehabilitated to 1957 through façade easement; interior remains in private ownership. Historic Streetscape: Same as alternative 3.
Development	• No new construction.	• Construct new visitor center/park administration and operations facility with auditorium/theater • Magnolia Mobil Service Station: Rehabilitate interior • Drug Store: Rehabilitate exterior to 1957, rehabilitate interior	• Leased space in nearby building. • Magnolia Mobil Service Station: Same as alternative 2 • Drug store: Same as alternative 2. • Small Shuttle staging area.	• Construct new education center/park administration and operations facility • Magnolia Mobil Service Station: Same as alternative 2 • Drug store: Rehabilitate exterior to 1957.
Current and Potential Partners	• Central High School • Little Rock School District • Central High Museum, Inc. • University of Arkansas at Little Rock • Daisy Bates House NHL	Same as alternative 1 plus • City of Little Rock • Little Rock Nine Foundation • Cooperating Associations • Owners of 7 residences along South Park Street • Neighborhood Associations	Same as alternative 1 plus • City of Little Rock • Little Rock Convention and Visitors Bureau • Little Rock Nine Foundation • Neighborhood Associations • Managers and owners of Civil Rights-related sites in the city	Same as alternative 1 plus • AETN TV (satellite broadcasting) • Neighborhood Associations • Owners of Ponder's Drug Store • National and international Civil Rights-related academic programs, libraries, universities, school districts, and private industry • Conferences, symposiums, publications, and presentations

Table 2: Comparison of Estimated Alternative Development Costs

DEVELOPMENT ITEM	ALT. 2 – THE SITE	ALT. 3 – THE CITY	ALT. 4 – THE LEGACY
Visitor Center/park administration and operations facility 11,000 – 12,000 sq ft (includes utilities, parking and landscaping)	3,100,000 - 3,400,000	0 - 0	0 - 0
Shuttle Staging Area* (includes utilities and landscaping)	0 – 0	200,000 - 250,000	0 - 0
Education center/park administration and operations facility 13,000-14,000 sq ft (includes utilities, parking, and landscaping)	0 – 0	0 - 0	3,000,000 - 3,300,000
Interpretive Exhibits** (including interpretive film and wayside exhibits***	1,000,000 - 2,000,000	700,000 - 900,000	1,000,000 - 1,200,000
Gas Station: Rehabilitate Interior	100,000 - 125,000	100,000 - 125,000	100,000 - 125,000
Drug Store: Rehabilitate exterior and interior	150,000 - 200,000	150,000 - 200,000	60,000 - 75,000
Total Estimated Development Costs	**4,350,000 - 5,725,000 (4.3 M) - (5.7 M)**	**1,150,000 - 1,475,000 (1.1 M) - (1.5 M)**	**4,160,000 - 4,700,000 (4.2 M)- (4.7 M)**

Note: This table currently displays gross construction costs using year 2000 class C estimates which means they are comparable to similar NPS construction costs in the Midwest Region.. These costs are for purposes of comparison only. Alternative 1 is "no action" and therefore has no development costs. Landscape development is a percentage of building, utility hookup, and parking lot costs. It covers sidewalks, plazas, signs, outdoor lighting, landscape plantings, and irrigation costs. Square footages are approximates. Surveys will be required for vacant lots and structures.
*Shuttle staging area includes parking for 10 cars, 1 bus pullout, 1,000 square feet shade structure.
**Interpretive exhibits for alternatives 2 and 4 are heavily interactive and multimedia; exhibits for alternative 3 are largely graphic panels and text.

Table 3: Comparison of Estimated Annual Operation and Maintenance Costs

COST ITEM	ALT. 1 – NO ACTION	ALT. 2 – THE SITE	ALT. 3 – THE CITY	ALT. 4 – THE LEGACY
Leased Space	$ 10,000	--	$198,450	--
Staffing	363,294	$690,366	888,022	$1,140,748
Miscellaneous Support Costs	43,595	82,843	106,562	120,307
Cooperative Agreement w/CEHS (a)	2,000	5,000	5,000	10,000
Cooperative Agreement Others	7,000	10,000	30,000	15,000
Maintenance Contract	23,000	60,000	40,000	55,000
One Year O&M Costs	**$449,889**	**$848,209**	**$1,268,034**	**$1,341,055**
15 Year O&M Costs	**(6.7 M) $6,748,335**	**(12.7 M) $12,723,135**	**(19 M) $19,020,510**	**(20.1 M) $20,115,825**

(a) Central High School

Table 4: Summary of Environmental Consequences

ALTERNATIVE 1 – NO ACTION	ALTERNATIVE 2 – THE SITE	ALTERNATIVE 3 – THE CITY	ALTERNATIVE 4 – THE LEGACY
Cultural Resources			
Because no archeological surveys have been conducted, the impact of actions on **archeological sites** is unknown. However, the probability of finding archeological sites is low because the area has been associated with urban development and site clearance. The site would strive to avoid or otherwise mitigate impacts, in accordance with the "Mitigation of Impacts" section for "Archeological Resources."	Same as for alternative 1.	Same as for alternative 1	Same as for alternative 1.
Because no **ethnographic** overview and assessment studies have been conducted, the impact of actions on ethnographic resources under this alternative is unknown. However the probability of such impacts is considered to be low. The NPS would strive to avoid or otherwise mitigate impacts, in accordance with the "Mitigation of Impacts" section for "Ethnographic Resources."	Same as alternative 1.	Same as alternative 1.	Same as alternative 1.
Actions under this alternative to preserve the **historic streetscape** would result in long-term minor beneficial impacts on the high school because the NPS has provided limited grand funding for the front façade and grounds. The NPS is also maintaining the Magnolia Mobil Service Station exterior. This alternative would result in long-term minor to moderate	Actions under this alternative would have long-term, minor beneficial impacts on the high school because the NPS would partner with the school district and board to preserve the front façade and grounds. The NPS would preserve the front exterior of the Magnolia Mobil Service Station, and it would rehabilitate the exterior and the interior of the Capel	Actions under this alternative to the high school, service station, and drug store would be the same as in alternative 2. Lack of a comprehensive management program to preserve and protect historic streetscape features in the site could have long-term minor adverse impacts on some landscape elements.	Actions under this alternative to the high school and service station would be the same as for alternative 2. The NPS would rehabilitate the exterior of the Capel Building to its 1957-era appearance, resulting in long-term minor to moderate beneficial impacts on this historic structure. Lack of a comprehensive management program to preserve

ALTERNATIVE 1 – NO ACTION	ALTERNATIVE 2 – THE SITE	ALTERNATIVE 3 – THE CITY	ALTERNATIVE 4 – THE LEGACY
adverse impacts on the exterior of the Capel Building. Lack of a comprehensive management program to preserve and protect historic streetscape features in the site could potentially have long-term minor to moderate adverse impacts on some landscape features.	Building, resulting in long-term minor to moderate beneficial effects on this historic structure. Expansion of the boundary and cooperative agreements between the NPS and owners of the seven private residences would result in long-term minor beneficial impacts on the integrity of those structures as well as significant features of the historic streetscape.	Although selection of this alternative would potentially result in long-term minor beneficial impacts on the preservation and protection of Civil Rights-related sites in the city of Little Rock, increased visitor use at these sites could result in long-term minor adverse impacts.	and protect historic streetscape features in the site could have long-term minor adverse impacts on some landscape features.
The **museum collection** and archival and library materials to be established by the NPS would be managed and protected to the extent allowable under current funding and staffing levels. Nevertheless, the materials would face potential long-term minor to moderate adverse impacts because of inadequate storage and curatorial facilities and protection measures. Acquisition of the extant Central High Museum, Inc., museum collection by the NPS would result in continuing long-term beneficial effects for the resource materials if the collection remained at the library of the University of Arkansas at Little Rock. However, maintenance of the collection at an off-site facility would result in logistical and staffing problems that could impede effective management.	The NPS would collect objects for exhibits and interpretation, and NPS would seek partners for care and storage. Establishment of the site's museum collection and archives and library and placement of the collection in the library at the University of Arkansas at Little Rock, would have long-term moderate beneficial impacts on the collection. Acquisition of the extant Central High Museum, Inc., museum collection by the NPS and continuing placement of the collection in the library at the University of Arkansas at Little Rock, would have continuing long-term moderate beneficial impacts on the collection.	Same as for alternative 2.	Same as for alternative 2.

ALTERNATIVE 1 – NO ACTION	ALTERNATIVE 2 – THE SITE	ALTERNATIVE 3 – THE CITY	ALTERNATIVE 4 – THE LEGACY
Natural Resources			
The area is in attainment for **air quality** at current traffic levels. Traffic emissions caused by an increase of 74 cars per day equate to about 2% above current levels. Therefore, impacts on air quality associated with traffic emissions are expected to be negligible, long-term, and adverse. No new construction is called for in this alternative.	The expected traffic would result in increased emissions. However, this increase would not exceed applicable criteria pollutant levels. Impacts to air quality are expected to result in effects that are minor, long term, and slightly adverse. Air quality would be temporarily and minimally affected by construction dust. Standard construction practices would be used to minimize airborne dust levels in the work area. Long-term impacts on air quality from the proposed development would be negligible and adverse.	Same as alternative 2	Same as alternative 2
Visitor Experience			
A moderately increasing number of visitors would continue to receive basic interpretation of the story of the 1957-58 events in the existing visitor center (service station); crowding would increase and interpretive media would deteriorate and become obsolete over the long term. A smaller number of visitors would tour the site in front of the high school, with minimal interpretation of the historic streetscape, the 1957-58 events, or their contexts and meanings. Other sites and initiatives relating to Civil Rights would increase interest in and awareness of sites such as Little Rock Central High School National Historical Site. However,	Alternative 2 (the preferred) would be expected to provide an educational and emotionally compelling experience for a wide variety of visitors. Effective orientation would encourage access to the site as well as related sites around the city and elsewhere; most visitors would be adequately prepared to safely visit areas with public and private ownership. Overall, this alternative would provide moderate to major long-term beneficial impacts on visitor experience for visitors to the site.	Alternative 3 would be expected to provide educational, varied, and interesting experiences for a variety of visitors. Effective orientation would encourage access to the site as well as related sites around the city and elsewhere; most visitors would be well prepared for visiting areas with public and private ownership. Overall, this alternative would provide minor to moderate long-term beneficial impacts on visitor experience for visitors to the site.	This alternative would be expected to provide an interesting, relevant, and emotionally compelling educational experience for most students. The educational facilities, media, and programs would result in moderate long-term beneficial impacts among program participants. With limited interpretive facilities and media for the general public, this alternative would provide negligible to minor, long-term beneficial impacts on visitor experience for public visitors to the site.

ALTERNATIVE 1 – NO ACTION	ALTERNATIVE 2 – THE SITE	ALTERNATIVE 3 – THE CITY	ALTERNATIVE 4 – THE LEGACY
perpetuation of the existing conditions would result in moderate long-term adverse impacts on visitor experience.			
Administration and Operations			
Having staff in two locations would have a minor, long-term adverse effect on site administration and operations because staff would need to commute several miles. As visitation increases, the small size of the visitor center, limited parking, and employment of only basic staff would have a major, long-term adverse effect on administration and operations. Visitation demands would become a staff priority allowing little time for administrative activities. Limited development of partnerships would result in moderate, long-term beneficial impacts to preserving only the front façade and grounds of the high school.	Development of a new visitor center, reducing visitor use of the service station and the addition of visitor use in the drug store would result in major, long-term, beneficial impacts to site facilities. Development of the new visitor center would provide a major long-term beneficial impact on administration because adequate offices, storage, and work areas would be available. Staffing to operate, interpret, and maintain the site would be on-site and adequate, resulting in major, long-term beneficial effects on site operations. Partnerships in this alternative provide the greatest preservation and interpretation opportunities for all on-site resources because the seven residences and the drug store would be included, resulting in a major, long-term beneficial impact to site resources.	Leasing nearby orientation and headquarters space and thereby reducing visitor use of the service station and the drug store would result in major, long-term beneficial impacts on facilities because most visitors would spend their time at the orientation center. Leasing nearby space would provide adequate offices, storage, and work areas, resulting in moderate, long-term beneficial impact. Locating staff a few blocks from the site could result in a minor, long-term adverse effects on staff efficiency and communications, but this location would be much closer than that in alternative 1. Partnerships focused on interpretation and preservation of Civil Rights-related sites throughout the city would result in major, long-term beneficial preservation impacts to those sites because sites would work toward similar goals. The shuttle partnership would have a moderate, long-term beneficial impact to the neighborhoods because random visitation would be reduced thereby eliminating traffic, safety, and privacy concerns in residential neighborhoods.	Development of an education center and reducing visitor use of the service station would result in major, long-term beneficial effects on site facilities. The education center would have a major, long-term beneficial impact on administration and operations because the center would provide adequate offices, storage, and administrative space. Staffing to operate, interpret, and maintain the site would be on-site and adequate to provide extensive cooperative agreements necessary for educational opportunities, resulting in major, long-term beneficial effects to site resources.

ALTERNATIVE 1 – NO ACTION	ALTERNATIVE 2 – THE SITE	ALTERNATIVE 3 – THE CITY	ALTERNATIVE 4 – THE LEGACY
Socioeconomics			
Negligible, long-term adverse effects would result from the increase in **population** cause by implementation of this alternative. The small population growth that is expected would represent a negligible percentage of total projected growth in Pulaski County through the year 2025.	Same as Alternative 1	Same as Alternative 1	Same as Alternative 1
Moderate to major, long-term beneficial effects would occur to the **local economy** as a result of implementing this alternative. The small increases in jobs and income expected with this alternative would be minor and well below a 1% increase compared with countywide levels.	Same as alternative 1.	Same as alternative 1.	Same as alternative 1.
Housing required by the site would be primarily connected with new staff. The highest number of staff is 20. The purchase of 20 homes would result in a negligible, long-term adverse effect on the housing supply because there is ample housing available in the immediate neighborhood as well as in the greater Little Rock area.	Same as alternative 1.	Same as alternative 1.	Same as alternative 1.
Because the maximum long- and short-term employment generated by the site would be 40, there would be little or no increase in the resident population. Therefore the effect to the infrastructure of the **local**	Same as alternative 1.	Same as alternative 1.	Same as alternative 1.

ALTERNATIVE 1 – NO ACTION	ALTERNATIVE 2 – THE SITE	ALTERNATIVE 3 – THE CITY	ALTERNATIVE 4 – THE LEGACY
government would be negligible, long-term, and slightly adverse. Increased visitation would cause a negligible, long-term, and adverse impact due to reduction in some services as more visitors stay at hotels or motels in the Little Rock area.			
An increase in **tourism and recreation** is expected through the year 2015. However, such tourism would likely only contribute from 1% to 2% of expected total tourism in the county for that year. Therefore, there would be a minor, long-term beneficial effect on tourism and recreation.	Same as alternative 1.	Same as alternative 1.	Same as alternative 1.
Regardless of the alternative, a considerable increase in **visitor spending** is expected through the year 2015. However, such spending would likely only contribute from 1% to 2% of expected total tourist spending in the county for that year.	Same as alternative 1.	Same as alternative 1.	Same as alternative 1.
Because of the small amount of land owned by the NPS there is anticipated to be a negligible, long-term adverse effect in any **land use** changes in the area.	Same as alternative 1.	Same as alternative 1.	Same as alternative 1.
Transportation and Access			
Effects to **transportation and access** are expected to be negligible, long-term, and adverse because of the relatively small increase in projected additional cars and buses. Ample access to the site would be maintained and additional parking would reduce the congestion of on-street parking.	Same as alternative 1. A transportation plan would be developed to address parking, circulation, and safety concerns.	Same as alternative 2.	Same as alternative 2.

Affected Environment



Photo Courtesy of Will Counts

Segregationists rally at the Governor's Mansion.



Photo Courtesy of the Arkansas Historic Preservation Program

Home of L.C. and Daisy Bates.



Photo Courtesy of Central High Museum Historical Collection / University of Arkansas at Little Rock Archives

National Guard troops establish perimeter across the street from Central High School.

CULTURAL RESOURCES

Recognition of Significance

Little Rock Central High School

Little Rock Central High School was listed in the National Register of Historic Places on August 19, 1977, under Criterion A (because of its association with events that have made a significant contribution to the broad patterns of American history) and Criterion Consideration G (because it achieved significance within the previous 50 years). On May 20, 1982, it was designated a national historic landmark by the Secretary of the Interior.

Little Rock Central High School Today

Since the fall term of the 1959-60 school year, Central High has been operated as a four-year public high school with an average enrollment of approximately 1,800 students and a faculty of approximately 115. Today, it is the largest of six high schools in the Little Rock School District and the only one located in the inner city. The student body is a cross-section of the community, drawing from the most affluent areas of Little Rock and from a broad swath of middle- and low-income areas. Racially, 62% of the student body is African-American, 36% are white, and 2% are "other," mainly Asian. Central has served the metropolitan area for many years as an unofficial magnet school, and it now houses an International Studies Magnet component within the school curriculum. The school offers approximately 125 courses, including 13 advanced placement courses and six foreign language courses.

Central High School is considered a national model in the field of human relations. It is a participant in the Model Schools Program sponsored by the National Governors Association. In 1990, when the Little Rock School Board was making a list of the strengths and weaknesses in its system, Central High was listed as the number one strength of the school district.

National Historic Site Resources

Little Rock Central High School (1500 South Park Street)

Little Rock Central High School consists of a 21-acre campus bounded by Daisy L. Gatson Bates Drive on the north, Jones Street on the west, West 16th Street on the south, and South Park Street on the east. Architecturally unique among Arkansas school structures, the high school was designed in the neo-gothic revival style by associated architects George R. Mann, Eugene John Stern, John Parks Almand, George H. Wittenberg, and Lawson L. Delony. The four-story building with its irregular but generally Y-shaped plan was completed in 1927. The plan can be divided into five distinct sections — a dominant central portion that exhibits significant architectural features and contains a 2,000-seat auditorium, and four relatively unadorned classroom wings, two per side, wrapping around a centered concrete courtyard (originally a reflecting pool was located in the courtyard area) in the building's foreground. The school's plan and elevation are symmetrical about this central axis, which bisects the lawn and courtyard area and the building's central section.

The high school's structure, of brick, load-bearing walls and steel frame, is faced with tan or buff brick. The school's elevations consist of systems of brick pilasters and spandrels of varying vertical scale separated by horizontal bands of paired window openings. Window frames are double-hung with 12 lights per sash. All pilasters rise above the parapet level and are capped with cut stone. The pilasters composing the main entry elevation continue a full 1½ stories above the main parapet and create a towering stepped façade capped and decorated in cut stone. Parapets of the main section are lined with medieval shields and crests of cut stone. Gothic pointed arches of cut stone span between broad pilasters at the façade's pinnacle and round arched colonnades of cut stone decorate the next lower level.

From the main entry esplanade, at ground floor level, double steps rise at either side in two flights to a terrace at the second floor (main) entry. A round arched colonnade supports this terrace, with masonry arches springing from stone Corinthian columns. The inlaid Tiger frieze was installed in the wall under the terrace during 1962-63.

The main entry consists of three pairs of doors set between four broad pilasters with tall round-arched glazed openings above. Each of the pilasters is decorated with statuary of Greek goddesses depicting the themes of Ambition, Personality, Opportunity, and Preparation. Large iron Gothic lanterns on the pilasters illuminate the entry.

The interior corridors of the school are arched at bearing walls and are finished with a glazed ceramic floor and wainscot. Walls and ceilings of corridors, as well as walls and ceilings of other areas, are plastered. All other floors are wooden with the exception of finished concrete in shop areas.

During the early 1980s, the school building underwent extensive rehabilitation. The improvements included waterproofing the building, installing a new roof and new plumbing fixtures, replacing windows, reconstructing the restrooms, and repainting. The reflecting pool in front of the school was removed and replaced with the extant concrete courtyard. The brickwork for the fountain in front of the reflecting pool was retained although the natural spring that had fed the fountain and pool had long since dried up.

Since the school was completed in 1927, various facilities have been added to the campus. The12,000-seat Quigley Stadium was constructed on the west side of the campus along Jones Street in 1936. During 1948-49, the Campus Inn, which included a snack bar and dance floor, was constructed west of the main school building along West 16th Street. The structure, which was closed in the late 1980s or early 1990s and demolished in 2000, consisted of World War II Quonset huts that had been declared military surplus property and moved to the site from a military base after the war. A field house was added to the campus in 1951 to update and expand the school's athletic facilities. In 1969, a new library-media center named for Jess W. Matthews was constructed northwest of the main school building. This addition is largely hidden from view from South Park Street and was designed to be architecturally compatible with the original school building. Athletic fields, which served as the encampment area for the troops during the events of 1957, cover much of the campus between the main school building and Quigley Stadium.

Little Rock Central High School retains a high degree of its original architectural design and it continues to serve its original purpose as a large urban high school. The main school building is a testament to its functional design and the strengths of its materials and construction.

Ponder's Drug Store (2121 and 2123 West 16th Street)

Located on the southeast corner of West 16th Street and South Park Street, this modest one-story brick commercial building blends with its residential surroundings. Constructed as the Capel Building in 1926, this structure, which retains a high degree of integrity, housed Ponder's Drug Store in 1957.

This building gained notoriety on September 4, 1957, when Elizabeth Eckford, one of the "Little Rock Nine," arrived at Central High School and was met by a jeering mob as she alighted from a bus at 12th and Park Streets. Seeing National Guardsmen in front of the school, she hurried in their direction. She was not allowed to pass the soldiers and was forced to return through the growing mob to her bus stop. As members of the mob crowded around her with taunting remarks, she proceeded in the direction of Ponder's Drug Store to escape. A store employee saw her coming and locked the door. She then went to sit on a bench at the bus stop on the northwest side of 16th and Park Street with a howling mob around her. Finally, aided by a sympathetic white woman, she boarded a city bus to leave the area.

Magnolia Mobil Service Station (2125 Daisy L. Gatson Bates Drive)

Located on the southeast corner of Daisy L. Gatson Bates Drive and South Park Street, the Central High Museum and Visitor Center is owned by the National Park Service. In 1997, the Magnolia Mobil Service Station that had been constructed in 1926 was rehabilitated by Central High Museum, Inc., to house visitor orientation and gift sales facilities and multi-media exhibits relating to the significant events that occurred at Central High School in 1957. A buff brown brick extension was added to the rear (south side) of the structure to provide increased office space. Ownership was transferred to the National Park Service in January 2002.

This building, located across the street from Central High School, was significant during the crisis in 1957, because news media representatives used its telephones to call in their reports of the events at the school.

Commemorative Garden

This former vacant lot on the northwest corner of Daisy L. Gatson Bates Drive and South Park Street was once the site of several residences. The Central High Museum, Inc., selected this location for the commemorative garden. Ownership of the garden was transferred to the National Park Service in January 2002.

Northeast Corner Lot

This vacant lot located on the northeast corner of Daisy L. Gatson Bates Drive and South Park Street was once the site of a greenhouse, the foundations of which remain extant. At present, the lot provides space for a small parking strip along Daisy L. Gatson Bates Drive. The property is privately owned.

Cultural Landscape

The cultural landscape at the site has been formally evaluated under criteria for the National Register of Historic Places. The

Midwest Regional Office of the NPS prepared a *Cultural Landscape Inventory* (July 1999). According to the inventory, Little Rock Central High School and its adjacent landscape are culturally significant to the Civil Rights movement in the United States. Adjacent landscapes, as defined by the boundaries of the National Register-listed Central High School Neighborhood Historic District, contribute to the significance of the cultural landscape at the site. Features within the contributing landscape, such as residences, commercial buildings, roads, sidewalks, and vegetation, retain a moderate level of their 1950s-era appearance and thus reinforce the overall integrity of the site's cultural landscape. The site's cultural landscape is indicative of the historic vernacular character of landscapes associated with Little Rock schools from the 1920s to the 1950s. Overall, the buildings and features that compose the cultural landscape at the site and its surrounding area have undergone little change since the site's period of significance (1957-58) and thus retain moderate integrity in terms of location, design, setting, materials, workmanship, feeling, and association.

The high school is located on a 21-acre campus in a mixed residential and commercial urban area. Principal features of the 21-acre campus include the main school building, the plaza in front of the school along South Park Street, Quigley Stadium, a field house, library, rear seating plaza adjacent to the cafeteria to the south, a small plaza adjacent to the cafeteria to the north, sports fields, and parking lots. The school campus and its associated features retain a moderate level of integrity in terms of location, setting, and association.

The cultural landscape of the neighborhood adjacent to the school campus includes features both within and adjacent to the boundaries of the site. Principal features within the boundaries of the site include the rehabilitated Magnolia Mobil Service Station, Ponder's Drug Store (the Capel Building), the commemorative garden, and the vacant lot on the northwest side of the intersection of Daisy L. Gatson Bates Drive and South Park Street. In 1997 the front exterior of the Magnolia Mobil Service Station was rehabilitated to its 1950s-era appearance; the interior was rehabilitated into exhibits and visitor service features. Ponder's Drug Store (The Capel Building), a privately owned structure currently used for commercial purposes, retains a moderate degree of its 1950s-era structural integrity.

Historic Streetscape

Principal features of the cultural landscape associated with the site that are outside of the site's boundaries include seven residential structures across South Park Street from the front of the high school. With the exception of one of these structures that was recently damaged by fire, the structures retain a moderate degree of their 1950s-era structural integrity. Two residences on the northeast corner of South Park Street and West 16th Street were demolished and replaced by a church in 1971. Although not contributing to the cultural landscape, the church building is generally compatible with surrounding structures in the neighborhood and thus does not detract from the quality of the area's setting.

When the Special Resource Study was completed, these seven residences had met the criteria for suitability and feasibility. However, these homes were not included in the boundary of the park. The GMP team analyzed current trends and what has changed since the completion of the Special Resource Study. This analysis indicates there are some potential new threats to these

cultural resources. One home was damaged by fire. There is a renewed interest in the neighborhood. Some nearby neighborhood homes have been raised to make way for new construction. Several of the seven residences are rental units. Preservation efforts are dependent on the interest and resources of individual homeowner. Visitors, either through self-guided or ranger lead tours, walk the block in front of these homes in order to obtain an understanding of the events of 1957.

According to the draft *Cultural Landscape Inventory*, one of the most significant character-defining features of the cultural landscape at the site is the "streetscape" of South Park Street between Daisy L. Gatson Bates Drive and West 16th Street in front of the high school. The features of the streetscape, including buildings, structures, roads, sidewalks, and vegetation, reflect the historic land use patterns and associative significance of the site.

Archival and Museum Collections

The Central High Museum, Inc., collection, housed at the University of Arkansas at Little Rock, consists of photographs and negatives, news clippings, videotapes, scrapbooks, school yearbooks, periodicals and periodical articles, postcards, correspondence, literature, buttons and other memorabilia associated with the events at Little Rock Central High School during 1957-58. A few items in the collection predate the1957-58 events, and some relate to the 40th anniversary commemoration of the events.

Currently the small collection of three-dimensional objects is housed at the UALR archives and at other places in Little Rock. Apart from the archival storage facility, which itself is not prepared to house a greater collection of large objects, the other locations are not adequate to properly care for these items.

Archeological Resources

Little Rock Central High School National Historic Site has not been surveyed for archeological resources. The site, and its surrounding area, has been disturbed by activities associated with subdivision, development, and construction as part of the urban expansion of Little Rock beginning during the late 19th and early 20th centuries.

Northeast and Northwest Vacant Lots

During the late 1990s, a residential structure, located on the northwest corner of Daisy L. Gatson Bates Drive and South Park Street, was demolished, creating a vacant lot where the commemorative garden was developed. A greenhouse and perhaps other structures, all since demolished, once stood on the vacant lot on the northeast corner of the aforementioned intersection.

Ethnographic Resources

An assessment of the school as an ethnographic resource should be confirmed with an ethnographer. African-Americans are identified as a group traditionally associated with the site. The 1957-58 events at Central High constituted a landmark battle in the ongoing struggle for Civil Rights, and integration of the high school was the first prominent implementation of the *Brown v. Board of Education of Topeka* decisions by the U.S. Supreme Court. The site has significance for African-Americans, because it is linked with their sense of purpose, existence as a community in the struggle to achieve Civil Rights, and development as an ethnically distinctive people. Thus, they represent a special client population with long-term stakes in the integrity of the site's resources and outcomes of management

decisions that affect resources associated with them.

Related Sites in Little Rock

Dunbar Junior and Senior High School

The Paul Laurence Dunbar Junior and Senior High School was dedicated on April 14, 1930. It replaced Gibbs High School as Little Rock's African-American high school. In 1931, Dunbar received accreditation from the North Central Accreditation Association. At that time it was the only black school in the state to be accredited. In 1932, Dunbar received a junior college rating, and its curriculum was accepted as the basis for admission to colleges and universities throughout the United States. During the years the school has hosted many prominent visitors, including Eleanor Roosevelt, Duke Ellington, Count Basie, and General Benjamin O. Davis.

In 1943, the school was involved in a dispute concerning equal pay for African-American and white teachers in the Little Rock school system. The dispute was resolved in the case *Morris v. Williams*, heard before the U.S. Eighth Circuit Court of Appeals, which established the principle of "equal pay based on professional qualifications and services rendered."

P.L Dunbar Senior High School was closed at the end of the 1954-55 school year, and its students were transferred to Horace Mann, the new senior high school for African-Americans in Little Rock. Because the new school was not completed, students attended Horace Mann in the Dunbar building during the 1955-56 school year. However, Dunbar Junior High School remained open and continues to function as an operating school. The school was listed in the National Register of Historic Places in 1980.

Daisy Bates House National Historic Landmark

In 1941 Daisy Bates and her husband, L. C. Bates, moved to Little Rock. They established the *Arkansas State Press*, an African-American newspaper of which L. C. Bates was the publisher and editor. In 1957, Daisy Bates was the president of the Arkansas Chapter of the National Association for the Advancement of Colored People and served as coordinator of the plan to enroll the "Little Rock Nine" at Central High School. After federal troops were dispatched to Little Rock to enforce integration of Central High School, the teenagers were taken from the Bates' home to the school under military escort. During the turmoil surrounding the integration of Central High School, various incidents occurred at the Bates' home: (1) August 23, 1957 — a rock with a threatening message was thrown through the front window of the residence; (2) August 25, 1957 — an eight-foot-high cross was burned on the front yard; and (3) July 7, 1959 — a bomb was thrown on the front lawn. The Daisy Bates House was designated a national historic landmark on January 3, 2001.

The Daisy Bates House National Historic Landmark is nationally significant for its role as the de facto command post for the Central High School desegregation crisis in Little Rock, Arkansas, during 1957-58. Mrs. Bates guided, from her home, the integration of the "Little Rock Nine" into Central High School. The national significance of the Daisy Bates House was recognized by its designation as a national historic landmark on January 3, 2001, because of its association with (1) events that have made a significant contribution to, and are identified with, the broad national patterns of United States history, and (2) the lives of persons nationally significant in the history of the United States.

Horace Mann Junior High School

Located on the southeast side of Little Rock, Horace Mann was opened in the fall of 1956 as the new senior high school for African-Americans in the city. Because Dunbar Senior High School had been closed at the end of the 1955-56 school year and the Horace Mann buildings were not ready for occupancy until the fall of 1957, the 1956-57 school year classes for the new school were held at Dunbar. The "Little Rock Nine" students who integrated Little Rock Central High School in 1957 transferred from Horace Mann and Dunbar. The campus was later converted to a junior high school, and it continues to operate in that capacity.

Terry Mansion

After the U.S. Supreme court ruled on September 12 that Little Rock must continue with its integration plan, Governor Faubus had signed a school closing bill, ordering the four Little Rock high schools closed as of September 15. The Women's Emergency Committee to Open Our Schools, led by Mrs. Adolphine Terry, was established at the Terry Mansion on September 17, 1958. The committee helped campaign to reopen Little Rock's high schools in a special election to be held on September 27, 1958.

Originally constructed in 1840 by Albert Pike, philosopher, scholar, poet, and soldier, this eclectic style 2-1/2-story brick mansion underwent major additions and alterations during the 1870s and in 1889. It was partially rehabilitated to its original appearance and remodeled with neo-classical revival elements in 1916 by architect George R. Mann. The mansion has been the home of Captain John Fletcher, banker and politician; John Gould Fletcher, Pulitzer prize-winning poet; and David Terry, U.S. Congressman. Today the mansion serves as the Decorative Arts Museum, a component of the Arkansas Arts Center in Little Rock. In 1972, the mansion was listed in the National Register of Historic Places as the Pike-Fletcher-Terry House.

Governor's Mansion

Constructed in 1950, this two-story brick Georgian colonial mansion is located at 1800 Center Street on 6-3/4 acres in the south central part of Little Rock. Serving as the executive residence of Arkansas governors for nearly four decades, it drew international attention during the dramatic events of 1957 surrounding the integration of Little Rock Central High School. The mansion was listed in the National Register of Historic Places as part of the Governor's Mansion Historic District in 1978.

U.S. Courthouse

Located in downtown Little Rock, this ornate early 1930s-era building housed the chambers where the judicial proceedings surrounding the integration of Little Rock Central High School were conducted.

Arkansas State Capitol

Constructed during 1899-1916, the Arkansas State Capitol houses the offices of the state's governor and the chambers of the state legislature. The building was designed in the neo-classical revival style by architects George R. Mann and Cass Gilbert. A rectangular 3-1/2–story structure constructed with Arkansas marble and granite, the state capitol is patterned after the U.S. Capitol in Washington, D.C. It has a large central dome set on a square base that features a colonnaded drum and ribbed dome surmounted by a cupola and a pedimented center entrance section with Ionic portico in antis. Side wings feature a balustraded parapet, small dome, colonnaded façade, and

end section with three pedimented faces. The state capitol was listed in the National Register of Historic Places in 1974.

Bethel A.M.E. Church

Located several blocks from Dunbar Junior High School, this church was constructed about 1897. It was attended by most of the "Little Rock Nine" students and their families. Thus, the church served as a key element in their community life and support system during the tension-filled events surrounding the integration of Little Rock Central High School.

Philander Smith College

Philander Smith College, founded in 1877, is a small, privately supported, historically African-American, four-year liberal arts college, related to the Board of Higher Education and Ministry of the United Methodist Church. The college comprises a campus of approximately 25 acres in the heart of Little Rock. It offers instruction through six major divisions: Business and Economics, Education, Humanities, Natural and Physical Sciences, Social Sciences, and Continuing Education.

Ernest Green House

The Ernest Green House, located at 1224 West 21st Street, is the boyhood home of Ernest Green, the first of the Little Rock Nine to graduate from Central High School at the end of the 1957-58 school year. After graduation from Central High School in May 1958, Green would later become an assistant secretary of labor and is currently a managing director at a major investment firm in Washington, D.C. The house, which is still owned by Green, was listed in the National Register of Historic Places as part of the Historically Black Properties in Little Rock's Dunbar School Neighborhood Multiple Property Survey in 1999.

NATURAL RESOURCES

Air Quality

The 1970 Clean Air Act requires federal land managers to protect air quality, whereas the *NPS Management Policies* address the need to analyze air quality during site planning. The standards are levels of air quality necessary to protect public health and prevent any degradation or harm to the total environment.

The State of Arkansas has no class designation because it is in attainment for all criteria pollutants except ozone. Crittenden County (West Memphis) was in nonattainment or exceeded the ozone standard in 1999. Official ozone designations from the U.S. Environmental Protection Agency will not occur until after the Supreme Court decides on its case. However, preliminary numbers indicate that central Arkansas, including Little Rock, exceeded the ozone standard in 2000.
The state monitors for carbon monoxide (CO), nitrogen oxides (NO_x), PM10 particulates, sulfur dioxide (SO_2), and volatile organic compounds. Monitors are placed throughout the state. In central Arkansas, both PM2.5 and CO monitors are located in Little Rock. There are NO_x, SO_2, PM2.5, PM10, and ozone monitors in North Little Rock. The following are the readings from those monitors (Arkansas Department of Environmental Quality).

The 8-hour (hr) average (2nd high) for CO in micrograms per cubic meter is 5496.9 for Little Rock.
The 1-hr average (2nd high) for CO in micrograms per cubic meter is 16834.4 for Little Rock.

The annual average for NO_x in micrograms per cubic meter is 20.7 for North Little Rock.

The annual average of PM10 is 34.2 micrograms per cubic meter for Little Rock.
The 24-hr average of PM10 is 96 micrograms per cubic meter for Little Rock.

The annual average for SO_2 in micrograms per cubic meter is 2.6 for North Little Rock.
The 24 hr average (2nd high) for SO_2 in micrograms per cubic meter is 15.7 for North Little Rock.
The 3-hr average (2nd high) for SO_2 in micrograms per cubic meter is 49.7 for North Little Rock.

The 1-hr average (2nd high) for ozone in ppb is 96.5 for North Little Rock.

In 2001, there was no construction in the area.

An estimated 17,500 vehicles were associated with all visitors. This estimate includes private vehicles and buses for group events.

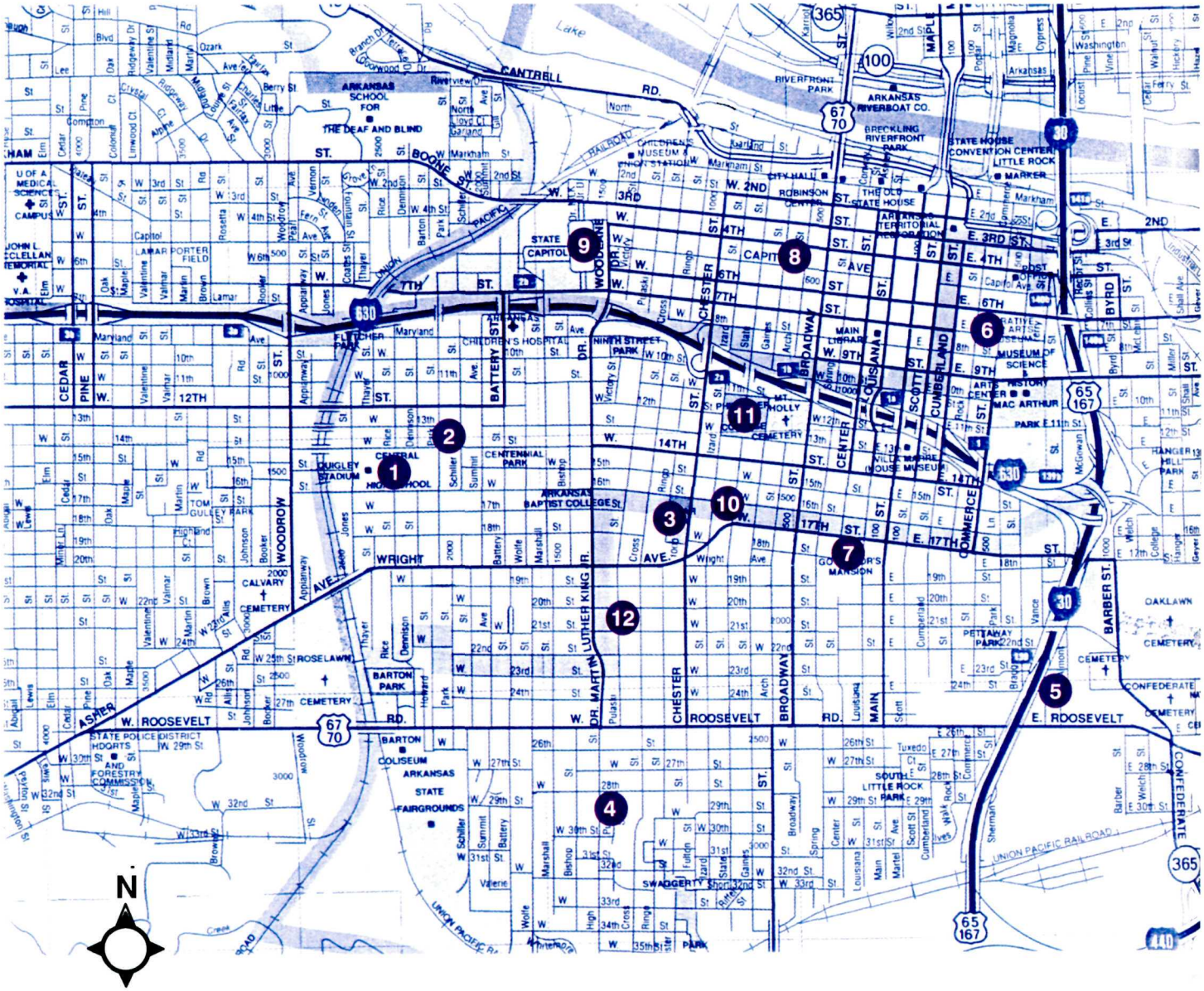
VISITOR EXPERIENCE

The Magnolia Mobil Service Station serves as the current visitor center: the Central High Museum and Visitor Center. The station has been rehabilitated to its 1957 appearance. It is approximately 1,717 sq. ft. Its visitor area contains a small lobby and sales area, a ~500 sq.ft. exhibit area, and restrooms. "All the World is Watching Us: Little Rock and the 1957 crisis" is the permanent exhibit. There is no charge to enter the visitor center. A commemorative garden opened in January 2002.

The exhibit and lobby area can accommodate one tour group or approximately 30 people comfortably. The area has accommodate a maximum of 50 visitors but this does not provide a quality visitor experience. Because of the small space, a reservation system is in place. However, routinely, from April through November, and during February (Black History Month), several unannounced school and bus tours arrive at one time while a scheduled group is in the visitor center. Throughout the year, most walk-ins have not obtained reservations. No visitors are turned away. They are asked to wait outside until the exhibit area has cleared. Many unannounced tours and walk-ins choose not to wait and leave without benefit of learning about the history of the site. Parking for 12 cars is available. About 17 cars per day visit the site. Parking is difficult to find especially during the school season. Approximately 150 buses annually deliver students and senior citizens for tours. There is no designated area for bus loading and unloading; buses load and unload on Daisy L. Gatson Bates Drive.

Visitors look at exhibits, talk to the staff, and purchase books and souvenirs. Exhibits are professionally designed and fabricated; they provide an attractive and interesting summary of the events of 1957-58. Some visitors operate a computer in the lobby that is connected to the Central High School website and linked to related sites. Formal educational talks and tours of the exhibits are given to school groups.

Education programs are the focus of the interpretive program at the visitor center. Approximately 238 education programs were presented to approximately 7,000 students in 1999. Interior tours of the museum at the visitor center are offered for grades four through twelve and use displays and photos to illustrate the story. Few off-site programs are presented to professional and civic organizations. Interior tours of the high school began in October 2000 and are offered on Tuesday and Thursday from October through April, except in December.



1. Little Rock Central High School
2. Magnolia Mobil Service Station
3. Dunbar Jr. High School
4. Daisy Bates House National Historic Landmark
5. Horace Mann Jr. High School
6. Terry Mansion
7. Governor's Mansion
8. U.S. Courthouse
9. State Capitol
10. Bethel A.M.E. Church
11. Philander Smith College
12. Ernest Green House

Related Interpretive Sites

Little Rock Central High School National Historic Site

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An unknown number of visitors walk the block in front of Central High School to view the school and historic scene. There are no signs or brochures that explain the events that happened there. The staff conducts occasional tours of the site for groups by reservation. Other than these occasional tours, there is no NPS presence once visitors exit the visitor center. There is no distinction between site resources and private property. The area is a neighborhood of private homes; there are no restaurants or other public amenities nearby. Some visitors have limited the extent of their walks across from the high school due to perceived safety concerns.

Visitation at the site would likely increase if marketing, signs, and on site infrastructure were improved. The site needs better marketing so that people know there is something to visit. Signs and directions to the site are not easily recognizable.

In 1999, about 22,000 people visited the Central High Museum and Visitor Center. Since opening in 1997, it is estimated that approximately 54,000 people have visited the center (data are through July 2000). This estimate includes 11,000 persons on group tours and 43,000 individual visitors. Thus far, about 20% of all visitors have been part of guided group tours and about 80% have been individuals who simply "walk-in" without a reservation. They have come from all 50 states (Arkansas, Texas, Oklahoma and Missouri are most frequently represented) and more than 70 countries. Historic growth in visitation is illustrated in the figure below, which shows numbers of visitors by month. The trend line in this figure generally shows how tourism is increasing during an average month, and takes into account high and low months. Visitation tends to be cyclical, and more visitors are generally attracted during spring and early summer months, compared with winter months. Detailed historic information on site visitors and vehicle counts by year and month is presented in tables 15 and 16 in appendix E.

ADMINISTRATION AND OPERATIONS

The twenty-five-member board of Central High School Museum, Inc., (the museum board) was instrumental in the establishment of the site. It raised funding to rehabilitate and open the Central High Museum and Visitor Center (visitor center) in two years from 1995 to 1997.

The museum board and the city of Little Rock transferred ownership of the visitor center to the NPS in January 2002. The NPS has assumed ownership and operational responsibility.

The visitor center is located in a 1920s era Magnolia Mobil Service Station. The museum board rehabilitated the exterior to its 1957 appearance. The interior consists of approximately 1,700 square feet that includes an information desk, restrooms, two closets, and one office.

A commemorative garden was commissioned and funded by the museum board. It is located on the former vacant lot on the northwest corner of Daisy L. Gatson Bates Drive and South Park Street. Construction of the area began November 2000 and completed in fall 2001. The city and the museum board donated the commemorative garden to the NPS. The NPS has assumed operational and interpretation responsibility. The commemorative garden serves as a place for visitors to contemplate the lessons of 1957.

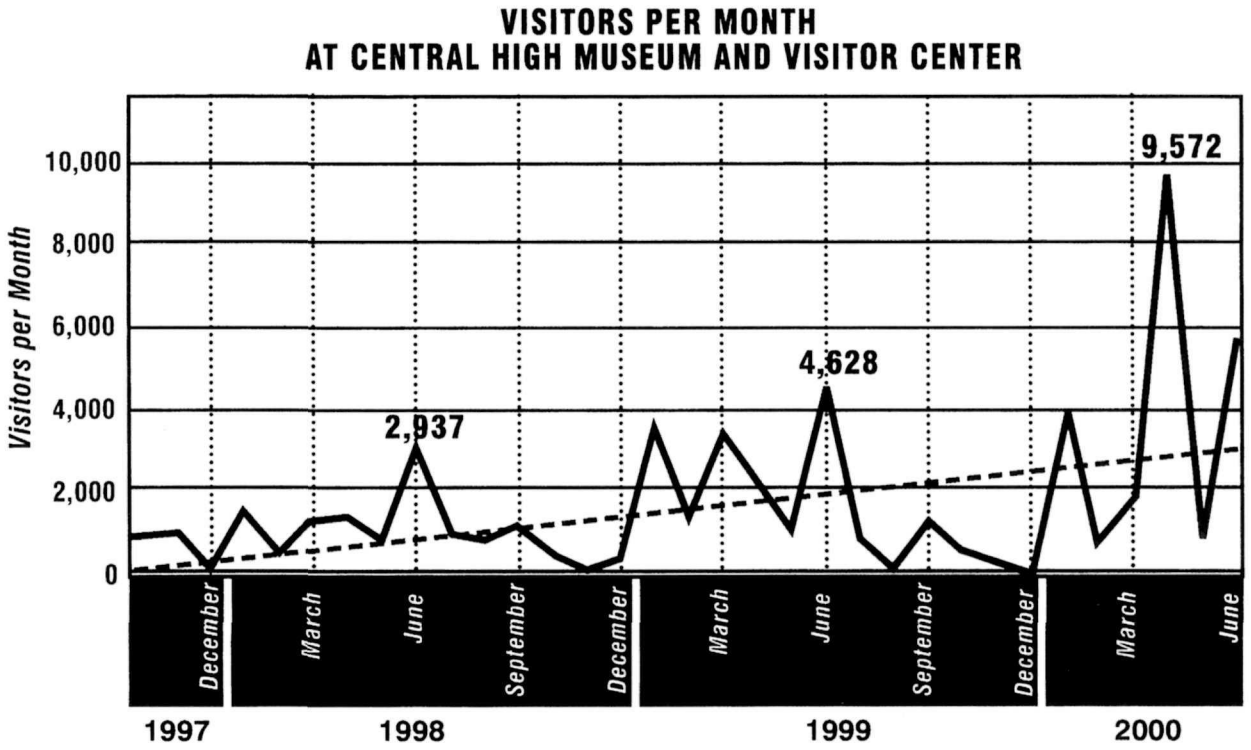
The administrative functions of the site are located in leased space at the Federal Center. The site is currently funded for $300,000 a year. Total cost for visitor center operation is $142,944. Maintenance for cleaning and mowing is $23,876 and contracted through a local business. The information desk offers approximately 15 book titles and an assortment of Civil Rights-related retail items. Sale of these items generates an annual gross income of approximately $15,000. The Central High Museum, Inc., has applied for approval to become a cooperating association.

The site operates seven days a week, provides tours of the interior of the high school and summer walking tours, presents education programs, develops primary source documentation, and provides a limited number of off-site presentations.

Staffing

The superintendent provides staff supervision, cost accounting, and programming. The staff consists of the superintendent, one permanent full-time historian, and one graduate assistant from University of Arkansas at Little Rock. Staffing costs are $78,200.

Figure 1



The site is approved to hire four more full-time equivalent positions to accomplish fundamental administrative work, baseline research, and establish an on-site presence for visitor safety and interpretation. The four staff will include a historian, administrative officer, three park guides, two seasonal positions, and one graduate assistant from University of Arkansas at Little Rock.

Partnerships

Partnerships are an integral part of achieving the preservation, interpretation, and educational goals of the site. The enabling legislation gives the NPS authority to enter into partnerships and cooperative agreements with appropriate public and private agencies, organizations, and institutions to achieve the purposes of the site. The legislation also states that the General Management Plan should identify the roles and responsibilities "of other entities in administering the site and its programs." To that end, opportunities for partnerships or cooperative agreements will become an important element of site administration and operations.

To date, cooperative agreements have been developed with four entities: Little Rock School District, University of Arkansas at Little Rock, Little Rock Central High School, and Central High Museum and Visitor Center, Inc. These agreements provide for interpretive program planning, historic preservation review and initiatives, workshops and conferences, student internship programs, Central High School tours, education program development, and research documentation.

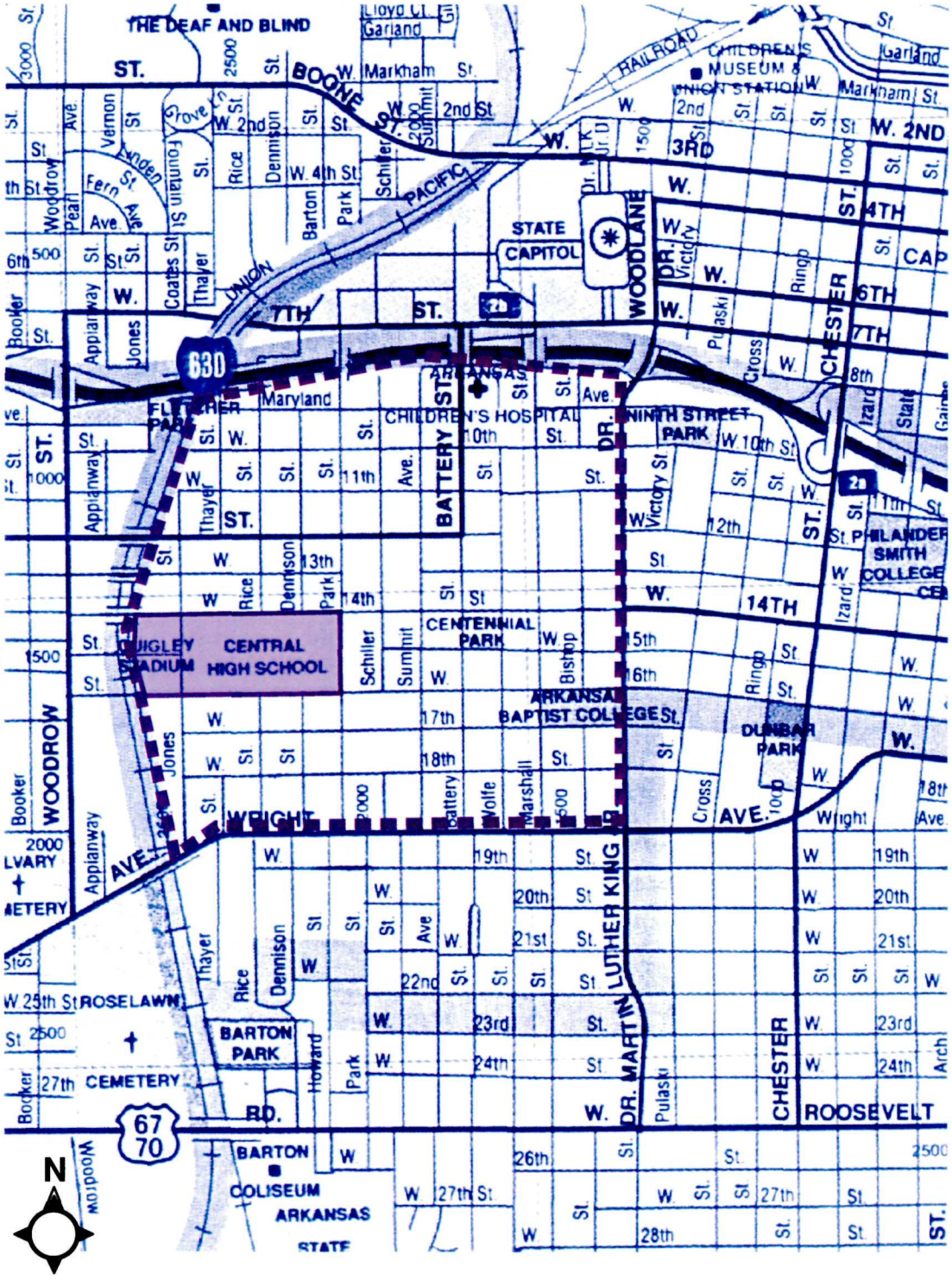
The site is currently working with the museum board to define roles as cooperating association and friends group to operate the information desk and provide volunteer assistance; outline historic preservation policy with the Central High School and State Historic Preservation Office; and develop Government Performance and Results Act goals, strategic planning documentation, position management guides, funding formulation, and comprehensive interpretive planning.

SOCIOECONOMIC ENVIRONMENT

Geographic Study Area

Where current data are available, the description presented in this section focuses on the immediate area of the Little Rock Central High School. This area (designated as Tract 10 by the Census Bureau) is approximately 12 blocks by 14 blocks in size and includes the Little Rock Central High School. It is roughly bounded on the north by Interstate Highway 630, on the east by Dr. Martin Luther King Jr. Drive, on the south by Wright Avenue, and on the west by the Union Pacific railroad. Tract 10 generally represents the geographic region within which many socioeconomic effects are likely to occur. Throughout this section, this area is referred to as the "area" or the "Central High area." Where appropriate, data are also presented for larger areas, including the city of Little Rock, Pulaski County, and Arkansas. The description of the affected environment includes data on the following topics:

Population (including ethnicity)
Local Economy
Housing
Local Government
Tourism and Recreation
Visitor Spending
Land Use



Census Tract Area

Little Rock Central High School
National Historic Landmark

Census Tract 10

Little Rock Central High School National Historic Site

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Population

Population growth in Pulaski County has been relatively slow since the 1980s and it is estimated that from 1990 to 2000, the county population increased by less that 7% for the decade. By comparison, during the same period, population in the Central High area dropped from 3,181 to 2,700 individuals (15%). Since 1970, the area population decreased by approximately 40% (Bureau of the Census, 1980 and 1990, and METROPLAN, 1998). Population decreases are generally attributed to the trend of many individuals moving to suburban areas that are perceived to be safer. Table 5 illustrates projected population growth for the county and the area through the year 2025 and shows that while county population is expected to increase by 38,000 persons, the area population is projected to decline and remain flat.

Table 5: Population, Pulaski County and Central High Area

Year	County Population	Central High Area Population(a)
1990	349,660	3,181
1995	363,088	NA
2000	373,631	2,700
2005	382220	NA
2010	389,809	2,600
2015	397,428	NA
2020	405,079	2,500
2025	411,811	2,500

Source: METROPLAN, 1998

(a) The Central High Area is Bureau of the Census Tract 10. This area is bounded by I-630, Martin Luther King Jr. Drive, Wright Avenue and the Union Pacific Railroad.

In 1990, there were 649 families and 1,098 households in the area. Nearly 60% of residents were female and 90% were African-American. Approximately 42% of individuals in the area were 21 years of age or younger while only 12% of residents were 65 years or older. In 1998, the number of households in the area had decreased to 918, a drop of more than 15% as compared with the 1990 level. By comparison, for Little Rock, the 1990 census showed that one-third of residents were African-American and two-thirds were white. About 55% of all city residents were female. For Pulaski County, 72% of residents were white in 1990 (Bureau of the Census, 1990).

Local Economy

The 1990 Central High area per capita income was $5,826, which was much lower than that of Little Rock ($15,307) or the county ($13,760). Approximately 40% of area households were at or below the poverty level. The historic trend for poverty rates in the area is shown below in Table 6.

Table 6: Central High Area Poverty Rates, 1970-1990

1970	1980	1990
27.1 %	28.4 %	40.7 %

Source: METROPLAN, December 1998

Compared with the Central High area, Pulaski County has considerably stronger economic conditions. It offers relatively high-paying jobs and attracts a significant number of commuters from adjacent counties. In particular, the economic sectors of business services and health care are growing rapidly. It is projected that through 2025, approximately 98,000 additional jobs will be generated in the county (METROPLAN, 1998). Between 1990 and 1997, per capita income in the county increased by more than 40%, about the same rate as for the state. In 1998, 182,825 individuals were employed in the county, and the unemployment rate was only 4% (Metrotrends, 1999).

Major non-manufacturing employers in the greater Little Rock area include the following (numbers of employees are shown in parenthesis): State of Arkansas (26,700), federal government (10,000), Pulaski County Special School District (8,000), Little Rock Air Force Base (6,890), and the University of Arkansas Medical Sciences (5,392). Major manufacturing companies include (with employees): Maybelline Company (1,150), Delux Video Services (800), Arkansas Democrat-Gazette Newspaper (800), Molex, Inc. (600), Orbit Valve Company (506) and Lucent Technologies (500).

Housing

In 1990, there were 1,473 total housing units in the Central High area and 361 of these units (25%) were vacant. Among all occupied housing units, approximately 40% were owner occupied and 60% were renter occupied. In general, housing rental rates and values in the area are substantially lower compared with the city or the county, as Table 7 illustrates.

Government and Infrastructure

The city of Little Rock operates under a city manager form of government. The board of directors is composed of 11 individuals: seven elected from various wards, three at-large positions, and a directly elected mayor.

Complete public services are provided in the Little Rock area, including police protection (560 sworn officers in Little Rock and 180 officers in North Little Rock) and fire protection (536 fire fighters). The Pulaski County Sheriff's Department provides protection with 479 deputies. The city and surrounding area also offers more than 1,500 licensed health care professionals and 20 modern hospitals.

Little Rock operates 35 elementary schools, eight junior high schools, and five senior high schools. The total enrollment is approximately 25,000 students. North Little Rock operates 18 schools with a total enrollment of more than 9,000 students.

Arkansas does not have a county property tax. The Arkansas sales tax is 4.625% plus county and city sales taxes for a total of 6.125% of gross receipts from the sale of tangible personal property and certain services, including the sale of natural gas, electricity, water, and telephone services.

Tourism and Recreation

In 1999, Arkansas tourism related travel expenditures increased from $3.4 billion to $3.6 billion, an increase of 6%. The number of Arkansas visitors grew from 19.1 million to 19.8 million. A major factor in the increased statewide tourism is the 1989 Tourism Initiative, which provided increased advertising funding (Arkansas

Table 7: 1990 Housing Statistics by Area

Indicator	Central High Area	Little Rock	Pulaski County
Housing Units	1,437	80,985	151,538
Occupied	1,112	72,566	137,209
Vacant	361	8,419	14,329
Median Year Built	1952	1968	1970
Median Rent	$306	$415	$403
Median Value	$37,900	$63,200	$60,700

Source: Bureau of the Census, 1990

Department of Parks and Tourism, 2000). The top five states providing visitors to Arkansas tourist information centers were Texas, Oklahoma, Missouri, Arkansas, and Louisiana. Table 8 summarizes 1999 travel-related statistics for Pulaski County and Arkansas.

Table 8: Travel Related 1999 Tourism Statistics Pulaski County and Arkansas

Indicator	Pulaski County	Arkansas
Visitors	4,098,817	19,801,000
Expenditures	$858,515,596	$3,622,218,600
Payroll	$147,956,450	$ 623.018,000
Employment (persons)	10,379	48,723
State Taxes	$ 29,495,810	$ 162,999,000
Local Taxes	$ 16,018,431	$ 68,822,000

Source: Arkansas Department of Parks and Tourism, 2000

In 1999, Pulaski County ranked as the third most visited county in the state. The average distance driven to reach a destination in Arkansas was 624 miles and the most popular activities or destinations consisted of sightseeing, shopping, attractions, historic sites and museums. Average trip expenditures were $183 and the average family income of tourists was $46,000 (Arkansas Department of Parks and Tourism, 2000). Among international visitors to Arkansas, the top countries of origin were Canada (45%), Germany (14%), Mexico (5%), and England (7%).

Visitor Spending

Based on registration information at the visitor center, it is estimated that about 40% of all visitors come from within Arkansas, about 50% from other states and 10% from other countries (Central High Visitor Center and Museum, 2000). To date, visitors have come from more than 70 countries. As with recreation statistics for all international visitors to Arkansas (described above), the countries of Canada, Germany, Mexico, and Great Britain provide a majority of international guests. It is assumed that out-of-state spending levels throughout Arkansas generally characterize spending by out-of-state visitors coming to the Central High Museum.

In the year 2001, it is estimated that there was roughly 21,000 total visitors to the site: about 13,000 from out of state, about 4,000 from the Little Rock area, and about 4,000 from elsewhere within Arkansas. Based on figures provided by the Arkansas Department of Parks and Tourism it is expected that visitor expenditures for the year 2001 was about $2.5 million. Table 9 summarizes visitor expenditures for the year 2001.

Table 9: Estimated Visitor Spending in 2001, Central High Museum

Origin	Share (percent)	Number of Visitors (c)	Amount Spent per Person ($)	Total Spent ($)
Out of State (a)	60	12,600	182.93(d)	2,305,800
In-City (b)	20	4,200	5.00 (e)	21,000
In-State (b)	20	4,200	50.00 (f)	210,000
Total	100	21,000	NA	2,536,800

Sources:

(a) Based on visitor records at the Little Rock Central High Museum and Visitor Center.
(b) The simplifying assumption made was that as many tourists come from Little Rock area as from rest of the state.
(c) Based on an assumed 21,000 visitors in year 2001.
(d) Arkansas Department of Parks and Recreation, 2001.
(e) Approximation based on opinion of staff at the Little Rock Central High Museum and Visitor Center.
(f) Arbitrary estimate made by the consulting firm of engineering-environmental Management, Inc (e^2M).

Economic modeling was not performed for this analysis. However, it is reasonable to assume that for each dollar spent by a tourist, an additional one or two dollars of secondary income would potentially be generated. Secondary income refers to additional income created as money is re-spent in the local economy, and most secondary income is associated with retail spending and services. Secondary income combined with current visitor spending could potentially be around $10 million.

Land Use

Land uses in the Central High area are predominately residential, with some mixed retail and commercial areas. The northeast corner vacant lot (site of the proposed visitor center, shuttle staging area or education center) is currently zoned as "planned office development." The commemorative garden constructed on the northwest corner vacant lot of the intersection of Daisy L. Gatson Bates Drive and Park Street is also zoned as "planned office development." Both the northeast and northwest lots are surrounded by land that is zoned R-3, which is suitable for residential development with conditional uses.

The city of Little Rock planning and zoning staff was unsure whether a zoning change would be necessary before construction of the proposed facility on the northeast lot but felt that any administrative action necessary for a rezoning would not be lengthy.

TRANSPORTATION AND SITE ACCESS

Numerous airlines, railroad companies, buses, and freight companies serve Pulaski County and Little Rock. Inter-city transportation is provided by publicly owned and operated Central Arkansas Transit, which currently operates 49 buses along 21 local routes and nine express routes.

More than 97% of Pulaski County residents also commute to work in the same county. Approximately one-fourth of residents in neighboring Faulkner County commute to work in Pulaski County. Direction signs from US 630, which traverses the center of Little Rock, guide visitors through a residential neighborhood to the visitor center. During the period 1990-1997, traffic along Interstate Highway 630 has increased by about 16%.

This transportation section also addresses current traffic levels at selected points in the vicinity of Central High School area. The identification of traffic levels near the school is necessary to later estimate the potential effect of additional vehicles associated with new or larger visitor facilities. Two-way, 24-hour traffic counts were obtained directly from the Arkansas State Highway and Transportation Department and the City of Little Rock Public Works. Table 10 illustrates recent traffic counts near the school.

Table 10. Traffic Counts Near Central High School

Location	Date of Count	Approximate Distance from School	Average Daily Count
13th Street and west of railroad (a)	1999	3 blocks	8,800
Daisy L. Gatson Bates Drive Street and west of railroad (a)	1999	1 block	5,100
13th Street and east of railroad (a)	1999	2 blocks	1,500
16th Street and west of railroad (a)	1999	1 block	350
Wright Avenue near Summit Street (a)	1999	5 blocks	11,000
Daisy L. Gatson Bates Drive St. near High Street (a)	1999	7 blocks	6,100
Daisy L. Gatson Bates Drive Street between Park and Schiller Street (b)	2000	<1 block	4,404

(a) Arkansas State Highway and Transportation Department, April 2000.
(b) City of Little Rock, Department of Public Works, August 2000.

Since the site opened, an estimated total of 17,500 vehicles was associated with all visitors. This estimate has included buses for group events and private vehicles for individuals. The simplifying assumption was made that each private vehicle contains about 2.5 individuals. During the period October 1997 through July 2000, average traffic to the site was roughly equivalent to an average traffic level of about 17 vehicles per day, which is much less than 1% of all daily traffic (5,100 vehicles) along Daisy L. Gatson Bates Drive.

Environmental Consequences

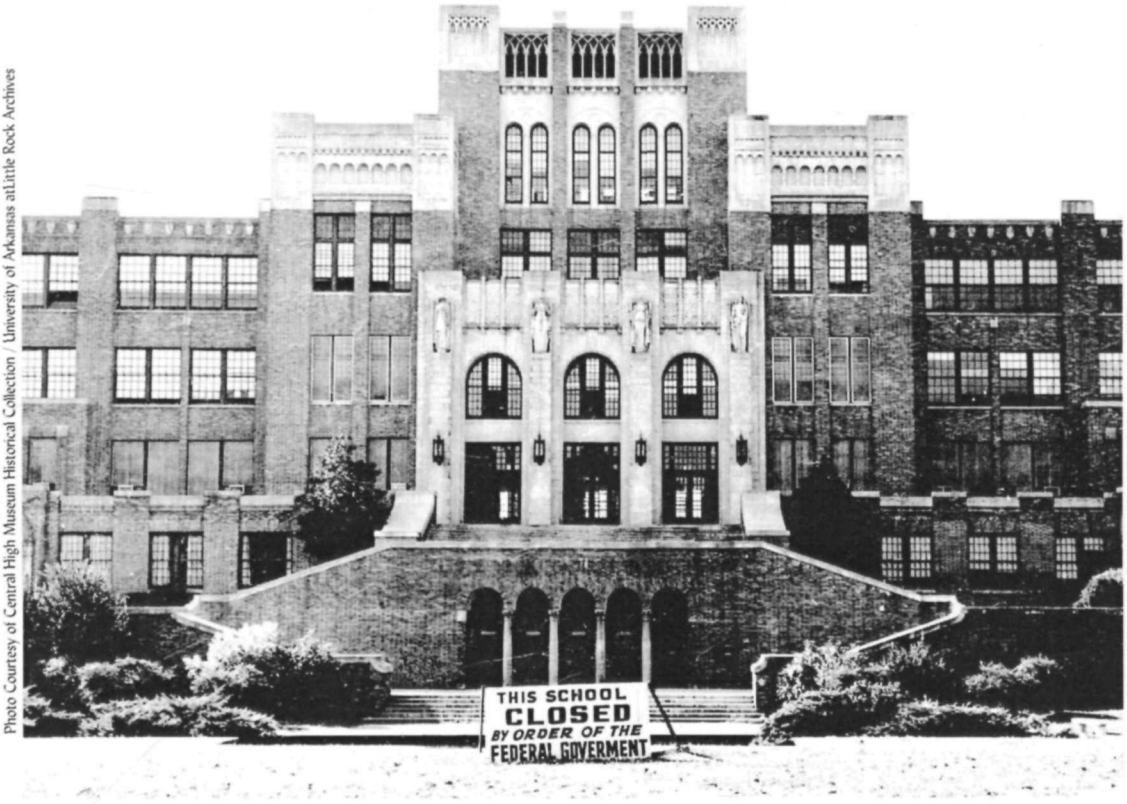


Photo Courtesy of Central High Museum Historical Collection / University of Arkansas at Little Rock Archives

Segregationists placed this sign in front of Central High School to show their belief that the federal government was responsible for closing Little Rock High School during the 1958-59 school year.

CULTURAL RESOURCES

Methodology

The impact analysis methodology described here applies to four basic types of cultural resources: archeological sites, ethnographic resources, cultural landscape resources (including individually significant historic structures), and museum collections.

Section 106 of the National Historic Preservation Act requires a federal agency to take into account the effects of its undertakings on properties included in, eligible for inclusion in, or potentially eligible for inclusion in the National Register of Historic Places, and it provides the Advisory Council on Historic Preservation the reasonable opportunity to comment. Accordingly, the NPS takes into account the effects of site planning and operations on historic properties under the provisions of the 1995 Programmatic Agreement among the NPS, the Advisory Council on Historic Preservation, and the Conference of State Historic Preservation Officers. Applicable legislation and regulations and specific management procedures regarding cultural resources are detailed in the NPS's *Cultural Resource Management Guideline*, Director's Order No. 28, Release No. 5, 1998.

The methodology for assessing impacts to historic resources is based on regulations of the Advisory Council on Historic Preservation (36 CFR 800) implementing Section 106. It includes (1) identifying areas that could be impacted; (2) assessing the information regarding historic properties within this area and conducting any necessary inventories and resource evaluations; (3) comparing the location of the impact area with that of resources listed, eligible, or potentially eligible for listing in the National Register of Historic Places; (4) identifying the extent and type of effects; (5) assessing those effects according to procedures established in the Advisory Council on Historic Preservation's regulations; and (6) considering ways to avoid, reduce, or mitigate adverse effects.

Cultural resource impacts in this document are described in terminology consistent with the regulations of the Council on Environmental Quality (CEQ), and in compliance with the requirements of both the National Environmental Policy Act and Section 106 of the National Historic Preservation Act. The Section 106 determination of effect for the undertaking (implementation of the alternative) is included in the "Section 106 Summary" for each alternative.

Intensity

The intensity of an impact on a cultural resource can be defined as negligible, minor, moderate, or major.

Negligible impacts were considered so slight as to be difficult to measure or perceive, and they have no meaningful implications.
Minor impacts would be perceptible and noticeable, but would remain localized and confined to a single element or significant characteristic of a historic property (such as a single archeological site containing low data potential within a larger archeological district, or a single contributing element of a larger historic district).
Moderate impacts would be sufficient to cause a noticeable but not substantial change in significant characteristics of a historic property (such as an archeological site with moderate data potential or a small group of

contributing elements within a larger historic district).

Major impacts would result in substantial and highly noticeable changes in significant characteristics of a historic property (such as an archeological site with high data potential or a large group of contributing elements within a larger historic district).

Duration

Impacts to historic properties (cultural resources) could be of short term, long term, or permanent duration. Analysis of the duration of impacts is required under the National Environmental Policy Act, but is not required and is not usually considered in assessing effects in terms of the National Historic Preservation Act.

Type

Impacts are considered to be either adverse or beneficial to historic properties (cultural resources) when analyzed under the National Environmental Policy Act. However, impact type is not viewed this way when analyzed under Section 106 of the National Historic Preservation Act. For the purposes of assessing effects to historic properties under the National Historic Preservation Act, effects are either adverse or not adverse. Effects under both the National Environmental Policy Act and the National Historic Preservation Act are considered adverse when they diminish the significant characteristics of a historic property.

Impacts can be either direct or indirect. Direct impacts result from specific actions, such as demolition of historic structures. Indirect impacts generally occur after project completion and are a result of changes in visitor-use patterns or management of resources fostered by implementation of an action.

Impairment to Park Resources and Values

Impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values. An impact would be more likely to constitute an impairment to the extent that it affects a resource or value whose conservation is necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park; is the key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or is identified as a goal in the park's general management plan or other relevant NPS planning documents. An impact would be less likely to constitute an impairment to the extent that it is an unavoidable result, which cannot be reasonably further mitigated, of an action necessary to preserve or restore the integrity of park resources or values.

Mitigation

The National Environmental Policy Act also calls for a discussion of the "appropriateness" of mitigation and an analysis of the effectiveness of mitigation. A reduction in intensity of impact from mitigation is an estimate of the effectiveness of this mitigation under the National Environmental Policy Act. It does not suggest that the level of effect, as defined by implementing regulations for Section 106 of the National Historic Preservation Act, is similarly reduced. Although adverse effects under Section 106 may be mitigated, the effects remain adverse.

Mitigation in this document is based on the regulations of the Advisory Council on Historic Preservation and includes the avoidance of adverse effects or the application of one or more standard mitigation measures as described in the regulations. Avoidance strategies may include the application of *The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*, design methods such as vegetation screening when placing new facilities in a historic district, and the development of guidelines to ensure compatibility between new and existing facilities.

Presented below are the specific discussions of intensity, duration, and type of impacts to cultural resources and a description of typical mitigation measures.

Resource Types

Archeological Resources

Archeological resources are typically considered eligible for inclusion in the National Register of Historic Places because of the information they provide or may be likely to yield.

No archeological surveys have been conducted at the site, and no archeological sites have been identified and inventoried. However, the probability of finding archeological sites within the historic site's boundaries is low, because the area has been subjected to ground-breaking activities associated with urban development and clearance. For instance, structures once located on the vacant lots on the northwest and northeast corners of the intersection of Daisy L. Gatson Bates Drive and South Park Street have been demolished. If archeological sites are discovered as a result of actions undertaken pursuant to this plan, work will be stopped immediately, and the NPS will consult with the Arkansas state historic preservation officer under the provisions of Section 106 of the National Historic Preservation Act and the 1995 Programmatic Agreement. Mitigation measures that help to preserve archeological resources include efforts either to avoid sites that have been discovered and identified or to implement data recovery to retrieve important information.

Any change in the physical attributes of an archeological site is irreparable and considered adverse and of permanent duration. Adverse impacts to archeological resources most often occur as a result of earthmoving activities within an archeological site area, soil compaction or increased erosion, unauthorized surface collection, or vandalism. Beneficial impacts to archeological resources can occur when patterns of visitor use or management action are changed in the vicinity of archeological resources such that an ongoing impact, which would otherwise continue to degrade archeological resources, is reduced or arrested. Direct impacts can occur as a result of grading, trenching, or other activities that damage the structure of an archeological site. Indirect impacts can occur as a result of increasing visitor activity or management action in the vicinity of an archeological site, leading to things such as artifact collection, accelerated soil compaction, and erosion.

The intensity of impact to an archeological resource would depend upon the potential of the resource to yield important information, and on the extent of the physical disturbance or degradation. For example, major earthmoving at an archeological site with low data potential might result in a minor, adverse impact. Negligible impacts would be barely perceptible and not measurable, and would usually be confined to archeological sites with low data potential.

Minor impacts would be perceptible and measurable, and would remain localized and confined to archeological sites with low to moderate data potential. Moderate impacts would be sufficient to cause a noticeable change, and would generally involve one or more archeological sites with moderate to high data potential. Major impacts would result in substantial and highly noticeable changes, involving archeological sites with high data potential.

For archeological resources, mitigation includes avoidance of sites through project design, or recovery of information that makes sites eligible for inclusion in the National Register of Historic Places.

Ethnographic Resources

Ethnographic resources are considered eligible for inclusion in the National Register of Historic Places as traditional cultural properties when (1) they are rooted in a community's history and are important for maintaining the continuing cultural identity of the community, and (2) they meet National Register criteria for significance and integrity.

Impacts to ethnographic resources occur as a result of changes in the physical characteristics of, access to, or use of resources, such that the cultural traditions associated with those resources are changed or lost. Beneficial impacts can occur when intrusive facilities, or visitor or management activities, are removed from a traditional use area or when ecological conditions are improved at a gathering area such that the traditionally used resource is enhanced. Adverse impacts occur when physical changes to a traditionally used resource or its setting degrade the resource itself, or degrade access to or use of a resource.

Impacts are considered short term if they represent a temporary change in important vegetation or temporarily restrict access to an important resource, and if they do not disrupt the cultural traditions associated with that resource for a noticeable period of time. They are considered long term if they involve a change in important vegetation or cultural features, or addition of a new facility or visitor use that would change the physical character of or access to a resource for a noticeable period of time. This period of time would vary by resource type and traditional practitioners. These long-term changes would disrupt cultural tradition(s) associated with the affected resource, but the disruption would not alter traditional activities to the extent that the important cultural traditions associated with the resource are lost. Permanent impacts to ethnographic resources would involve irreversible changes in important resources such that the ongoing cultural traditions associated with those resources are lost.

The intensity of impacts to an ethnographic resource would depend on the importance of the resource to an ongoing cultural tradition, as well as the extent of physical damage or change. Negligible impacts would be barely perceptible and not measurable, and would be confined to a small area or single contributing element of a larger National Register District. Minor impacts would be perceptible and measurable, and would remain localized and confined to a single contributing element of a larger National Register District. Moderate impacts would be sufficient to cause a change in a significant characteristic of a National Register District or property, and/or would generally involve a small group of contributing elements in a larger National Register District. Major impacts would result in substantial and highly noticeable changes in significant characteristics of a

National Register District or property, and/or would involve a large group of contributing elements in a larger National Register District and/or an individually significant property.

The NPS would consult with various city agencies and neighborhood associations and organizations in Little Rock to develop appropriate strategies to mitigate impacts on ethnographic resources.

Cultural Landscape Resources (including individually significant historic structures and the historic streetscape)

Impacts to cultural landscape resources result from physical changes to significant characteristics of a resource or its setting. Beneficial impacts can occur as a result of restoration or rehabilitation of resources, or removal of incompatible or noncontributing facilities. Direct, adverse impacts generally occur as a result of modifying a significant characteristic of a historic structure or landscape resource; removal of a significant structure or landscape resource; or addition of new, incompatible facilities in proximity to a historic site or structure. Indirect adverse impacts can also occur following project completion. These impacts are generally associated with changes in historic vegetation or continued deterioration of historic structures. They are considered indirect impacts as they are not directly associated with project construction, but rather result from increased visitor use or change in management of resources fostered by the completed plan.

Impacts to historic structures and cultural landscape resources are considered short term if they involve activities such as temporary removal of vegetation or other contributing resources or road closures where the impacts are noticeable for a period of one to five years. Other examples of short-term impacts to historic structures include constructing scaffolding surrounding a building during rehabilitation work, or minor deterioration in historic fabric that is repairable as part of routine maintenance and upkeep. Impacts are considered long term if they involve a reversible change, lasting from five to 20 years, in a significant characteristic of a historic structure or landscape. These changes could include such actions as alteration of contributing resources or construction of an incompatible building addition or adjacent facility. Permanent impacts to a historic structure or landscape resources would include irreversible changes in significant characteristics, such as removal of contributing resources; restoration of natural systems and features; irreversible removal of historic fabric that changes the historic character of a property; or demolition of a historic structure.

Negligible impacts would be barely perceptible and not measurable and would be confined to small areas or a single contributing element of a larger National Register District. Minor impacts would be perceptible and measurable but remain localized and confined to a single contributing element of a larger National Register District. Moderate impacts would be sufficient to cause change in a significant characteristic of an individually significant historic structure, or would generally involve a single or small group of contributing elements in a larger National Register District. Major impacts would result from substantial and highly noticeable changes in significant characteristics or an individually significant historic structure, or would involve a large group of contributing elements in a National Register District. Mitigation measures for historic structures and cultural landscape resources include measures to avoid impacts, such as

rehabilitation and adaptive use, designing new development to be compatible with surrounding historic resources, and screening new development from surrounding historic resources. In situations where a historic structure was proposed for removal, the NPS would first consider options for relocating the structure to another location in the site for adaptive use. Standard mitigation measures include documentation according to standards of the Historic American Buildings Survey and the Historic American Engineering Record (HABS/HAER) as defined in the Re-Engineering Proposal (October 1, 1997). The level of this documentation, which includes photography and a narrative history, would depend on the significance of a resource (national, state, or local) and the nature of the resource (such as an individually significant structure, contributing elements in a cultural landscape or historic district). When a historic structure is slated for demolition, architectural elements and objects may be salvaged for reuse in rehabilitating similar structures, or they may be added to the site's museum collection. In addition, the historical alteration of the human environment and reasons for that alteration would be interpreted to site visitors.

Museum Collection (including archives and library)

Museum collections are important for their historic, scientific, artistic, and interpretive value. In addition, ethnographic objects and records are of particular cultural value to residents and organizations in local communities. For the purposes of this plan, impact analysis for the museum collection focuses on the storage and management of the collection. Treatment or management of individual objects within the collection is beyond the scope of this general management plan. In this context, duration of impacts to museum collections are either short term or long term. Short-term impacts would involve reversible actions that last up to five years. Changes in museum collections that would result in short-term impacts include placement of objects on public exhibition under environmentally controlled conditions, or carefully controlled transportation of objects from one location to another. Long-term impacts include actions or conditions that place the collections at continued risk, lasting from five to 20 years, such as storing collections in a facility that does not meet NPS standards for security and environmental controls. Fragmenting the collection among several repositories, thus making effective management of the collection difficult, would also be considered a long-term impact.

Negligible impacts to museum collections would be barely perceptible, such as the placement of objects on public exhibit with appropriate lighting, security, and environmental controls. Minor impacts to the collection are measurable and perceptible, and would involve individual components of the collection. Moderate impacts are measurable, and would result in noticeable change involving several components of the collection. Major impacts would result in highly noticeable change in treatment or management of the entire collection.

Beneficial impacts occur when ongoing degradation of the collection is alleviated, or unsatisfactory conditions for managing the collection are remedied. These beneficial impacts can occur when the collection, which would otherwise continue to be stored in facilities that place it at risk, is placed in storage or exhibit facilities that adequately control security, lighting, temperature, and humidity. Adverse impacts can occur when the collection is subject to degradation as a

result of inadequate security and environmental controls, or when management of the collection is hampered.

Mitigation measures related to museum collections consist of preventive conservation of a collection through proper storage, handling, and exhibit of objects.

Cumulative Impacts

A cumulative impact is described in the Council on Environmental Quality regulations (1508.7) as follows:

"Cumulative impact" is the impact on the environment that 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. Cumulative impacts can result from individually minor but collectively significant actions taking place during a period of time.

To assist in evaluating potential cumulative impacts, reasonably foreseeable future projects within the Little Rock, Arkansas, metropolitan area were identified. Reasonably foreseeable future projects include any planning or development activity that was currently being implemented or was being proposed for implementation in the reasonably foreseeable future.

The following list comprises projects that may have potential cumulative impact when considered along with actions called for in this general management plan. This list of projects includes Centennial Neighborhood Association preservation proposals, Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district, construction and development of the William Jefferson Clinton Presidential Library, designation of the Daisy Bates House as a national historic landmark, and proposals to construct a Civil Rights Institute within the boundaries of the site. The purpose of this scenario is to evaluate (1) whether the resources and human community have already been affected by past or present activities, and (2) whether other agencies or the public have plans that may affect resources in the future.

Actions associated with these projects are evaluated in the cumulative impact analysis in conjunction with the impacts of each alternative to assess whether they have any additive effects on a particular environmental, cultural, or social resource. Because most of these cumulative actions are in the early planning stages, the evaluation of cumulative impacts has been based on a general description of their project.

Alternative 1 – No Action

Archeological Resources

Analysis

No archeological surveys have been conducted at the site, and no archeological sites have been identified and inventoried. Thus, the impact of actions on archeological sites under this alternative is unknown. If archeological sites are discovered as a result of actions undertaken pursuant to this alternative, impacts would be mitigated as described in the "Mitigation of Impacts" section of "Archeological Resources," above.

Cumulative Impacts

Archeological resources are subject to damage from development, vandalism, visitor access, and natural processes. Although the impacts of this alternative on archeological resources is unknown, the probability of finding such sites within the boundaries of the historic site is low.

One additional proposed project under the control of city agencies and neighborhood associations and organizations (proposals to construct a Civil Rights Institute within the boundaries of the site) could impact archeological resources in the site from grading and ground disturbance. However, it is not possible to assess accurately the impacts until archeological surveys have been conducted and resource inventory and design information is available.

If significant archeological sites could not be avoided as part of planning and implementation of actions within the site, the data they possess would be recovered in accordance with the "Mitigation of Impacts" section of "Archeological Resources," above.

Conclusion

The impact of actions on archeological sites under this alternative is unknown, but the site would strive to avoid or otherwise mitigate impacts, in accordance with the "Mitigation of Impacts" section of "Archeological Resources," above. With mitigation, impairment of archeological resources is not anticipated.

Ethnographic Resources

Analysis

No ethnographic overview and assessment studies have been conducted at the site, and no ethnographic resources have been identified and inventoried. Thus, the impact of actions on ethnographic resources under this alternative is unknown. If research and assessment studies identify ethnographic sites in the site, the NPS would consult with city agencies and neighborhood associations and organizations to mitigate potential impacts.

Cumulative Impacts

Ethnographic resources at the site are subject to loss or damage from development, visitor use, and disruption of community cultural traditions. Although the impacts of this alternative on ethnographic resources are unknown, the probability of such impacts is considered to be low.

Three additional proposed projects under the control of city agencies and neighborhood associations and organizations (e.g., Centennial Neighborhood Association preservation proposals; Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district; and proposals to construct a Civil Rights Institute within the boundaries of the site) could impact ethnographic resources at the site. However, it is not possible to accurately assess the impacts until ethnographic assessment studies have been conducted and resource inventory and design information is available.

The NPS would consult concerned city agencies and neighborhood associations and organizations should unforeseen impacts to ethnographic resources arise. If resource avoidance could not be achieved,

appropriate mitigation would be implemented in accordance with the "Mitigation of Impacts" section of "Ethnographic Resources," above.

Conclusion

The impact of actions on ethnographic resources under this alternative is unknown, but the NPS would strive to avoid or otherwise mitigate impacts, in accordance with the "Mitigation of Impacts" section of "Ethnographic Resources," above. With mitigation, impairment of ethnographic resources is not anticipated.

Cultural Landscape Resources (including individually significant historic sites and structures and the historic streetscape)

Analysis

Limited grant funding is provided by the NPS for maintenance of the front façade of the main high school building in conjunction with a cooperative agreement between the NPS and the Little Rock School District to preserve the integrity and character of the front façade and its adjacent grounds along South Park Street. This funding would potentially have long-term minor beneficial impacts on that national historic landmark structure and its immediate surroundings. Because the integrity and character of the Magnolia Mobil Service Station exterior would continue to be maintained to the greatest extent permitted under current NPS policies, this alternative would result in continuing long-term minor beneficial effects on that rehabilitated structure. Because the privately owned Capel Building (Ponder's Drug Store) would not undergo rehabilitation, this alternative would result in long-term minor to moderate adverse impacts on the architectural integrity of that historic structure. While efforts to protect the integrity and character of the Magnolia Mobil Service Station exterior, as well as the front façade of the main high school building and its adjacent grounds, would be undertaken under this alternative, lack of a comprehensive management program to preserve and protect the historic streetscape could potentially result in the loss of some landscape elements, and thus have long-term minor to moderate adverse impacts on those resources.

Cumulative Impacts

Historic structures and cultural landscape resources have been lost or damaged in the site through past urban development, lack of building maintenance and preservation treatment, and site clearance. Several residential structures once located on the northwest corner of Daisy L. Gatson Bates Drive and South Park Street have been demolished, and a greenhouse once located on the northeast corner of that intersection has been removed. Although the Magnolia Mobil Service Station has been restored to its 1957-era appearance, the Capel Building has been subjected to little, if any, preservation treatment, resulting in some structural deterioration. Although the cultural landscape at the site retains a moderate degree of integrity, the grounds in front of the main high school building have been modified, the most notable change being replacement of the historic reflecting pool with the present concrete plaza.

Three additional proposed projects under the control of city agencies and neighborhood associations and organizations (e.g., Centennial Neighborhood Association preservation proposals; Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district; and proposals to construct a Civil Rights Institute within the boundaries of the site) have potential to

affect cultural landscape resources, including historic structures, in the site. Although the Centennial Neighborhood Association preservation proposals and Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district could have long-term minor beneficial effects on the cultural landscape features and historic structures in the site, it is not possible to accurately determine the nature of impacts without detailed information. Construction of a Civil Rights Institute at the site would result in the introduction of a non-historic facility within the boundaries of the site. Although such construction could result in long-term minor to moderate adverse impacts on the cultural landscape, it is not possible to accurately determine the nature of impacts without detailed information.

This alternative would generally have cumulative long-term minor beneficial impacts on historic structures and cultural landscape resources in the site (as discussed in the conclusion section above) in conjunction with other past, present, and reasonably foreseeable future undertakings by city agencies and neighborhood associations and organizations (as discussed above). The intensity of adverse impacts to cultural landscape resources would be reduced by documenting resources as discussed in the "Mitigation of Impacts" section of "Cultural Landscape Resources, Including Individually Significant Historic Structures." The intensity of potential adverse impacts from the proposed construction of the Civil Rights Institute would be reduced by ensuring that its design was compatible with the historic setting of the cultural landscape.

Under this alternative, the legislative mandates for the site would not be fully met. Visitors would not have the full opportunity to experience and understand the significance of the events that occurred at the site. Although some limited actions would continue to preserve aspects of the cultural landscape, No Action would potentially lead to an impairment of park resources and values.

Conclusion

Actions under this alternative would result in long-term minor beneficial impacts on the front façade of the main high school building, the grounds in front of the school facing South Park Street, and the Magnolia Mobil Service Station exterior. Selection of this alternative would result in long-term minor to moderate adverse impacts on the exterior of the Capel Building, and lack of a comprehensive management program to preserve and protect cultural landscape features in the site could potentially have long-term minor to moderate adverse impacts on some landscape features.

Museum Collection
(including archives and library)

Analysis

Under this alternative, the Central High Museum, Inc., museum collection and archives and library would continue to be housed and maintained in the library facilities at the University of Arkansas at Little Rock. A Scope of Collections Statement would be prepared by the NPS to guide acquisition of resource materials for establishment of the site's museum collection and archives and library materials. The Scope of Collections Statement would consider NPS acquisition of the Central High Museum, Inc., museum collection.

Establishment of a site museum collection and archives and library would place acquired resource materials at risk from

damage, deterioration, and loss, because the NPS currently has inadequate space and curatorial facilities to house and preserve such materials. Consequently, it would be difficult for the site to comply with the protection and preservation guidelines and standards for such facilities as prescribed by the NPS's *Museum Handbook and Cultural Resource Management Guideline*, Director's Order No. 28, Release No. 5, 1998.

If the NPS acquired the extant Central High Museum, Inc., museum collection, materials in the collection would continue be preserved according to the protection and preservation guidelines if they remained housed at the University of Arkansas at Little Rock. However, maintenance of the collection at an off-site facility would result in logistical and staffing problems that could impede effective management.

Cumulative Impacts

Because the NPS currently has inadequate storage and curatorial facilities to house and preserve such materials, selection of this alternative, providing for establishment of a site museum collection and archives and library, would have potential long-term minor to moderate adverse impacts on the acquired resource materials.

One additional proposed project under the control of city agencies and neighborhood associations and organizations (proposals to construct a Civil Rights Institute within the boundaries of the site) would have long-term moderate to major beneficial impacts on the museum collection and archives and library at the site, because the institute, as proposed, would include modern storage and curatorial facilities to house a museum and archives and library. Thus, a modern storage and research facility meeting present-day museum and archival standards would be located on-site, providing for the protection, preservation, and effective management of the collections by a consortium of city agencies and neighborhood associations and organizations that would include the NPS.

Although establishment of an NPS museum collection and archives and library would have potential long-term minor to moderate adverse impacts on the acquired source materials, establishment of the collection, in conjunction with the proposed development of the Civil Rights Institute, could have cumulative long-term moderate to major beneficial impacts on the museum collection and archives and library at the site.

Conclusion

The museum collection and archival and library materials to be established by the NPS would be managed and protected to the extent allowable under current funding and staffing levels. Nevertheless, the materials would face potential long-term minor to moderate adverse impacts because of inadequate storage and curatorial facilities and protection measures. During the long term this could lead to further deterioration and potential impairment of these resources.

Acquisition of the extant Central High Museum, Inc., museum collection by the NPS would result in continuing long-term beneficial effects for the resource materials if the collection remained at the library of the University of Arkansas at Little Rock. However, maintenance of the collection at an off-site facility would result in logistical and staffing problems that could impede effective management.

Section 106 Summary

Under regulations of the Advisory Council on Historic Preservation (36 CFR 800.9) addressing the criteria of effect and adverse effect, the NPS finds that the selection of

this alternative would result in adverse effects to certain historic properties listed in or eligible for listing in the National Register of Historic Places. Making no concerted effort to preserve either the Capel Building or significant features of the cultural landscape, other than the grounds in front of the main high school building, would adversely affect these properties as they slowly deteriorated and eventually would be lost. This loss could potentially lead to an impairment of site resources and values. Proposals to construct a new building to house a Civil Rights Institute within the boundaries of the site could have an adverse impact on cultural landscape resources. The site's museum collection and archives and library would be adversely affected by inadequate storage and curatorial facilities and lack of protection measures. The impacts of this alternative on ethnographic resources is unknown, but the NPS would strive to avoid or mitigate impacts as described in the "Mitigation of Impacts" section of "Ethnographic Resources," above. The impacts of this alternative on archeological sites is unknown, but the site would strive to avoid or otherwise mitigate impacts as discussed in the "Mitigation of Impacts" section of "Archeological Resources," above.

In accordance with NPS policies and procedures, the site would continue to protect cultural resources to the greatest extent allowable under present funding and staffing levels. Disturbance of significant resources would be avoided wherever possible, but in instances where avoidance or preservation could not be achieved, appropriate mitigation measures as described above would be carried out in consultation with the Arkansas state historic preservation officer.

Alternative 2 – The Site

Archeological Resources

Analysis

No archeological surveys have been conducted at the site, and no archeological sites have been identified and inventoried. Thus, the impact of actions on archeological sites under this alternative is unknown. If archeological sites are discovered as a result of actions undertaken pursuant to this alternative, impacts would be mitigated as described in the "Mitigation of Impacts" section of "Archeological Resources," above.

Cumulative Impacts

Archeological resources are subject to damage from development, vandalism, visitor access, and natural processes. Although the impacts of this alternative on archeological resources are unknown, the probability of finding such sites within the boundaries of the historic site is low.

One additional proposed project under the control of city agencies and neighborhood associations and organizations (proposals to construct a Civil Rights Institute within the boundaries of the site) could impact archeological resources in the site from grading and ground disturbance. However, it is not possible to assess accurately the impacts until archeological surveys have been conducted and resource inventory and design information is available.

If significant sites could not be avoided as part of planning and implementation of actions within the site, the data they possess would be recovered in accordance with the "Mitigation of Impacts" section of "Archeological Resources," above.

Conclusion

The impact of actions on archeological sites under this alternative is unknown, but the site would strive to avoid or otherwise mitigate impacts, in accordance with the "Mitigation of Impacts" section of "Archeological Resources," above. With mitigation, impairment of archeological resources is not anticipated.

Ethnographic Resources

Analysis

No ethnographic assessment studies have been conducted at the site, and no ethnographic resources have been identified and inventoried. Thus, the impact of actions on ethnographic resources under this alternative is unknown. If research and assessment studies identify ethnographic resources in the site, the NPS would consult with city agencies and neighborhood associations and organizations to mitigate potential impacts.

Cumulative Impacts

Ethnographic resources at the site are subject to loss or damage from development, visitor use, and disruption of community cultural traditions. Although the impacts of this alternative on ethnographic resources are unknown, the probability of such impacts is considered to be low.

Three additional proposed projects under the control of city agencies and neighborhood associations and organizations (e.g., Centennial Neighborhood Association preservation proposals; Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district; and proposals to construct a Civil Rights Institute within the boundaries of the site) could impact ethnographic resources at the site. However, it is not possible to assess accurately the impacts until ethnographic assessment studies have been conducted and resource inventory and design information is available.

The NPS would consult concerned city agencies and neighborhood associations and organizations should unforeseen impacts to ethnographic resources arise. If resource avoidance could not be achieved, appropriate mitigation would be implemented in accordance with the "Mitigation of Impacts" section of "Ethnographic Resources," above.

Conclusion

The impact of actions on ethnographic resources under this alternative is unknown, but the NPS would strive to avoid or otherwise mitigate impacts, in accordance with the "Mitigation of Impacts" section of "Ethnographic Resources," above. With mitigation, impairment of ethnographic resources is not anticipated.

Cultural Landscape Resources (including individually significant historic sites and structures and the historic streetscape)

Analysis

Efforts to maintain the integrity and character of the front façade of the main high school building and adjacent grounds via a cooperative agreement between the NPS and the Little Rock School District, along with financial and technical assistance provided by the NPS, would potentially have long-term minor beneficial impacts on the national historic landmark structure and its immediate surroundings. Because the integrity of the Magnolia Mobil Service Station exterior would continue to be preserved in accordance with NPS historic

preservation policies and regulations after transfer to the NPS, this alternative would result in long-term minor beneficial impacts on that rehabilitated structure. Acquisition of the Capel Building (Ponder's Drug Store) by the NPS and rehabilitation of its exterior to its 1957-era appearance would result in long-term minor to moderate beneficial effects on that historic structure.

Expansion of the boundary of the site to include the seven private residences on the east side of South Park Street across from the front of the high school, in conjunction with cooperative agreements between the NPS and the owners of those structures to preserve their exterior front facades and yards, could potentially have long-term minor beneficial impacts on preservation of the architectural integrity of the buildings as well as significant features of the cultural landscape along South Park Street between Daisy L. Gatson Bates Drive and West 16th Street.

Construction of a visitor center in alternative 2 would result in the introduction of a non-historic facility within the boundaries of the national historic site. Although such construction would result in long-term minor to moderate adverse impacts on the cultural landscape, it is not possible to accurately determine the nature of impacts without detailed information.

Cumulative Impacts

Historic structures and cultural landscape resources have been lost or damaged in Little Rock Central High School National Historic Site through past urban development, lack of building maintenance and preservation treatment, and site clearance. Several residential structures once located on the northwest corner of Daisy L. Gatson Bates Drive and South Park Street have been demolished, and a greenhouse once located on the northeast corner of that intersection has been removed. Although the Magnolia Mobil Service Station has been rehabilitated to its 1957-era appearance, the Capel Building has been subjected to little, if any, preservation treatment, resulting in some structural deterioration. Although the cultural landscape at the site retains a moderate degree of integrity, the grounds in front of the main high school building have been modified, the most notable change being replacement of the historic reflecting pool with the present concrete plaza.

Three additional proposed projects under the control of city agencies and neighborhood associations and organizations (e.g., Centennial Neighborhood Association preservation proposals; Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district; and proposals to construct a Civil Rights Institute within the boundaries of the site) have potential to affect cultural landscape resources, including historic structures, in the site. While the Centennial Neighborhood Association preservation proposals and Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district could have long-term minor beneficial effects on the cultural landscape features and historic structures in the site, it is not possible to accurately determine the nature of the impacts without detailed information. Construction of a Civil Rights Institute at the site would result in the introduction of a non-historic facility within the boundaries of the site. Although such construction could result in long-term minor to moderate adverse impacts on the cultural landscape, it is not possible to accurately determine the nature of impacts without detailed information.

Selection of this alternative would generally have cumulative long-term minor to moderate beneficial impacts on historic structures and cultural landscape resources at the site (as discussed in the conclusion section above) in conjunction with other past, present, and reasonably foreseeable future undertakings by city agencies and neighborhood associations and organizations (as discussed above). The intensity of potential adverse impacts from the proposed construction of the Civil Rights Institute would be reduced by ensuring that its design was compatible with the historic setting of the cultural landscape.

Conclusion

Actions under this alternative would have long-term minor beneficial impacts on the front façade of the main high school building, the grounds in front of the school facing South Park Street, and the Magnolia Mobil Service Station exterior. Rehabilitation of the exterior of the Capel Building to its 1957-era appearance would result in long-term minor to moderate beneficial effects on that historic structure.

Expansion of the boundary of the site, in conjunction with cooperative agreements between the NPS and the owners of the seven private residences on the east side of South Park Street, would result in long-term minor beneficial impacts on the integrity of those structures as well as significant features of the historic streetscape along South Park Street between Daisy L. Gatson Bates Drive and West 16th Street. Taking these actions under alternative 2 would help protect the cultural landscape in accordance with the site's enabling legislation, mission, and objectives. Alternative 2 would therefore help insure that these resources are left unimpaired. Although some limited actions would continue to preserve aspects of the cultural landscape, no action would potentially lead to an impairment of park resources and values.

Construction of a visitor center in alternative 2 would result in the introduction of a non-historic facility within the boundaries of the national historic site. Although such construction would result in long-term minor to moderate adverse impacts on the cultural landscape, it is not possible to accurately determine the nature of impacts without detailed information.

Museum Collection
(including archives and library)

Analysis

Under this alternative, the Central High Museum, Inc., museum collection and archives and library would continue to be housed and maintained in the library facilities at the University of Arkansas at Little Rock.

Additionally, a Scope of Collections Statement would be prepared by the NPS to guide acquisition of resource materials for establishment of the site's museum collection and archives and library. The statement would not only emphasize acquisition of resource materials for research but also the collection of objects for exhibit and interpretation. The site collection would be housed in the library at the University of Arkansas at Little Rock. During preparation of the statement, acquisition of the extant Central High Museum, Inc., museum collection by the NPS would be considered.

Establishment of a site museum collection and archives, including objects for interpretation and exhibit, and their placement in the library at the University of Arkansas at Little Rock, would have long-term moderate beneficial impacts the collection. Placement of the collection in this repository would

enable the NPS to comply with the protection and preservation guidelines and standards for such facilities prescribed by the NPS's *Museum Handbook and Cultural Resource Management Guideline*, Director's Order No. 28, Release No. 5, 1998.

If the NPS acquired the extant Central High Museum, Inc., museum collection, materials in the collection would continue to be housed in the library at the University of Arkansas at Little Rock. Thus, actions under this alternative would have long-term moderate beneficial impacts on the extant Central High Museum, Inc., museum collection and archives and library, because they would be preserved according to the NPS's protection and preservation guidelines and standards.

Cumulative Impacts

Establishment of the site's museum collection, including archives and library, and placement of the collection in the library at the University of Arkansas at Little Rock, would have long-term moderate beneficial impacts on the collection. Location of the collection at an off-site facility, however, could result in minor logistical and staffing problems that could impede effective management.

One additional proposed project under the control of city agencies and neighborhood associations and organizations (e.g., proposals to construct a Civil Rights Institute within the boundaries of the site) would have long-term moderate to major beneficial impacts on the museum collection and archives and library at the site, because the institute, as proposed, would include storage and curatorial facilities to house museum and archives and library collections relating to the events at Central High School during 1957-58. Thus, a modern storage and research facility meeting museum and archival standards would be located on-site, providing for the protection, preservation, and effective management of the collections by a consortium of local agencies and neighborhood associations and organizations with which the NPS would collaborate via a cooperative agreement. Selection of this alternative, in conjunction with the development of the proposed Civil Rights Institute, would have cumulative long-term moderate to major beneficial impacts on the site's museum collection and archives and library.

Conclusion

Establishment of the site's museum collection and archives and library and placement of the collection in the library at the University of Arkansas at Little Rock, would have long-term moderate beneficial impacts on the collection.

Acquisition of the extant Central High Museum, Inc., museum collection by the NPS and continuing placement of the collection in the library at the University of Arkansas at Little Rock, would have continuing long-term moderate beneficial impacts on the collection. These actions would further protect resources from potential impairment.

Although maintenance of the site's museum collection in the library at the University of Arkansas at Little Rock would have long-term beneficial impacts on the collection, location of the collection at an off-site facility could result in logistical and staffing problems that might impede effective management.

Section 106 Summary

Under regulations of the Advisory Council on Historic Preservation (36 CFR 800.9), addressing the criteria of effect and adverse effect, the NPS finds that the selection of this alternative would not result in adverse effects to historic properties listed in or eligible for listing in the National Register of Historic Places. Rehabilitation and adaptive use of historic buildings, such as the Capel Building, and significant elements of the cultural landscape would have no adverse effect on historic properties. Rehabilitation would be carried out in accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. Construction of a new building to house the proposed Civil Rights Institute within the boundaries of the site could have an adverse impact on cultural landscape resources.

No adverse impacts to the site's museum collection and archives and library would result from housing materials in the library of the University of Arkansas at Little Rock.

The impact of this alternative on ethnographic resources is unknown, but the NPS would strive to avoid or mitigate impacts as described in the "Mitigation of Impacts" section of "Ethnographic Resources," above.

The impacts of this alternative on archeological sites are unknown, but the site would strive to avoid or otherwise mitigate impacts as discussed in the "Mitigation of Impacts" section of "Archeological Resources," above.

For project areas lacking sufficient cultural resource data or design information to adequately assess effects, the site would carry out inventories, evaluate identified resources for National Register significance, and, in consultation with the Arkansas state historic preservation officer, determine avoidance or appropriate treatment and standard mitigation measures prior to construction disturbance. Actions included under this alternative would help protect cultural resources from potential impairment while meeting the mandates of Section 106.

Alternative 3 – The City

Archeological Resources

Analysis

No archeological surveys have been conducted at the site, and no archeological sites have been identified and inventoried. Thus, the impact of actions on archeological sites under this alternative is unknown. If archeological sites are discovered as a result of actions undertaken pursuant to this alternative, impacts will be mitigated as described in the "Mitigation of Impacts" section of "Archeological Resources," above.

Cumulative Impacts

Archeological resources are subject to damage from development, vandalism, visitor access, and natural processes. Although the impacts of this alternative on archeological resources are unknown, the probability of finding such sites within the boundaries of the historic site is low.

One additional proposed projects under the control of city agencies and neighborhood associations and organizations (e.g., proposals to construct a Civil Rights Institute within the boundaries of the site) could impact archeological resources at the site from grading and ground disturbance. However, it is not possible to assess accurately the impacts until archeological surveys have been conducted and resource

inventory and design information is available.

If significant archeological sites could not be avoided as part of planning and implementation of actions within the historic site, the data they possess would be recovered in accordance with the "Mitigation of Impacts" section of "Archeological Resources," above.

Conclusion

The impact of actions on archeological sites under this alternative is unknown, but the site would strive to avoid or otherwise mitigate impacts, in accordance with the "Mitigation of Impacts" section of "Archeological Resources," above. Impairment of archeological resources under this alternative is not anticipated.

Ethnographic Resources

Analysis

No ethnographic assessment studies have been conducted at the site, and no ethnographic resources have been identified and inventoried. Thus, the impact of actions on ethnographic resources under this alternative is unknown. If research and assessment studies identify ethnographic resources in the site, the NPS would consult with city agencies and neighborhood associations and organizations to mitigate potential impacts.

Cumulative Impacts

Ethnographic resources at the site are subject to loss or damage from development, visitor use, and disruption of community cultural traditions. Although the impacts of this alternative on ethnographic resources are unknown, the probability of such impacts is considered to be low.

Three additional proposed projects under the control of city agencies and neighborhood associations and organizations (e.g., Centennial Neighborhood Association preservation proposals; Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district; and proposals to construct a Civil Rights Institute within the boundaries of the site) could impact ethnographic resources at the site. However, it is not possible to assess accurately the impacts until ethnographic assessment studies have been conducted and resource inventory and design information is available.

The NPS would consult concerned city agencies and neighborhood associations and organizations should unforeseen impacts to ethnographic resources arise. If resource avoidance could not be achieved, appropriate mitigation would be implemented in accordance with the "Mitigation of Impacts" section of "Ethnographic Resources," above.

Conclusion

The impact of actions on ethnographic resources under this alternative is unknown, but the NPS would strive to avoid or otherwise mitigate impacts in accordance with the "Mitigation of Impacts" section of "Ethnographic Resources," above. Impairment of these resources is not anticipated.

Cultural Landscape Resources
(including individually significant historic sites and structures)

Analysis

Limited grant funding provided by the NPS for the maintenance of the front façade of the main high school building, in

conjunction with a cooperative agreement between the NPS and the Little Rock School District to preserve the integrity and character of the front façade and its adjacent grounds along South Park Street, would potentially have long-term minor beneficial impacts on that national historic landmark structure and its immediate surroundings. Because the integrity and character of the Magnolia Mobil Service Station would continue to be maintained to the greatest extent permitted under current NPS policies after transfer to the NPS, this alternative would result in continuing long-term minor beneficial effects on that rehabilitated structure. Acquisition of the Capel Building (Ponder's Drug Store) by the NPS and rehabilitation of its exterior to its 1957-era appearance would result in long-term minor to moderate beneficial impacts on the architectural integrity of that historic structure.

Lack of a comprehensive management program to preserve and protect historic streetscape features in the site could result in the loss of some significant landscape elements, and thus have long-term minor to moderate adverse impacts on those resources.

Establishment of cooperative agreements between the NPS and the owners of Civil Rights-related sites and structures in the city of Little Rock, along with technical assistance provided by the NPS for the preservation and interpretation of those sites, would potentially result in long-term minor beneficial impacts on the sites and structures. Increased visitor use of these sites, however, could result in long-term minor adverse impacts to their integrity.

Cumulative Impacts

Historic structures and cultural landscape resources have been lost or damaged in Little Rock Central High School National Historic Site through past urban development, lack of building maintenance and preservation treatment, and site clearance. Several residential structures once located on the northwest corner of Daisy L. Gatson Bates Drive and South Park Street have been demolished, and a greenhouse once located on the northeast corner of that intersection has been removed. Although the front exterior of the Magnolia Mobil Service Station has been rehabilitated to its 1957-era appearance, the Capel Building has been subjected to little, if any, preservation treatment, resulting in some structural deterioration. Although the historic streetscape at the site retains a moderate degree of integrity, the grounds in front of the main high school building have been modified, the most notable change being replacement of the historic reflecting pool with the present concrete plaza.

Three additional proposed projects under the control of city agencies, neighborhood associations and organizations (e.g., Centennial Neighborhood Association preservation proposals; Central Hill Neighborhood Association preservation proposals for establishment of a local ordinance historic district; and proposals to construct a Civil Rights Institute within the boundaries of the site) have potential to affect cultural landscape resources, including historic structures, in the site. Although the Centennial Neighborhood Association preservation proposals and Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district could have long-term minor beneficial effects on the cultural landscape features and historic structures in the site, it is not possible to accurately determine the nature of impacts without detailed information. Construction of a Civil Rights Institute would introduce a

nonhistoric facility within the cultural landscape. Although such construction could result in long-term minor to moderate adverse impacts on the cultural landscape, it is not possible to accurately determine the nature of impacts without detailed information.

Selection of this alternative would generally have cumulative long-term minor to moderate beneficial impacts on historic structures and cultural landscape resources in the site (as discussed in the conclusion section above) in conjunction with other past, present, and reasonably foreseeable future undertakings by city agencies and neighborhood organizations and associations (as discussed above). The intensity of adverse impacts on cultural landscape resources would be reduced by documenting resources as discussed in the "Mitigation of Impacts" section of "Cultural Landscape Resources, Including Individually Significant Historic Structures." The intensity of potential adverse impacts from the proposed construction of the Civil Rights Institute would be reduced by ensuring that its design was compatible with the historic setting of the cultural landscape.

Conclusion

Actions under this alternative would have long-term minor beneficial impacts on the front façade of the main high school building, the grounds in front of the school facing South Park Street, and the front exterior of the Magnolia Mobil Service Station. Rehabilitation of the exterior of the Capel Building to its 1957-era appearance would result in long-term minor to moderate beneficial effects on that historic structure.

Although selection of this alternative would potentially result in long-term minor beneficial impacts on the preservation and protection of related Civil Rights-era sites in the City of Little Rock, increased visitor use at these sites could result in long-term minor adverse impacts. These impacts, while adverse, are not anticipated to impair site resources and values over the long term.

Museum Collection
(including archives and library)

Analysis

Under this alternative, the Central High Museum, Inc., museum collection and archives and library would continue to be housed and maintained in the library facilities at the University of Arkansas at Little Rock. Additionally, a Scope of Collections Statement would be prepared by the NPS to guide acquisition of resource materials for establishment of the site's museum collection and archives and library. The statement would emphasize acquisition of resource materials for research as well as the minimal collection of objects for exhibits. The site collection would be housed at the University of Arkansas at Little Rock. During preparation of the statement, acquisition of the extant Central High Museum, Inc., museum collection by the NPS would be considered. Under this alternative, the NPS would assist partners in developing finding aids for archival collections and facilitating access to archival resources throughout the United States, thus enabling the site to serve as a focal point for scholarly research related to the events at Central High School during 1957-58.

Establishment of a site museum collection and archives, including minimal collection of objects for exhibit, and their placement in the library at the University of Arkansas at Little Rock, would have long-term, moderate to major, beneficial impacts on the collection. Placement of the collection in this repository would enable the NPS to comply with the protection and preservation

guidelines and standards prescribed by the NPS's *Museum Handbook and Cultural Resource Management Guideline*, Director's Order No. 28, Release No. 5, 1998.

If the NPS acquired the extant Central High Museum, Inc., museum collection, materials and objects in the collection would continue to be housed in the library at the University of Arkansas at Little Rock. Thus, actions under this alternative would have long-term, moderate to major, beneficial impacts on the extant Central High Museum, Inc., museum collection, because it would be preserved according to the NPS's protection and preservation guidelines and standards.

Cumulative Impacts

Establishment of the site's museum collection, including archival and library materials, and placement of the collection in the library at the University of Arkansas at Little Rock, would have long-term moderate to major beneficial impacts on the collection. Location of the collection at an off-site facility, however, could result in ongoing minor logistical and staffing problems that could impede effective management.

One additional proposed project under the control of local agencies and neighborhood associations and organizations (e.g., proposals to construct a Civil Rights Institute within the boundaries of the site) would have long-term moderate to major beneficial impacts on the museum collection and archives and library at the site, because the institute, as proposed, would include storage and curatorial facilities to house museum and archival and library collections relating to the events at Central High School during 1957-58. Thus, a modern storage and research facility meeting museum and archival standards would be located on-site, providing for the protection, preservation, and effective management of the collection by a consortium of local agencies and neighborhood associations and organization with which the NPS would collaborate via a cooperative agreement. Selection of this alternative, in conjunction with development of the Civil Rights Institute, would have cumulative long-term moderate to major beneficial impacts on the site's museum collection and archives and library.

Conclusion

Establishment of the site's museum collection and archives and library and placement of the collection in the library at the University of Arkansas at Little Rock, would have long-term, moderate to major, beneficial impacts on the collection. These actions would help protect resources from potential impairment.

Acquisition of the extant Central High Museum, Inc., museum collection by the NPS and continuing placement of the collection in the library at the University of Arkansas at Little Rock, would have long-term, moderate to major, beneficial impacts on the collection. These actions would help protect these resources from impairment in the long term.

Section 106 Summary

Under regulations of the Advisory Council on Historic Preservation (36 CFR 800.9) addressing the criteria of effect and adverse effect, the NPS finds that the selection of this alternative could result in adverse effects to certain historic properties listed in or eligible for listing in the National Register of Historic Places. Making no concerted effort to preserve significant features of the cultural landscape, other than the grounds in front of the main high school building, could adversely affect those

properties as they slowly deteriorated, and eventually could be lost.

Rehabilitation and adaptive use of historic buildings, such as the Capel Building, would have no adverse effect on historic properties. Rehabilitation would be carried out in accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. Proposed construction of a new building to house a Civil Rights Institute within the boundaries of the site could have an adverse impact on cultural landscape resources.

The impact of this alternative on archeological sites is unknown, but the site would strive to avoid or otherwise mitigate impacts as discussed in the "Mitigation of Impacts" section of "Archeological Resources," above.

The impact of this alternative on ethnographic resources is unknown, but the NPS would strive to avoid or mitigate impacts as described in the "Mitigation of Impacts" section of "Ethnographic Resources," above.

For project areas lacking sufficient cultural resource data or design information to adequately assess effects, the site would carry out inventories, evaluate identified resources for National Register significance, and, in consultation with the Arkansas state historic preservation officer, determine avoidance or appropriate treatment and standard mitigation measures for construction disturbance.

No adverse effects to the site's museum collection and archives and library would result from housing materials in the library of the University of Arkansas at Little Rock.

Overall, actions included under this alternative would help protect some cultural resources from potential impairment while meeting the mandates of Section 106.

Alternative 4 – The Legacy

Archeological Resources

Analysis

No archeological surveys have been conducted at the site, and no archeological sites have been identified and inventoried. Thus, the impact of actions on archeological sites under this alternative is unknown. If archeological sites are discovered as a result of actions undertaken pursuant to this alternative, impacts will be mitigated as described in the "Mitigation of Impacts" section of "Archeological Resources," above. With mitigation, impacts to archeological resources would not lead to impairment.

Cumulative Impacts

Archeological resources are subject to damage from development, vandalism, visitor access, and natural processes. Although the impacts of this alternative on archeological resources are unknown, the probability of finding such sites within the boundaries of the site is low.

One additional proposed project under the control of city agencies and neighborhood associations and organizations (e.g., proposals to construct a Civil Rights Institute within the boundaries of the site) could impact archeological resources at the site from grading and ground disturbance. However, it is not possible to assess accurately the impacts until archeological surveys have been conducted and resource inventory and design information is available.

If significant archeological sites could not be avoided as part of planning and implementation of actions within the historic site, the data they possess would be recovered in accordance with the "Mitigation of Impacts" section of "Archeological Resources," above.

Conclusion

The impact of actions on archeological sites under this alternative is unknown, but the site would strive to avoid or otherwise mitigate impacts, in accordance with the "Mitigation of Impacts" section of "Archeological Resources," above. With mitigation, impacts to archeological resources would not lead to impairment.

Ethnographic Resources

Analysis

No ethnographic assessment studies have been conducted at the site, and no ethnographic resources have been identified and inventoried. Thus, the impact of actions on ethnographic resources under this alternative is unknown. If research and assessment studies identify ethnographic resources in the site, the NPS would consult with city agencies and neighborhood associations and organizations to mitigate potential impacts.

Cumulative Impacts

Ethnographic resources at the site are subject to loss or damage from development, visitor use, and disruption of community cultural traditions. Although the impact of this alternative on ethnographic resources is unknown, the probability of such impacts is considered to be low.

Three additional proposed projects under the control of city agencies and neighborhood associations and organizations (e.g., Centennial Neighborhood Association preservation proposals; Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district; and proposals to construct a Civil Rights Institute within the boundaries of the site) could impact ethnographic resources at the site. However, it is not possible to assess accurately the impacts until ethnographic assessment studies have been conducted and resource inventory and design information is available.

The NPS would consult concerned city agencies and neighborhood associations and organizations should unforeseen impacts to ethnographic resources arise. If resource avoidance could not be achieved, appropriate mitigation would be implemented in accordance with the "Mitigation of Impacts" section of "Ethnographic Resources," above.

Conclusion

The impact of actions on ethnographic resources under this alternative is unknown, but the NPS would strive to avoid or otherwise mitigate impacts in accordance with the "Mitigation of Impacts" section of "Ethnographic Resources," above. Impairment of ethnographic resources is not anticipated under this alternative.

Cultural Landscape Resources (including individually significant historic sites and structures)

Analysis

Limited grant funding provided by the NPS for the maintenance of the front façade of the main high school building, in conjunction with a cooperative agreement between the NPS and the Little Rock School

District to preserve the integrity and character of the front façade of the structure and its adjacent grounds along South Park Street, would potentially have long-term minor beneficial impacts on that national historic landmark building and its immediate surroundings. Because the integrity and character of the Magnolia Mobil Service Station would continue to be maintained to the greatest extent permitted under current NPS policies, this alternative would result in continuing long-term minor beneficial effects on that rehabilitated structure. Rehabilitation of the Capel Building's exterior to its 1957-era appearance would result in long-term minor to moderate beneficial impacts on the architectural integrity of that historic structure.

Construction of an education center in alternative 4 would result in the introduction of a non-historic facility within the boundaries of the national historic site. Although such construction would result in long-term minor to moderate adverse impacts on the cultural landscape, it is not possible to accurately determine the nature of impacts without detailed information.

Cumulative Impacts

Historic structures and cultural landscape resources have been lost or damaged in Little Rock Central High School National Historic Site through past urban development, lack of building maintenance and preservation treatment, and site clearance. Several residential structures once located on the northwest corner of Daisy L. Gatson Bates Drive and South Park Street have been demolished, and a greenhouse once located on the northeast corner of that intersection has been removed. Although the front exterior of the Magnolia Mobil Service Station has been rehabilitated to its 1957-era appearance, the Capel Building has been subjected to little, if any, preservation treatment, resulting in some structural deterioration. Although the cultural landscape at the site retains a moderate degree of integrity, the grounds in front of the main high school building have been modified, the most notable change being replacement of the historic reflecting pool with the present concrete plaza.
Three additional proposed projects under the control of city agencies and neighborhood associations and organizations (e.g., Centennial Neighborhood Association preservation proposals; Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district; and proposals to construct a Civil Rights Institute within the boundaries of the site) have potential to affect cultural landscape resources, including historic structures, in the site. While the Centennial Neighborhood Association preservation proposals and Central High Neighborhood Association preservation proposals for establishment of a local ordinance historic district could have long-term minor beneficial effects on the cultural landscape features and historic structures in the site, it is not possible to accurately determine the nature of impacts without detailed information. Construction of a Civil Rights Institute would result in the introduction of a non-historic facility within the cultural landscape. Although such construction would result in long-term minor to moderate adverse impacts on the cultural landscape, it is not possible to accurately determine the nature of impacts without detailed information.

Selection of this alternative would generally have cumulative long-term minor to moderate beneficial impacts on historic structures and cultural landscape resources in the site (as discussed in the conclusion section above) in conjunction with other past, present, and reasonably foreseeable

future undertakings by city agencies and neighborhood associations and organizations (as discussed above). The intensity of adverse impacts on cultural landscape resources would be reduced by documenting resources as discussed in the "Mitigation of Impacts" section of "Cultural Landscape Resources, Including Individually Significant Historic Structures." The intensity of adverse impacts from the proposed construction of the Civil Rights Institute would be reduced by ensuring that its design was compatible with the historic setting of the cultural landscape.

Conclusion

Actions under this alternative would have long-term minor beneficial impacts on the front façade of the main high school building, the grounds in front of the school facing South Park Street, and the Magnolia Mobil Service Station exterior. Rehabilitation of the exterior of the Capel Building to its 1957-era appearance would result in long-term minor to moderate beneficial impacts on that historic structure. While some features of the site would be protected, others would not receive the same treatment; but overall, site resources and values would be protected from potential impairment.

Construction of an education center in alternative 4 would result in the introduction of a non-historic facility within the boundaries of the national historic site. Although such construction would result in long-term minor to moderate adverse impacts on the cultural landscape, it is not possible to accurately determine the nature of impacts without detailed information.

Museum Collection (Including Archives and Library)

Analysis

Under this alternative, the Central High Museum, Inc., museum collection and archives and library would continue to be housed and maintained in the library facilities at the University of Arkansas at Little Rock. Additionally, a Scope of Collections Statement would be prepared by the NPS to guide acquisition of resource materials for establishment of the site's museum collection and archives and library. The statement would emphasize acquisition of resource materials for research, particularly secondary historical materials relating to the events at Central High School during 1957-58. The site collection would be housed at the University of Arkansas at Little Rock. During preparation of the statement, acquisition of the extant Central High Museum, Inc., museum collection by the NPS would be considered.

Establishment of a site museum collection and archives and library, including active collection of secondary historical materials, and their placement in the library at the University of Arkansas at Little Rock, would have long-term moderate to major beneficial impacts on the collection. Placement of the museum collection and archives and library in this repository would enable the NPS to comply with the protection and preservation guidelines and standards for such facilities as prescribed in the NPS's *Museum Handbook and Cultural Resource Management Guideline*, Director's Order No. 28, Release No. 5, 1998.

If the NPS acquired the extant Central High Museum, Inc., museum collection, materials in the collection would continue to be housed in the library at the University of Arkansas at Little Rock. Thus, actions under this alternative would have continuing long-

term, moderate to major, beneficial effects on the extant Central High Museum, Inc., museum collection, because it would be preserved according to the NPS's protection and preservation guidelines and standards.

Cumulative Impacts

Establishment of the site's museum collection, including archives and library, and their placement in the library at the University of Arkansas at Little Rock, would have long-term moderate to major beneficial effects on the collection. Location of the collection at off-site facility, however, could result in ongoing minor logistical and staffing problems that could impede effective management.

One additional proposed project under the control of local agencies and neighborhood associations and organizations (e.g., proposals to construct a Civil Rights Institute within the boundaries of the site) would have long-term moderate to major beneficial impacts on the museum collection and archives and library at the site, because the institute, as proposed, would include storage and curatorial facilities to house museum and archival and library collections relating to the events at Central High School during 1957-58. Thus, a modern storage and research facility meeting museum and archival collection standards would be located on-site, providing for the protection, preservation, and effective management of the collections by a consortium of local agencies and neighborhood associations and organizations with which the NPS would collaborate via a cooperative agreement. Selection of this alternative, in conjunction with the development of the proposed institute, would have cumulative long-term moderate to major beneficial impacts on the site's museum collection and archives and library.

Conclusion

Establishment of the site's museum collection and archives and library, and their placement in the library at the University of Arkansas at Little Rock, would have long-term, moderate to major, beneficial impacts on the collection.

Acquisition of the extant Central High Museum, Inc., museum collection by the NPS and continuing placement of the collection in the library at the University of Arkansas at Little Rock, would have continuing long-term, moderate to major, beneficial impacts on the collection. Although maintenance of the site's museum collection and archives and library in the library at the University of Arkansas at Little Rock, would have long-term moderate to major beneficial effects on the collection materials, location of the collection at an off-site facility could result in logistical and staffing problems that could impede effective management.

Section 106 Summary

Under regulations of the Advisory Council on Historic Preservation (36 CFR 800.9) addressing the criteria of effect and adverse effect, the NPS finds that the selection of this alternative would result in adverse effects to certain historic properties listed in or eligible for listing in the National Register of Historic Places. Making no concerted effort to preserve significant features of the cultural landscape, other than the grounds in front of main high school building, would adversely affect these properties as they slowly deteriorated, and eventually would be lost.

Rehabilitation and adaptive use of historic buildings, such as the Capel Building, would have no adverse effect on historic properties. Rehabilitation would be carried out in

accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. Proposed construction of a new building to house a Civil Rights Institute within the boundaries of the site could have an adverse impact on cultural landscape resources.

The impact of this alternative on archeological sites is unknown, but the site would strive to avoid or otherwise mitigate impacts as discussed in the "Mitigation of Impacts" section of "Archeological Resources," above.

The impact of this alternative on ethnographic resources is unknown, but the NPS would strive to avoid or mitigate impacts as described in the "Mitigation of Impacts" section of "Ethnographic Resources," above.

- For project areas lacking sufficient cultural resource data or design information to adequately assess effects, the site would carry out inventories, evaluate identified resources for National Register significance, and, in consultation with the Arkansas state historic preservation officer, determine avoidance or appropriate treatment and standard mitigation measures to construction disturbance.

No adverse effects to the site's museum collection and archives and library would result from housing materials in the library of the University of Arkansas at Little Rock. Overall, actions described in this alternative would help protect cultural resources from impairment while meeting the mandates of section 106.

NATURAL RESOURCES

Methodology

All natural resource topics, with the exception of air quality, have been dismissed from further analysis because the project area is in a highly disturbed, urban environment.

The impacts of the alternatives and other actions on air quality were determined by examining

- the effects of increased traffic emissions caused by increased visitation to the site
- the effects of constructing new facilities and the restoration and rehabilitation of cultural resources

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* impacts were considered undetectable and would have no discernible effect on air quality.
- *Minor* impacts were effects on air quality that would be slightly detectable but not expected to have an overall effect on the site
- *Moderate* impacts would be clearly detectable and could have an appreciable effect on air quality.
- *Major* impacts would have a substantial influence on air quality and include impacts that would reduce the air quality at the site

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature, and associated with transitional types of

activities, or over a long term and have a permanent effect on air quality.

Type

Impacts are evaluated in terms of whether the impacts on air quality would be beneficial or adverse.

- Beneficial impacts would improve air quality.
- Adverse impacts would negatively affect air quality.

Impairment to Park Resources and Values

Impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values. An impact would be more likely to constitute an impairment to the extent that it affects a resource or value whose conservation is necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park; is the key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or is identified as a goal in the park's general management plan or other relevant NPS planning documents. An impact would be less likely to constitute an impairment to the extent that it is an unavoidable result, which cannot be reasonably further mitigated, of an action necessary to preserve or restore the integrity of park resources or values.

Alternative 1 – No Action

Analysis

Currently, the site has approximately 17,500 vehicles (including buses for groups) per year. Most of these visits occur during the month of July. School is not in session during June through August. Traffic associated with the high school causes the most vehicular movement. Vehicular movement is extremely high during school starting, ending, and lunch hours. According to the transportation and site access analysis in the affected environment section of this document, current visitation equates to 17 vehicles per day "which is much less than 1% of all daily traffic along Daisy L. Gatson Bates Drive."

Currently there is no construction occurring in the area.

Cumulative Impacts

There are no expected cumulative impacts associated with this alternative.

Conclusion

The area is in attainment for air quality at current traffic levels. Therefore, there are no long or short-term, major adverse impacts on air quality associated with traffic or construction for this alternative. Impairment of air resources should not occur.

Alternatives 2, 3, and 4

Analysis

Visitor projections for these three alternatives are the same: 54,000 to 68,000 visitors per year by 2015. According to the transportation and site access affected environment section of this document, within 15 years implementation of these alternatives would generate an additional 37 cars and 3 buses per day along Daisy L. Gatson Bates Drive.

Alternatives 2 and 4 both call for construction of an approximately 12,000

square foot, two-story facility, including landscaping and parking lots on the northeast corner. This lot is currently vacant; therefore, there would be no construction debris associated with the removal of buildings. Alternative 3 calls for the construction of a one-bus, 10-car, 3,000-square-foot shuttle staging area including a 1,000-square-foot shade structure for visitors.

There would be some construction debris associated with the rehabilitation of the exterior of Ponder's Drug Store in alternatives 2, 3, and 4. Alternatives 2 and 3 call for the rehabilitation of the interior of both Ponder's Drug Store and the Magnolia Mobil Service Station.

Cumulative Impacts

The school is expected to continue to accommodate no more than its current 2000+ population. Current visitation trends and patterns indicate most visitation would occur during the summer months when school is not in session. Assuming a continuation of these trends and patters, during the next 15 years a large portion of the projected increase in cars and buses (37 cars and 3 buses per day) are expected to visit the site during the summer months. Vehicle emissions associated with site visitors, therefore, would occur primarily during the summer. These emissions would **not** be in addition to student traffic. Therefore, there is expected to be minor, long-term adverse effect on air quality caused by school and site traffic.

Conclusion

Any traffic emission caused by increased visitation to the site is expected to occur primarily in the summer months. Traffic emissions during the winter months are expected to be associated with school students. Site summer visitation traffic emissions would not add to school traffic emissions. In addition, school traffic is heaviest during certain hours such as school opening, closing and lunch hours. There is minimal school traffic on weekends when most visitors come to the site. Therefore, the air quality of the area is expected to stay roughly in the same range throughout the year. Winter visitation coupled with school traffic would result in minor, long-term adverse impacts to air quality. In the summer months, with the absence of school traffic, impacts to air quality are expected to result in negligible, long-term adverse impacts to air quality.

Under alternatives 2, 3, and 4, local air quality would be temporarily and minimally affected by construction dust and vehicle emissions. Standard construction practices would be used to minimize airborne dust levels in the work area. Long-term impacts on air quality from the proposed development would be negligible. Impairment of air resources is not anticipated.

VISITOR EXPERIENCE

Methodology

The category of visitor experience includes what visitors do (visitor use), know, feel, and sense while in or around the site, interpretation (programs and media that communicate site themes to public audiences), and education (programs and media that communicate site themes to organized groups, especially school groups). There is considerable overlap among these three subsets, and they are analyzed together in the category of visitor experience.

There are two general sources for predicting the consequences to visitor experience of the various alternatives: experience and

research. A vast reservoir of experience has accumulated from the more than 80 years of operations of national parks, and the experiences of other parks, museums, and similar sites. These experiences are directly observed by planners who have worked in parks, and are shared formally in conferences and publications and informally through personal contacts. The accuracy of predictions based on experience is significantly enhanced by formal research.

Visitor research validates and extends the predictive value of experience. There is an increasing body of knowledge accumulated through formal research in parks, museums, and zoos; research results are disseminated through conferences and publications. Organizations such as the Visitor Studies Association, the American Association of Museums, and the National Association for Interpretation encourage and publicize research relating to visitors. Education research is conducted and disseminated by a large number of organizations and schools. The NPS has become increasingly active in researching visitor use of parks and determining the outcomes of different media, programs, and activities. Examples are the Visitor Services Project, which surveys visitors to ten or more parks each year; the Post-Occupancy Evaluation Program, which assesses the effectiveness of NPS visitor facilities; ongoing research by the Stephen Mather Employee Development Center and the University of West Virginia on the effectiveness of interpretive programs; and numerous studies recently sponsored by the Harpers Ferry Center, including formative and summative evaluations of interpretive media, and a literature review of research relating to the effectiveness of interpretive media.
The visitor experience also reflects the total number of visitors who are expected to tour the site. The first step in determining the effects of implementing the alternatives on visitor experience was to construct a visitor forecast. Past monthly visitation at the site was compiled and graphed. Based on past visits, future visits were estimated through the year 2015 using a logarithmic trend line. A trend line provides a "best fit" among a scattered group of data points and allows basic forecasts to be made. This type of trend line was considered appropriate, because it described a rate of increase in visitation that would slow over time. Other trend lines were also considered but most (such as a straight-line method) produced future values in later years that were clearly too high.

To estimate visitation projections, the staff members of two facilities were interviewed: The Birmingham Civil Rights Institute, and The Dr. Martin Luther King Jr. National Historic Site.

These facilities were selected because they are in cities with interstate highway access generally similar to that of Little Rock. Staff was asked how visitation had initially increased when the site opened and also how visitation increased when the facility was well established.

The informal sampling results of the two facilities showed that when first opened, visitation increased rapidly, but later grew at a much lower annual rate of around 3% to 5%. This pattern appeared to fit the forecast trend line used in this analysis reasonably well. Some individuals contacted also felt that a projected visitation increase of around 20 or 25% was probably reasonable for a proposed new facility located near an existing, growing visitor center within a large city.

Intensity

The intensity of an impact is described as negligible, minor, moderate, or major.

- *Negligible* impacts were considered so slight as to be difficult to measure or perceive, and they have no meaningful implications.
- *Minor* impacts would be slightly detectable by some visitors, but not expected to have a noticeable effect on visitor experience.
- *Moderate* impacts would be detectable by many visitors and could have a noticeable effect on visitor experience.
- *Major* impacts would be detected by most visitors and have a substantial and noticeable effect on visitor experience.

Duration

The duration of an impact on visitor experience is described as short term when the impact is temporary and occurs for less than one year, or long term when the impact occurs for more than one year. The period of one year is chosen since the effects of most actions (e.g., changes to visitor facilities, media, programs, or other activities) would stabilize after about one year.

Type

Impacts are evaluated in terms of whether they are beneficial or adverse to visitor experience.

- Beneficial impacts are those that would be perceived as positive by visitors or would contribute to the achievement of NPS goals for visitor experience.
- Adverse impacts would be perceived as negative by visitors or impair the achievement of visitor experience.

Impairment to Park Resources and Values

Impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values. An impact would be more likely to constitute an impairment to the extent that it affects a resource or value whose conservation is necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park; is the key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or is identified as a goal in the park's general management plan or other relevant NPS planning documents. An impact would be less likely to constitute an impairment to the extent that it is an unavoidable result, which cannot be reasonably further mitigated, of an action necessary to preserve or restore the integrity of park resources or values.

Alternative 1 – No Action

Analysis

Visitor use (including school tours) at the site would likely grow moderately during the next 15 years, even if new visitor facilities were not constructed. Visitor services would continue to be limited due to the lack of adequate space inside the visitor center. Visitors would continue to wait to see the exhibits. Because the two-person information desk serves as a retail and orientation area, confusion between visitors wishing information on the site and visitors making purchases would occur during high visitation times. Parking for cars and buses would remain limited causing visitors to compete with students for parking, on side

streets in front of residences. Because there is no designated area for bus loading and unloading, buses would continue to load and unload on Daisy L. Gatson Bates Drive. Increased visitation would have a moderate long-term adverse impact on crowding in the current visitor center (Magnolia Mobil Service Station). The interpretive story would continue to be told primarily by the exhibits in the visitor center, which summarize the basic events of 1957-58, but are limited in scope and depth. Exhibits would deteriorate over time and become obsolete; they would require rehabilitation or replacement. The commemorative garden would provide a place for quiet reflection.

There would be minimal indication of an NPS presence along South Park Street once visitors exited the visitor center to begin their self-guided walk. Outdoor interpretation of the site itself would continue to be limited, with the possible addition of brochures or wayside (outdoor) exhibits. Without a clear NPS presence on site (park rangers or wayside exhibits) visitors may perceive there are personal safety concerns, be unable to distinguish between site resources and private property, and possibly be uncomfortable with visitor and student contacts. This could result in visitors shortening their self-guided tour. As visitation continues to increase, visitor services would not meet the expectations of visitors.

It is estimated that the number of visitors would potentially increase from around 21,000 per year in 2001 to about 54,000 in 2015. This is equivalent to an annual average growth rate of approximately 4.5%. After 2015, the growth in tourism would increase by a much lower annual rate or would remain flat. The projected number of future visitors for alternative 1 is shown below, in Table 11.

Table 11: Alternative 1 - Projected Visitor Growth, 2001 – 2015[a]

Year	Annual Visitation Alternative 1	Year	Annual Visitation Alternative 1
2001	21,000	2008	46,700
2002	34,700	2009	48,000
2003	37,500	2010	49,000
2004	39,800	2011	50,000
2005	41,900	2012	51,000
2006	43,600	2013	52,000
2007	45,200	2014	53,000

(a) It is assumed that new facilities, regardless of alternative, are constructed and open in 2002. A delay in construction would not appreciably affect overall visitation projections.
Some numbers are rounded.

Cumulative Impacts

In alternative 1, the appearance of the site and surrounding neighborhood would undergo visual changes as the residences along South Park Street and the Capel Building (Ponder's Drug) deteriorate, are replaced, or are changed in appearance. These changes would have a moderate adverse long-term impact on visitors' abilities to picture the original setting for the key events of 1957-58. The appearance of the high school front façade and landscaping would not be expected to undergo changes.

Visits to the site and to related sites around the city would be expected to undergo moderate increases due to increased public awareness, continuing partnership activities, and the opening of the William Jefferson Clinton Presidential Library. The Arkansas Department of Parks and Tourism (Department) has indicated that total tourist visits (person-trips) to Pulaski County increased by about 3.3% per year between 1990 and 1999. If tourism continues to grow at this pace, between 2000 and 2015 total county tourism would increase by an additional 2.6 million person-trips. The cumulative effects of alternative 1 on area tourism would be minor, long-term and beneficial. This can be demonstrated by comparing additional future tourism at the museum with additional future tourism that is expected throughout the county. On this basis, increased tourism at the museum would represent only about 2% of total increased county tourism in 2015. This percentage would be even smaller if the Clinton Library (with an estimated 250,000 visitors per year) is explicitly included.

Several national historic areas, trails, and initiatives relating to Civil Rights have been established in the last decade or so and are being developed (e.g., *Brown v. Board of Education*, Selma to Montgomery Trail, Underground Railroad). Other existing sites such as the Civil Rights Institute and Martin Luther King National Historic Site continue to expand or enhance their operations. Other actions relevant to Civil Rights include the convening by the President of a national dialogue on Civil Rights. These actions may have an overall minor long-term beneficial effect on public awareness, attitudes, and behavior related to Civil Rights; and with those directly involved, a minor to moderate long-term beneficial effect on awareness, attitudes, and behavior related to Civil Rights.

Conclusion

A moderately increasing number of visitors would continue to receive basic interpretation of the story of the 1957-58 events in the existing visitor center (Magnolia Mobil Service Station); crowding would become more of a problem and interpretive media would deteriorate and become obsolete over the long term. A smaller number of visitors would tour the site in front of the high school, with minimal interpretation of the historic streetscape, the 1957-58 events, or their contexts and meanings. Other sites and initiatives relating to Civil Rights would increase interest in and awareness of sites such as Little Rock Central High School National Historic Site. However, perpetuation of the existing conditions would result in moderate long-term adverse impacts on visitor experience.

Under this alternative, the potential for impairment of some site resources, namely the streetscape and museum collections, would also affect visitor opportunities to experience the full significance of the site.

Alternative 2 – The Site

Analysis

The designation of the site would be followed within a few years by the completion of a new visitor center. The visitor center, with appropriate signs on the interstate highway and along city streets, would provide an effective and accessible point of arrival. This center would be large enough to accommodate the anticipated increase in visitation. Added space would improve circulation patterns, particularly for groups, and restroom facilities would be adequate and easily accessible. In addition, parking for cars and buses would be available next to the visitor center resulting in convenience for staff and visitors.

The new center would contain varied exhibits and other interpretive media that could tell the interpretive story to a variety of audiences in a compelling and accurate manner. The increase in interpretive staff would provide substantially more programs (both on-site and outreach) as well as increasing program effectiveness through enhanced training, program research and preparation, and evaluation. These factors would result in major long-term beneficial impacts on visitor experience.

Compared with alternative 1, the No Action alternative, the number and effectiveness of education programs would be significantly enhanced by an increase in staffing levels and the use of both the new visitor center and the current visitor center (Magnolia Mobil Service Station) for on-site school programs. The new visitor center would offer a multimedia learning area for self-directed educational activities. The number of tours in the high school would remain limited as at present. The further development of the partnership between the site and Central High School would be expected to enhance the quality and variety of services for students (e.g., new curricula that encompass other related sites; internships; education programs for Central High; and the use of multimedia learning area at the site). The increase in partnerships and program development would result in major long-term beneficial impacts on experiences for schools and other organized groups such as scouts and community groups.

There would be a high-level of NPS presence along the historic streetscape. Visitors would be able to walk the block in front of the high school; wayside exhibits, tours, and other interpretive efforts would enhance their understanding and appreciation of the events that occurred there; enhanced interpretation and orientation in the visitor center would prepare them for the outdoor experience. Visitors would feel safe to walk in public areas due to increased presence of staff, outdoor media, improved orientation, and partnership activities (e.g., with the high school, city, and neighborhood groups). Guided tours would reduce visitor and student contacts. There would be a clear distinction between site resources and private property. Incorporating and interpreting the seven residences and Ponder's Drug Store would maintain the cultural landscape, give visitors a sense of the 1957-58 appearance, and provide an easily identifiable visual boundary to the site. Increased outdoor and visitor center interpretation and preservation of the cultural landscape would result in a moderate long-term beneficial impact on visitor experience.

The increased publicity and number of on-site facilities and activities would bring more visitors to the site. Based on the experience of comparable NPS sites, the increase is expected to be greater than if

existing conditions (alternative 1) would continue. The projected number of future visitors in relationship to alternative 1 is shown below in Table 12 and Figure 2. The table shows that although total forecasted visitation would increase to 68,000 in 2015, the portion of that increase attributable to alternative 2 alone would only be an estimated additional 14,000 persons. This is equivalent to an annual average growth rate of approximately 6%. As is true for the No Action alternative, after 2015, growth in tourism is expected to increase either at a much lower annual rate or become flat.

Table 12: Past and Projected Annual Visitation, 1998-2015

Year	Alternative 1 Annual Visitation	Alternatives 2, 3, and 4 Annual Visitation	Difference Attributed
1998 (b)	10,952	10,952	0
1999 (b)	19,298	19,298	0
2000 (c)	28,000	28,000	0
2001	31,400	31,400	0
2002	34,700	43,400	8,700
2003	37,500	46,900	9,400
2004	39,800	49,800	10,000
2005	41,900	52,400	10,500
2006	43,600	54,500	10,900
2007	45,200	56,500	11,300
2008	46,700	58,400	11,700
2009	48,000	60,000	12,000
2010	49,000	61,000	12,000
2011	50,000	63,000	13,000
2012	51,000	64,000	13,000
2013	52,000	65,000	13,000
2014	53,000	66,000	13,000
2015	54,000	68,000	14,000

(a) It is assumed that new facilities, regardless of alternative, are constructed and open by the year 2002. A delay in construction would not appreciably affect overall visitation projections.
(b) Data for 1998 and 1999 are actual counts.
(c) Data for 2000 are actual through July and estimated for August through December.
(d) The growth rate applies to all alternatives and is 25% greater than the No Action case.
Some numbers are rounded.

Cumulative Impacts

The appearance of the site and surrounding neighborhood would undergo minor, long-term improvement as the appearance of the seven houses across from the high school (which would be within the boundary in this alternative) and the Capel Building (Ponder's Drug Store) are rehabilitated to that of 1957. These changes would have a minor, long-term beneficial impact on visitors' ability to picture the original setting for the key events of 1957. The appearance of the high school would not be expected to undergo long-term changes.

Visits to the site and to related sites around the city would be expected to undergo moderate increases due to increased public awareness, expanded partnership activities,

the expansion of the city shuttle system, and the opening of the William Jefferson Clinton Presidential Library. As described in alternative 1, total tourist visits (person-trips) to Pulaski County increased by about 3.3% per year between 1990 and 1999; tourism is expected to increase to 2.6 million person-trips by 2015. The cumulative effects of tourism growth for alternative 2 would be minor, long-term and beneficial. This can be demonstrated by comparing additional future tourism at the museum with additional future tourism that is expected throughout the county. On this basis, increased tourism at the museum would represent only about 2.5% of total increased county tourism in 2015. This is slightly greater compared with alternative 1. This percentage would be even smaller if the Clinton Library (with an estimated 250,000 visitors per year) is explicitly included.

Several national historic areas, trails, and initiatives relating to Civil Rights have been established in the last decade or so and are being developed (e.g., *Brown v. Board of Education*, Selma to Montgomery Trail, Underground Railroad). Other existing sites such as the Civil Rights Institute and Martin Luther King National Historic Site continue to expand or enhance their operations. Other actions relevant to Civil Rights include the convening by the President of a national dialogue on Civil Rights. These actions may have an overall minor long-term beneficial effect on public awareness, attitudes, and behavior related to Civil Rights; and with those directly involved, a minor to moderate long-term beneficial effect on awareness, attitudes, and behavior related to Civil Rights.

Conclusion

Alternative 2 would be expected to provide an educational and emotionally compelling experience for a wide variety of visitors. Effective orientation would encourage access to the site as well as related sites around the city and elsewhere; most visitors would be adequately prepared to safely visit areas with public and private ownership. Overall, this alternative would provide moderate to major long-term beneficial impacts on visitor experience for visitors to the site. Visitor experience would be enhanced as site resources and values are provided protection from potential impairment during the long term.

Alternative 3 – The City

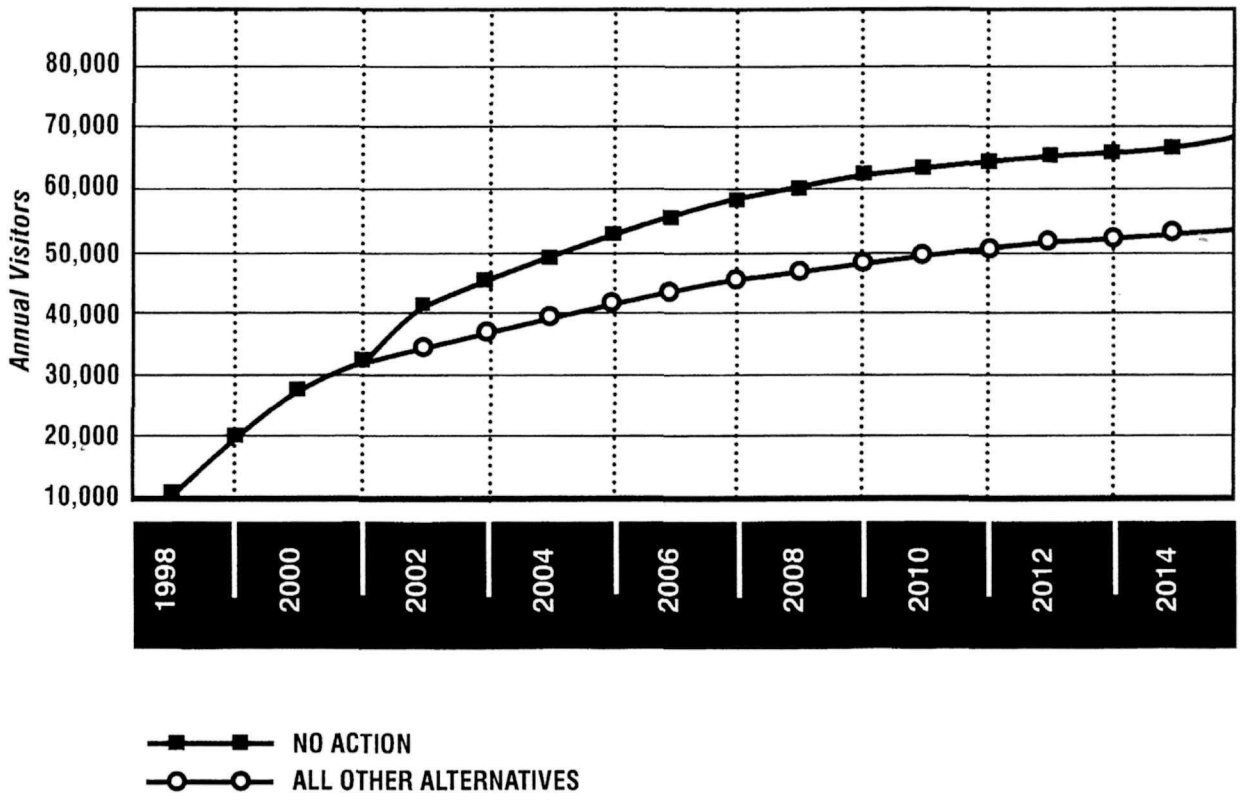
Analysis

The designation of the site would be followed within a few years by the opening of an orientation center in leased space near the site. The orientation center, with appropriate signs on the interstate highway and along city streets, would provide an effective and accessible point of arrival. This center would be large enough to accommodate the anticipated increase in visitation. The space would provide appropriate circulation areas for groups. Interpretation, orientation, a sales area, and restrooms would be sufficient in size and easily accessible. Parking for cars and buses would be available off-site at the leased space, with limited on-site parking available at the shuttle staging area, the contact station, and Ponder's Drug Store.

The orientation center would contain exhibits and other interpretive and orientation media that would tell the basic interpretive story and accurately orient visitors to related sites around the city. The increase in interpretive staff would provide a moderate increase in the number of programs (both on-site and outreach) as well as moderately increasing program effectiveness through enhanced training,

Figure 2

PAST AND PROJECTED ANNUAL VISITORS 1998-2015



program research and preparation, and evaluation. These factors would result in moderate long-term beneficial impacts on visitor experience.

The number and effectiveness of education programs would be moderately enhanced by an increase in staffing levels, the use of the Capel Building (Ponder's Drug Store) for on-site school programs, and the use of related sites around the city. The number of tours in the high school would remain limited as at present. The further development of the partnership between the site and Central High School would be expected to enhance the quality and variety of services for students (e.g., new curricula that encompasses other NPS and additional related sites; internships; education programs for Central High). The moderate increase in number and quality of programs, space for indoor education activities, partnerships, and program development would result in moderate long-term beneficial impacts on experiences for schools and other organized groups such as scouts and community groups.

As in alternative 2, there would be a high level of NPS presence out-of-doors via ranger-guided tours, interpretive wayside exhibits, Ponder's Drug Store, and the shuttle staging area. Visitors would be able to walk the block in front of the high school; wayside exhibits, tours, and other

interpretive efforts would enhance their understanding and appreciation of the events that occurred there; moderately enhanced interpretation orientation in the visitor center would prepare them for the outdoor experience. Visitor safety would be enhanced by increased presence of NPS staff and partnership activities (e.g., with the high school, city, and neighborhood groups). Incorporating and interpreting Ponder's Drug Store would provide an easily identifiable visual boundary to the site. Guided tours would reduce visitor and student contacts. There would be clear distinctions between public and private property. Having the seven residences remain in private ownership may result in no improvements to the visual appearance of the streetscape, which could diminish the enjoyment of tours for some visitors.

The historic streetscape would be maintained through partnerships and cooperative agreements to give visitors a sense of the 1957-58 appearance. Additional partnership activities and new interpretation and orientation media would increase visitation to related sites around the city, and enhance the variety and quality of visitor services. Increased outdoor and visitor center interpretation, preservation of the cultural landscape, and enhanced access to quality services at related sites around the city would result in moderate long-term beneficial impacts on visitor experience.

The increased publicity and number of accessible related facilities and activities around the city would bring more visitors to the site. As in alternative 2, after 2015, tourism should increase at a much lower annual rate or become flat. Based on the experience of comparable NPS sites, the increase is expected to be greater than if existing conditions would continue. The projected number of future visitors is shown in Table 12 and in Figure 2 (see alternative 3). The table shows that although total forecasted visitation would increase to 68,000 in 2015, the portion of that increase attributable to alternative 3 would only be an estimated additional 14,000 persons. This is equivalent to an annual average growth rate of approximately 6% (compared with the alternative 1 growth rate of about 4.5%). No compelling data were found to support a different growth forecast for alternative 3 as compared with alternative 2.

The increase in indoor space available for visitors and interpretation would have a minor long-term beneficial impact on the crowding that is periodically experienced under existing conditions.

Cumulative Impacts

The appearance of the site and surrounding neighborhood would undergo minor long-term improvement as the appearance of seven houses across from the high school and of the Capel Building (Ponder's Drug Store) is maintained or rehabilitated to that of 1957-58. Improvements would occur through active partnerships with homeowners, the neighborhood association, the city of Little Rock, and the high school. These changes would have a minor long-term beneficial impact on visitors' abilities to picture the original setting for the key events of 1957-58. The appearance of the high school would not be expected to undergo long-term changes.

Visits to the site and to related sites around the city would be expected to undergo moderate increases due to increased public awareness, expanded partnership activities, the expansion of the city shuttle system, and the opening of the William Jefferson Clinton Presidential Library. The cumulative effects of tourism growth for alternative 3 would be the same as for alternative 2: 2.5% of total

increased county tourism in 2015 resulting in a minor, long-term and beneficial effect.

Several national historic areas, trails, and initiatives relating to Civil Rights have been established in the last decade or so and are being developed (e.g., *Brown v. Board of Education*, Selma to Montgomery Trail, Underground Railroad). Other existing sites such as the Civil Rights Institute and Martin Luther King National Historic Site continue to expand or enhance their operations. Other actions relevant to Civil Rights include the convening by President Clinton of a national dialogue on Civil Rights. These actions may have an overall minor long-term beneficial effect on public awareness, attitudes, and behavior related to Civil Rights; and with those directly involved, a minor to moderate long-term beneficial effect on awareness, attitudes, and behavior related to Civil Rights.

Conclusion

Alternative 3 would be expected to provide educational, varied, and interesting experiences for a variety of visitors. Effective orientation would encourage access to the site as well as related sites around the city and elsewhere; most visitors would be well prepared for visiting areas with public and private ownership. This alternative would provide minor to moderate long-term beneficial impacts on visitor experience for visitors to the site. Overall, site resources and values would be protected from impairment, and visitor experience goals and objectives would be met.

Alternative 4 – The Legacy

Analysis

The designation of the site would be followed within a few years by the completion of a new education center. This center would contain state-of-the-art educational media that would engage students of all ages in the core story of the 1957-58 events, plus the larger context and related subjects. Interpretive staff would engage in active partnerships with national and international educational institutions to provide high-quality educational programming. Classrooms, self-directed interactive educational media, and research facilities would support greatly expanded educational programming. Parking for cars and buses would be available next to the visitor center resulting in convenience for staff and visitors.

The current visitor center (Magnolia Mobil Service Station) would be the initial point of arrival and orientation for the general public, and would continue to provide limited interpretation of the core site story and orientation to opportunities and resources at the site. Interpretive media would remain largely the same as the existing condition; increased staffing would result in negligible to minor long-term beneficial impacts to those visiting the center.

The development of partnerships between the site and the high school would be expected to enhance the quality and variety of services for students (e.g., new curricula that encompasses other related NPS and national sites; internships; education programs for Central High; use of the digital and other education media at the site). The number of high school tours would be limited as at present. The educational components of this alternative would result in major long-term beneficial impacts on regional schools (that are within field-trip distance of the site), and minor long-term beneficial impacts on other schools that can participate in educational activities through the internet and distance learning.

There would be a high level of NPS presence out-of-doors via park-ranger-guided tours, wayside exhibits, and the rehabilitated exterior of Ponder's Drug Store. Visitors would be able to walk the block in front of the school; wayside exhibits, tours, and other interpretive and educational efforts would enhance their understanding and appreciation of the events that occurred there. Increased NPS presence would enhance visitor safety. These actions under this alternative would result in minor long-term beneficial impacts to visitors who choose to tour the outdoor resources of the site. The active partnerships and the educational on-site facilities and activities would encourage a significant increase in school group visitation.

The increased publicity and number of accessible related facilities and activities around the city would bring more visitors to the site. As in alternatives 2 and 3, after 2015 tourism should increase at a much lower annual rate or become flat. Based on the experience of comparable NPS sites, the increase is expected to be greater than if existing conditions were to continue. The projected number of future visitors is shown in Table 13 and in Figure 2. The table shows that although total forecasted visitation would increase to 68,000 in 2015, the portion of that increase attributable to alternative 4 would only be an estimated additional 14,000 persons. This is equivalent to an annual average growth rate of approximately 6% (compared with the alternative 1 growth rate of about 4.5%). No compelling data were found to support a different growth forecast for alternative 4, compared with alternative 2 and 3.

Cumulative Impacts

The appearance of the site and surrounding neighborhood would undergo minor long-term improvement as the appearance of seven houses across from the high school and of the Capel Building (Ponder's Drug Store) is maintained or rehabilitated to that of 1957-58. Improvements would occur through active partnerships with home-owners, the neighborhood association, the city of Little Rock, and the high school. These changes would have a minor long-term beneficial impact on visitors' abilities to picture the original setting for the key events of 1957-58. The appearance of the high school would not be expected to undergo long-term changes.

Visits to the site and to related sites around the city would be expected to undergo moderate increases due to increased public awareness, expanded partnership activities, and the opening of the William Jefferson Clinton Presidential Library. These actions would have a minor long-term beneficial impact on visitation and visitor experience at these sites. The cumulative effects of tourism growth for alternative 4 would be the same as for alternatives 2 and 3: 2.5% of total increased county tourism in 2015 resulting in a minor, long-term and beneficial effect.

Several national historic areas, trails, and initiatives relating to Civil Rights have been established in the last decade or so and are being developed (e.g., *Brown v. Board of Education*, Selma to Montgomery Trail, Underground Railroad). Other existing sites such as the Civil Rights Institute and Martin Luther King National Historic Site continue to expand or enhance their operations. Other actions relevant to Civil Rights include the convening by the President of a national dialogue on Civil Rights. These actions may have an overall minor long-term beneficial effect on public awareness, attitudes, and behavior related to Civil Rights; and with those directly involved, a minor to moderate long-term beneficial effect on awareness,

attitudes, and behavior related to Civil Rights.

Conclusion

This alternative would be expected to provide an interesting, relevant, and emotionally compelling educational experience for most visitors and students. The educational facilities, media, and programs would result in moderate long-term beneficial impacts among program participants. With limited interpretive facilities and media for the general public, this alternative would provide negligible to minor, long-term beneficial impacts on visitor experience for public visitors to the site.

ADMINISTRATION AND OPERATIONS

Methodology

The impacts on administration and operations were determined by examining

- the effects of changes on administration, operations, facilities, and staffing
- the role of partnerships in preservation and interpretation

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* impacts were considered so slight as to be difficult to measure or perceive, and they have no meaningful implications.
- *Minor* impacts were effects that would be slightly detectable but not expected to have an overall effect on park administration and operations.
- *Moderate* impacts would be clearly detectable and could have an appreciable effect on park administration and operations.
- *Major* impacts would have a substantial influence on park administration and operations.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature, and associated with transitional types of activities, or over a long term and have a permanent effect on the administration and operations.

Type

Impacts are evaluated in terms of whether the impacts on park administration and operations would be beneficial or adverse.

- Beneficial impacts would improve park administration and operation.
- Adverse impacts would negatively affect park administration and operation and could hinder the site's ability to provide adequate services and facilities to visitors and staff.

Alternative 1 – No Action

Analysis

Under the No Action alternative there would be two on-site facilities: the current visitor center (Magnolia Mobil Service Station) and the contemplative area. The visitor center would continue to be too small to accommodate visitors and on-site staff for visitor protection, maintenance, interpretation and orientation. Concentrating visitors in one facility would cause an increase in maintenance and repair on that structure. Administrative efficiency will be improved with sufficient storage, workrooms, and office space located off-

site. Operational efficiency will meet basic requirements due to lack of space on-site.

Alternative 1 calls for an increase in staff to 6.5 employees. This would be the minimal staff necessary to operate the visitor center, maintain the commemorative garden, and perform basic administration and operation activities. Off-site staff would be adequate to fulfill basic requirements for cooperative agreements for preservation of the front façade and grounds of the high school, developing education and interpretive, and perform outreach activities. On-site staff would be adequate to provide for limited guided tours and interpretation. The additional space available at the Federal Building would improve staff efficiency and productivity; however, locating park administration several miles from the site could cause some communication problems and slower response to on-site needs. As visitation increases the staff would experience an increased workload.

Partnerships in this alternative would remain limited, concentrating on preserving the front façade and landscape of the high school. The site would continue to effectively work with Central High School and the Little Rock School Board to manage school tours. There would be minimal NPS funding and technical assistance available for preservation and interpretation.

Cumulative Impacts

Independent community and city efforts to develop preservation and interpretive initiatives related to Civil Rights could provide additional opportunities for partnerships. These partnership opportunities could result in moderate, long-term beneficial effects on preservation efforts at other Civil Rights-related sites. The opening of the William Jefferson Clinton Presidential Library could raise the level of awareness of Civil Rights sites resulting in increased visitation to the site.

Conclusion

Having staff in two locations would have a minor, long-term adverse effect on park administration and operations because staff would need to commute several miles. As visitation increases, the small size of the visitor center, limited parking, and employment of only basic staff would have a major, long-term adverse effects on administration and operations because visitation demands would become a staff priority allowing little time for administrative activities. Minimal partnerships would result in moderate, long-term beneficial impacts to preserving only the front façade and grounds of the high school.

Alternative 2 – The Site

Analysis

In this alternative there would be four on-site facilities: a new visitor center, the Magnolia Mobil Service Station, the commemorative garden, and Ponder's Drug Store. These facilities would provide adequate on-site space for visitor protection, maintenance, interpretation and orientation. The drug store also would potentially provide an area for a concession operation such as a food area and/or a cooperating association area for a retail operation. As most visitors would spend their time in the new visitor center there would be less wear and tear placed on the smaller service station and drug store. Present-day levels of operational efficiency would be improved with sufficient storage, workrooms, and office space. Having administration and operation functions on-site would greatly improve communication between staff

members and coordination between functions compared with alternative 1.

Alternative 2 calls for 14.5 employees to operate the site. This increase in staff would provide more interpretation opportunities for visitors, improved maintenance of grounds and structures, and provide outreach programs. The workload would be evenly distributed with adequate office equipment and space for quality and efficiency.

Expanded cooperative agreements and partnerships would ensure interpretation and preservation of all on-site resources: the front façade and grounds of the high school, the front façades of the seven residences, and the exteriors and interiors of the Magnolia Mobil Service Station and Ponder's Drug Store.

Cumulative Impacts

As in alternative 1, independent community and city efforts to develop preservation and interpretive initiatives related to Civil Rights could provide additional opportunities for partnerships. These partnership opportunities could result in moderate, long-term beneficial effects on preservation efforts at other Civil Rights-related sites. The opening of the William Jefferson Clinton Presidential Library could raise the level of awareness of Civil Rights sites resulting in increased visitation to the site.

Conclusion

Development of a new visitor center, reducing visitor use of the Magnolia Mobil Service Station and the addition of visitor use in Ponder's Drug Store for would result in major, long-term, beneficial impacts to site facilities. Development of the new visitor center would provide a major long-term beneficial impact on administration because adequate offices, storage, and work areas would be available. Staffing to operate, interpret, and maintain the site would be on-site and adequate, resulting in major, long-term beneficial effects on site operations. Partnerships in this alternative would result in major, long-term beneficial effects on preservation and interpretation for all on-site resources because the seven residences and the Capel Building (Ponder's Drug Store) are included.

Alternative 3 – The City

Analysis

This alternative would have four on-site facilities: the Magnolia Mobil Service Station, Ponder's Drug Store, the commemorative garden, and a shuttle staging area. The orientation center and site headquarters would provide adequate space for visitor protection, maintenance, interpretation, orientation and staff workspace. Because most visitors would spend their time in the orientation center, there would be less wear and tear on the Magnolia Mobil Service Station and drug store. Having administration and operation functions off-site, but nearby and in one location, would improve communication and coordination compared with alternative 1.

This alternative calls for 18.5 staff members to operate the site. Increased staff would be adequate to conduct interpretation and preservation activities, and extensive outreach programs for both on- and off-site resources. Staff would be adequate to administer the cooperative agreements with other Civil Rights-related sites throughout the city. The workload would be evenly distributed with adequate office equipment and space for quality and efficiency Partnerships would assist in preserving and interpreting both on-site and about 10 off-site resources. The shuttle system partnership would provide a convenience for

visitors, coordinate interpretation among sites, and control undirected visitation to private neighborhoods.

Cumulative Impacts

As in alternative 1, independent community and city efforts to develop preservation and interpretive initiatives related to Civil Rights could provide additional opportunities for partnerships. These partnership opportunities could result in moderate, long-term beneficial effects on preservation efforts at other Civil Rights-related sites. The opening of the William Jefferson Clinton Presidential Library could raise the level of awareness of Civil Rights sites resulting in increased visitation to the site.

Conclusion

Leasing nearby orientation and headquarters space and thereby reducing visitor use of the Magnolia Mobil Service Station and Ponder's Drug Store would result in major, long-term beneficial impacts on facilities because most visitors would spend their time at the orientation center. However, locating staff a few blocks from the site could result in a minor, long-term adverse effect to administration and operations. The leased space would provide a moderate, long-term beneficial impact on administration because while adequate offices, storage and work areas would be available staff would be located several blocks from the site.

Partnerships focused on interpretation and preservation of Civil Rights-related sites throughout the city would result in major, long-term beneficial preservation impacts to those sites because sites would work toward similar goals. The shuttle partnership would have a moderate, long-term beneficial impact to neighborhoods because random visitation would be reduced thereby eliminating traffic, safety, and privacy concerns in residential neighborhoods.

Alternative 4 – The Legacy

Analysis

In this alternative there would be three on-site facilities: a new education center, the Magnolia Mobil Service Station, and the commemorative garden. Locating administration and operations in the new education center would provide adequate on-site space for visitor protection, maintenance, interpretation and orientation. Because most visitors would spend their time in the new education center there would be less wear and tear placed on the smaller Magnolia Mobil Service Station. Operational efficiency would be improved with sufficient storage, workrooms, and office space. Having administration and operation functions on-site, in one location, would vastly improve communication between staff members and coordination between functions compared with alternative 1.

This alternative calls for 20 employees to operate the site. This increase in staff would be adequate to provide more educational opportunities for visitors, maintain grounds and structures, and provide outreach programs. The staff would be adequate to administer the cooperative agreements with extensive national and international programs. The workload would be evenly distributed with adequate office equipment and space for quality and efficiency.

Partnerships in alternative 4 would be ambitious and require a high level of commitment by partners to provide educational opportunities.

Cumulative Impacts

As in alternative 1, independent community and city efforts to develop preservation and interpretive initiatives related to Civil Rights could provide additional opportunities for partnerships. These partnership opportunities could result in moderate, long-term beneficial effects on preservation efforts at other Civil Rights-related sites. The opening of the Presidential Library could raise the level of awareness of Civil Rights sites resulting in increased visitation to the site.

Conclusion

Development of an education center and reducing visitor use of the Magnolia Mobil Service Station would result in major, long-term beneficial effects on site facilities. The education center would have a major, long-term beneficial impact on administration and operations because the center would provide adequate offices, storage, and administrative space. Staffing to operate, interpret, and maintain the site would be on-site and adequate to provide extensive cooperative agreements necessary for educational opportunities, resulting in major, long-term beneficial effects to site resources.

SOCIOECONOMIC ENVIRONMENT

Population

Methodology

The assessment of population effects refers to a potential for increases in the local population caused by (1) facility construction, (2) facility operation (NPS staff and families), and (3) additional tourism. Population changes are essential to identify because long-term population increases from outside the local area can lead to increased demands on local services and infrastructure, such as police and fire protection, water treatment, housing, school systems and medical care. Such effects can also burden the ability of a community to balance revenues with public improvement costs. The possible effects of greater population associated with tourists are described separately in sections on "Visitor Use" and "Transportation and Site Access."

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* impacts were considered so slight as to be difficult to measure or perceive, and they have no meaningful implications.
- *Minor* impacts are considered detectable by some residents and would have only a small effect on the local infrastructure. Mitigation is not normally required
- *Moderate* impacts would be clearly detectable and could have an appreciable effect on local public services.
- *Major* impacts would have a substantial influence on and could permanently alter the socioeconomic environment. A major impact may occur if some public services reaches capacity and residents are unable to obtain services such as suitable housing, schools, or water hook-ups. For a community the size of Little Rock, moderate impacts may occur if the permanent population increased by more than 5%.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature and associated with transitional types of activities, or over a long term and have a

permanent effect on the socioeconomic environment.

Type

The impacts are evaluated in terms of whether the impact would be beneficial or adverse to the socioeconomic environment.

- Beneficial socioeconomic impacts would improve the social or economic conditions in the county or region and may include more jobs and higher salaries.
- Adverse socioeconomic impacts would negatively alter social or economic conditions in the county or region and could result in out-migration or increased unemployment.

Alternative 1 – No Action

Analysis

Because there would not be construction of a new visitor center or other facilities, the population effect would be negligible to minor, long-term, and generally beneficial (see description of "visitor spending"). Several additional positions could be added to the existing facility, but this would not be noticeable. Few tourists who visit the Central High Center would decide to relocate to the Little Rock area.

Cumulative Effects

Cumulative population effects would be negligible and long term. The Pulaski County population is projected to reach nearly 412,000 by the year 2025. However, implementation of alternative 1 would not noticeably influence this increase.

Conclusion

Impacts to population rate of growth and demographics would be negligible during the long term.

Alternative 2 – The Site

Analysis

Construction of the new visitor center would, at peak, require approximately 15 to 20 construction workers. The population effect of facility construction would be negligible and short-term, because it is expected that most such workers already live in the Little Rock area. Depending on the contractor selected to build the new center, a small number of workers may temporarily come from outside the area. These workers would normally return home when the project is completed.

Long-term operation of the visitor center would generate approximately 14 new positions associated with administration, clerical, interpreters, park rangers, park guides, seasonal workers, and other staff. If most such positions were filled from outside the area, the total population increase would be around 15 individuals, including family members. This increase would be negligible, long term, and slightly beneficial.

The population increase associated with additional tourists is expected to be small. Few tourists who visit the Central High Center would later decide to relocate to the Little Rock area.

Cumulative Effects

Cumulative population effects would be negligible and long term. The Pulaski County population is projected to reach nearly 412,000 by the year 2025. However,

implementation of alternative 2 would not noticeably influence this increase.

Conclusion

Impacts to population rate of growth and demographics would be negligible during the long term.

Alternative 3 – The City

Analysis

Construction and rehabilitation activities would, at peak, require approximately 10 to 15 construction workers. The population effect of facility construction would be negligible and short-term, because it is expected that most such workers already live in the Little Rock area. Depending on the contractor selected to build the new center, a small number of workers may temporarily come from outside the area. These workers would normally return home when the project is completed.

Long-term operation of the visitor center would generate approximately 18 new positions associated with administration, clerical, interpreters, park rangers, park guides, seasonal workers, and other staff. If most such positions were filled from outside the area, the total population increase would be around 15 individuals, including family members. This increase would be negligible, long-term and slightly beneficial.

The population increase associated with additional tourist is expected to be small. Few tourists who visit the Central High Center would later decide to relocate to the Little Rock area.

Cumulative Effects

Cumulative population effects would be negligible and long term. The Pulaski County population is projected to reach nearly 412,000 by the year 2025. However, implementation of alternative 3 would not noticeably influence this increase.

Conclusion

Impacts to population rate of growth and demographics would be negligible during the long term.

Alternative 4 – The Legacy

Analysis

Construction and rehabilitation activities would, at peak, require approximately 15-20 construction workers. The population effect of facility construction would be negligible and short-term, because it is expected that most such workers already live in the Little Rock area. Depending on the contractor selected to build the new center, a small number of workers may temporarily come from outside the area. These workers would normally return home when the project is completed.

Long-term operation of the visitor center would generate approximately 20 new positions associated with administration, clerical, interpreters, park rangers, park guides, seasonal workers and other staff. If most such positions were filled from outside the area, the total population increase would be around 15 individuals, including family members. This increase would be negligible, long-term and slightly beneficial.

The population increase associated with additional tourists is expected to be small. Few tourists who visit the Central High Center would later decide to relocate to the Little Rock area.

Cumulative Effects

Cumulative population effects would be negligible and long term. The Pulaski County population is projected to reach nearly 412,000 by the year 2025. However, implementation of alternative 3 would not noticeably influence this increase

Conclusion

Under alternative 4, impacts to population rate of growth and demographics would be negligible during the long term.

Local Economy

Methodology

The assessment of impacts to the local economy generally determines if implementation of any alternative could result in the creation of additional local income or jobs, or could provide other economic benefit. This would include any reduction in the local poverty rates in the Central High area. To estimate such potential impacts, it was necessary to first identify the construction operations and tourism-related effects of each alternative. This section describes expected capital costs and operations and maintenance costs and compares that data with current regional employment and income levels. The economic contribution of visitor spending is described later in this chapter under "Visitor Spending."

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* economic impacts are considered to be undetectable and would have little or no discernible effect on the socioeconomic environment. Normally, an economic change that is not noticed by local residents is considered to be negligible. Local poverty rates are unchanged.
- *Minor* impacts are considered detectable but small (some jobs are created in the local area) but the additional jobs and income would have only a small effect on the local economy. A minor effect would be detectable but the increase in jobs or income would be less than 1%, compared with Pulaski County levels. Local poverty rates are only slightly improved.
- *Moderate* impacts would be clearly detectable and could have an appreciable effect on the local economy. A significant number of new jobs are created, many of which are provided for local residents. A moderate effect could also occur if housing prices in the Central High area increased noticeably.
- *Major* impacts would have a substantial influence on the local economy and could permanently alter the socioeconomic environment. A major effect would result if a substantial number of jobs were created, or if housing prices in the Central High area increased significantly, to the point where some residents were forced to relocate.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature and associated with transitional types of activities, or over a long term and have a permanent effect on the socioeconomic environment.

Type

The impacts are evaluated in terms of whether the impact would be beneficial or adverse to the socioeconomic environment.

- Beneficial economic impacts would improve the social or economic conditions in the county or region and may include more jobs and higher salaries.
- Adverse economic impacts would negatively alter social or economic conditions in the county or region and could result in out-migration or increased unemployment.

Alternative 1 – No Action

Analysis

Because there would not be construction of a new visitor center or other facilities, the effect to the local economy would be negligible, long-term, and slightly beneficial (additional economic benefits are described in the "Visitor Spending" section). Several additional positions could be added to the existing facility, but this would not be noticeable in the context of the Little Rock economy. There would be no capital costs associated with this alternative and the ongoing operations and maintenance (O&M) costs would be about $450,000 per year. These costs would include leasing charges, salaries, other support costs, cooperative agreements and maintenance fees. Through 2015, total O&M costs would be expected to reach $6.7 million.

Cumulative Impacts

The combined effect upon the local economy of several new jobs at the existing visitor facility would be negligible, considering the fact that there are currently more than 190,000 persons employed in Pulaski County.

Conclusion

The small increases in jobs and income expected with this alternative would be minor and well below a 1% increase compared with countywide levels. Negligible impacts to the local economy are expected.

Alternative 2 – The Site

Analysis

Construction of a new visitor center, interpretive exhibits, parking area and restoration of Ponder's Drug Store would likely require about 15 to 20 workers on-peak and an estimated capital cost of about $5.2 million. Projected O&M costs would be $848,000 per year or $12.7 million through 2015. O&M costs would include leasing charges, salaries, other support costs, cooperative agreements, and maintenance fees. Many supplies and equipment needed for construction and maintenance would be purchased from the local area, further enhancing the economy. There would be a total staff of about 14 individuals with an annual payroll of $690,000.

The economic effect of implementing alternative 2 would be considered minor, beneficial and long term. This is because, with a 1990 county aggregate household income of $3.6 billion, the effect of an additional $690,000 would represent an increase of less than 0.1%. The addition of 15 or so jobs would also be minor, considering that the total 1996 civilian labor force in Pulaski County was 198,525 persons. The addition of 15 new jobs would represent an increase of less than 0.1%, compared with countywide employment.

Cumulative Impacts

Cumulative economic effects to the local economy would be minor and long term because the increase in jobs and income would be less than 0.1% compared with county levels.

Conclusion

The small increases in jobs and income expected with this alternative would be minor and well below a 1% increase compared with countywide levels. Negligible impacts to the local economy are expected.

Alternative 3 – The City

Analysis

Construction of interpretive exhibits, rehabilitation of the existing Magnolia Mobil Service Station museum and visitor center, rehabilitation of Ponder's Drug Store exterior, and rehabilitation of the drugstore interior would likely require about 10 to 15 workers on-peak and an estimated capital cost of about $1.4 million. Projected O&M costs would be $1.3 million per year or $19.0 million through 2015. O&M costs would include leasing charges, salaries, other support costs, cooperative agreements and maintenance fees. Many supplies and equipment needed for construction and maintenance would be purchased from the local area, further enhancing the economy. There would be a total staff of about 20 individuals with an annual payroll of $890,000.

The economic effect of implementing alternative 3 would be similar to alternative 2 and effects would be minor, beneficial and long term. As with alternative 2, the annual effect of an additional $890,000 would represent an increase of less than 0.1%. The addition of 15 or so long-term jobs would also be minor, considering that the total 1996 civilian labor force in Pulaski County was 198,525 persons. The addition of 15 new jobs would represent an increase of less than 0.1%, compared with countywide employment.

Cumulative Impacts

Cumulative economic effects to the local economy would be minor and long term because the increase in jobs and income would be less than 0.1% compared with county levels.

Conclusion

The small increases in jobs and income expected with this alternative would be minor and well below a 1% increase compared with countywide levels. Negligible impacts to the local economy are expected.

Alternative 4 – The Legacy

Analysis

Construction of a new educational center, interpretative exhibits, and rehabilitation or restoration of other facilities would likely require about 15 to 20 workers in peak times and an estimated capital cost of about $4.5 million. Projected O&M costs would be $1.3 million per year or $20.1 million through 2015. O&M costs would include leasing charges, salaries, other support costs, cooperative agreements, and maintenance fees. Many supplies and equipment needed for construction and maintenance would be purchased from the local area, further enhancing the economy. There would be a total staff of about 25 individuals with an annual payroll of $1.1 million.

The economic effect of implementing alternative 4 would be considered minor, beneficial and long term. This is because, with a 1990 county aggregate household income of $3.6 billion, the effect of an additional $1.1 million would represent an increase of less than 0.1%. The addition of 25 or so jobs would also be minor, considering that the total 1996 civilian labor force in Pulaski County was 198,525 persons. The addition of 25 new jobs would represent an increase of less than 0.1%, compared with countywide employment.

Cumulative Impacts

The cumulative effects for alternative 4 are the same as for alternative 3. Cumulative economic effects to the local economy would be minor and long term because the increase in jobs and income would be less than 0.1% compared with county levels.

Conclusion

The small increases in jobs and income expected with this alternative would be minor and well below a 1% increase compared with countywide levels. Negligible impacts to the local economy are expected.

Housing

Methodology

The analysis in this section determines if construction or operation of visitor facilities would adversely affect the quality or number of houses in the local area. This was achieved by comparing the current housing supply with the anticipated new housing needs, including accommodations for visitors.

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* housing impacts are considered to be undetectable and would have little or no discernible effect on the housing supply.
- *Minor* housing impacts are considered to be detectable but small in magnitude. For example, a minor housing impact could occur if the supply of available housing decreased (as a result of program adoption) by 5%.
- *Moderate* housing impacts are considered to occur if the supply of available housing decreased (as a result of program adoption) by 10%.
- *Major* housing impacts are considered to occur if the supply of available housing decreased (as a result of program adoption) by 25%.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature and associated with transitional types of activities, or over a long term and have a permanent effect on the socioeconomic environment.

Type

The impacts are evaluated in terms of whether the impact would be beneficial or adverse to the socioeconomic environment.

- Beneficial economic impacts would improve the supply and condition of the local housing stock.
- Adverse economic impacts would degrade the supply and condition of the local housing stock.

Alternative 1 – No Action

Analysis

The housing supply in the Central High area would initially be unaffected by alternative 1, because no facility construction is planned. Over time, as the number of visitors to the existing site increases, additional demands would be placed on hotels and motels in the Little Rock area. This impact is considered to be negligible, long-term, and beneficial. Ample space is available in the area for all additional tourists visiting the site.

Cumulative Impacts

Cumulative impacts to the housing supply are not expected.

Conclusion

A negligible impact to the housing supply is anticipated.

Alternative 2 – The Site

Analysis

Construction of the new visitor center and other facilities would be accomplished by the local workforce and there would be little or no in-migration to the area. Therefore, there would be a negligible construction effect to housing. Several individuals would be hired to manage or maintain the new facilities and most would likely come from outside the Little Rock area. This small number of "newcomers" to the area would also have an unnoticeable effect on the supply of available houses.

Cumulative Impacts

Cumulative impacts to the housing supply are not expected. This is because there are approximately 90,000 housing units in the Little Rock area. The impact on the housing market of a few units would not be noticed nor would it have an effect on the selling prices of any homes.

Conclusion

A negligible impact to the housing supply is anticipated.

Alternative 3 – The City

Analysis

There would be no noticeable effect on the housing supply. This is the same as for alternatives 1 and 2.

Cumulative Impacts

Cumulative impacts are the same as for alternative 2.

Conclusion

A negligible impact to the housing supply is anticipated.

Alternative 4 – The Legacy

Analysis

There would be no noticeable effect on the housing supply. This conclusion is the same as for alternative 3.

Cumulative Impacts

There would be no noticeable effect on the housing supply. This conclusion is the same as for alternative 3.

Conclusion

Alternative 4 proposes the highest number of staff (20 people) among the alternatives. Even if all new staff purchased housing it would result in a minor, long-term adverse effect on the housing supply because there is ample housing available in the immediate neighborhood as well as in the greater Little Rock area.

Local Government

Methodology

The analysis in this section determines if construction or operation of visitor facilities would adversely affect local public services. This was achieved by comparing the capability of local infrastructure with anticipated new population and additional demand for services.

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* infrastructure impacts are considered to be undetectable and would have no discernible effect on public services.
- *Minor* infrastructure impacts would be noticeable but would have small effects on public services. There would be no disruption of any service.
- *Moderate* infrastructure impacts would be noticeable and in some instance, may cause service capabilities to reach capacity. There would be no disruption of any service.
- *Major* infrastructure impacts would be substantial and in some instance, would cause service capabilities to be exceeded. Inadequate services such as medical service, water treatment, or education facilities would likely result and some services would be disrupted.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature and associated with transitional types of activities, or over a long term and have a permanent effect on the socioeconomic environment.

Type

The impacts are evaluated in terms of whether the impact would be beneficial or adverse to the socioeconomic environment.

- Beneficial infrastructure impacts would not burden existing community services. An infrastructure impact type of "not adverse" is also appropriate in this context.
- Adverse infrastructure impacts would place additional demand on existing community services.

Impacts Common to All Alternatives

Analysis

Population increases are associated with new site staff (maximum 20) and construction workers (maximum 15-20). If both staff and construction workers (maximum 40) moved into the Little Rock area the increase in numbers would be so minor as to have little or no resident population increase associated with any alternative, the effect to the local infrastructure would be negligible. All public services would continue functioning without any noticeable change. Unused capacity exists for all public services, including police and fire protection, water-wastewater treatment, education, health

care, housing, and recreation. As visitation at the existing site increases, there would be a long-term, negligible adverse impact to some services as more visitors stay at hotels or motels in the Little Rock area. The demand on public services caused by increased tourism would generally not be noticeable and no additional staff would be required at area police departments, fire stations, or hospitals.

Cumulative Impacts

The cumulative effects to infrastructure would be long term and negligible and slightly adverse.

Conclusion

Because there would be little or no resident population increase associated with any alternative, the effect to the local infrastructure would be long term, negligible and slightly adverse. As visitation at the existing site increases, there would be a long-term, negligible adverse impact to some services as more visitors stay at hotels or motels in the Little Rock area.

Tourism and Recreation

Methodology

Potential effects were estimated by identifying the number of expected future visitors to the site and comparing that increase to current and projected tourism levels in Pulaski County. Based on past visitation levels at the site, a trend line was established that projected future visitors. The forecast of future visitors is described in more detail in the section on "Visitor Experience."

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* tourism impacts are considered to be undetectable and would have little or no discernible effect on area tourism and recreation.
- *Minor* tourism impacts are considered to be detectable and would some effect on area tourism and recreation.
- *Moderate* tourism impacts are considered to be detectable and would have an obvious effect on area tourism and recreation.
- *Major* tourism impacts would have a substantial effect on area tourism and recreation.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature and associated with transitional types of activities, or over a long term and have a permanent effect on the socioeconomic environment.

Type

The impacts are evaluated in terms of whether the impact would be beneficial or adverse to the socioeconomic environment.

- Beneficial tourism impacts would contribute to local tourism and recreation.
- Adverse tourism impacts would detract from local tourism and recreation.

Alternative 1 – No Action

Analysis

By the year 2015, tourism at the site is projected to increase to approximately 54,000 individuals per year (an increase of about 26,000 individuals over the 2000 level). This effect is considered to be minor to moderate, long term, and beneficial.

Conclusion

An increase in tourism is expected through the year 2015. Tourism associated with the actions in this alternative, however, would contribute only 1 to 2% of the total increased county tourism in 2015. Therefore, the impacts would be negligible but slightly beneficial over the long term.

Cumulative Impacts

Between 2000 and 2015, total tourism in Pulaski County would likely increase by an additional 2.6 million person-trips. Increased tourism at the site would represent only about 1% of total increased county tourism in 2015.

Alternative 2 – The Site

Analysis

By the year 2015, tourism at the site is projected to increase to approximately 68,000 individuals per year (an increase of about 40,000 individuals over the 2000 level). This effect is considered to be minor to moderate, long-term and beneficial.

Cumulative Impacts

Between 2000 and 2015, total tourism in Pulaski County would likely increase by an additional 2.6 million person-trips. Therefore, increased tourism at the site would represent only about 2% of total increased county tourism in 2015.

Conclusion

An increase in tourism is expected through the year 2015. Tourism associated with the actions in this alternative, however, would contribute only 1 to 2% of the total increased county tourism in 2015. Therefore, the impacts would be negligible but slightly beneficial over the long term.

Alternative 3 – The City

Analysis

By the year 2015, tourism at the site is projected to increase to approximately 68,000 individuals per year (an increase of about 40,000 individuals over the 2000 level). This effect is considered to be minor to moderate, long term, and beneficial. This is the same effect as for alternative 2.

Cumulative Impacts

Between 2000 and 2015, total tourism in Pulaski County would likely increase by an additional 2.6 million person-trips. Therefore, increased tourism at the site would represent only about 2% of total increased county tourism in 2015. This is the same effect as for alternative 2.

Conclusion

An increase in tourism is expected through the year 2015. Tourism associated with the actions in this alternative, however, would contribute only 1 to 2% of the total increased county tourism in 2015. Therefore, the impacts would be negligible but slightly beneficial over the long term.

Alternative 4 – The Legacy

Analysis

By the year 2015, tourism at the site is projected to increase to approximately 68,000 individuals per year (an increase of about 40,000 individuals over the 2000 level). This effect is considered to be minor to moderate, long-term and beneficial. This is the same effect as for alternative 2 and 3.

Cumulative Impacts

Between 2000 and 2015, total tourism in Pulaski County would likely increase by an additional 2.6 million person-trips. Therefore, increased tourism at the site would represent only about 2% of total increased county tourism in 2015. This is the same effect as for alternative 2 and 3.

Conclusion

An increase in tourism is expected through the year 2015. Tourism associated with the actions in this alternative, however, would contribute only 1 to 2% of the total increased county tourism in 2015. Not all of these expenditures would result from designation of the site. Therefore, the impacts would be negligible but slightly beneficial over the long term.

Visitor Spending

Methodology

The estimation of future visitor spending is based on projected visitor numbers at the site combined with visitor origin. Data provided by the site visitor center indicate that about 40% of visitors currently come from Arkansas, 50% currently come from other states, and 10% currently come from other countries. For the impact assessment, it is assumed that this visitor breakdown by origin would also characterize future visitation.

It was also assumed that out-of-state visitors would spend $182.93 (1999 dollars), which includes lodging, food, travel and all other purchases (Arkansas Department of Parks and Tourism, 2000). In order to estimate total visitor spending it was assumed that all in-state visitors view the site as part of a day trip and do not stay overnight. In-city visitors probably spend an average of not more than $5 per person (perhaps buying a souvenir at the gift shop) and visitors coming from elsewhere in Arkansas may spend about $50 each, which includes two meals, gasoline, and some souvenirs.

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* tourist spending impacts are considered to be undetectable and would have little or no discernible effect on the socioeconomic environment.
- *Minor* tourist spending impacts are considered to be detectable and would have a discernible effect on the socioeconomic environment.
- *Moderate* tourist spending impacts are considered to be detectable and would an obvious effect on the socioeconomic environment.
- *Major* tourist spending impacts would be detectable and would have a substantial effect on the socioeconomic environment.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature and associated with transitional types of

activities, or over a long term and have a permanent effect on the socioeconomic environment.

Type

The impacts are evaluated in terms of whether the impact would be beneficial or adverse to the socioeconomic environment.

- Beneficial tourist spending impacts would improve the social or economic conditions in the county or region.
- Adverse tourist spending impacts would negatively alter social or economic conditions in the county or region.

Alternative 1 – No Action

Analysis

In 2015, an estimated 54,000 individuals would visit the site. Of this total, about 32,000 would be from out of state, 11,000 from the Little Rock area and 11,000 from Arkansas (other than Little Rock). This would be expected to generate $6.5 million in total direct visitor spending. As this revenue is re-spent in the local economy, it would generate additional income. This effect would be minor to moderate, long term and beneficial.

Cumulative Impacts

Direct site tourist expenditures in 2015 would represent about 1% of the projected Pulaski County total. Therefore, the cumulative effect of visitor spending would be minor to moderate.

Conclusion

An increase in tourist spending is expected through the year 2015. Such spending associated with the site, however, would likely contribute only 1 to 2% of expected total tourist spending in the county for that year.

Alternative 2 – The Site

Analysis

In 2015, an estimated 68,000 individuals would visit the site. Of this total, about 40,000 would be from out of state, 14,000 from the Little Rock area and 14,000 from Arkansas (other than Little Rock). This would be expected to generate $8.2 million in total direct visitor spending. As this revenue is re-spent in the local economy, it would generate additional income. This effect would be minor to moderate, long term, and beneficial.

Cumulative Impacts

Direct site tourist expenditures in 2015 would represent about 2% of the projected Pulaski County total. Therefore, the cumulative effect of visitor spending would be minor to moderate.

Conclusion

An increase in tourist spending is expected through the year 2015. Such spending associated with the site, however, would likely contribute only 1 to 2% of expected total tourist spending in the county for that year.

Alternative 3 – The City

Analysis

In 2015, there would be an estimated 68,000 individuals who visit the site. Of this total, about 40,000 would be from out of state, 14,000 from the Little Rock area and 14,000 from Arkansas (other than Little Rock). This would be expected to generate $8.2 million in total direct visitor spending. As this revenue is re-spent in the local economy, it would generate additional income. This effect would be minor to moderate, long-term and beneficial. This is the same as alternative 2.

Cumulative Impacts

Direct site tourist expenditures in 2015 would represent about 2% of the projected Pulaski County total. Therefore, the cumulative effect of visitor spending would be minor to moderate.

Conclusion

An increase in tourist spending is expected through the year 2015. Such spending associated with the site, however, would likely contribute only 1 to 2% of expected total tourist spending in the county for that year.

Alternative 4 – The Legacy

Analysis

In 2015, an estimated 68,000 individuals would visit the site. Of this total, about 40,000 would be from out of state, 14,000 from the Little Rock area and 14,000 from Arkansas (other than Little Rock). This would be expected to generate $8.2 million in total direct visitor spending. As this revenue is re-spent in the local economy, it would generate additional income. This effect would be minor to moderate, long term, and beneficial. This is the same as alternatives 2 and 3.

Cumulative Impacts

Direct site tourist expenditures in 2015 would represent about 2% of the projected Pulaski County total. Therefore, the cumulative effect of visitor spending would be minor to moderate.

Conclusion

An increase in tourist spending is expected through the year 2015. Such spending associated with the site, however, would likely contribute only 1 to 2% of expected total tourist spending in the county for that year.

Land Use

Methodology

Potential land use effects are estimated by comparing current land use patterns and zoning in the Central High School area with expected land use changes.

Intensity

The intensity of the land use impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* land use impacts are considered to be undetectable and would have little or no discernible effect on the socioeconomic environment.
- *Minor* land use impacts are considered to be detectable and would have a slight discernible effect on the socioeconomic environment.
- *Moderate* land use impacts are considered to be detectable and would

have little some apparent effect on the socioeconomic environment.
- *Major* land use impacts are considered to be obvious and would have a substantial effect on the socioeconomic environment.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature and associated with transitional types of activities, or over a long term and have a permanent effect on the socioeconomic environment.

Type

The impacts are evaluated in terms of whether the impact would be beneficial or adverse to the socioeconomic environment.

- Beneficial land use effects could result in lower crime, improved neighborhood cohesion, and an increase in the number of owner-occupied homes in the Central High area.
- Adverse land use impacts could result in more commercial or industrial uses, higher crime, degraded neighborhood cohesion, and fewer owner-occupied homes in the Central High area.

Alternative 1 – No Action

Analysis

Under this alternative, land ownership and zoning patterns near the site are not expected to noticeably change. As tourism increases, several additional convenience stores or service stations could be constructed in the area. However, no significant change in overall land uses is expected. Increased tourism could lead to improvements in safety along Daisy L. Gatson Bates Drive or Park Avenue and may tend to gradually improve housing values in the neighborhood. This beneficial effect is considered to be negligible to minor and long term. It is important to note that the city retains zoning authority in the neighborhoods surrounding Central High School. Retail or commercial facilities cannot be constructed unless they are consistent with the city's zoning code (or, unless they receive a variance from that code).

Cumulative Impacts

Implementation of this alternative would have negligible effects on land use trends in the area.

Conclusion

This alternative would result in negligible beneficial, long-term land use effects in the area.

Alternative 2 – The Site

Analysis

Similar to alternative 1, alternative 2 would not be expected to significantly affect local land use patterns, primarily because only one structure (the new visitor center) with parking facilities would be constructed. This alternative calls for the development of a new visitor center and parking and the acquisition of the Capel building (Ponder's Drug Store), which would convert approximately 3.75 acres from private to public land. The slight increase in convenience stores could cause some land use to be rezoned. Small businesses would be compatible with this residential neighborhood. This action may slightly improve some property values. Zoning changes, if needed, would be minor and

straightforward. This beneficial effect is considered to be negligible to minor and long term. It is important to note that the city retains zoning authority in the neighborhoods surrounding Central High School. Retail or commercial facilities cannot be constructed unless they are consistent with the city's zoning code (or, unless they receive a variance from that code).

Cumulative Impacts

Implementation of this alternative would have negligible effects on land use trends in the area.

Conclusion

This alternative would result in negligible beneficial, long-term land use effects in the area.

Alternative 3 – The City

Analysis

Effects would be similar to those of alternative 2. It is important to note that the city retains zoning authority in the neighborhoods surrounding Central High School. Retail or commercial facilities cannot be constructed unless they are consistent with the city's zoning code (or, unless they receive a variance from that code).

Cumulative Impacts

The same effects as alternative 2.

Conclusion

This alternative would result in negligible beneficial, long-term land use effects in the area.

Alternative 4 – The Legacy

Analysis

Effects would be similar to those in alternative 2. It is important to note that the city retains zoning authority in the neighborhoods surrounding Central High School. Retail or commercial facilities cannot be constructed unless they are consistent with the city's zoning code (or, unless they receive a variance from that code).

Cumulative Impacts

The cumulative impacts of this alternative are same as in alternative 2.

Conclusion

This alternative would result in negligible beneficial, long-term land use effects in the area.

ENVIRONMENTAL JUSTICE POLICY

Under a policy established by the Secretary of the Interior to comply with Executive Order 12898 ("Federal Actions to Address Environmental justice in Minority Populations and Low-Income Populations"), departmental agencies should identify and evaluate, during the scoping and/or planning processes, any anticipated effects, direct or indirect, from the proposed project or action on minority and low-income populations and communities, including the equity of the distribution of the benefits and risks. If any significant impacts on minority and low-income populations and communities were identified during the scoping and/or planning processes, the environmental document should clearly evaluate and state the environmental consequences of the proposed project or action on minority and low-income populations and communities.

Methodology

The methodology used to evaluate the presence of possible Environmental justice effects was to identify income and ethnicity in the Central High area and then compare those levels to the city and Pulaski County. Significant deviations could be considered a basis for determining that disproportionate effects could occur to low-income or minority populations.

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- *Negligible* environmental justice impacts would occur if local income and ethnicity studies showed that the area of proposed development had similar income and ethnicity patterns compared with the city and the county.
- *Minor* environmental justice impacts would occur if local income and ethnicity studies showed that the area of proposed development had somewhat different income and ethnicity patterns compared with the city and the county.
- *Moderate* environmental justice impacts would occur if local income and ethnicity studies showed that the area of proposed development had noticeably different income and ethnicity patterns compared with the city and the county.
- *Major* environmental justice impacts would occur if local income and ethnicity studies showed that the area of proposed development had substantially different income and ethnicity patterns compared with the city and the county.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature and associated with transitional types of activities, or over a long term and have a permanent effect on the socioeconomic environment.

Type

The impacts are evaluated in terms of whether the impact would be beneficial or adverse to the socioeconomic environment.

- Beneficial economic impacts would improve environmental justice conditions in the area of proposed development.
- Adverse economic impacts would worsen environmental justice conditions in the area of proposed development.

Impacts Common to All Alternatives

Analysis

As described in the socioeconomic affected environment, the area of the Central High School is currently both low-income and disproportionately minority compared with all of Little Rock. Per capita income is one-third of the citywide average and 90% of residents near the school are African-American (only one-third of all city residents were African-American in 1990).

Despite this circumstance, the NPS has determined that none of the actions of the alternatives considered in this *General Management* Plan / *Environmental Impact Statement* would result in significant direct or indirect adverse effects on any minority or low-income population or community. However, if the NPS acquired any relatively low rent property in the neighborhood that

could result in a minor, long-term adverse impact on a minority or low-income population.

The following information contributed to the determination that none of the actions of the alternatives would result in significant direct or indirect adverse effects on any minority or low-income population or community:

1. The actions proposed in the alternatives would not result in any identifiable adverse human health effects. Therefore, there would be no direct or indirect adverse effects on any minority or low-income population or community.

2. The impacts on the physical environment that would result from implementing the alternatives would have negligible adverse effects on any minority or low-income population or community.

3. The preferred alternative (alternative 2) would not result in any identified adverse effects that would be specific to any minority or low-income community.

4. The NPS has had an active public participation program and has equally considered all public input from persons regardless of age, race, income status, or other socioeconomic or demographic factors.

5. No minority groups in the Central High neighborhood, or the city of Little Rock, or the surrounding region would be disproportionately affected.

6. Effects on the Central High neighborhood, the city of Little Rock, and the surrounding regional socioeconomic environment because of implementing alternative 2 would be negligible, and in the long term, beneficial. Impacts on the socioeconomic environment would not be expected to alter the physical and social structure of the county or region.

7. The visitor center's educational role in the community would result over time in increasing community pride and understanding of the 1957 events at Central High as well as an overall understanding of the Civil Rights movement. The visitor center would have a major, long-term beneficial effect on documenting the legacy of those events and the role of individuals who were denied access to the school. Operation of the center would also help build pride in (and support for) the Civil Rights movement.

Cumulative Impacts

For the above reasons, there are no cumulative impacts.

Conclusion

For the above reasons, there are no environmental justice effects.

TRANSPORTATION AND SITE ACCESS

Methodology

Potential effects to transportation were estimated by first identifying future traffic associated with each alternative and then comparing those traffic levels to current traffic counts near the Central High School. Current (year 2000) traffic counts that were used measured 24-hour, two-way vehicles. The increase in forecasted traffic was expressed as a percentage of current traffic. To ensure that results were not understated, 2015 projections were for July (historically, the busiest month visitor month at the visitor

center). Traffic impacts for other months would be somewhat less adverse.

Intensity

The intensity of the impact considers whether the impact would be negligible, minor, moderate, or major.

- Negligible impacts were considered undetectable and would have no discernible effect on traffic and access.
- Minor impacts were effects on traffic and access that would be slightly detectable but not expected to have an overall effect on the site.
- Moderate impacts would be clearly detectable and could have an appreciable effect on traffic and access.
- Major impacts would have a substantial influence on traffic and access.

Duration

The duration of the impact considers whether the impact would occur for a short term and be temporary in nature, and associated with transitional types of activities, or over a long term and have a permanent effect on traffic and access.

Type

Impacts are evaluated in terms of whether the impacts on air quality would be beneficial or adverse.

- Beneficial impacts would improve traffic and access.
- Adverse impacts would negatively affect traffic and access.

Alternative 1 – No Action

Analysis

Visitation at the existing visitor center is expected to increase substantially even if additional facilities are not constructed. It is projected that through the year 2015, total visitation at the existing visitor center would potentially grow by around 4.5% per year, for a 2015 total of approximately 54,000 individuals.

Compared with the estimated visitor total of 21,000 for 2001, this would represent an increase of 26,000 persons in 2015. This is an estimated value and the exact number will later depend on such factors as expenditures for marketing and advertising, the success the William Jefferson Clinton Library and the strength of the local economy.

This level of tourism at the Center would translate to about 74 additional round-trip vehicles per day in July 2015. As with other alternatives analyzed in this section, July 2015 was used because visitation in that month has historically been higher than other months. In other words, traffic impacts in other months of the year would be less adverse, compared with July.

The traffic increase associated with this number of vehicles would represent an increase of about 2% over the 2000 traffic counts. An increase of this magnitude would be noticeable by most Central High area residents, but probably not by residents elsewhere in Little Rock.

This traffic impact is considered to be minor and long term. It would also be slightly adverse, because it would add to traffic congestion and noise in the area. Despite this projected increase, traffic along Daisy L. Gatson Bates Drive would still be

well within safe operational limits and the level of service is not expected to decrease (the level-of-service rating is a measure of traffic congestion used by the Arkansas State Highway and Transportation Department).

Cumulative Impacts

Traffic projections are not available for streets in the Central High area. However, the Arkansas Highways and Transportation Department has detailed historic traffic counts from 1987 through 2000. These data show that traffic near the school has steadily declined since 1987. For example, at Daisy L. Gatson Bates Drive and High Street (about seven blocks east of the school), Arkansas Highway and Transportation Department records show that average daily traffic has decreased by about 3.9 per cent per year. The cumulative traffic effect of alternative 1 would not be expected to substantially alter this ongoing trend. Even with 74 additional daily vehicles at the visitor center, the total daily traffic along Daisy L. Gatson Bates Drive would be substantially lower than 1987 levels.

Alternative 2 – The Site

Analysis

It is assumed that visitation in July, 2002 attributed to alternative 2 may reach 2,175 persons (this number is calculated as follows: approximately 8,700 visitors attributed to alternative 2 times 25% = 2,175 individuals). Based on current and past numbers of private automobiles and buses at the site, it is estimated that about 20% of all visitors would arrive by bus and about 80% by car. Therefore, in July 2002, it is estimated that implementation of this alternative would generate an additional 700 car round-trips or about 23 round-trips per day (this assumes that there are 2.5 persons per automobile on the average). Added to this total would be approximately 435 persons who are part of guided tours. At an average tour group size of around 10 persons, this would mean an additional 44 buses or so in that month, or about one additional bus per day in July 2002, compared with No Action. The combined vehicle increase in that month (cars and buses) associated with alternative 2 is therefore about 24 round-trips each day (48 two-way vehicles).

Over time, the traffic associated with the new visitor center, the rehabilitated Ponder's Drug Store, and other improvements would increase. For example, by 2015 it is estimated that compared with alternative 1 (No Action), there would be an additional 14,000 visitors at the visitor center (this refers only to those visitors attributed to alternative 2, not the combined total). Again looking at July as a "worst case" month and assuming that all visitors used Daisy L. Gatson Bates Drive to the visitor center, it is estimated that there would be an additional 37 cars and 3 buses each day, totaling 40 round-trip vehicles per day in July. The traffic increase associated with this number of vehicles would represent an increase of about 2% over the 2000 traffic counts. An increase of this magnitude would be noticeable by most Central High area residents, but not by residents elsewhere in Little Rock.

For potential traffic increases, only those vehicles attributed to the selected alternative were used in calculations. As presented in the Affected Environment (Table 11), the current (2000) two-way, 24-hour traffic volume on Daisy L. Gatson Bates Drive,

between Park and Schiller streets is 4,404 vehicles. If all vehicle traffic in the peak month (July 2002) accessed Daisy L. Gatson Bates Drive to reach the visitor center and Ponder's Drug Store, the resulting 24 round-trip vehicles would represent an increase of only about 1% over the current daily traffic. This potential traffic increase is shown in Table 13.

This traffic impact is considered to be minor and long term. It would also be slightly adverse, because it would add to traffic congestion and noise in the area. Despite this projected increase, traffic along Daisy L. Gatson Bates Drive would still be well within safe operational limits and the level of service is not expected to decrease (the level-of-service rating is a measure of traffic congestion used by the Arkansas State Highway and Transportation Department).

Table 13: Projected Peak Month (July) Traffic Alternatives 2, 3, and 4 (a)

Year	Total July Visitors (b)	Average July Visitors Per Day (c)	Average July Vehicle Trips Per Day (d)	Current Traffic Bates Drive and Park St. (e)	Increase Caused By Project (f) (Percent)
2002 (g)	2,175	73	24	4,404	1
2015 (h)	3,500	117	40	4,404	2

Source for current traffic near the school: City of Little Rock, Department of Public Works; August 30, 2000.
(a) July is selected because it is typically the busiest month of the year.
(b) About 25% of annual visitation is assumed to occur in July. Only visitation attributed to the alternatives are counted. Future increases in visitation attributed to "No Action" are not included. For 2002, this value equals 8,700 times 25%. For 2015, the value equals 14,000 times 25%.
(c) Total visitor per month divided by 30.
(d) Based on 80% of visitors using personal vehicles and 20% busing to the visitor center. Also assumes that an average bus or van seats about 10 people and that the average car carries 2.5 individuals.
(e) Current daily traffic is the 24-hour, two-way total of all vehicles, including trucks. August 2000 vehicle counts were measured just north of the existing visitor center on Daisy L. Gatson Bates Drive, between Park and Schiller Streets.
(f) Average vehicle trips per day times 2 (to account for total vehicle trips, not round-trips), divided by current traffic levels.
(g) The first year of the forecast period.
(h) The last year of the forecast period.

Cumulative Impacts

Traffic projections are not available for streets in the Central High area. However, the Arkansas Highway and Transportation Department has detailed historic traffic counts from 1987 through 2000. These data show that traffic near the school has steadily declined since 1987. For example, at Daisy L. Gatson Bates Drive and High Street (about seven blocks east of the school), Arkansas Highway and Transportation Department records show that average daily traffic has decreased by about 3.9 per cent per year. The cumulative traffic effect of alternative 2 would not be expected to substantially alter this ongoing trend. Even with 40 additional daily vehicles at the Center, the total daily traffic along Daisy L. Gatson Bates Drive would be substantially lower than 1987 levels.

Alternative 3 – The City

Analysis

The total increase in visitors and traffic for alternative 3 was assumed to be

about the same as for alternative 2. However, because of the off-site orientation center, shuttle staging area and the dispersed nature of the other historic Civil Rights facilities throughout the city, traffic impacts would be less concentrated. Near the existing visitor center, traffic impacts would be less adverse, compared with alternative 2. These effects would be minor, long-term and slightly adverse. At the shuttle staging area and along the "tour" route for other historic sites, traffic increases would be negligible to minor, long-term and slightly adverse. As with alternative 2, the small increase in traffic (an increase of about 2% compared with current area traffic counts) would not exceed safety standards on any street and would not cause the level of service to be downgraded.

Cumulative Impacts

Cumulative traffic effects would be minor and would be similar to alternative 2. Even with the addition of shuttle buses, the Arkansas State Highway and Transportation Department has indicated that the total average daily traffic on area streets would be less than 1987 levels.

Alternative 4 – The Legacy

Analysis

The total increase in visitors and traffic for alternative 4 was assumed to be about the same as for alternatives 2 and 3. With respect to the distribution of traffic effects, alternative 4 is considered to be most similar to alternative 2, because the education center would be constructed at the northeast corner of Daisy L. Gatson Bates Drive and Park, diagonally across from the school. Traffic impacts would be minor, long term, and slightly adverse. During July (normally the busiest month at the existing visitor center), traffic associate with alternative 4 would only be about 2% less compared with current (2000) traffic counts. As with alternative 2, the small increase in traffic would not exceed safety standards and would not cause the level of service to be downgraded.

Cumulative Impacts

Potential traffic effects would also be the same as for alternative0 2 and 3. The combined effect of alternative 4 with long-term traffic trends would result in total traffic near Central High that is lower than 1987 levels.

Conclusion

Substantial adverse traffic effects would not occur, because of the relatively small increase in projected additional cars and buses coming to the visitor center. Ample access to the education center would be maintained and additional parking would reduce the congestion of on-street parking.

OTHER IMPACTS

Unavoidable Adverse Effects

Unavoidable adverse socioeconomic effects would be associated with more traffic, congestion, and noise for residents near Central High. As traffic increases, some residents may feel as though they are "on display," and potentially higher property values and taxes could negatively affect some residents.

Relationship of Short-Term Uses of the Environment and the Maintenance and Enhancement of Long-Term Productivity

Public and private resources used for visitor and educational programs would directly benefit some local individuals and businesses. However, over the long term, such investment would contribute to the overall enhancement of regional economic productivity.

Irreversible or Irretrievable Commitments of Resources

The implementation of these alternatives would involve a significant commitment of capital to construct and maintain visitor and educational facilities and provide financial and technical assistance. These costs range from $6.6 million (alternative 1) to $19 million (alternative 3). Some indirect effects would be local economic activities stimulated by visitation. These would likely be associated with tourism and service sector opportunities that would also be derived from the commitment of capital, energy, materials, and labor.

Impacts on Energy Requirements and Conservation Potential

Limited amounts of nonrenewable resources would be used for construction projects, including rehabilitation, renovation, or preservation of the buildings and landscape (alternative 2 and 4). This expenditure of energy would be short term and negligible and include fuel for construction vehicles, construction materials, and energy used in manufacturing materials.

An increase in energy expenditure would occur when the Archival Collections would be placed in an on-site off-site repository. The increase would result from the transfer of the collections as well as staff and researcher transportation between the site (alternative 2 and 4). The same energy expenditure would occur if the archival collection were placed in the off-site facility (alternative 3).

The presence of a visitor center and/or educational center would eventually have some effect on the growth of private development in Little Rock and it is likely that more retail facilities such as service stations or restaurants would be built. All visitor facilities would be constructed using energy efficient technology reducing the energy requirements for heating and cooling. alternative 3 would be expected to slightly reduce the consumption of gasoline, because of the reliance on shuttle buses to outlying Civil Rights sites around the city. The increased use of potable water, electricity, natural gas or wastewater associated with any alternative would be negligible.

Consultation and Coordination

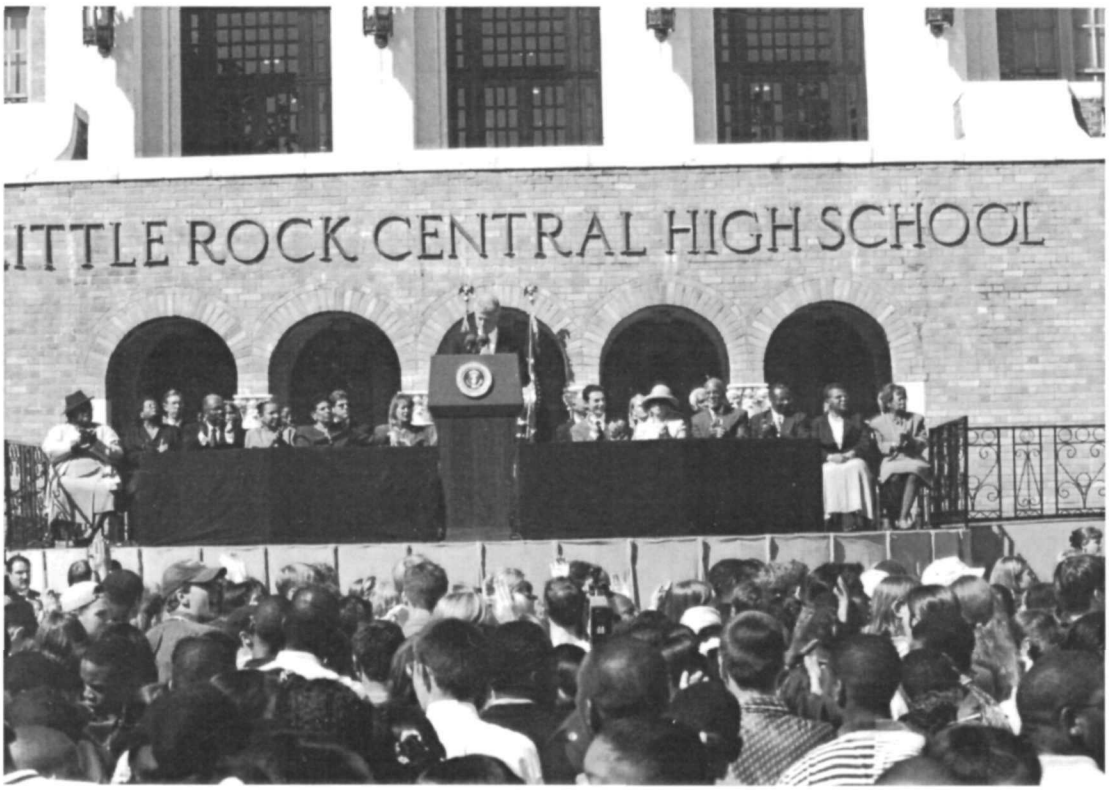


Photo Courtesy of 1997 Camera Work, Inc.

September 25, 1997: President Clinton, Arkansas Governor Mike Huckabee and Little Rock Mayor Jim Dailey welcome the Little Rock Nine back to Central High for the 40th Anniversary Commemorative Ceremony.

COMMENTS ON THE DRAFT GMP/EIS

We received many thoughtful and supportive comments on the preferred alternative. The *National Environmental Policy Act* requires the National Park Service to respond to substantive comments. Substantive comments are those which (1) question the accuracy of the information/data presented, (2) question the adequacy of the environmental analysis, (3) present reasonable alternatives to those presented in the draft document, or (4) cause changes or revisions in the preferred alternative. No substantive comments were received. However, we have responded to general comments as outlined in the following section.

As directed by the legislation, this plan was developed in consultation with: the principal of Central High School, state of Arkansas, city of Little Rock, Little Rock School District, Central High Museum, Inc., Central High Neighborhood Inc., and the University of Arkansas at Little Rock.

The National Park Service also consulted with the following individuals; organizations; and local, state, and federal agencies.

Arkansas Congressional Delegation
Arkansas Department of Education
Arkansas Department of Parks and Tourism
Arkansas Governor's Office
Arkansas State Parks
Capitol Hill Neighborhood Association
Central Arkansas Transit Authority
Central Little Rock Community Development Corp., Inc.
Historic Arkansas Museum
Hot Springs National Park
Little Rock Convention & Visitors Bureau
Little Rock Nine
Little Rock Regional Chamber of Commerce
Mayor, City of Little Rock
Metropolitan National Bank
National Dunbar Alumni Association
Philander Smith College

Public Involvement

The *Draft General Management Plan* and *Environmental Impact Statement* for Little Rock Central High School National Historic Park was released for public comment in October 2001. Over 300 copies of the draft document were sent to individuals and organizations as well as hand-carried to interested parties throughout the Little Rock area. The document was made available on the park's website, at the park visitor center, and at the Central Arkansas Library's downtown and Williams branches. The document cover letter and a paid advertisement in the *Arkansas Democratic Gazette* provided the public with the times, dates, and locations for public meetings. Two public meetings were held at the Arkansas Children's Hospital on November 13, 2001 (at 4:30 p.m. and again at 6:30 p.m.).

Ten written comment forms were received. No negative comments were expressed on the preferred alternative. Three commentors did want the interpretation of alternative 2 expanded to include Dunbar Junior High School.

Fourteen people attended the public meetings.

The park also met with 19 partners, organizations, and agencies at the Little Rock Regional Chamber on November 13, 2001. The purpose of the meeting was to receive comments on the draft document.

Response to Public Comments

The following is the NPS response to general comments made by the public, both verbally at meetings and on written response forms regarding the draft document.

Interpretation. Numerous comments were received suggesting interpretive opportunities such as the importance of Dunbar Junior High School to the Central High School story, including the sites outlined in alternative 3; providing interpretive elements such as statues, military vehicles, and replicas of historic signs; incorporating some of the education components of alternative 4; and using living history as an interpretive tool. We received one comment asking us to tell the complete Central High School story.

Response: The National Park Service recognizes the importance of the many sites and stories associated with Central High School. We interpreted the concerns to mean explaining the multiple perspectives of the many students, staff, families and community leaders involved in and affected by the events. The *General Management Plan* calls for a long-range interpretive plan and a visitor experience implementation plan to be completed. These plans would fully research and analyze the stories related to Central High School and make recommendations for visitor experience, interpretive themes, relevant issues, and background information.

Related Sites. Some suggestions were made that visitors could be directed to related sites such as the Daisy Bates Home NHL, Dunbar Junior High School, and the Presidential Library.

Response: The National Park Service acknowledges the importance of many other civil-rights related sites locally and nationally. The "Visitor Experience, Orientation, Interpretation, and Education" section of the preferred alternative states that "visitors also would be oriented to related sites around the city and elsewhere." The Park Service would work cooperatively with managers of related civil-rights sites to achieve mutual interpretive goals.

Education. A recommendation was made that the education component of alternative 4 be included in the preferred alternative.

Response: While not as expansive as alternative 4, the preferred alternative contains an educational component that calls for theme-related and curriculum-based education programs, teacher workshops, special activities for student groups, a learning/media center, and rehabilitating the interior of the service station to support educational programming. The preferred alternative also calls for the NPS to enter into partnerships and cooperative agreements with the Little Rock School Board and School District, the Central High Museum, Inc., and the University of Arkansas at Little Rock to develop education programs.

South Park Street Homes. Several comments were received concerning options that might be available for managing and rehabilitating the seven homes along Park Street.

Response: Once the boundary was expanded to include the seven homes along South Park Street, the National Park Service would work cooperatively with homeowners to interpret and rehabilitate the exterior and yards of the homes. The Park Service would consider all other avenues available for preservation and interpretation of the homes prior to purchasing them.

Transportation. Comments suggested recognizing the historic trolley line as a possible means of transportation to the site, and using city buses to provide transportation to other related sites.

Response: The National Park Service would work cooperatively with the city and state to develop strategies for alternative transportation options to other civil-rights related sites while preserving the historic streetscape and managing for visitor safety.

Traffic. A suggestion was made to remove student vehicles and buses along South Park Street to maintain the historic streetscape. Concerns were also expressed about increased traffic and parking possibly affecting neighborhoods.

Response: As noted in the "Transportation and Site Access" section of the Environmental Consequences chapter, the maximum projected increase in traffic over the next 20 years is expected to be 37 cars and 3 buses per day during July (the busiest month of the year). Traffic would be less during the other 11 months of the year. This represents a potential traffic increase of about 1 percent over current traffic levels. Park staff would monitor visitor traffic and take appropriate action if these projections are exceeded. In addition, it is stated-under Mitigating Measures that a site-specific transportation plan would be developed prior to implementation of major actions to address pedestrian safety concerns, parking, and other site-access issues. Traffic access and circulation associated with the school is under the authority of the school board, school district, and the city of Little Rock. The NPS would work cooperatively with the above organizations to resolve issues involving conflicts between visitor traffic and traffic associated with school operations.

CONSULTATION WITH THE STATE HISTORIC PRESERVATION OFFICE

The state historic preservation officer (SHPO) and the Advisory Council on Historic Preservation were formally notified of the initiation of the *General Management Plan* on April 26, 1999, in compliance with the Programmatic Agreement of 1995. Subsequently, on May 12, 1999, copies of the finalized project agreement for the plan were transmitted to both offices. The Advisory Council responded formally on June 1, 1999 (see appendix D). Meetings were held with the state historic preservation officer on May 4, 1999 (see appendix D for verbal comments made by the SHPO at this meeting).

Copies of the draft plan were sent to the state historic preservation officer and the Advisory Council on Historic Preservation on October 2001 requesting

106 review and comment. The SHPO responded in a letter stating that they considered the preferred alternative "as the best plan for preservation and rehabilitation of the site and its surrounding historic neighborhood."

SCOPING AND OTHER PUBLIC INVOLVEMENT EFFORTS

Five scoping meetings were held May 4 and 5, 1999, in the city of Little Rock. Individual meetings were held with the Central High Institute Planning Committee, the state historic preservation officer, and students of Central High School. In addition an open house was held at Central High School. These groups were asked to provide the planning team with their ideas on what the national historic site should accomplish and any concerns they had about the establishment of the site.

The following are some of the comments received from the public at these meetings.

Little Rock Central High School: Disruption of high school educational programs as well as school security were concerns of participants. They felt that nothing should interfere with the school's classes and programs and that the school and grounds should be repaired or rehabilitated and made accessible for people with disabilities. Others wanted the reflecting pool in front of the school reconstructed to ensure a historically (1957) accurate landscape.

Neighborhood: Fears were expressed that parking lots might take over the neighborhood. Some expressed the need for better signs to direct visitors to the site, while others urged that visitors be taken to the site via public transportation from outlying parking facilities to minimize congestion in the neighborhood. There was some concern regarding neighborhood security. Concern was expressed that any structure built by the NPS should be architecturally compatible with the surrounding neighborhood.

Streetscape: Some thought that the streetscape in front of the school should be preserved and that the houses across the street should be acquired and adaptively used for interpretation, park administration, or other site-related purposes. It was suggested that Ponder's Drug Store be returned to its historic use.

Interpretation/Education: Respondees felt at least some visitors should have access to the high school to experience the feeling of the "crisis" from the inside. Visitors inside the high school could use headphones to ensure that school operations were not interrupted. The stories of all groups involved in the crisis need to be told to provide visitors with a comprehensive understanding of the significance of the events. The pre-1957 and post-1957 historic development of the school, including its academic and sports programs and its architectural significance, should be included. Media techniques, such as videos, sights and sounds, simulations, reenactments, virtual reality techniques, dramas, and old television footage, could serve as interpretive tools. The Little Rock Nine and other 1957 participants could be interviewed and videotaped. It was also suggested that current students could be tour guides and participate in "changeable" exhibits at the visitor center. For those unable to visit the site, a website could provide information on

activities and ongoing changes at the high school.

Commemorative Garden. Commentors suggested that the garden should provide a setting for contemplation, and it should convey the promise of a better future in race relations by using abstract elements, statues, or other ornamentation.

The first newsletter was distributed in March 2000. This newsletter provided the background and status of the project to date and presented the results of the meetings held in May 1999. (The lapse in time was due to the project being placed on hold from June 1999 to March 2000 while awaiting the selection and appointment of a superintendent.) The following month, the planning team held a partnership workshop. Twenty individuals attended representing legislated partners and local, city, and state organizations and agencies. The purpose of this workshop was to develop draft alternative concepts. The three draft alternatives presented in this document were the results of that workshop.

In July 2000, a second newsletter, outlining the alternatives, was distributed to approximately 300 people on the mailing list. In addition, several hundred copies of the newsletter were hand-delivered to schools, libraries, public agency offices, and other locations. The public was provided with a postage-paid, return mail comment form. Forty-one comment forms were returned to the planning team. The public favored alternative 4 by a small margin because of its emphasis on education, followed by alternative 2 (the preferred).

The following are the newsletter comment form questions (in italics) posed by the National Park Service, followed by public responses on certain topics .

1) "Do you have any comments about the purpose and significance statements, or the interpretive themes?"

Purpose Statement: No comments received.

Significance Statement: Not significant enough. Forced African-Americans and whites to recognize their differences for what they were and to challenge us all to learn to live with them, to solve and heal them, and to respect each other. It wasn't, isn't, and never will be about "the South." It's about respecting each other nationally and internationally. It is our single greatest challenge and opportunity. • Little Rock Central High School continues to play a significant role in desegregation.

Interpretive Themes: The themes of executive power and city/state will be more difficult for visitors to understand. • The phrase "city and state" could become a debate about why events happened when should not have happened.

General Comments: Add the city and state as contextual starting place. • International alternative is too broad. • Focusing on the site alone is too narrow. • Tie in with local and state political issues of the time. • Missing is an analysis of what this did to Little Rock. How it held us back. The years of shame. The unwillingness to accept the past and confront this. The players and motives involved in "rediscovering"

Central's role and getting this monkey off the back of Little Rock. These are valuable lessons for anyone and any community. How much longer would this be "ignored" if Abernathy and the others hadn't stepped forward? • Central High School is a success story, not just a piece of dead history. • NPS is not isolated from Centennial Long-Range Strategic Plan. Work closely with the community to rebuild. Isolate yourself and you only add to the racism.

2) What alternative do you particularly like? Why?

Alternative 2 would be beneficial to the community and state. Make this area "commercial." • Like partners, UALR critical • Plus good interpretation, including tours or programs about other sites • Preserve neighborhood, interpretive displays, development of interpretive center. • Focus on site and surrounding community. • Expand site and rehabilitate neighborhood.

Combine alternatives 2 and 3: Best interest of ALL visitors. Stage one and two • Provides a broad, more in-depth and less isolated look. • Restoring Ponder's Drug Store, working toward an overlay district. • Seems to place the high school events into the wider context with greater clarity. Alternative 4 does this, but seems to diffuse the issue over too broad an area to be effective • Would be best approach, provides a broad, more in-depth, and less isolated because it incorporate Bates, governor's mansion, Clinton Library, and Dunbar High School.

Combine alternatives 3 and 4: Focus on education and that is what this is all about • Focus on site, and emphasis on education with classroom activities.

Alternative 3: Makes most sense • Partners don't seem critically important • Include the entire community, with information on segregation of school workers, racial makeup of neighborhood, availability of school's auditorium and athletic facilities, demographics of employed people in community

Alternative 4: Importance of preserving and teaching what happened here. What was started seems to still be in progress – slow as it is. We do not need to forget nor do we need to refrain from moving forward – an international issue. • Allows more complete story • Educational component • Opportunity to document and present the whole Civil Rights story. • Relates to Civil Rights and education. Builds on educational connection. Not dependent on large numbers of partners to make it work. • The significance of 1957 is in the lesson. The story from start to finish...from then until we confronted our history. It's not the location...it's the chain of events that must be used • Why use museum as springboard for high-tech innovation for CEHS?

General: Emphasize historic preservation in the neighborhood. • Other sites (e.g., Dunbar Junior High School and Daisy Bates Home National Historic Landmark) are necessary for telling story. • Add well-planned tour of select sites in city as part of standard interpretation, with NPS operating the Daisy Bates House National Historic Landmark. • Alternative 4 would be more "saleable" to "for-profit" partners, especially those involved in distance

learning, technology, and other current trends in supplemental education. • University of Arkansas at Little Rock was not part of 1957 history, back-pedal turning archives over to them, keep emphasis in immediate area. • Add each of the family homes of the "Little Rock Nine."

3) For each topic (Visitor Experience/ Interpretation, Resource Conditions, Partners, and Development) tell us which alternative you think presents the best future for the park.

By a very small percentage, respondents selected alternative 4 primarily because of its emphasis on education, followed by alternative 2.

4) "Do you have any other ideas that were not presented in the alternatives? If yes, please describe them."

You haven't stated that the spirit of the museum should be the effort to bring harmony and respect for people. You haven't considered what it did to Little Rock and how we coped with the event. The fight is not over, the target is still moving, and we are still evolving. • Use Central as a catalyst for upgrading the area surrounding the school. • Use interactive displays that bring the lesson from the past into focus with today's youth. • Rezone area as "commercial," have shops, eatery, etc., develop police substation near area. • NPS should operate the Daisy Bates House National Historic Landmark. • Include some preservation/restoration of houses across from school.

LIST OF AGENCIES, ORGANIZATIONS, AND INDIVIDUALS WHO WILL RECEIVE THIS DOCUMENT

Federal

Advisory Council on Historic Preservation, Don L. Klima, Director
U.S. Department of the Interior, National Park Service, Hot springs National Park, Roger Giddings, Supt.
U.S. Environmental Protection Agency, Michael Jansky, Regional Environmental Review Coordinator
U.S. Fish and Wildlife Service, Allen Mueller, Field Supervisor

Local

Alert Center, Serena M. Hill, Facilitator
Capitol Hill Neighborhood Assoc., Nettie J. Lawson
Central High Museum, Inc., Mark Abernathy, Max Brantley, Wali Caradine, Don Castleberry, Ronald Dedman, Virgil Miller Jr., Rachel Myers, Cheryl Nichols, Skip Rutherford, Rett Tucker, Senator, Bill Walker, Stacy Williams
Central High Neighborhood Association, Inc., Ethel Ambrose, President
Central High School, Rudolph Howard, Principal, William Cloud, Building Engineer
Wright Avenue Neighborhood Assoc, George T. Blevins, Jr., President

City

The Honorable Jim Dailey, Mayor
Bruce Moore, Assistant City Manager
Tom Carpenter, City Attorney

Central Little Rock Community Development Corp., Annie Abrams, President, Allen D. Green, Executive Director
Little Rock Convention & Visitors Bureau, Barry Travis, Executive Director, Shirley Withers
Little Rock Regional Chamber of Commerce, Missy Lewis, Director of Membership & Revenue Development, Kim Pruitt
Little Rock School District, Judy Magness, School Board President
Dr. Kenneth James, Superintendent
Doug Eaton, Director of Facilities
Philander Smith College, Dr. Trudie Kibbe Reed, President

State

Senator Blanche Lincoln's Office, Cynthia Edwards, Staff Aid
Senator Tim Hutchinson's Office Ladãna Emerson, Staff Assistant
Congressman Vic Snyder's Office, Barrett Allen, District Aid
Arkansas State Governor's Office, Rex Nelson, Communications Director, Marynell Branch
Attorney General's Office, Darrin Williams, Chief of Staff
Arkansas Dept. of Parks & Tourism, Richard Davies, Executive Director, Joe David Rice, Tourism Director, Patricia Murphy, Director Museum Services, Jay Harrod, Communication's Manager, Lynn Warren, Landscape Architect
Arkansas Dept. of Education, Reginald Wilson, Senior Coordinator
Arkansas Game & Fish Commission, Bob Leonard
Arkansas Historic Preservation Program Cathie Matthews, Director (SHPO), Ken Grunewald, Deputy SHPO, Missy McSwain, Federal Program Director
Historic Arkansas Museum, Bill Worthen, Director
Central Arkansas Transit Authority, Keith Jones, Director, Terri Hollingsworth Davis, Planning Manager
University of Arkansas at Little Rock Dr Charles Hathaway II, Chancellor
Dr. Johanna Miller Lewis, History Dept. Chair

The Little Rock Nine

Minnijean Brown Trickey
Elizabeth Eckford
Ernest Green
Thelma Mothershed Wair
Melba Pattillo Beals
Gloria Ray Karlmark
Terrence J Roberts
Jefferson Thomas
Carlotta Walls Lanier

Individuals

Ralph G. Brodie
Vivian Counts
Dwight Davis
F. M. Dunn
Curtis Finch, Jr.
Dr. Erma Glasco Davis
Charles W. Herrell
Faustine C. Jones-Wilson
Kwendeche
Mike Madell
Laura Miller
Clifford & Blossie Mitchell
Valerie Mitchell-Miles
Heather Register
Jackie Stubblefield
Michael R. Warrick
Cecil Williams

The Department of
Arkansas
Heritage

Mike Huckabee, Governor
Cathie Matthews, Director

Arkansas Arts Council
▪
Arkansas Natural Heritage Commission
▪
Historic Arkansas Museum
▪
Delta Cultural Center
▪
Old State House Museum

Arkansas Historic Preservation Program

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n Equal Opportunity Employer

January 14, 2002

Mr. Dave Forney, Superintendent
Little Rock Central High School National Historic Site
Federal Building, Box 3527
700 W. Capitol Ave.
Little Rock, AR 72201-3216

RE: Pulaski County – Little Rock
Section 106 Review – NPS
General Management Plan/Environmental Impact Statement
AHPP Tracking # 44622

Dear Mr. Forney;

This letter is written in response to your request for review of the draft General Management Plan/Environmental Impact Statement for Little Rock Central High School National Historic Site. The staff of the Arkansas Historic Preservation Program (AHPP) has reviewed the document and understands that it was developed to identify and assess the various management alternatives and related environmental impacts relative to park operations, visitor use and access, cultural resource management, and general development of the historic site.

The AHPP staff also understands that the document outlines four alternatives to guide park management for the next fifteen years. Of these four alternatives, the AHPP staff considers the preferred alternative (Alternative 2) as the best plan for preservation and rehabilitation of the site and its surrounding historic neighborhood. The historic events associated with this site have a strong connection with the surrounding neighborhood. Alternative 2, by emphasizing the site within the context of its neighborhood, presents more opportunities for education and interpretation for the visiting public.

Thank you for the opportunity to comment on this document. If you should have any questions or comments, please contact Frances "Missy" McSwain, of the AHPP staff at (501) 324-9880.

Yours truly,

Ken Grunewald
Deputy State Historic Preservation Officer

cc: Advisory Council on Historic Preservation
Midwest Regional Office, National Park Service

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 6
1445 ROSS AVENUE, SUITE 1200
DALLAS, TX 75202-2733

December 14, 2001

Superintendent
Little Rock Central High School
National Historic Site
2125 Daisy L. Gatson Bates Drive
Little Rock, AR 72202

Dear Superintendent:

In accordance with our responsibilities under Section 309 of the Clean Air Act, the National Environmental Policy Act (NEPA), and the Council on Environmental Quality Regulations for Implementing NEPA, the U.S. Environmental Protection Agency (EPA) Region 6 office in Dallas, Texas, has completed its review of the National Park Service Draft General Management Plan and Environmental Impact Statement (DEIS) for future management of the Little Rock Central High School National Historic Site.

The EPA rates your DEIS as "LO," i.e., EPA has "Lack of Objections" to the lead agency's preferred alternative. Our classification will be published in the Federal Register according to our responsibility under Section 309 of the Clean Air Act, to inform the public of our views on proposed Federal actions.

We appreciate the opportunity to review the DEIS. We request that you send our office one copy of the Final EIS at the same time that it is sent to the Office of Federal Activities, (2251A), EPA, 1200 Pennsylvania Avenue, N.W., Washington, D.C. 20044.

Sincerely yours,

Michael P. Jansky, P.E.
Regional Environmental Review
Coordinator

Appendixes, Bibliography, Preparers, and Consultants



APPENDIX A: LEGISLATION

S.2232

One Hundred Fifth Congress
of the
United States of America
AT THE SECOND SESSION

Begun and held at the City of Washington on Tuesday, the twenty-seventh day of January, one thousand nine hundred and ninety-eight An Act
To establish the Little Rock Central High School National Historic Site in the State of Arkansas, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. FINDINGS AND PURPOSE.

(a) FINDINGS- The Congress finds that—

(1) the 1954 United States Supreme Court decision of Brown v. Board of Education, which mandated an end to the segregation of public schools, was one of the most significant Court decisions in the history of the United States.

(2) the admission of nine African-American students, known as the "Little Rock Nine," to Little Rock's Central High School as a result of the Brown decision, was the most prominent national example of the implementation of the Brown decision, and served as a catalyst for the integration of other, previously segregated public schools in the United States;

(3) 1997 marked the 70th anniversary of the construction of Central High School, which has been named by the American Institute of Architects as `the most beautiful high school building in America';

(4) Central High School was included on the National Register of Historic Places in 1977 and designated by the Secretary of the Interior as a National Historic Landmark in 1982 in recognition of its national significance in the development of the Civil Rights movement in the United States; and

(5) the designation of Little Rock Central High School as a unit of the National Park System will recognize the significant role the school played in the desegregation of public schools in the South and will interpret for future generations the events associated with early desegregation of southern schools.

(b) PURPOSE- The purpose of this Act is to preserve, protect, and interpret for the benefit, education, and inspiration of present and future generations, Central High School in Little Rock, Arkansas, and its role in the integration of public schools and the development of the Civil Rights movement in the United States.

SEC. 2. ESTABLISHMENT OF CENTRAL HIGH SCHOOL NATIONAL HISTORIC SITE.

(a) ESTABLISHMENT- The Little Rock Central High School National Historic Site in the State of Arkansas (hereinafter referred to as the `historic site') is hereby established as a unit of the National Park System. The historic site shall consist of lands and interests therein comprising the Central High School campus and adjacent properties in Little Rock, Arkansas, as generally depicted on a map entitled `Proposed Little Rock Central High School National Historic Site', numbered LIRO-20,000

and dated July, 1998. Such map shall be on file and available for public inspection in the appropriate offices of the National Park Service.

(b) ADMINISTRATION OF HISTORIC SITE- The Secretary of the Interior (hereinafter referred to as the 'Secretary') shall administer the historic site in accordance with this Act. Only those lands under the direct jurisdiction of the Secretary shall be administered in accordance with the provisions of law generally applicable to units of the National Park System including the Act of August 25, 1916 (16 U.S.C. 1, 2-4) and the Act of August 21, 1935 (16 U.S.C. 461-467). Nothing in this Act shall affect the authority of the Little Rock School District to administer Little Rock Central High School nor shall this Act affect the authorities of the City of Little Rock in the neighborhood surrounding the school.

(c) COOPERATIVE AGREEMENTS- (1) The Secretary may enter into cooperative agreements with appropriate public and private agencies, organizations, and institutions (including, but not limited to, the State of Arkansas, the City of Little Rock, the Little Rock School District, Central High Museum, Inc., Central High Neighborhood, Inc., or the University of Arkansas) in furtherance of the purposes of this Act. (2) The Secretary shall coordinate visitor interpretation of the historic site with the Little Rock School District and the Central High School Museum, Inc.

(d) GENERAL MANAGEMENT PLAN- Within three years after the date funds are made available, the Secretary shall prepare a general management plan for the historic site. The plan shall be prepared in consultation and coordination with the Little Rock School District, the City of Little Rock, Central High Museum, Inc., and with other appropriate organizations and agencies. The plan shall identify specific roles and responsibilities for the National Park Service in administering the historic site, and shall identify lands or property, if any, that might be necessary for the National Park Service to acquire in order to carry out its responsibilities. The plan shall also identify the roles and responsibilities of other entities in administering the historic site and its programs. The plan shall include a management framework that ensures the administration of the historic site does not interfere with the continuing use of Central High School as an educational institution.

(e) ACQUISITION OF PROPERTY- The Secretary is authorized to acquire by purchase with donated or appropriated funds by exchange, or donation the lands and interests therein located within the boundaries of the historic site: *Provided,* That the Secretary may only acquire lands or interests therein within the consent of the owner thereof: *Provided further,* That lands or interests therein owned by the State of Arkansas or a political subdivision thereof, may only be acquired by donation or exchange.

SEC. 3. DESEGREGATION IN PUBLIC EDUCATION THEME STUDY.

(a) THEME STUDY- Within two years after the date funds are made available, the Secretary shall prepare and transmit to the Committee on Energy and Natural Resources of the Senate and the Committee on Resources of the House of Representatives a National Historic Landmark Theme Study (hereinafter referred to as the 'theme study') on the history of desegregation in public education. The purpose of the theme study shall be to identify sites, districts, buildings, structures, and landscapes that best illustrate or commemorate key events or decisions in the historical movement to provide for racial desegregation in public education. On the basis of the theme study, the Secretary shall identify possible new national historic landmarks appropriate to this theme and prepare a list in order of importance or merit of the most appropriate sites for national historic landmark designation.

(b) OPPORTUNITIES FOR EDUCATION AND RESEARCH- The theme study shall identify appropriate means to establish linkages between sites identified in subsection (a) and between those sites and the Central High School National Historic Site established in section 2, and with other existing units of the National Park System to maximize opportunities for public education and scholarly research on desegregation in public education. The theme study also shall recommend opportunities for cooperative arrangements with State and local governments, educational institutions, local historical organizations, and other appropriate entities to preserve and interpret key sites in the history of desegregation in public education.

(c) COOPERATIVE AGREEMENTS- The Secretary may enter into cooperative agreements with one or more educational institutions, public history organizations, or civil rights organizations knowledgeable about desegregation in public education to prepare the theme study and to ensure that the theme study meets scholarly standards.

(d) THEME STUDY COORDINATION WITH GENERAL MANAGEMENT PLAN- The theme study shall be prepared as part of the preparation and development of the general management plan for the Little Rock Central High School National Historic Site established in section 2.

SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There is authorized to be appropriated such sums as may be necessary to carry out this Act.
Speaker of the House of Representatives.
Vice President of the United States and President of the Senate.

END

APPENDIX B – HISTORY OVERVIEW

Establishment of Little Rock Central High School

The opening of Little Rock Central High School in 1927 marked a new high point in the history of public education in the Arkansas State Capital. (Until 1953, it was known as Little Rock Senior High School.) In 1853, a decade after enabling legislation was passed, the first public school was opened in Little Rock, offering six years of free education. The curriculum and terms of the city's public schools grew gradually; within 20 years the city offered 12 years of instruction.

Central High traces its beginning to 1869 when the city's high school, located in a wood frame structure at Eighth and Sherman Streets, was known as Sherman High School. However, it was not until June 13, 1873, that the school produced its first graduating class. In 1885 the city high school was moved to the corner of 14th and Scott Streets, where it was named Scott Street School, although it was generally called City High School. The high school was moved again in 1890 to the corner of Capitol and Gaines Streets and named Peabody High School in honor of philanthropist George Peabody, who donated millions of dollars to southern states after the Civil War for building school systems. Little Rock received nearly $200,000 from Peabody; this was the largest sum received by any southern city. In 1905, Peabody High School was abandoned, and a new high school, named Little Rock Senior High, opened at 14th and Scott Streets. By the 1920s, the growing student population necessitated a larger building. The far-sighted plans of the school board resulted in construction of a new high school on a site in Civitan Park at 14th and Park Streets.

Central High was designed in the Neo-Gothic Revival style by Little Rock architects George R. Mann, Eugene John Stern, John Parks Almand, George H. Wittenberg, and Lawson L. Delony. Gordon Walker of Salina, Kansas, was the general contractor for the building, while the landscape architect for the site was John Highberger of Memphis, Tennessee. When it was completed in 1927, the $1.5 million five-story buff-brick building, with its irregular but generally Y-shaped plan, was the nation's largest high school and the state's second largest structure, ranking only behind the State Capitol. Architecturally unique among Arkansas school structures, the American Institute of Architects labeled it as "America's Most Beautiful High School." Among the most impressive features of the new building were the four statues of Greek goddesses located over the front entrance, which represented Ambition, Personality, Opportunity, and Preparation. Three thousand pupils, with a recessed locker for each, could be accommodated in the 100 classrooms of the new school, and its auditorium, seating 2,000 people, had the largest stage in the state.

Setting the pace for state education, Central High was the first school to offer comprehensive vocational/business education training and foreign language instruction. Two student organizations at Central -- the Quill and Scroll Society and Cum Laude -- are charter members of their national organizations. In 1931 a team of prominent educators from eastern colleges referred to the school as "perhaps the best and most complete high school in the world." The school's student newspaper, the *Tiger*, became widely recognized, and it has been the recipient of numerous national awards.

When 12,000-seat Quigley Stadium (named for Earl Quigley who was a coach for Tiger football teams from 1914 until 1935) was constructed on the campus in 1936, it was the state's largest stadium and one of the largest in the South. The Tiger fieldhouse was constructed in 1951 to provide updated facilities for the basketball teams, who had been using the auditorium stage for their games.

In 1969, a new library-media center, named for Jess W. Matthews who served as principal of Central High from 1945 to 1965, was constructed on Central's campus. Other new additions to the high school in recent years include modern instrumental music facilities, a vocal musical center, a guidance center, and a business education facility for simulated office practice.

Little Rock Crises

Influence of Brown v. Board of Education of Topeka

Two cases (*Brown v. Board of Education of Topeka)*, concerned with the legality of separation by race in public education, reached

the U.S. Supreme Court in 1954 and 1955. In the first case (347 U.S. 483), often referred to as *Brown* I, the Court held that segregation in public schools at all levels was unconstitutional. While the *Brown I* decision on May 17, 1954, reversed *Plessy v. Ferguson* (1896), with its "separate but equal" ruling on railroad accommodations, the 1954 ruling was the culmination of the legal debate on segregation in education that had been before the courts since 1938. The Court held that to separate African-American school children by race induces a sense of inferiority that retards educational and mental development, that "separate education facilities are inherently unequal," and that the plaintiffs were "by reason of the segregation complained of, deprived of the equal protection of the laws guaranteed by the Fourteenth Amendment."

In the second *Brown* case (349 U.S. 294), often referred to as *Brown II*, on May 31, 1955, the Court held that the pace of desegregation in schools was the responsibility of school authorities, would depend on the problems and conditions facing individual communities, and should be carried out "with all deliberate speed." After the 1955 decision, the case was returned to federal district courts for implementation.

The Supreme Court's refusal to require immediate implementation of its decision in *Brown I* and its adoption of the "all deliberate speed" standard in 1955 provided notice that the struggle to gain the promised right to equal educational opportunity would be long and difficult. Nevertheless, the *Brown* decisions became the symbol of racial equality and led to the dismantling of overt racial segregation policies that marked every important public function in much of the country. It sparked major reform in racial laws, policies, and even patterns of thought and behavior. Moreover, it heightened the expectations of African-Americans, particularly those of an expanding middle class, thus contributing enhanced vitality to the on-going civil rights movement.

After marking time for some months after the *Brown II* decision, during which limited progress toward school integration was made in the border states and upper South, segregationists began actively to obstruct implementation of the Supreme Court's ruling in early 1956. The unanticipated action of lower courts in upholding the Supreme Court's ruling bred widespread panic among many southern whites and gave rise to a pervasive mood of defiance in the region. Politicians in Virginia urged massive resistance to the Court's orders and invoked the doctrine of interposition, claiming that the state had a right to interpose its authority against an alleged violation of the Constitution by the Supreme Court. One hundred Congressmen issued a "southern manifesto" in March 1956, censuring the Supreme Court and praising state efforts to resist forced integration by lawful means. White citizens' councils sprang up in numerous southern communities, ostensibly to protect the constitutional rights of whites, but actually to prevent free access of African-Americans to public schools. Given a new lease on life by the mood of resistance sweeping the South, a revived Ku Klux Klan found considerable support among hard-core segregationists ready to commit or condone virtually any activities to preserve white supremacy in America.

Emergence of the Crisis: May 1954 - August 1957

Surprisingly, the great test for the resurrected doctrine of interposition came in Little Rock. Of all southern cities, Little Rock was among the least likely scenes for a dramatic confrontation between state and federal power. This comparatively progressive upper-South capital city had been among the first communities in the border states and the former Confederacy to make preparations for compliance with the *Brown I* and II decisions. The percentage of African-American students in Little Rock public schools was less than that of Wilmington, Louisville, Washington, Baltimore, or St. Louis -- all of which had previously abandoned "Jim Crow" educational facilities. The Little Rock school system also contained relatively fewer African-Americans than did those of Nashville, Charlotte, Greensboro, or Winston-Salem -- the southern cities that joined Little Rock in desegregating in the fall of 1957.

One day after the May 17, 1954, *Brown* decision, the Little Rock school board instructed Superintendent of Schools Virgil T. Blossom to draw up a plan for compliance. Although less than enthusiastic about the change, neither Blossom nor any school board member suggested defiance of the Supreme Court's ruling. Later in May 1954, school authorities made public their decision and announced that

planning for school desegregation would begin immediately.

During the following year, Blossom formulated and reformulated desegregation arrangements. Originally conceived as a plan for substantial integration beginning at the elementary school grade level, the Little Rock Phase Program, known as the Phase Program Plan, that emerged in May 1955 provided for token desegregation starting in September 1957 at one senior high school — Central. The second phase would extend tokenism to junior high schools by 1960, with the final step of desegregation on the elementary level tentatively scheduled for the fall of 1963. A transfer provision would permit students to escape from districts where their race was in the minority; thus assuring that the heavily African-American Horace Mann Senior High School zone would remain segregated. A rigid screening process eliminated most of those remaining African-American students who were eligible and who wanted to attend the formerly white Central High School.

By August 1957, having further reduced the number of African-American children who might possibly attend Central High School during the 1957-58 school year, the school board gave tentative approval for approximately 25 African-American students to enroll at Central -- a figure that was about 10 percent of the number it had told the federal district court would be attending. By the time that school started, it developed that only nine children between the ages of 14 and 16, with their parents' consent, decided to make the effort to attend Central High School in the face of continuing opposition. These nine students -- Minnijean Brown, Elizabeth Eckford, Ernest Green, Thelma Mothershed, Melba Pattillo, Gloria Ray, Terrence Roberts, Jefferson Thomas, and Carlotta Walls -- would become known as "The Little Rock Nine," and in 1958 they would be awarded the prestigious Spingarn Medal by the National Association for the Advancement of Colored People (NAACP).

In its final form, the Phase Program plan, although consistent with the gradual, token approach set out in the Supreme Court's *Brown II* decision, contained a questionable approach to the problems of desegregation. The plan contained a key flaw. Desegregation was delayed until 1957 specifically to allow time for construction of two new city high schools -- Hall High School in west Little Rock for whites, and Horace Mann High in east Little Rock for African-Americans. With the exception of limited facilities for technical training, Little Rock had traditionally operated two senior high schools — one (Dunbar) for African-Americans and one (Central) for whites. Located at the corner of 11th Street and Wright Avenue, the Paul Laurence Dunbar Junior and Senior High School had been dedicated on April 14, 1930, to replace Gibbs High School as Little Rock's African-American high school. In 1932, Dunbar received a junior college rating, and its curriculum was accepted as the basis for admission to colleges and universities throughout the United States.

Upon completion, Hall, located in the western part of the city, enrolled students from the Pulaski Heights area, the status residential area and home of Little Rock's most influential people. Central, situated geographically between the two new schools and the only school to be desegregated, was left with pupils drawn primarily from the city's lower and middle classes. This arrangement added an element of class conflict to the racial controversy and allowed segregationist spokesmen to charge that integrationists were sacrificing the common citizen while protecting the wealthy. More important, it removed the center of white moderation from direct involvement in the desegregation efforts.

In January 1956, 27 African-American students attempted to enroll in Little Rock's white public schools. When they were denied admittance, the NAACP filed suit. On August 27, 1956, in *Aaron v.* Cooper (143 F. Supp. 855; E.D. Ark. 1956), Judge John E. Miller rejected the NAACP's argument and upheld the Phase Program Plan on the grounds that it was in compliance with the Supreme Court's second *Brown* decision. He retained jurisdiction of the suit in the event that further questions might arise during the course of the plan's implementation. The NAACP appealed the decision to the U.S. Court of Appeals for the Eighth Circuit, and on April 26, 1957, the appellate court unanimously affirmed Miller's ruling (243 F. 2d. 361; C.A. 8, 1957).

During the next several months, the Capital Citizens' Council, later assisted by the League of Central High School Mothers, aggressively promoted public opposition to desegregation. Although a member of the Arkansas Association of Citizens' Councils, the Capital Citizens'

chapter was a local movement which drew its greatest popular support from working-class districts, although it enjoyed sympathy from substantial numbers of other white citizens, particularly those in lower-class neighborhoods and in lower-status, middle-class areas. Ministers, lawyers, and a few independent businessmen were most prominent among the organization's leadership. Ministers, mainly of the Missionary Baptist denomination, were probably the most active single group. Robert E. Brown, publicity director for a Little Rock radio-television station, was chapter president in 1957, but Amis Guthridge, an attorney and states' rights political advocate, appeared to be the council's foremost leader.

During the spring of 1957, the Capital Citizens' Council launched an intensive propaganda campaign, disseminating leaflets and sponsoring advertisements attacking integration, holding rallies (three times with out-of-state speakers), initiating letter writing campaigns aimed at Governor Orval E. Faubus, spreading, and perhaps originating, rumors about impending violence, and organizing crowds to disrupt public meetings of the school board. The segregationists' most persistent demand was for Faubus to intervene to prevent violence and preserve dual segregated school systems in the state capital.

The appearance of Governor Marvin Griffin and Roy Harris of Georgia, frequent orators on the Citizens' Council circuit throughout the South, at a council fund-raising banquet in Little Rock on August 22 was one of the more publicized events in the summer-long war of nerves. Assuring listeners that Georgia would not allow school integration, the two featured speakers called upon Arkansas to join in the support for white supremacy and the defense of segregation. On August 20, two days prior to the dinner, Faubus had telephoned Griffin to request that he refrain from advocating violent action while in Arkansas. When Griffin gave assurances, the Arkansas governor invited the visiting Georgia governor to stay overnight in the executive mansion. Although the conversations between the two men and the Arkansas governor allegedly concerned topics other than segregation, the Georgians' visit proved to be one of several effective Capital Citizens' Council propaganda strokes. Faubus testified shortly afterward that people were approaching him and asking why Arkansas had integration if Georgia did not.

As a result of these developments, the approaching integration of Central High School emerged as a highly politicized event that was not merely a local school administrative issue. Fearing difficulties and perhaps becoming aware of their exposed position, school authorities began a desperate search for support of their desegregation plan. During the summer of 1957, Blossom conferred frequently with Little Rock Chief of Police Marvin H. Potts, an opponent of desegregation who, although promising to maintain law and order, showed little enthusiasm and was apparently hesitant to make specific commitments. The superintendent and School Board President William G. Cooper, Jr., appealed to Federal District Judge John E. Miller asking for a public pronouncement pointing out to potential troublemakers the consequences of obstructing the court-approved desegregation plans, but the judge refused.

Blossom then turned to Governor Faubus, requesting that the governor issue a public statement promising to maintain order and to permit no obstruction to integration, thus making the state responsible for peaceful desegregation in Little Rock. After Faubus refused to issue such a statement, Blossom, accompanied by members of the school board, made repeated attempts to press the governor for a commitment. Anxious to justify their request, school spokesmen probably exaggerated the dangers of public disorder by reiterating fears that outside agitators might converge on Little Rock to disrupt desegregation as they had in the northeastern Arkansas town of Hoxie in 1955.

However, the publicity resulting from Hoxie's desegregation difficulties, effective agitation by white supremacy organizations, and the growing mood of social reaction spreading across the South made racial issues too immediate to be ignored. In January 1956, Faubus released the results of a public opinion poll, which showed that a large majority of Arkansas citizens were opposed to integration. At the same time, he made his first detailed statement on racial issues during his 13-month tenure as governor, declaring that he would not be a party in any attempt to force acceptance of change on people so overwhelmingly opposed to change. Faubus encouraged local communities to work out plans of action in accordance with the needs of their school districts and the demands of their patrons

and promised that the force of the governor's office would be used to defend the decisions of the individual school districts in the state. Shortly thereafter, he endorsed the work of an unofficial committee studying problems posed by the Supreme Court ruling. The committee, composed entirely of east Arkansas (eastern Arkansas had the highest concentrations of African-Americans in the state, and thus its schools were the ones most significantly affected by the *Brown* decision) spokesmen, recommended a locally administered pupil assignment measure and a protest interposition resolution. The proposed pupil placement act delegated to district school authorities the task of assigning pupils to schools according to specified criteria. With Faubus' backing, both measures became law by initiative petition.

During the 1956 gubernatorial primary, Faubus' chief opponent was White Citizens' Council organizer James D. Johnson who rested his primary appeal to Arkansas voters on racial demagoguery. Since the election campaign developed no other issue, Faubus turned to a more positive defense of segregation. Although he denounced Johnson and another staunchly segregationist candidate as "hate preachers," Faubus repeatedly promised that there would be no forced integration of public schools in the state during his governorship. Faubus handily won in the first primary by polling more votes than his four opponents combined. Thus, the election results seemed to indicate that the governor's "common man" approach and racial "moderation" was pleasing to a solid majority of Arkansas' citizens.

In practice, Arkansas followed a laissez-faire policy toward compliance with the *Brown* decision prior to the autumn of 1957, leaving each school district to work out its own racial problems. Under this arrangement, five Arkansas communities desegregated, and five more were planning to do so in 1957.

The Crisis: August --October 1957

Little Rock, however, interrupted the state's policy of drift. Here, school authorities and organized segregationists -- the effective voices of both the proponents and the enemies of desegregation -- insisted that the governor take action to preserve order. Faubus found himself in a dilemma, having promised not to force integration upon an unwilling community and at the same time having indicated an intention not to subvert federal law with state action. Fearful of being pushed to the unpopular side of a major racial controversy, Faubus maneuvered to avoid taking a stand at Little Rock during the last days of August 1957.

Faubus first invited the administration of President Dwight D. Eisenhower to accept the burden. The Department of Justice responded to Faubus' inquiry by sending Arthur B. Caldwell, head of its civil rights division, to Arkansas to meet with the governor on August 28. Faubus, expressing fear of violence, questioned the Justice Department representative about federal assistance in the event of trouble. Caldwell could only explain that the Eisenhower administration did not wish to get involved and would assume no advance responsibility for maintaining order. The Eisenhower administration compounded Faubus' problems by allowing a report on the confidential conversation with Caldwell to leak to the press, and Faubus reacted angrily when reporters asked about the talks. The governor observed that the federal government was "cramming integration down our throats" and then demanding that we "protect ourselves while we're carrying out their orders."

After the conference with Caldwell, the governor helped initiate, and testified in support of, a Mothers' League petition asking an Arkansas chancery court to enjoin school authorities from carrying out planned desegregation at Central High. Faubus informed the court that violence was likely if immediate integration were attempted in the increasingly tense city. Relying heavily upon the governor's testimony, the chancery court judge issued the injunction on August 29. The following day, however, Federal District Court Judge Ronald Davies issued an injunction that voided the chancery court order.

With the school fall term opening date approaching, Faubus had to choose his course of action. On September 1, 1957, he announced publicly that he had no plans concerning Little Rock and privately indicated that he intended to let city officials deal with the problem. That night he had a long talk with Superintendent Blossom, who again impressed upon Faubus the necessity for state support. Faubus refused to make the commitment, hinting instead that he might intervene to block the school board's desegregation plans. The governor did act on the next day by ordering the State Militia of the

Arkansas National Guard, which had been alerted earlier, to prevent desegregation at Central High School. Appearing on television that evening, he explained that the mission of the soldiers was "to maintain or restore order and to protect the lives and property of citizens." During the emotion-packed weeks that followed, Faubus insisted that he was not interposing state authority to defy a federal court order. He reiterated that he was neither opposing integration nor defending segregation, and he stated repeatedly that he acted only to prevent violence. Nevertheless, he had committed himself to a segregationist course of action, and finding that his actions rode a wave of popularity, he found his range of political maneuvering sharply narrowed.

Governor Faubus dispatched the National Guard, supplemented by a small cadre of state police personnel, to Central High School on Monday, September 2. That evening Blossom and the school board released a public statement asking the nine African-American children scheduled to begin classes with their approximately 1,900 white schoolmates the next morning to remain at home until the legal issues of school integration had been settled. The guardsmen turned back the African-American employees at Central High School, while the board, now trapped between national and state power, appealed to the federal district court in Little Rock for instructions. Judge Ronald Davies ordered the board to carry out its desegregation plan.

On September 4, eight of the African-American children, together with a group of African-American and white ministers, went to Central High School and attempted to approach the building only to be refused admittance by armed guardsmen and state troopers. Elizabeth Eckford arrived later by bus and was met by a jeering mob as she alighted from the bus at 12th and Park streets. Seeing the guardsmen in front of the school, she hurried in their direction. She was not allowed to pass the soldiers and was forced to return through the growing mob to her bus stop. As members of the mob crowded around her with taunting remarks, she proceeded in the direction of Ponder's Drug Store at the corner of 16th and Park Streets to escape. A store employee saw her coming and locked the door. She then went to sit on a bench at the bus stop on the northwest side of 16th and Park Streets with a howling mob around her. Finally, aided by a sympathetic white woman, she boarded a city bus to leave the area.

School officials returned to court on September 5, petitioning Judge Davies for a temporary suspension of desegregation and calling attention to the developing tension and antagonism which, it felt, would disrupt education at the school. Hearings on this request were held September 7, and Judge Davies rejected the board's plea that same day. Two days later, Davies ordered the U.S. Attorney General to file a petition immediately for an injunction against Faubus and two officers of the Arkansas National Guard. The Department of Justice filed the petition on September 10, and Davies set the hearing for ten days hence.

During the period between September 2 and September 20, the Eisenhower administration watched indecisively as National Guard troops (that would reach a maximum of 280 men) and state policemen (that reached a maximum of 18 men on September 10) maintained segregation at Central High School in defiance of federal authority. Not until September 5 did the president make a firm statement that "the federal Constitution will be upheld by me by every legal means at my command." This pronouncement, however, was qualified the following day when an administration spokesman assured reporters that Eisenhower still opposed the use of federal troops to enforce court orders.

Meanwhile, the National Guard remained at Central High School watching the curious crowds, which in turn had gathered to watch them. In a telegram to Eisenhower, Faubus stated his suspicions that federal agents were not only tapping his telephone lines but were also "discussing plans to take into custody, by force, the head of a sovereign state." While the governor dramatically surrounded the executive mansion with guardsmen, U.S. Congressman Brooks Hays sought a negotiated settlement of the impasse and arranged a meeting between Eisenhower and Faubus at Newport, Rhode Island, on September 14. The meeting ended inconclusively, and race relations continued to deteriorate in Little Rock as sentiment hardened on all sides.

On Friday, September 20, the federal district court began hearings on the Department of Justice's petitions for an injunction against Governor Faubus and the National Guard

officers. The governor's attorney immediately presented arguments that the district court had no right to question a chief executive's judgment in relation to "the performance of his constitutional duties" and that Davies should disqualify himself for lack of impartiality. When the judge dismissed the motion, Faubus' attorneys demanded and received permission to depart. The hearings continued despite the absence of the defense. Later that day, Davies issued a petition enjoining Faubus, the National Guard commanders, and any of their agents from further obstructing desegregation in Little Rock. Faubus promptly removed the guardsmen and departed for a southern governors' conference at Sea Island, Georgia, predicting that violence would result if desegregation were attempted.

The precipitous removal of the soldiers left Little Rock to rely upon its own resources in dealing with what had now become a dangerously tense situation. The city had the weekend of September 21-22 to prepare for the beginning of desegregation on Monday, September 23. During this period, Mayor Mann attempted to support the school administration, releasing a statement calling for peaceful acceptance of integration and warning that peace officers would deal sternly with illegal interference. By this time, however, Mann's authority had collapsed. He was a lame-duck mayor as the city had previously voted to go to a city manager form of government. He was unable to control his own administration, and no element of civic leadership offered support to the beleaguered mayor. The police department agreed to maintain order but refused to escort African-American children to Central High School. The city appealed to both Judge Davies and the Justice Department for federal marshals to escort the African-American students, but both refused. The fire department balked at providing hose equipment, although police officials made it clear that success in mob control depended largely on "the supplementary use of water." Thus, the leaderless city slipped toward violence.

Desegregation began under the protection of the undermanned and ill-prepared city police on Monday morning, September 23. When the crowd that had formed at the front of the school was diverted to an attack on four African-American newsmen, the nine African-American students entered Central High School through a side door. By lunchtime a mob of some 1,000 whites outside the school had become so large and belligerent that the police on duty had been increased from 50 to 100. Apprehensive school and city administrators, fearful lest there be bloodshed, ordered the removal of the African-American students by a side exit. That afternoon Mann asked the Eisenhower administration for federal troops to restore order. Eisenhower issued Proclamation 3204 (22 F.R. 7628) commanding "all persons engaged in such obstruction of justice to cease and desist therefrom, and to disperse forthwith." Although the African-American students did not appear at Central High School on September 24, a crowd, though smaller (estimated to consist of some 350 persons) and less violent than the one the day before, reformed. The situation in Little Rock remained explosive. Mann, after several telephone conversations with Justice Department officials, sent a telegram to Eisenhower officially asking for federal intervention. Later that day, the president issued Executive Order 10730 (22 F.R. 7628), which provided "Assistance for the Removal of an Obstruction to Justice Within the State of Arkansas." The order federalized the National Guard and ordered the Secretary of Defense to employ the Arkansas soldiers as well as federal troops to enforce the federal district court order. Within hours some 200 soldiers of the First Airborne Battle Group, 327th Infantry, of the 101st Airborne Division from Fort Campbell, Kentucky, arrived in Little Rock, encamping that evening on the athletic fields behind Central High School. Other units of the First Airborne Battle Group, totaling 51 officers and 904 enlisted men, soon followed, augmented by men and materiel from other military units.

Operation Arkansas, a history of the Army's participation in the events surrounding the integration of Central High School, provides a detailed description of the military deployment at the school beginning during the night of September 24-25. The report stated:

Immediately in the rear of the school proper was an eight-foot cyclone fence with two gates. Back of the fence lay an athletic practice field and back of the practice field a school stadium . . . In addition to the main entrance there were 10 other entrances along the sides of the school and in the rear. There were two gates to the stadium, one on 14th Street and the other on 16th; each located just past the cyclone fence separating the practice field from the school proper. During the night of 24-25 September, the airborne troops moved in and employing three rifle companies threw a

cordon around the school starting at the stadium gate on 14th Street and extending to the gate on 16th Street. Command post and bivouac and reserve areas were established on the practice field and in convenient portions of the stadium. The two other rifle companies were held as a group reserve, one at the school [in the basement of the south side of the school] and the other on 30-minute alert status at the Army Reserve Armory in the city about three miles away. The troop cordon employed 319 men. The reserve force consisted of 60 men on the school grounds in front of the school and 283 in the stadium behind the school. The mortar battery was assigned responsibility for the entrances and interior of the school. At least two guards were posted at each of the entrances (a total of 36 men were used) and a detail of 4 officers and 31 enlisted men was assigned to patrol the hallways and maintain order inside. The military police detachment from the Fort Chaffee support force established roadblocks a city block from the perimeter at most points to prevent congregation of dissident groups. Sixteenth Street was closed to traffic from Park to Jones Street and Park Street was closed to traffic from 14th to 16th Streets. Students were prohibited from using the student parking lot. At the request of the City Police, Fourteenth Street remained open for through traffic past the school, and military police were directed to keep the traffic on this street moving.

All troops were in position by 5:00 AM on Wednesday, September 25. The men wore steel helmets and gas masks and carried individual arms with bayonets fixed. The troops inside the school carried nightsticks and wore bayonets on their belts. Small arms and chemical ammunition were held at a central point in the reserve area in the school basement. A central command post was established under the stadium, and a central collection point was established at the stadium where apprehended civilian offenders were to be brought for processing by the city police.

On the morning of September 25, an Army station wagon, "with an escort of one jeep with a soldier guard in front and another following in the rear," went to the home of Daisy Bates, who with her husband L.C had moved to Little Rock in 1941 to establish the *Arkansas State Press*, an African-American newspaper, and was the president of the Arkansas chapter of the NAACP. At the Bates residence the soldiers picked up the nine African-American teenagers. After a short drive to the high school, the youngsters formed a single file and, surrounded by a platoon of soldiers carrying rifles with bayonets fixed, marched through a jeering crowd into Central High School where they were met by the hall guards. When the nine teenagers went to their classrooms, a soldier guard followed each student, and this guard remained outside the door of the classroom. Between classes the guard kept his assigned student under general surveillance.

Prior to the arrival of the African-American students, a crowd had gathered in front of the school, many milling around beyond the troop perimeter as well as on the porches and lawns of nearby private houses. A reserve force was used to support a slight buckle in the troop line caused by the converging crowd when the students entered the school. After their entry, the crowd increased and demonstrated signs of rising belligerency. The reserve troops were again employed to disperse the groups crowding around the roadblocks and on private property and to extend the perimeter to deny the crowd observation of the school grounds and building. These maneuvers triggered several incidents and arrests, but by noon the area was relatively free of spectators. There were no further incidents that day and that afternoon one officer and eight enlisted men escorted the African-American students from the school to the station wagon and they were returned to the Bates residence.

During the evening of September 25, the 3d Battalion of the 153d Infantry of the Arkansas National Guard replaced the airborne battle group troops on active guard duty at the high school, employing a force of 15 officers and 200 enlisted men with a reserve of 5 officers and 60 enlisted men. Two-man fixed posts were set up at each of the school entrances, two-man walking patrols were placed every 25 yards around the perimeter of the building areas, and six-man roadblocks were stationed at three points near the front of the school. The National Guard troops carried their individual arms, but bayonets were worn sheathed on belts. The rifle companies of the airborne battle group took up their bivouac in the stadium with one company on 30-minute alert prepared to assist if necessary.

At 6:00 AM on Thursday, September 26, the airborne troops relieved the 153d Infantry, carrying out their operations in the same manner as the day before except that the number of

enlisted hall guards was reduced from 31 to 20. At night, the 153d Infantry again relieved the airborne troops. The following day (Friday) the number of troops in the cordon was reduced from 319 to 270, the door guard was reduced from 36 to 18, the escort of the African-American pupils was "materially reduced," and 16th Street was opened to traffic past the school.

While troop strength was gradually reduced at Central High School, attendance (the school's enrollment was about 1,900) increased from a low of 1,250 on September 25 to 1,415 on September 27. Because the situation at Central High School was relatively quiet, a football game and dance scheduled for Friday night were held on the school campus without incident. To make room for the game, two of the airborne rifle companies were removed from the stadium to the reserve center and one was placed in front of the school as a local reserve. During the weekend, one company of the airborne battle group continued security at the school. Posts were established at each door, and seven walking patrols were employed on the exterior. However, Park Street between 14th and 16th Streets remained barricaded.

When school opened on Monday, September 30, attendance increased to 1,520, and the airborne troops stood guard without gas masks and with bayonets on their belts (bayonets had been removed from their rifles on Sunday, September 29). The cordon was discontinued, replaced by seven two-man walking patrols and four jeep patrols of four men each operating on the four sides of the school. Eighteen men remained at the various school entrances, but the hall guard was reduced to four officers and eleven enlisted men. The escort to the school (changed from the Daisy Bates residence to that of the father of one of the nine students) was maintained, but only one lieutenant accompanied the African-American pupils from the station wagon to the school door. At noon Park Street was opened to traffic past the school, and restrictions were removed on parking in the student parking lot. At noon the guards were also removed from the doors, and the number of jeep patrols, which operated to an outer perimeter of eight blocks in all directions from the school, was increased to seven.

At 6:00 AM on Tuesday, October 1, the Arkansas National Guard took over the daylight duty at Central High School, employing 13 officers and 132 enlisted men in the active guard and 3 officers and 57 enlisted men in a reserve. Inside the school, the hall guards were replaced by a detail of one officer and eight enlisted men in the principal's office on call for duty as needed. Door guards were placed only at the main entrance and at the stadium gates. The motorized patrols were reduced from seven to three. The plan for the escort of the African-American students into the school called for one officer to accompany them a few steps and then point the way to the door, but to let the students proceed on their own.

When the nine African-American students arrived at Central High School on October 1, four entered the school through the southeast entrance and five through the main entrance. At the top of the steps, 30 to 35 white male students formed side by side, stopping the African-American pupils. On call, the escort troops dismounted from their jeeps and started toward the steps. When they had covered about half the distance, the white students broke up and the African-American pupils entered the school amid jeers. The remainder of the day, which witnessed the increase of school attendance to 1,692, was marred by incidents in which some white students harassed the African-American pupils by throwing spitballs and pencils at them.

On Tuesday, October 2, in accordance with the battalion rotation plan under which the National Guard was operating, the 3d Battalion, 153d Infantry, took over the duties at the school. The reserve force was doubled, and the active guard slightly increased. The 3d Battalion was not familiar with the layout of the inside of the school and had not completely positioned its interior guard when school opened. When the African-American students arrived at the school, a crowd of 60-70 white students formed a blockade at the main entrance, forcing the African-Americans to enter the school through a side door. A group of white pupils kicked the books from the hands of one of the African-American males, and he and another African-American student were subjected to another attack inside the school, two white boys kicking them and throwing can openers at them in the locker room. During the rest of the morning, the African-American students were subjected to shoving, crowding, jostling, and jeering. Unable to intervene in the first incidents and believing that its orders did not permit intervention to prevent the sort of incidents that occurred later,

the National Guard nevertheless assigned 18 men from the reserve to provide two escorts for each of the African-American students.

After the aforementioned incidents, military protection for the African-American students at Central High School was increased on Wednesday, October 3. The mortar battery of the 1st Airborne Battle Group, 327th Infantry, was assigned full responsibility for the entire school building, including steps and entrances. Two guards were posted at each entrance, and two guards were assigned to escort each African-American student to and from classes and to remain available outside classrooms on call. A reserve force was located in the school basement, available on five-minute call to move to any scene of disturbance within the building. The National Guard remained responsible for the exterior of the building and for motor patrols but with its strength increased to 16 officers and 166 men in the active guard and 11 officers and 156 men in the reserve. An escort of 30 guardsmen accompanied the nine African-American students from their vehicle to the school steps where they were turned over to the protection of the airborne mortar company. Park Street between 14th and 16th Streets was blocked to traffic during the morning.

This show of force was reinforced by actions taken by the school authorities. The three white male students who had kicked the African-American pupils and thrown can openers at them were suspended. Students were officially notified that if they participated in a rumored walkout they would be suspended and not permitted to reenter the school until their parents appeared to re-enroll them.

The nine African-American students entered Central High School without incident on Wednesday, October 3, although there was "some spasmodic, half-hearted jeering from the on-lookers." Harassment inside the school subsided temporarily, and the rumored walkout was largely a failure. Several minutes after school started a group of 40-60 white students walked out of the school and crossed Park Street to join a similar-sized group of students that had not entered the school. The students aided by some 25-35 adults, set fire to an African-American dummy in a tree. National Guard personnel quickly doused the fire and dispersed the crowd with only several minor incidents occurring.

While a sullen calm settled over the city, the nine African-American teenagers continued to attend Central High School. As tensions eased, the troop escort for the African-American students from their vehicle to the school steps was gradually reduced to one National Guard officer by October 18 and eliminated entirely on October 24. The participation of the airborne troops at the high school was slowly diminished while that for the National Guard was increased, and the number of Army troops in Little Rock was gradually reduced. On October 24, the hallway guards were reduced from 30 to 16 (the four officers remained), the door guards were removed except for two at the main entrance, and the exterior guard was reduced to five two-man details, two one-man details, and a three-man motor patrol. Within the school six of the nine African-American students agreed to the elimination of their personal escorts, and individual escort for the three students who had requested it was discontinued on November 13. On October 25, the African-American students arrived at the school for the first time in civilian vehicles driven by their parents with military surveillance reduced to the operation of a motor patrol along their route. On November 13, the last of the paratroopers departed from Central High School, leaving complete responsibility for security operations at the high school with the steadily shrinking National Guard personnel. On November 27, the last of the Regular Army forces were withdrawn from Little Rock, leaving a shrinking detachment of federalized guardsmen in control until May 29, 1958, when the last of the National Guard personnel, numbering 383, were discharged.

By this time, Little Rock had become the hub of southern resistance to racial desegregation. The city gained international media attention, as it became a Mecca to be visited by segregationist speakers from throughout the South. Race relations worsened, and the Capital Citizens' Council assumed a major voice in urban affairs. Governor Faubus demonstrated a growing penchant for demagoguery, filling the media with accusations such as the charge that soldiers were entering the girls' physical-education dressing rooms at the high school.

Aftermath of the Crisis: 1957 – 1959

Desegregated classes at Central High continued throughout the 1957-58 school year. Despite the

continued presence of the federalized National Guard, there were continuing problems at Central High, resulting in calls for intensified guard operations by the local NAACP. The nine African-American students attending Central High were subjected to an endless campaign of verbal harassment and physical attacks, the high school was subjected to a series of bomb scares, and various devices, including dynamite, a railroad flare, a railroad torpedo, and firecrackers, were found in the school. More than 100 white students were suspended and four were expelled for various activities, while one of the African-American girls was expelled. Nevertheless, integration was achieved, and on May 27, 1958, Ernest Green, who would become an assistant secretary of labor and is currently a managing director at a major investment firm in Washington, D.C., became the first African-American to graduate from Central High. Both the baccalaureate (held on May 25) and graduation ceremonies in Quigley Stadium were conducted without incident, although city police and National Guardsmen patrolled the school grounds and surrounding streets and reserve troops were quartered under a portion of the stadium and inside the lower school gymnasium.

During the 1957-58 school year, Faubus continued to confront federal authority, and in January 1958 he declared that "the Supreme Court decision is not the law of the land." This was the first time that he had questioned the legal validity of the *Brown* decision. In his quest for the Democratic gubernatorial renomination, Faubus campaigned against the federal government, outsiders in general, the NAACP, and the *Arkansas Gazette*, as well as against two moderate opponents and a number of prominent politicians supporting them.

In July 1958, Faubus won an almost unprecedented third term, gaining almost 70 percent of the ballots and carrying every county in the state. His margin of victory was so great that the *Arkansas Gazette* editorialized that the moderate position "has been rejected by the mass of voters in this upper Southern state and is now clearly untenable for any man in public life anywhere in the region." In the same election, former Citizens' Council president James Johnson won nomination for a seat on the Arkansas Supreme Court, and, in November, Dale Alford, a segregationist on the Little Rock school board, completed the rout of the moderates by beating incumbent Brooks Hays for a seat in Congress. Claiming that the election demonstrated the voters' approval of his efforts "to retain the rights of a sovereign state as set out in the federal constitution," Faubus reported that he had new plans for continuing the struggle with federal authority.

Events moved rapidly in Arkansas during late August and September 1958. Calling a special session of the legislature, Faubus recommended measures to strengthen the state's authority over the public school system, the most important of which was a bill authorizing the Arkansas governor to close any school by proclamation. Convening on August 26 in a crisis atmosphere, the legislators promptly approved all the bills recommended. The special session added 14 new laws to the Arkansas legislative arsenal. However, Faubus delayed signing them until the U.S. Supreme Court refused an opportunity to retreat from the principles of its *Brown* decision.

Earlier the Little Rock school board had petitioned the federal courts for a 2-1/2-year delay in the implementation of the integration order. The board argued that actions by the state government, community hostility, and the turmoil of the 1957-58 school year had made orderly education on a desegregated basis impossible. On June 20, Federal District Court Judge Harold E. Lemley granted the delay, but the NAACP appealed immediately. After a series of procedural maneuverings, the court of appeals overturned Lemley's decision. The school board then appealed to the U.S. Supreme Court, and in August, the Court agreed to hold a special session to consider the question (only the third such time in modern history). The school board therefore delayed the opening of school for the 1958-59 fall term while both the Arkansas legislature and the Supreme Court met in extraordinary sessions to decide the fate of desegregation in Little Rock. On September 12, 1958, the Court issued its landmark decision *Cooper v.* Aaron (358 U.S. 1, 78 S. Ct. 1401), denying the stay and ordering the school board to proceed with its gradual integration program in compliance with the integration order given by Judge Miller in 1956. Governor Faubus immediately signed the aforementioned 14 bills into law and released a proclamation on September 13 closing all of Little Rock's high schools.

On September 27, 1958, the city's voters endorsed the governor's action in a special

election. Less than 30 percent of the electorate favored "For racial integration of all schools within the Little Rock School District" as the option for reopening the closed schools listed on the ballot. Faubus assured voters that the high schools could be promptly reopened as segregated, private institutions, but federal district and Eighth Circuit Court injunctions prohibited transfer of the school buildings and equipment to private groups. The circuit court order, handed down on November 10, 1958, followed close on the heels of Congressman Brooks Hays' failure to win reelection in the congressional district that included Little Rock. After buying up Superintendent Virgil Blossom's contract, all the board members except Congressman-elect Dale Alford resigned. In December 1958, Little Rock elected a new school board. The massive resistance forces led by the Capital Citizens' Council and supported by Faubus, put up one slate of candidates, while a group of Little Rock businessmen recruited an alternate ticket, which took a more "moderate" position in the campaign. The voters chose three board members from each group, resulting in a hopelessly divided board.

During the early months of 1959, Little Rock drifted -- its high schools closed and its citizens torn between the racial extremism institutionalized by the Capital Citizens' Council and growing calls for moderation. After a number of school teachers and administrators incurred the wrath of white supremacy elements due to their support for actions to end the crises at Central High School during the previous school year, the school board took up the question of teacher contracts at its May 5, 1959, meeting. The three segregationist members wanted to dismiss the offending employees, while the three moderate members favored rehiring all school personnel. After lengthy debate, the three moderates walked out, and the three segregationist members proceeded to terminate the contracts of 34 teachers, 2 principals, 5 other administrative officials, and 3 secretaries.

Little Rock moderates, having failed to rally effectively behind the cause of public education, now had a new issue. Local Parent-Teacher Associations (PTAs), other school organizations, and the Women's Emergency Committee (WEC) to Open Our Schools, led by Mrs. Adolphine Terry, initiated the anti-purge movement. The Women's Emergency Committee, an organization of upper and upper-middle class women established at the Terry Mansion (presently the Decorative Arts Museum, a part of the Arkansas Arts Center, in Little Rock) to support an open-schools vote in the September referendum, now numbered more than 1,000 members. Important Little Rock business leaders were already publicly committed to the reopening of schools, and they gave strong support to the anti-purge movement. Earlier In March 1959, the Little Rock Chamber of Commerce, alarmed by the negative impact the school controversy was having on the city's economy, released a formal statement of policy. While expressing faith in segregation, the statement defended the rule of law and the importance of public education. It called for the schools to be reopened on a desegregated basis. Three days after the purge of the schoolteachers, the WEC, along with 179 Little Rock business and civic leaders, organized the Committee to Stop This Outrageous Purge (STOP). The group issued a statement demanding the recall of the three segregationist board members and undertook to circulate recall petitions.

The Capital Citizens' Council, the Mothers' League, and the newly formed States' Rights Council countered by circulating petitions for the recall of the three moderate board members. Within days both STOP and the segregationists had enough signatures to force elections for all six seats on the board. STOP led the moderate campaign, while the segregationists created the Committee to Retain Our Segregated Schools (CROSS) to lead their election effort.

Although Faubus intervened late in the campaign on the side of the segregationists, the hard fought election on May 25 resulted in a decisive victory for the moderates. The three anti-Faubus board members, basing their moderate campaign on a program promoting order, stability, and economic growth of the city, retained their seats, while the three segregationist members were recalled. This represented the first time that Governor Faubus had been clearly beaten on a matter pertaining to race and the public schools.

During June 1959, the Little Rock school board, now composed of three moderates and two new members appointed by the county board of education, voted to strike the May 5 session completely from the record and discussed reopening the high schools in the fall. At its next meeting, the board announced formally that the

schools would be reopened on a basis acceptable to the federal courts. On June 18, a three-judge federal district court declared the Arkansas school-closing and funds withholding laws unconstitutional and ordered the city school board to proceed with its original desegregation plan.

Little Rock peacefully desegregated its white public high schools on August 12, 1959. Although Faubus stated that he remained opposed to "forced" desegregation, the school board received organized public support. The city government, breaking a long silence, announced that disorder and lawlessness would not be tolerated. The police department, now capably led and properly prepared, dealt firmly and promptly with public disturbances. Thus, the Little Rock desegregation crisis came to an end.

When the schools reopened in 1959, they did so under a pupil assignment desegregation plan, in which attendance zone lines were redrawn to enhance desegregation. This arrangement was kept until 1964, when the district instituted a "freedom of choice" plan allowing students in all grades to attend the school of their choice if space was available.

APPENDIX C: HISTORIC DISTRICT

Boundaries

The boundaries of this historic district, which was listed in the National Register of Historic Places on August 16, 1996, are roughly Dr. Martin Luther King, Jr., Drive on the east, mid-block between Rice and Jones Streets on the west in the northern portion of the district and Schiller Street on the west in the area south of Wright Avenue, West 12th Street on the north, and Roosevelt Road on the south.

Description

The area known as the "Central High Neighborhood" is located directly to the west of the "Original City of Little Rock." Additions to the City of Little Rock in this area are laid out in a basic grid pattern. There are 824 extant buildings included in the historic district. The majority of these structures are historic buildings of which 796 are residential. In addition, the historic district contains four schools, including Little Rock Central High School, two churches, and 22 commercial buildings.

The majority of the development in the Central High Neighborhood falls into two distinct eras. During the years between 1900 and 1914, 316 (38 percent) of the buildings in the district were constructed. The other significant period of construction followed World War I, most notably between 1920 and 1930, when 274 (33 percent) of the buildings were constructed.

Of the 824 properties in the district, 423 (51 percent) have been determined as contributing to its historic significance. In addition, 288 (35 percent) are considered to be non-contributing historic structures (altered or synthetically sided) and 113 (14 percent) are non-contributing buildings constructed since 1947.

The Central High Neighborhood Historic District is largely residential in composition and is bisected by Wright Avenue, the historic commercial corridor through the area. Though the platting of additions to the city had taken place between 1877 and 1919, little building occurred in the "West End" of Little Rock until the late 1890s.

Around 1870, however, Milton Rice built an imposing Gothic Revival residence, known as Oak Grove, on twelve acres among the rolling hills west of the Little Rock City limits. Although greatly altered from its original appearance, the Gothic style tower is still visible. A contributing structure in the Central High Neighborhood, the Rice-Bowman House, located at 2015 S. Battery Street, is the earliest extant structure in the district.

The only deviation from the typical grid street pattern and standard size lot in the Central High Neighborhood is found in the 2000 block of Battery. When Rice's land was platted as Oak Terrace Addition by its new owner H.S. Bowman, a "Flower Garden" running through the center of Battery Street was planned. During the development of the addition, the public green space was confined to the 2000 block of Battery. Today a central median spans the length of this block.

During the 1870s and 1880s, Rice's neighbors included farms like Orin Sheldon's dairy operation (on property sold to him by Rice), West End Park, and open fields and forest lands. Significant construction of homes did not begin in the Central High Neighborhood until the mid-1890s.

Growth of the neighborhood was rapid during the early 20th century, many additions being platted within a few years of each other. Consequently, particular building types are not confined to single additions in the district. However, most of the district's 27 buildings constructed before 1900 lie in the portion of the neighborhood to the north of Wright Avenue.

The buildings in the Central High Neighborhood Historic District reflect varied popular tastes in architecture during the period 1890-1946. The district's architectural diversity is characterized in its eclectic strain of Queen Anne, Colonial Revival, English Revival, Spanish Revival, Craftsman, American Foursquare, and Plain Traditional styling.

The majority of the buildings in the Central High Neighborhood Historic District are in fair to good condition. Over time and in the absence of zoning, however, intrusions have impacted the neighborhood. "White flights" into neighborhoods farther west beginning after World War II and quickening during the 1960s have added to the changes in the district's stability. The greatest threat to the neighborhood's architectural integrity is deterioration due to transient residents, inadequate maintenance, demolition necessitated by deterioration, modification of homes to accommodate larger numbers of families, and the prevalent application of artificial exterior siding. Inner city deterioration has occurred in some areas of the district. Absentee ownership has created many problems for the neighborhood, because such properties are sometimes not well maintained. Despite these pockets of deterioration, however, the streetscape and landscape of the historic district remain largely intact.

Significance

The historic district's significance is summarized in its National Register of Historic Places nomination form:

> . . . The West End neighborhoods of mid-town Little Rock are defined by a momentous historical event which occurred eighty years after the property was initially platted for development. In fact, 86% of the structures were built ten years before the "crisis" at Central High School brought the city and the racially charged situation to national prominence. The important, or perhaps notoriety, which these neighborhoods gain from their association with such a nationally significant event does not diminish their illuminating historic development, representative of the growth in the first half of this century of a middle and working class neighborhood of mixed use (residential, commercial, educational, and religious) and, ironically, to some extent interracial composition. The architecture of the neighborhood -- overwhelmingly Colonial Revival (27%) and Craftsman (32%) in style -- is reflective of the principal growth periods, 1899-1910 and 1911-1930, respectively (though the overall period of significance is 1890-1946). Moreover, the variation in building scale and decorative detailing seen throughout the district expresses the demographic and socioeconomic variety of its residents.

The National Register nomination form concludes that the "district whose centerpiece, Central High School, is such an integral part of our nation's collective consciousness about integration and race relations, offers a clear picture on a more parochial scale of a working and middle class neighborhood in the first half of this century where African-American[s] and whites were neighbors."

Advisory Council On Historic Preservation

The Old Post Office Building
1100 Pennsylvania Avenue, NW, #809
Washington, DC 20004

Reply to. 12136 West Bayaud Avenue, #330
Lakewood, Colorado 80226

June 1, 1999

Harlan Unrau
National Park Service
Denver Service Center
12795 W. Alameda Parkway
P.O Box 25287
Denver, CO 80225-0287

RE. *Development of a General Management Plan for Little Rock Central High School, Little Rock, AR*

Dear Mr. Unrau.

Thank you for notifying our office about the referenced planning initiative and providing us with a copy of your recently executed project agreement for the preparation of a General Management Plan (GMP) and Environmental Impact Statement for Little Rock Central High School We look forward to providing you with our views concerning management issues as they relate to this very significant historic property and regarding the resulting compliance matters under the National Historic Preservation Act and the 1995 Nationwide Programmatic Agreement among the Council, NPS, and National Conference of State Historic Preservation Officers

We agree that the planning process for this GMP presents some unique challenges for your agency, not the least of which entails developing management and interpretive strategies for an operating high school; a truly distinctive component of the National Park System Providing a worthwhile visitor experience that does not interfere with the continued use of the school as an educational institution is an imposing task. We are pleased, therefore, to hear that identification of, and contact with, various stakeholder groups has already taken place As the planning process moves forward and elements of the GMP are developed, we would appreciate future opportunities to provide our comments on the draft plan.

If you have any questions regarding this matter, please contact Jane Crisler in our Denver Office at (303) 969-5110. Thank you for your continued cooperation.

Sincerely,

liropaxos.tif

Don L. Klima
Director
Office of Planning and Review

Arkansas State Historic Preservation Officer

The following are informal comments made by the State Historic Preservation Officer during a meeting with the National Park Service on the May 4, 1999 at the Little Rock High School.

- A key concern relates to how the NPS is going to integrate the historic site within the framework of an operating high school.

- Central High School should remain an operating high school within a viable functioning neighborhood.

- Parking lots should not take over the neighborhood. How is parking to be addressed? One possible solution might be to bring visitors to the NHS from outlying parking lots via school buses.

- The high school and its grounds need to be made handicap accessible.

- Some visitors should have access to the high school to experience the "feeling" of the 1957 events from inside of the school.

- There is no room inside of the high school for interpretation. The Park Service could locate interpretation in a facility/building on the campus.

- There is a concern that the Dunbar school's place in history not be overlooked.

- Any NPS development should be architecturally compatible with the buildings in the surrounding neighborhood.

- NPS should preserve the streetscape of the high school and adaptively use the houses across the street.

- Vandalism of automobiles is a concern in the area of the high school.

- The civil rights Institute should be operated within the framework of a partnership.

United States Department of the Interior

NATIONAL PARK SERVICE
DENVER SERVICE CENTER
12795 W ALAMEDA PARKWAY
P O BOX 25287
DENVER, COLORADO 80225-0287

IN REPLY REFER TO:

N1621 (DSC-PDS)
CEHS A246

JUL 13 2000

Mr Allen Mueller
Field Supervisor
Arkansas Ecological Services Field Office
U S. Fish and Wildlife Service
1500 Museum Road, Suite 105
Conway, AR 72032

JUL 21 2000

Dear Mr Mueller

Reference Little Rock Central High School National Historic Site
General Management Plan/Environmental Impact Statement

Subject Request for List of Federal Species of Concern

This letter is a request for a current list of federally listed, proposed, and candidate species, designated and proposed critical habitat, and other species or habitats of concern that may be present at Little Rock Central High School National Historic Site, Pulaski County, Arkansas (see attached map)

The National Park Service (NPS) is developing a general management plan for this site In accordance with 50 CFR 402.12 and to facilitate project planning, please provide us your list, as well as any relevant comments including construction timing and/or seasonal restrictions, within 30 days of receiving this request

If you have any questions or comments concerning this letter, please contact me at (303) 969-2360 Thank you for your time and consideration

Sincerely,

Mary McVeigh

Mary McVeigh
Outdoor Recreation Planner

Enclosure

No federally listed endangered, threatened or candidate species present.

Environmental Coordinator
U.S. Fish and Wildlife Service

Log#

Date

United States Department of the Interi

NATIONAL PARK SERVICE
DENVER SERVICE CENTER
12795 W ALAMEDA PARKWAY
P O BOX 25287
DENVER, COLORADO 80225-0287

RECEIVED
JUL 17 2000
RIVER BASINS

IN REPLY REFER TO:

N1621 (DSC-PDS)
CEHS A246

JUL 13 2000

Mr Bob Leonard
Arkansas Game & Fish Commission
#2 Natural Resources Drive
Little Rock, AR 72205

Dear Mr Leonard

Reference Little Rock Central High School National Historic Site
General Management Plan/Environmental Impact Statement

Subject Request for List of Federal Species of Concern

This letter is a request for a current list of federally listed, proposed, and candidate species, designated and proposed critical habitat, and other species or habitats of concern that may be present at Little Rock Central High School National Historic Site, Pulaski County, Arkansas (see attached map)

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If you have any questions or comments concerning this letter, please contact me at (303) 969-2360 Thank you for your time and consideration

Sincerely,

Mary McVeigh
Outdoor Recreation Planner

Enclosure

ARKANSAS GAME & FISH COMMISSION
Our records indicate no federally listed endangered and/or threatened fish and wildlife species occur in the project area
Date: 7-18-2000
Signed: Robert K. Leonard



Dear Friends;

As the first superintendent of Central High School National Historical Site, I would like to extend an invitation to you to help us plan for the future management of the park. A planning meeting is scheduled to develop alternatives for the general management plan on **Wednesday, April 12,** from **9:00 am to 4:00 pm** at the **Little Rock Public Library** at 100 Rock Street. The workshop will be held in the **East Room** on the first floor.

The general management plan is now entering a critical second phase to formulate multiple management alternatives that will explore future facilities, partnerships, visitor services, and the management framework for the park. Your participation will be essential to ensure community input and assistance to provide for a successful future.

Please **RSVP** to **Diane East,** Hot Springs National Park, at **501-624-3383,** extension **620,** by **April 9th.** Please include the name of your organization, representative, and telephone number.

I look forward to working with you and developing our partnerships for the future.

Sincerely,

David C. Forney
Superintendent

APPENDIX E: SITE VISITOR AND VEHICLE COUNTS

Site Visitor and Vehicle Counts to Date

	Number	1997	1998	1999	2000	Total
JAN.	Groups	NA	8	8	5	21
	Group Visitors	NA	88	72	15	175
	Buses	NA	5	7	5	17
	Private Individuals	NA	347	284	59	690
	Cars	NA	139	114	24	276
FEB.Y	Groups	NA	12	22	32	66
	Group Visitors	NA	204	682	736	1,622
	Buses	NA	6	14	34	54
	Private Individuals	NA	805	2,690	2,903	6,398
	Cars	NA	322	1,076	1,161	2,559
MAR.	Groups	NA	8	17	11	36
	Group Visitors	NA	80	289	143	512
	Buses	NA	6	14	9	29
	Private Individuals	NA	316	1,140	564	2,020
	Cars	NA	126	456	226	808
APRIL	Groups	NA	10	25	16	51
	Group Visitors	NA	210	675	320	1,205
	Buses	NA	9	18	12	39
	Private Individuals	NA	828	2,662	1,262	4,752
	Cars	NA	331	1,065	505	1,901
MAY	Groups	NA	13	16	44	73
	Group Visitors	NA	234	496	1,936	2,666
	Buses	NA	20	13	44	77
	Private Individuals	NA	923	1,956	7,636	10,515
	Cars	NA	369	782	3,054	4,206
JUNE	Groups	NA	10	12	13	35
	Group Visitors	NA	180	204	143	527
	Buses	NA	16	9	20	45
	Private Individuals	NA	710	805	564	2,079
	Cars	NA	284	322	226	832
JULY	Groups	NA	22	24	28	74
	Group Visitors	NA	594	936	1,232	2,762
	Buses	NA	57	17	14	88
	Private Individuals	NA	2,343	3,692	4,859	10,894
	Cars	NA	937	1,477	1,944	4,358
AUG.	Groups	NA	11	11	NA	22
	Group Visitors	NA	176	132	NA	308
	Buses	NA	16	11	NA	27
	Private Individuals	NA	694	521	NA	1,215
	Cars	NA	278	208	NA	486
SEPT.	Groups	NA	8	9	NA	17
	Group Visitors	NA	128	63	NA	191
	Buses	NA	14	8	NA	22
	Private Individuals	NA	505	248	NA	753

	Number	1997	1998	1999	2000	Total
	Cars	NA	202	99	NA	301
OCT.	Groups	6	15	14	NA	35
	Group Visitors	60	225	252	NA	537
	Buses	6	3	14	NA	23
	Private Individuals	237	887	994	NA	2,118
	Cars	95	355	398	NA	847
NOV.	Groups	6	8	11	NA	25
	Group Visitors	66	72	77	NA	215
	Buses	6	6	10	NA	22
	Private Individuals	260	284	304	NA	848
	Cars	104	114	122	NA	339
DEC.	Groups	5	4	5	NA	14
	Group Visitors	25	24	25	NA	74
	Buses	4	4	5	NA	13
	Private Individuals	99	95	99	NA	293
	Cars	40	38	40	NA	117
ANNUAL TOTAL	Groups	17	129	174	149	469
	Group Visitors	151	2,215	3,903	4,525	10,794
	Buses	16	162	140	138	456
	Private Individuals	596	8,737	15,395	17,847	42,575
	Cars	238	3,495	6,158	7,139	17,030

Source: Based on group visitor data provided by the Central High Museum and Visitor Center, 2000 The distribution of individual visitors by year and by month was assumed to be similar to the distribution of group visitors

Monthly Site Vehicle and Visitors to Date

	1997	1998	1999	2000	Total
January					
Total Visitors	NA	435	356	74	865
Total Vehicles	NA	144	121	29	293
February					
Total Visitors	NA	1,009	3,372	3,639	8,020
Total Vehicles	NA	328	1,090	1,195	2,613
March					
Total Visitors	NA	396	1,429	707	2,532
Total Vehicles	NA	132	470	235	837
April					
Total Visitors	NA	1,038	3,337	1,582	5,957
Total Vehicles	NA	340	1,083	517	1,940
May					
Total Visitors	NA	1,157	2,452	9,572	13,181
Total Vehicles	NA	389	795	3,098	4,283
June					
Total Visitors	NA	890	1,009	707	2,606
Total Vehicles	NA	300	331	246	877
July					
Total Visitors	NA	2,937	4,628	6,091	13,656
Total Vehicles	NA	994	1,494	1,958	4,446
August					
Total Visitors	NA	870	653	NA	1,523
Total Vehicles	NA	294	219	NA	513
September					
Total Visitors	NA	633	311	NA	944
Total Vehicles	NA	216	107	NA	323
October					
Total Visitors	297	1,112	1,246	NA	2,655
Total Vehicles	101	358	412	NA	870
November					
Total Visitors	326	356	381	NA	1,063
Total Vehicles	110	120	132	NA	361
December					
Total Visitors	124	119	124	NA	367
Total Vehicles	44	42	45	NA	130
Annual Total					
Total Visitors	747	10,952	19,298	22,372	53,369
Total Vehicles	254	3,657	6,298	7,277	17,486

Source: Based on group visitor data provided by the Central High Museum and Visitor Center, 2000.

APPENDIX F: RELATED NATIONAL SITES

National Park System Units

Booker T. Washington National Monument (Hardy, Virginia)

This 19th-century plantation was the birthplace (1856) and early childhood home of Booker T. Washington, the founder of Tuskegee Institute in 1881. By 1908, when he returned to visit the plantation where he had been born a slave, he had become a leading African-American educator and orator.

Boston African-American National Historic Site (Boston, Massachusetts)

The site contains 15 pre-Civil War African-American historic structures, linked by the 1.6-mile Black Heritage Trail. The meetinghouse is the oldest standing African-American church in the United States. Augustus Saint-Gaudens' memorial to Robert Gould Shaw, the white officer who first led African-American troops during the Civil War, stands on the trail.

Smith School is also located in the national historic site. The school represents the pivotal point in legally mandated school segregation when the Massachusetts Supreme Court established the separate but equal principle in *Roberts v. City of Boston* (1849). This principle directly influenced the U.S. Supreme Court's decision in *Plessy v. Ferguson* (1896) that allowed separate but equal under the Constitution. Located in a pre-Civil War free African-American community, Smith School was the all African-American school associated with this first legal challenge to school segregation.

Brown v. Board of Education National Historic Site (Topeka, Kansas)

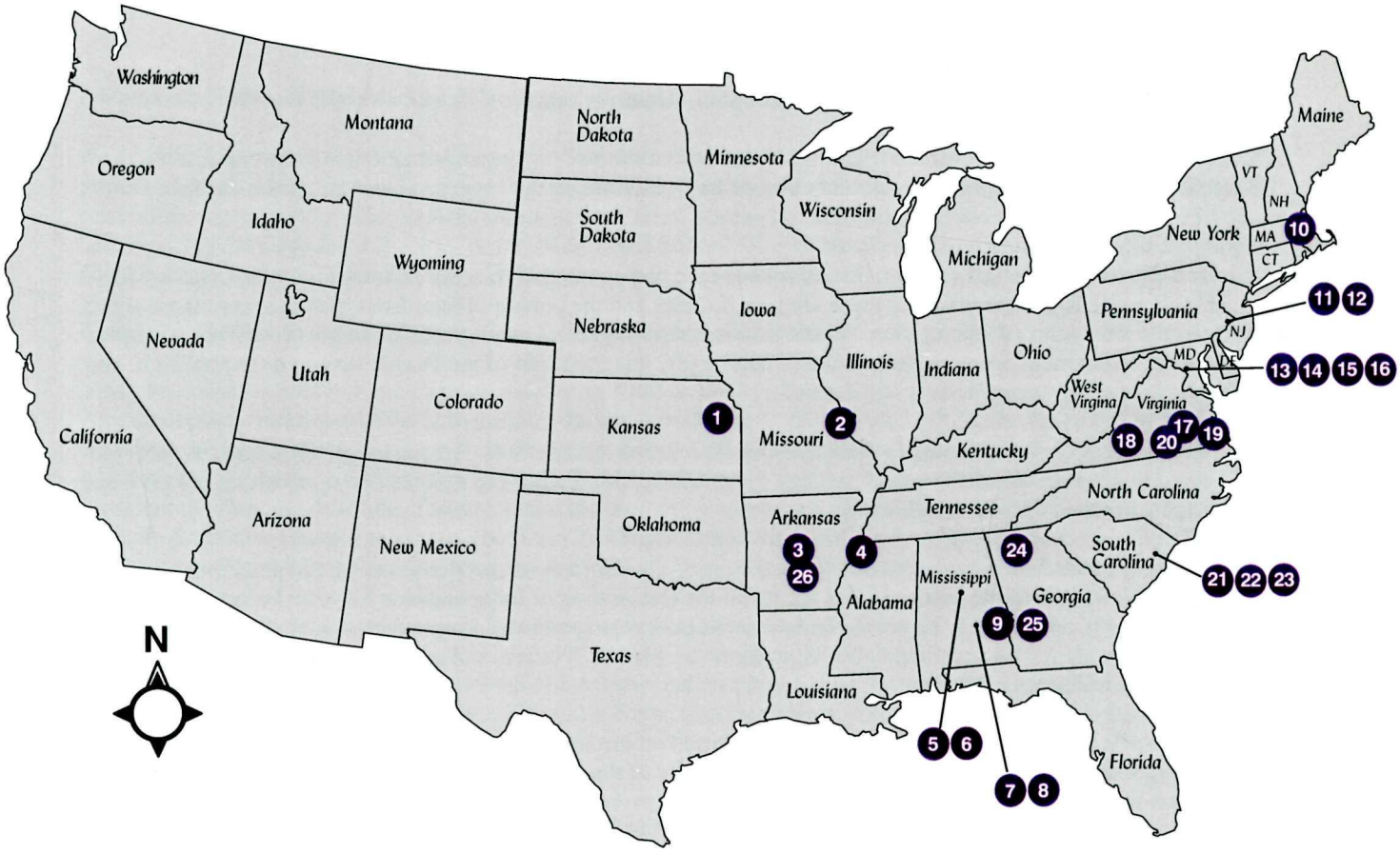
The 1954 landmark Supreme Court decision that concluded that "separate educational facilities are inherently unequal" and constituted a violation of the equal protection of the laws clause of the Fourteenth Amendment led to the end of legal racial segregation in the public schools of the United States. That decision is commemorated at Monroe School, the segregated school attended by Linda Brown at 1515 Monroe Street, Topeka, Kansas. Brown was represented before the Supreme Court by Thurgood Marshall, later the first African-American to sit on the Court. This school symbolized the harsh reality of discrimination in educational facilities under the "separate but equal" doctrine prior to the Court's historic decision. The park was established not only to commemorate the *Brown* decision but also to interpret the integral role of that decision in the history of the Civil Rights movement in the United States.

Frederick Douglass National Historic Site (Washington, D.C.)

From 1877 to 1895, this was the home of the nation's leading 19th-century African-American spokesman. Douglass was a leader in the effort to abolish slavery prior to the Civil War, and after the war he was active in the struggle to ensure that the newly freed slaves would enjoy the full measure of their Civil Rights under the Constitution. Among other achievements, he was U.S. minister to Haiti in 1889.

George Washington Carver National Monument (Diamond, Missouri)

The birthplace and childhood home of George Washington Carver, African-American agronomist, educator, and humanitarian, includes a museum and Discovery Center. The national monument also has a 3/4-mile trail that passes the birthplace site, Boy Carver statue, restored 1881 Moses Carver House, and Carver family cemetery.



1. Brown v. Board of Education NHS*
2. Jefferson National Expansion Memorial
3. Dunbar High School
4. National Civil Rights Museum
5. Birmingham Civil Rights Institute
6. Sixteenth Street Baptist Church
7. Selma to Montgomery National Historic Trail
8. Dexter Avenue Baptist Church
9. Tuskegee Institute NHS
10. Boston African American NHS
11. Louis Redding House
12. Howard High School
13. Frederick Douglass NHS
14. Mary McLeod Bethune Council House
15. M Street High School
16. John Philip Sousa Junior High School
17. Maggie L. Walker NHS
18. Booker T. Washington NM**
19. Hampton Institute
20. Robert Russa Moton High School
21. Liberty Hill Baptist Church
22. Summerton School
23. Scotts Branch School
24. Martin Luther King, Jr., NHS
25. William Spencer Industrial High School
26. Daisy Bates House National Historic Landmark

* *National Historic Site*

** *National Monument*

Related National Sites

Little Rock Central High School National Historic Site

United States Department of the Interior • National Park Service
DSC • 037 • 20015 • AUG 2001

Independence National Historical Park (Philadelphia, Pennsylvania)

This is the site associated with the drafting of both the Declaration of Independence and the Constitution of the United States. Basing his words in the Declaration of Independence on the concept of human rights, Thomas Jefferson wrote:

We hold these truths to be self evident, that all men are created equal, that they are endowed by their Creator with certain inalienable Rights, that among these are Life, Liberty and the pursuit of happiness, that to secure these rights, Governments are instituted among Men, deriving their just powers from the consent of the governed, that whenever any form of Government becomes destructive of these ends, it is the Right of the People to alter or to abolish it, and to institute a new Government.

These words not only served to justify the American Revolution against Great Britain in 1776 but they also served as the creed that would define the new American nation. They also formed the cornerstone upon which our civil and human rights policies with other nations are founded.

Likewise, the Constitution was written during the summer of 1787 in the State House at Philadelphia, the same building in which some of the delegates had approved the Declaration of Independence 11 years before. The purpose of the Constitution, according to its preamble, was to "form a more perfect Union, establish Justice, insure domestic Tranquillity, provide for the common defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity."

Nevertheless, the Constitution was flawed. It compromised on the issue of slavery and said nothing concerning the rights of minorities. This dichotomy between the philosophy of the Declaration of Independence, upon which the Constitution was based and human rights began to grow and create tensions in the American political system.

Jefferson National Expansion Memorial (St. Louis, Missouri)

This memorial on St. Louis' Mississippi riverfront, which memorializes Thomas Jefferson and others who directed territorial expansion of the United States, includes the St. Louis Old Courthouse where Dred Scott sued for freedom in the historic slavery case. In 1857, the U.S. Supreme Court ruled in *Dred Scott v. Sandford* that Scott was not a citizen of the United States or the state of Missouri, and thus was not entitled to sue in the federal courts. The ruling also stipulated that Scott's temporary residence in free territory had not made him free upon his return to Missouri.

Maggie L. Walker National Historic Site (Richmond, Virginia)

This house at 1101/2 E. Leigh Street, Richmond, was the home of an ex-house slave's daughter who became a bank president and a leading figure in the Richmond African-American community.

Martin Luther King, Jr., National Historic Site (Atlanta, Georgia)

The birthplace, church, and grave of Dr. Martin Luther King, Jr., Civil Rights leader during the 1950s and 1960s, are the principal historic sites in this park. The neighborhood includes the Martin Luther King, Jr., Center for Nonviolent Social Change, Inc., which continues the legacy and work of King. The surrounding 68.19-acre preservation district includes Sweet Auburn, the economic and cultural center of Atlanta's African-American community during the late 19th and early 20th centuries.

Mary McLeod Bethune Council House National Historic Site (Washington, D.C.)

This site preserves the home of the noted educator, presidential advisor, Civil Rights activist, and founder of the National Council of Negro Women, which was established in 1935. It commemorates Bethune's leadership in the African-American women's rights movement from 1943 to 1949.

Nicodemus National Historic Site (Nicodemus, Kansas)

Nicodemus, Kansas, is the only remaining western town established by African-Americans during the reconstruction period, and represents the western expansion and settlement of the Great Plains. It is the site of the oldest reported post office supervised by African-Americans in the United States. The site includes five privately owned buildings: The First Baptist Church, St. Francis Hotel, Nicodemus School District Number One, African Methodist Episcopal Church, and Township Hall.

Tuskegee Airmen National Historic Site (Tuskegee Institute, Alabama)

This park includes Moton Field constructed during 1940 to 1942 to house flight school operations for African-American pilot candidates in the U.S. military during World War II. On March 7, 1942, the first class of African-American aviation cadets graduated from Tuskegee Army Airfield and became the nation's first African-American military pilots. Formally dedicated in 1943, the field was named in honor of Robert Russa Moton, the second president of Tuskegee Institute. The successful training of these pilots at Tuskegee led the military to expand its African-American aviation program. The Army Air Force established another African-American unit, the 332d Fighter Group, and began plans for a segregated medium bomber group known as the 477th Bombardment Group.

Tuskegee Institute National Historic Site (Tuskegee Institute, Alabama)

Booker T. Washington founded this college for African-Americans in 1881. Preserved here are the brick buildings the students constructed themselves, Washington's home, and the George Washington Carver Museum, which serves as the visitor center. The college continues to function as an active educational institution that owns most of the property within the national historic site.

National Historic Trails

Selma-to-Montgomery National Historic Trail (Alabama)

The Selma-to-Montgomery March for voting rights ended three weeks—and three events—that represented the political and emotional peak of the modern Civil Rights movement. On "Bloody Sunday," March 7, 1965, some 600 Civil Rights marchers headed east out of Selma on U.S. Route 80. They got only as far as the Edmund Pettus Bridge six blocks away, where state and local lawmen attacked them with billy clubs and tear gas and drove them back into Selma. Two days later on March 9, Martin Luther King, Jr., led a "symbolic" march to the bridge. After receiving federal district court protection for a third, full-scale march from Selma to the state capitol in Montgomery, some 3,200 marchers under the leadership of King set out for the capitol on March 21, walking 12 miles a day along U.S. Route 80 and sleeping in fields. By the time they reached the capitol on March 25, they were some 25,000-strong. Less than five months after the last of the three marches, President Lyndon Johnson signed the Voting Rights Act of 1965.

National Historic Landmarks

Brown Chapel AME Church (Selma, Alabama)

Both the building and the members of Brown Chapel AME Church played pivotal roles in the Selma, Alabama, marches that helped lead to the passage of the 1965 Voting Rights Act. The starting point for the Selma-to-Montgomery marches, Brown Chapel also hosted the Southern Christian Leadership Conference for the first three months of 1965. A. J. Farley, a little-known African-American builder, built brown Chapel AME Church, with its imposing twin towers and Romanesque Revival styling, in 1908.

Charles Sumner House (Boston, Massachusetts)

Home of white abolitionist and attorney Charles Sumner who, along with Boston's African-American attorney, Robert Morris, argued for equal education in *Roberts v. City of Boston*. Sumner concluded that separate could never be inherently equal and that segregation marked a race as inferior. Such an argument would not be made again for another century, until the NAACP's professional and graduate school cases in 1950 and again in the school segregation cases consolidated in the U.S. Supreme Court's *Brown v. Board of Education decision* in 1954 that overturned the separate but equal doctrine.

Dexter Avenue Baptist Church (Montgomery, Alabama)

Built in 1877, the Dexter Avenue Baptist Church is associated with the Civil Rights movement in the 1950s and Dr. Martin Luther King, Jr., who first received national and international attention while serving as pastor there. This church served as the headquarters of the Montgomery Improvement Association, which under the leadership of King carried out a successful boycott of segregated city buses in 1955, thus initiating what would become known as the modern-day Civil Rights movement in the United States.

Bates House (Little Rock, Arkansas)

The Daisy Bates House is significant for its role as the de facto command post for the Central High School desegregation crisis in Little Rock, Arkansas, during 1957-58. As the president of the local chapter of the National Association for the Advancement of Colored People, Ms. Bates was influential in guiding the integration of the "Little Rock Nine" to Central High School from her home.

Hampton Institute (Hampton, Virginia)

Now a liberal arts college, the Hampton Normal and Industrial Institute was founded by the American Missionary Association in 1868 to offer vocational education to former slaves. The Hampton Institute quickly became a model for other schools established during Reconstruction. The most influential and well known of these was the Tuskegee Institute in Alabama, founded by Hampton's most famous alumnus, Booker T. Washington.

Lincoln Hall, Berea College (Madison County, Kentucky)

A private school founded in 1855, Berea College was the first college established in the United States for the specific purpose of educating African-American and white students together. In 1904 the Kentucky state legislature mandated that African-American and white students could only be taught simultaneously if they were twenty-five miles apart. The U.S. Supreme Court upheld the state's right to pass laws to regulate state chartered private institutions on the basis of race, thus lending additional credence to do the same for public schools. This is the only instance in which the U.S. Supreme Court upheld school segregation in higher education.

Robert Russa Moton High School (Farmville, Virginia)

Named for Booker T. Washington's successor as president of Tuskegee Institute, this school served as the segregated high school for African-Americans in Prince Edward County, Virginia. Constructed in 1939, the high school is a one-story, simply designed brick building containing eight classrooms, an office, and an auditorium. Overcrowding had reached crisis levels by 1951, resulting in a student protest strike led by Barbara Johns. Student action soon led to formal litigation in *Davis V. County School Board of Prince Edward County*. Although the U.S. Supreme Court addressed this suit in *Brown v. Board of Education*, the county school board adopted a policy of resistance and opted to improve Moton High School rather than integrate its student body. The Commonwealth of Virginia led the "massive resistance" movement against the Supreme Court decision by threatening to close its public schools. The schools in Prince Edward County were closed from 1959 to 1964, making it the only county in the nation to close its public schools for an extended period to avoid desegregation. The case continued and spawned similar suits long after the *Brown* decision because of the county's devotion to "massive resistance."

Sites Listed on the National Register of Historic Places

Dunbar Junior and Senior High School and Junior College (Little Rock, Arkansas)

Named for Paul Laurence Dunbar, a noted African-American poet during the early 20th century, Dunbar Junior and Senior High School was dedicated on April 14, 1930, as the Negro School of Industrial Arts. In 1932, Dunbar became one of only two industrial arts schools in the South to receive a junior college rating, and its curriculum was accepted as the basis for admission to colleges and universities throughout the United States.

In 1943, the school was involved in a dispute concerning equal pay for African-American and white teachers in the Little Rock School system. The dispute was resolved in the case *Morris v. Williams*, heard before the U.S. Eighth Circuit Court of Appeals, which established the principle of "equal pay based on professional qualifications and services rendered."

Dunbar Senior High School was closed at the end of the 1955-56 school year, and its students were transferred to Horace Mann, the new senior high school for African-Americans in Little Rock. Dunbar Junior High School remained open and continues to function as an operating school.

Howard High School (Wilmington, Delaware)

This school is significant for its role in the 1951 *Belton v. Gebhart* desegregation case in New Castle County, Delaware. Ethel Belton led the petition drive for African-American students in Claymont, a Wilmington suburb, to attend a local white high school rather than commute to Wilmington to attend the African-American Howard High School. The suit was combined with four other desegregation cases before the U.S. Supreme Court under the umbrella of *Brown v. Board of Education.*

M Street High School (Washington, D.C.)

The M Street High School represents one of the finest educational facilities for African-Americans that was constructed during the early 20th Century. Faculty members provided academic training in the liberal arts rather than the industrial arts, and encouraged African-American students to pursue graduate and professional education at leading American universities and to break down society's racial barriers. Carter G. Woodson and Charles Hamilton Houston are among the school's most illustrious graduates.

Sixteenth Street Baptist Church (Birmingham, Alabama)

The Sixteenth Street Baptist Church is located next door to the National Civil Rights Institute. The church served as the center for African-American community life and Civil Rights activities since its construction in 1911 during the 1950s and 1960s. On September 15, 1963, during racial unrest in Birmingham, four children attending Sunday school were killed when a bomb exploded near the sanctuary. This was the turning point in resolving the Civil Rights protest in Birmingham and became a rallying cry for action throughout the nation. The deaths of the children followed by the loss of President John Kennedy two months later gave birth to a tide of grief and anger – a surge of emotional momentum that helped ensure the passage of the 1964 Civil Rights Act.

Summerton High School (Summerton, South Carolina)

Summerton is nationally significant for its association with the *Briggs v. Elliott* school desegregation case, and it is the only school still standing of the five schools in Clarendon County School District #22 associated with this case. It was the white school used as a direct comparison to the facilities available to African-American students at the Scotts Branch School in Summerton. Rev. J.A. De Laine led efforts to integrate public schools in Clarendon County, South Carolina, and to equalize educational opportunities for the community's African-American youth. Thurgood Marshall argued the *Briggs* suit before the U.S. District Court in South Carolina and before the U.S. Supreme Court as one of the five school desegregation cases that was consolidated under *Brown v. Board of Education.*

Supreme Court Building (Washington, D.C.)

Constructed in 1935, the Supreme Court building is significant because of its association with the Supreme Court of the United States and the site where the *Brown v. Board of Education* decision was rendered in 1954. The ideal of separation of powers had been of the utmost concern to the delegates to the Constitutional Convention of 1787. Writing in *the Federalist Papers*, No. 47, James Madison stated that "the preservation of liberty requires that the three great departments of power should be separate and distinct." The long overdue construction of a magnificent building exclusively for the use of the Supreme Court was a dramatic illustration of a commitment to the early Republic's faith in the separation of powers that would bear fruit in a long line of court cases including *Brown*.

Sites not Listed on the National Register of Historic Places

Charleston School District (Charleston, Arkansas)

Designated a national commemorative site in 1998, the Charleston School District was the first in the 11 states of the former Confederacy in which the children of both races attended integrated schools under a desegregation plan that reflected a school board's willingness to follow the spirit and principles of the Supreme Court's historic *Brown* decision. When classes opened for the fall semester on August 23, 1954, 11 African-American students, including three ninth-graders and eight elementary-grade children, and some 480 white students began attending classes together in one integrated school system, some three months after the *Brown* decision was rendered.

Charles H. Wright Museum of African-American History (Detroit, Michigan)

The museum includes exhibits on the history of the Civil Rights movement and the broader national and international spectrum of African-American history.

Civil Rights Memorial (Montgomery, Alabama)

Erected in 1989 through a private effort coordinated by the Southern Poverty Law Center, this memorial identifies key events in Civil Rights history and honors 40 people who lost their lives in the fight for Civil Rights. The designer is Maya Lin, creator of the Vietnam Veterans Memorial in Washington, D.C.

John Philip Sousa Middle School (Washington, D.C.)

This school is associated with the U.S. Supreme Court decision in *Bolling v. Sharpe* that was reached on the same day as the court's decision in *Brown v. Board of Education* ending school segregation in the nation's capital. The case was taken separately from *Brown*, because the decision was based on the due process clause of the Fifth Amendment that did not permit racial discrimination, rather than the Fourteenth Amendment containing the equal protection clause governing the States. African-American students at Brown and Shaw Junior High Schools were denied admission to the then all white John Philip Sousa Junior High School.

Liberty Hill Baptist Church (Summerton, South Carolina)

The majority of meetings associated with the grass-roots movement to desegregate the public schools in South Carolina were conducted in this Clarendon County church. Rev. J.A. De Laine, pastor of the church, and the local African Methodist Episcopal Church pastor solicited support from African-American residents in the Summerton area to challenge discriminatory treatment in the area's public school system. As the principal African-American leader, De Laine recruited plaintiffs and received legal aid from the NAACP for litigation of the *Briggs v. Elliott* case that would later become one of the school desegregation cases before the Supreme Court when it rendered its historic *Brown* decision.

Louis Redding House (Wilmington, Delaware)

Louis Redding, a graduate of Harvard Law School and the first African-American to be admitted to the Delaware bar, lived in the family home during the litigation of two landmark school desegregation cases—Belton v. Gebhart and Bulah v. Gebhart. In the two cases, the Delaware Chancery Court ordered formerly all-white public schools to admit African-American children. This was the first time that a segregated white public school in the United States was ordered by a court of law to admit African-American children. The cases were among the group of school desegregation cases that would be collectively argued before the U.S. Supreme Court under Brown v. Board of Education. The Redding House is also significant for its association with the entire family, whose members have contributed their intellect, professional accomplishments, and devotion to Civil Rights activism in Wilmington and beyond.

National Civil Rights Institute (Birmingham, Alabama)

Opened in November 1992, the institute is located next door to the Sixteenth Street Baptist Church and includes a museum that offers extensive exhibits and multimedia programs that interpret American struggles for Civil Rights (especially Birmingham's role) and global human rights issues. The institute, which was developed through a combination of private and public funding, is a center for education, research, and discussion about civil and human rights issues. Educational programs include workshops, lectures, traveling exhibits, and special events.

Kelly Ingram Park, historically known as West Park, the setting for many confrontations during the Civil Rights movement of the early 1960s, is across the street from the institute. Today the park is distinguished by pleasant landscaping and dramatic metal sculptures depicting police dogs, water cannons, and jailed children. The park has been renamed "A Place of Revolution and Reconciliation."

National Civil Rights Museum (Memphis, Tennessee)

This museum, developed through a cooperative private and public funding effort, offers an elaborate set of interpretive displays, including audiovisual and interactive techniques relating to Civil Rights endeavors in the United States. The museum, which opened in 1991, is housed within the façade of the Lorraine Motel where Dr. Martin Luther King, Jr., was assassinated on April 4, 1968. King and other African-American leaders had come to Memphis to support 1,300 striking sanitation workers. The room where King was staying and the balcony where he was shot have been preserved.

Scotts Branch School (Summerton, South Carolina)

Although the original building no longer exists, this school was the primary focus of arguments to demonstrate the inequality of facilities provided to African-American students in the *Briggs v. Elliot* case. Rev. J.A. De Laine led efforts to integrate public schools in South Carolina and to equalize educational opportunities for the Clarendon County community's African-American youth. Thurgood Marshall argued the *Briggs* suit before the U.S. District Court in South Carolina and before the U.S. Supreme Court as one of the five school desegregation cases that was consolidated under *Brown v. Board of Education.*

William H. Spencer Industrial High School (Columbus, Georgia)

William H. Spencer was a leading African-American educator in the Columbus, Georgia, public school system. The naming of a local high school in his honor commemorates African-Americans in Columbus. In 1931, this school was dedicated to the educational advancement of African-American students by providing college preparatory subjects.

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Civil Rights Movement Resources on the Web

Three documents on the National Park Service – Park Net Web Site

(http://www.nps.gov/), listed under "Links to the Past: National Park Service Cultural Resources – Histories, Cultures, and Places," highlight various historic properties listed in the National Register of Historic Places that are associated with the Civil Rights Movement as well as African-American historic resources in the national park system. These documents are:

We Shall Overcome: Historic Places of the Civil Rights Movement – A National Register of Historic Places Travel Itinerary.

Our Shared History: Celebrating African-American History and Culture – National Parks and Historic Sites.

African-American History in the national park system.

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