



BOSTON AFRICAN AMERICAN NATIONAL HISTORIC SITE

General Management Plan

Environmental Assessment



Cover illustration: Abiel Smith School, 46 Joy Street, Boston, Massachusetts.

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Boston African American National Historic Site
Boston, Massachusetts
National Park Service
United States Department of the Interior
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Preface

After years of hard work, including historical research, sociological assessments, planning sessions, and multiple revisions, we are proud to publish the Boston African American National Historic Site General Management Plan/Environmental Assessment. The enterprise that produced this document was worthy of the African Meeting House, the Museum of African American History, and the Abiel Smith School -- a truly communal effort. With not only the officials and professionals charged with the welfare of the site, but also a wide array of scholars, activists, history enthusiasts, and community well-wishers involved in the process, the management plan/environmental assessment is more than merely an important regulatory document, but has become a testament to the important history of the free African American population of Boston. It is especially gratifying that this plan includes considerations of environmental, social, and demographic factors, coupling thoroughness and far-sightedness with caring and dedication.

Just as Boston looms large in the cultural imagination of our country, especially during the period from the American Revolution to the antebellum period, and beyond, its “free colored society” was equally seminal in shaping the ideals of the ongoing American experiment in interracial democracy. The courageous struggles of this proud group of citizens informed the thinking, and inspired the actions of some of the greatest freedom fighters and orators of the day, from William Lloyd Garrison to Frederick Douglass, from Thaddeus Stevens to Abraham Lincoln. As the conscience of the nation’s most progressive forces, the buildings and homes that comprise the Boston African American National Historic Site preserve in tangible form the history of so many anonymous patriots whose legacy we all enjoy. It is in this spirit that we worked to produce this document.

It still needs to be said that extraordinary things come about due to singular efforts made by exceptional people. In this regard there are many to thank for the success of this process, but a few whose outstanding efforts deserve special mention: Terry Savage, Superintendent, Boston National Historical Park and Boston African American National Historic Site, JT Reynolds, Superintendent, Death Valley National Park, California, and Robin White, Superintendent, William Howard Taft National Historic Site, Cincinnati, Ohio all lent their expertise as site superintendents. Sarah Peskin, Director of Special Planning Projects for the Northeast Region brought her office to bear, insuring the compatibility of the plan with the overall mission and the exigencies of the National Park Service. Appreciation is also due to Dean Eastman, a retired teacher who grew up and worked in New England, and Valerie Cunningham, from the Black Heritage Trail in Portsmouth, New Hampshire. Thanks go out to Ruth Raphael, Planner, Boston National Historical Park; Marty Blatt, Chief Historian, Boston National Historical Park; Beverly Morgan Welch, Executive Director, the Museum of African American History; Chandra Harrington, Curator of Exhibits, the Museum of African American History for holding down the fort, as it were. The staff of the Boston African American National Historic Site and the many scholars assembled all benefited from the spirit and efforts of Michael Terranova, history enthusiast and National Park Service volunteer and Beacon Hill resident and neighbor.

Kenneth Heidelberg, Site Manager, and Bernadette Williams, Supervisory Park Ranger, Boston African American National Historic Site.

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Introduction

In 1980, the United States Congress established Boston African American National Historic Site (BOAF). The mission of BOAF, in partnership with Boston's Museum of African American History (MAAH), is to preserve and interpret, for the benefit, education, and inspiration of the people of the United States, the historic structures and properties in Boston associated with the creation and development of a free African American community on Beacon Hill that, in the face of tremendous opposition, mounted a resistance to the forces of slavery and segregation in the years leading up to and including the Civil War.¹

The BOAF site is on the so-called "North Slope" of Beacon Hill, where a significant proportion of Boston's African Americans lived between the mid-eighteenth through the early twentieth centuries. Today, many of the Beacon Hill homes and meeting places associated with the struggle against slavery and for self-determination are part of BOAF, including the African Meeting House, built in 1806 and the oldest documented extant African American church building in the United States.

In creating BOAF, Congress elected not to draw a boundary around an area of Beacon Hill but instead to identify fifteen historic properties as components of the site. Interpretively these sites are linked by the Black Heritage Trail® (BHT®). Created by the Museum of African American History, the Black Heritage Trail helps visitors understand and appreciate the history of the North Slope community and the contributions African Americans made to the struggle for equal rights, both within the city of Boston and in the nation generally. The National Park Service (NPS) owns none of the designated properties but works in collaboration with other entities to manage and interpret the resources of the site. To achieve this goal, the NPS relies on cooperative agreements with MAAH, which owns the African Meeting House and the adjacent Abiel Smith School, as well as with the city of Boston, private homeowners, and other organizations.

NPS has developed this General Management Plan/Environmental Assessment (GMP/EA) in partnership with MAAH — its primary site partner — and with the assistance of planning consultants ICON architecture, inc. Interested citizens, public officials, and representatives of relevant government agencies have participated at key points in the development of this document.

This draft GMP/EA is divided into these chapters:

- 1. Planning Background** — Provides a description of BOAF, its history, existing conditions at the site, and its current management goals; background information on the purpose and need for a BOAF general management plan; a discussion of the relationship of the GMP process to other projects; and a listing of the planning issues to be addressed by the plan.
- 2. Proposed Management Option and Alternatives** -- Describes the recommended management approaches considered for BOAF, outlines the preferred alternative, and compares all alternatives.
- 3. The Affected Environment** — Provides baseline information on resources that might be affected by the plan, including cultural and natural resources, as well as the visitor experience, socioeconomic conditions, transportation and access, and site operations.
- 4. Environmental Consequences** — Describes the potential impacts of the recommended and alternative management approaches on each aspect of the affected environment.
- 5. Consultation and Coordination** — Explains how the GMP/EA complies with applicable laws and regulations and summarizes public views on the proposals contained in the plan.

¹ The legislation creating BOAF is provided in Appendix A of the document.

1. Planning Background

1.1. Purpose and Need for the Plan

The main function of a General Management Plan is to establish a management policy framework to guide decision-making and problem-solving within a national park unit. Because other NPS planning processes and documents are intended to develop from a GMP, the National Park Service seeks to have all units within the national park system operating under approved general management plans. The GMP takes a long view — generally fifteen to twenty years — and is therefore a policy document for managers of sites and parks. It is not detailed, specific, or highly technical in nature but provides a consistent framework for coordinating and integrating all subsequent planning and management decisions.

NPS general management plans are required to consider these four elements:

- The types of management actions required for the preservation of park or site resources;
- The types and general intensities of development (including visitor circulation and transportation patterns, systems, and modes) associated with the public's ability to enjoy and use the area, including where and when development may occur and its anticipated costs;
- Visitor carrying capacities, and implementation commitments for all areas of the park or site; and
- Potential modifications to the external boundaries of the park or site — if any — and the reasons for proposed changes.

An integral part of the GMP process is the evaluation of both the potential benefits and the potential impacts to the human and natural environment of the management options under consideration. This process provides the framework for choosing management decisions about resource preservation and visitor use. This latter analysis is embodied in the environmental assessment, which is included as part of this document.

The previous General Management Plan for BOAF was prepared in 1984; its maximum designed utility expired more than fifteen years ago. Thus the site is currently operating under an outdated GMP that provides little guidance for site decision-making and for the future management of the site resources. Since 1984, visitation to the site has increased dramatically, and the two lead organizations, MAAH and NPS, have developed a working relationship. Through this partnership both the African Meeting House and the Abiel Smith School — two of the primary historic resources within BOAF — have been restored and opened to the public for interpretation, education, and special events. New historical research has revealed previously unknown information about the African Americans of late eighteenth- and nineteenth-century Beacon Hill, including connections to the Underground Railroad, which provides new resources for use in interpretation. For all of these reasons, a new General Management Plan describing resource conditions and visitor experiences and recommending a suitable management alternative is necessary to guide BOAF through the next fifteen to twenty years.

1.2. Historical Overview

The area encompassed by Boston African American National Historic Site is bounded by Cambridge Street on the north, Beacon Street on the south, Bowdoin Street on the east, and Storrow Drive on the west. It sits on the steep slope ranging north from the Massachusetts State House and ranging west toward the Charles River.

Originally the site of pasture, mowing ground, ropeworks, and a riverfront neighborhood at its west end, the North Slope of Beacon Hill was probably first settled by people of African descent in the 1740s. Despite the commonly held belief that the African American neighborhood on the hill developed to provide service workers for wealthy white householders on its south slope, research has shown that the former neighborhood had emerged decades before the three hilltops that comprised Beacon Hill were leveled to create a south-slope residential district near the 1787 Massachusetts State House. Seven years before the grading and filling process (the latter creating Cambridge Street) was completed on the south slope in 1805, at least twenty men and women of color were listed as householders on the North Slope in the 1798 Federal Dwellings Tax. Many, if not a great many, of the earliest north-slope residents had probably come there from Boston's North End, the city's original waterfront district.

In 1763, Tobias Locker, freed from slavery only since 1756, bought the first parcel of land documented to have been sold to an African American. Over the next decades others of African descent — many of them members of the 1796 African Society or the 1775 Prince Hall Masons (African Lodge #1) — also bought land and built homes in the neighborhood. North slope residents were principal actors in the earliest back-to-Africa movements in New England, through legislative petition in 1773 and 1787 and the willing settlement of some of them in Sierra Leone in 1815 and in Haiti between 1817 and the mid-1820s.

By the 1820s some who remained on Beacon Hill objected early and often to efforts organized by whites, such as the American Colonization Society, to settle Liberia with free American blacks. African Americans living in this neighborhood founded the Massachusetts General Colored Association in 1826, the first organization in Boston to address the well-being of the nation's African Americans as a whole, as well as *Freedom's Journal* (1826), the first African American newspaper in the United States. While he lived on Joy Street, David Walker wrote at least part of his renowned *Appeal . . . to the Colored Citizens of the World* (1829). And north-slope African Americans were among the first members of the Massachusetts Anti-Slavery Society when it was created — in the basement of the 1805 African Meeting House — in 1831.

The population of African descent in Boston increased from 766 to 2,261 persons between 1790 and 1860, and by the latter year more than six of every ten black Bostonians lived “in and around” the North Slope (or the sixth ward).² Still, the neighborhood was far from exclusively African American. In 1850 population of the sixth ward was 16.2 percent of Irish descent, 13.7 percent African American, and 5.3 percent other foreign-born. Yet within the neighborhood were enclaves that were largely African American — Joy Street from Cambridge Street to Smith Court (including Smith Court and Holmes Alley) and Phillips Street from its intersections with Irving on the east and West Cedar on the west. Within these two districts lived Boston's most prominent black clergy, a large group of the city's used clothing dealers, caterers, barbers, physicians, attorneys, skilled tradesmen, boardinghouse keepers, and people working in service, transportation trades, and unskilled labor. On the North Slope too were Boston's most active and outspoken black abolitionists and equal rights leaders.

The African Meeting House, and, by 1850, the Twelfth Baptist Church both served as forums for the expression of antislavery and other reformist ideas and for the organization of action against slavery and discrimination. Though slavery in Massachusetts was ruled unconstitutional in 1783, North Slope African Americans fought ceaselessly to end southern slavery. The chief goal of the Massachusetts General Colored Association was “to unite the colored population, so far, through the United States of America,” and most activists believed that no person of color was truly free until all were free.

Boston’s North Slope residents were deeply involved in assisting and sheltering fugitives from slavery, first through their own New England Freedom Association, founded in 1842, and then in conjunction with white abolitionists in the city’s two Vigilance Committees (1846-47 and 1850-60). With the possible exception of Philadelphia, no northern city was more closely associated with the so-called Underground Railroad than Boston. In defiance — sometimes covert, sometimes overt — of both the 1793 Fugitive Slave Law and the 1850 Fugitive Slave Act, such north-slope African Americans as Lewis Hayden, the Rev. Leonard Grimes, William C. Nell, the Rev. Samuel Snowden, and John R. Taylor labored continuously to house, clothe, and feed fugitives, as well as to deliver them to the vessels, carriages, and trains that would carry some of them further north. At his longtime 66 Phillips Street home, Hayden — who was himself a fugitive and whom William Lloyd Garrison termed “my staunchest ally” — sheltered the famed Georgia fugitives William and Ellen Craft, from it he engineered the rescue of the fugitive Shadrach Minkins, and within it he housed scores of other documented fugitives. In 1853 while researching her *Key to Uncle Tom’s Cabin* (1854) Harriet Beecher Stowe encountered thirteen fugitives, more than she had ever seen together before, at Hayden’s house.

The presence of key white abolitionists on the edges of the north-slope neighborhood bears testament to the degree of interracial cooperation in fugitive assistance. Senator Charles Sumner, born on the North Slope, lived as an adult on the east end on Hancock Street; John Albion Andrew, the Civil War governor of Massachusetts, lived on Charles Street on the west end; and George and Susan Hillard, whose frequent aid to fugitives is documented in part in William Still’s 1871 *The Underground Railroad*, lived on Pinckney Street on the south end. Sumner and Andrew had collaborated in fugitive aid attempts, Sumner fought against slavery and for equal rights from the 1840s through the Civil War, and Andrew sought to create and ultimately oversaw the organization of the first African American regiments in the Civil War, the Massachusetts Fifty-fourth and Fifty-fifth. Numerous African American sixth-warders helped recruit for the regiments, and a good number of residents served in these and other branches of the army and navy. African Americans continued to populate the North Slope heavily until the 1890s, when an increasing number — followed in short order by their churches — moved to Boston’s South End and Roxbury. However, its years of greatest vibrancy were before the Civil War, as BOAF’s enabling legislation recognizes.

1.3. Site Significance

The significance of Boston African American National Historic Site is embodied in its mission statement: BOAF, in partnership with Boston's Museum of African American History, is to preserve and interpret, for the benefit, education, and inspiration of the people of the United States, the historic structures and properties in Boston associated with the creation and development of a free African American community on Beacon Hill that, in the face of tremendous opposition, mounted a resistance to the forces of slavery and segregation in the years leading up to and including the Civil War.

A dense neighborhood of brick rowhouses and tenements, narrow streets, and a great many courts and places radiating from those streets, the North Slope of Beacon Hill has retained remarkable integrity since its emergence in the late eighteenth century and its development through the Civil War.³ The Black Heritage Trail®, a 1.6-mile walking route, links the sites BOAF currently interprets, all of them related to the neighborhood's development, social life, and political activity.

- **Robert Gould Shaw and 54th Regiment Memorial, Beacon and Park Streets:** Just beyond BOAF's southern boundary and directly across from the Massachusetts State House, this 1897 memorial by American sculptor Augustus Saint Gaudens honors the first African American regiment authorized and formed during the Civil War. North slope caterer and onetime state representative Joshua Bowen Smith created the fund that largely financed the work. In 1982, the names of sixty-four soldiers from the 54th Regiment who died at the 1863 Battle of Fort Wagner were inscribed on the back of the monument.
- **George Middleton House, 5-7 Pinckney Street:** Built 1786-1791, believed to be the oldest surviving dwelling on Beacon Hill, the original part of this wooden dwelling was home to the African American teamster and veteran George Middleton and the barber Lewis Glapion. Middleton was a member of the both the African Society and Prince Hall masonic lodge. Both families lived in the house from its construction to the mid-1810s.
- **Phillips School, Anderson and Pinckney Streets:** Built about 1842, the Phillips School became one of Boston's first integrated schools in 1855 after African American attorney Robert Morris and then-attorney Charles Sumner brought and won a suit on behalf of black Bostonians to end segregation in public schools.
- **John J. Smith House, 86 Pinckney Street:** In the 1860s and 1870s John J. Smith, an abolitionist, barber, and state representative, lived in this house. Born free in Richmond, Virginia, Smith came to Boston about 1840. His barbershop was said to be a favorite gathering-place for abolitionists," including Sumner, and in 1851 Smith assisted Lewis Hayden in carrying the fugitive Shadrach Minkins out of Boston. Smith's wife Georgiana was active in the effort to secure integrated schools in Boston, and their daughter Elizabeth is believed to have been the first teacher of African descent in the city's newly integrated system.
- **Charles Street Meetinghouse, Mount Vernon and Charles Streets:** Built in 1807, probably to an Asher Benjamin design, this congregation experienced a schism in 1826 that led to the creation of Tremont Temple, the first integrated church in the United States. In 1876 the First African Methodist Episcopal Church of Boston, founded in 1833 and the second of its sect in the nation, purchased the meetinghouse and moved there from its north-slope site. The First AME remained here until 1939 and was the last African American institution on Beacon Hill.

- ***First and Second John Coburn Houses, Coburn Court and 2 Phillips Street:*** Built about 1830, the first Coburn house was one of a pair concealed from Phillips Street down the narrow passage called Coburn Court. Coburn lived in the house (demolished in 2006) from 1835 to about 1843. Coburn's second house may well have been the last commission of renowned architect Asher Benjamin (1773-1845) and was built between 1843 and 1846 on property earlier owned by African Americans. A clothes dealer, Coburn was a treasurer of the New England Freedom Association and housed at least one documented fugitive in this house. He was directly involved in the Shadrach Minkins case and in the effort to charter a black military company in 1852.
- ***Lewis Hayden House, 66 Phillips Street:*** A fugitive who escaped from Kentucky slavery in 1844 and made his way to Boston by 1846, Lewis Hayden lived in this house from 1850 until his death in 1889. He was unquestionably Boston's most committed and daring fugitive assistant, housing and otherwise aiding numerous blacks who had escaped southern bondage and even putting himself at considerable risk during the well-publicized efforts in the 1850s to return William and Ellen Crafts and Shadrach Minkins to slavery.
- ***Smith Court Houses:*** The wooden dwellings on the north side of Smith Court and in Holmes Alley (numbers 3, 5, 7, and 7 1/2) have suffered minimal alteration over the past two hundred years and stand on their original lots. They are vestiges of the sort of wooden neighborhood that prevailed before fires impelled the city to pass a "brick-only" code in 1803. Built in 1799, 3 Smith Court was home to two political activists and fugitive assistants — James Scott and William Cooper Nell, an early apprentice at William Lloyd Garrison's Liberator office. Five Smith Court, built 1825-35, was home to the family of boot-black, waiter, and tailor George Washington from 1849 to 1917. Washington represents that part of the north-slope black community that either remained aloof from or scarcely participated in the equal rights struggles of his time. Seven Smith Court, built 1807-11, exemplifies the rental properties — this one owned for many years by African American Joseph Scarlett — in this section of the North Slope. The 1799 house at 7A Smith Court is the only surviving dwelling on what was Holmes Alley, the site of a former ropewalk and an alleyway largely populated by African Americans. Ten Smith Court, built initially in 1803 and enlarged fifty years later, was the home of tailor William Henry and the site of significant archaeological investigations from 1975 to 1986.
- ***Abiel Smith School, 46 Joy Street:*** Constructed in 1834-35, the Smith School was one of the first public buildings designed by renowned architect Richard Upjohn. It is the outgrowth of what may have been one of the first schools for African American children in the nation, formed on the North Slope in 1800. The Smith School, named for its benefactor, was created as a result of sustained African American protest over the poor conditions of existing schools for black children. It is one of only two sites on the BHT® open to the public.
- ***African Meeting House, Smith Court:*** Built by the labor and monetary donations of African Americans, the African Meeting House is believed to be the oldest documented African American church building in the United States. The center of the North Slope community throughout the nineteenth century, the meeting house was the site of the founding of the Massachusetts Anti-Slavery Society and of numerous abolitionist and equal rights lectures. It is a National Historic Landmark and one of only two sites within BOAF's interpretive purview open to the public.

The properties included in Boston African American National Historic Site are significant on architectural, social, and political grounds. First, the North Slope contains four of the hill's oldest residences, all built before 1805. Three of those four — the 1786-91 George Middleton/Lewis

Glapion house at 5-7 Pinckney Street, the 1799 James Scott/William C. Nell house at 3 Smith Court, and the 1799 Holmes Alley house — were occupied during most of the 1800s by people of color. Smith Court itself is the hill’s only streetscape from the wooden-building era of Beacon Hill. BOAF also interprets a house and church designed by Asher Benjamin and a school designed by Richard Upjohn. Although most of the North Slope’s brick dwellings were built after the Civil War to accommodate a rapidly increasing immigrant population, those that predate the war — among them the Hayden and Coburn houses — bespeak the neighborhood’s earlier scale and density.

The Abiel Smith School, the Phillips School, and the Shaw Memorial all document significant social advances in the African American community — equality in school facilities, public school integration, and the right among people of color to bear arms in defense of their freedom and ideals. The African Meeting House and the Coburn, Hayden, and Smith houses all represent the intense political activism of this community before racial equality became the law of the land.

The historic resources and character of the Beacon Hill area as a whole are recognized at both the federal and local levels. The site includes three National Historic Landmarks — the African Meeting House and the Scott/Nell and Hayden Houses. In addition, BOAF sites are located within and identified as contributing resources of the National Register Beacon Hill and Boston Common Historic Districts, as well as the municipally designated Historic Beacon Hill District.

1.4. Site Interpretive Themes

Interpretive themes are based on the purpose, significance, and primary resources of an NPS unit. These themes are often described as the key stories or concepts that visitors should understand after visiting a site, as they provide the foundation for all interpretive materials and media developed for the site. They do not cover everything that a site may interpret, but they do embrace those ideas that are critical to visitors’ understanding of its significant resources.

The enabling legislation for BOAF clearly indicates that the antebellum history of Boston’s African American community and the contributions of its members to the cause of abolition are the primary interpretive themes. Due to the complexity of these primary themes, however, a number of subthemes have been developed to describe more completely the history BOAF interprets.

The interpretive subthemes for BOAF are:

- The African American residents living on Beacon Hill built a community that sustained their commitment to education, religion, and political activism.
- The courageous actions of African Americans in Boston challenged and illuminated the contradictions inherent in the founding principles of the nation and made claim to the promise of the Declaration of Independence.
- The African American community of Boston emerged in part from enslaved New Englanders, who had key roles in the formation of the colonial economy of the region.
- Through the abolition movement, African Americans and their white allies sought fulfillment of the Revolutionary promises of freedom and independence embedded in the American ideal.
- Built in 1806, the African Meeting House is the oldest extant documented African American church building in the United States and was the first black church in Boston. It was a key center of the community life of the North Slope and a forum for a long struggle for the elimination of slavery and for educational equality, social justice, religious freedom, political action, and cultural enrichment.

- The commitment of Boston’s African American men and women to seek the freedom of those in bondage brought together individuals from varied backgrounds, professions, and classes in a common struggle for abolition. Through the work of individuals and such organizations as the Boston Vigilance Committee, African American Bostonians worked with white abolitionists in the Underground Railroad by providing safety and sustenance to fugitives.
- The abolition movement was part of a larger moral reform effort in New England, and the United States as a whole, that drew its support from disparate persons and influenced many aspects of race, class, and gender relations in American society.
- The North Slope was a major stage for antebellum debates about and agitation for educational equality. As early as 1798, when residents created the first African school, African American Bostonians fought to establish schools for their children and subsequently to desegregate the city’s public schools in the 1840s and 1850s.
- The Civil War was a defining moment in American history, and African Americans played decisive roles in its outcome. In the 54th Regiment and other African American fighting units, men of color bravely defended their country and beliefs despite being denied the full rights of American citizenship.

1.5. Planning Issues

This plan focuses on a broad vision for BOAF for the next fifteen to twenty years. In preparing this plan, the GMP team consulted with neighbors, visitors, resource experts, site partners, representatives of local and state government, and interested members of the public to identify their concerns and aspirations for BOAF. From this consultation process the team identified a number of critical issues the plan should address. These issues are listed below, divided into four categories that correspond to the BOAF management goals as described in the next section.

1.5.1. Resource Preservation and Management

- How can BOAF best preserve and protect the resources for which it is responsible?
- How can BOAF best encourage and support the preservation and protection of privately owned buildings designated as site resources?

1.5.2. Interpretation and Visitor Learning

- How can BOAF best offer visitor information about and interpretation of sites and resources beyond those listed in its enabling legislation?
- How can BOAF best incorporate the findings of recent research on the African American community of Beacon Hill, particularly its relationship to the Underground Railroad?
- Are there new technologies, media, or other tools that could improve the provision of visitor information and interpretation at BOAF?
- How can BOAF best support MAAH in its efforts to preserve and interpret its collections?

1.5.3. Visitor Use and Experience

- How can the existing circulation and orientation system at BOAF be enhanced in order to provide better trip planning and wayfinding materials and simplify visitor movement through the site?
- How can BOAF improve accessibility for visitors with disabilities?

- How can the site minimize the number of motor vehicles and encourage visitor use of public transportation?
- How can BOAF integrate more impactively with the Freedom Trail sites and other established tourist destinations in Boston?

1.5.4. Management, Partnerships, and Operations

- How can BOAF and MAAH best enhance their partnership?
- How can the relationships among BOAF, MAAH, and the private property owners on Beacon Hill be solidified and enhanced?
- How can new partnerships between BOAF and other sites within Boston that are historically or thematically linked to the BOAF story be encouraged and developed?
- How can the security of BOAF and MAAH be best ensured?
- How can adequate administrative space for BOAF best be provided?

1.6. Management Goals

Management goals are based on the significance and mission statements of an NPS site. They serve as broad guiding principles for programs and for setting priorities, and they help to articulate the ideal site conditions that managers strive to attain. More specific planning for operations, interpretation, and resource protection may be developed from the management goals, which are generally based on studies and on consultation with resource experts, site partners, visitors, and interested members of the public.

1.6.1. Preservation and Resource Management

The buildings and sites in Boston that are associated with the African American community of antebellum Beacon Hill are protected, rehabilitated, and maintained in excellent condition.

1.6.2. Interpretation and Visitor Learning

The public understands and appreciates how the development and growth of an African American community on Beacon Hill influenced the struggle for equal rights and abolitionism before and during the Civil War and how that struggle influenced the nation as a whole.

1.6.3. Visitor Use and Site Operation

The visiting public receives appropriate orientation to BOAF and has the opportunity to enjoy high quality educational experiences safely and in a manner that is accessible to all segments of the population.

1.6.4. Management and Partnerships

BOAF and MAAH operate impactively as a model partnership to support the missions of both organizations.

1.7. Existing Conditions

The conditions and environment in which BOAF currently operates are here outlined according to the classification of management goals. Additional information on these issues may be found in Section 3, “Affected Environment.”

Preservation and Resource Management

BOAF owns no properties and therefore relies on cooperative agreements with MAAH and the owners of private properties identified as sites on the Black History Trail®. At this time, few have formal agreements with the site. Such cooperative agreements would deepen owners' appreciation for the significance of their structures and the genuine need to preserve them.

In addition, although NPS provides some technical support to owners of the sites BOAF interprets, budgetary limitations have made it virtually impossible for BOAF to establish the formal relationships with site owners that are necessary both to communicate the significance of these properties and to manage problems of security and maintenance that arise at sites it currently interprets.

The artifact and document collections of both MAAH and BOAF are dispersed in various storage areas through the city. It is difficult not only for staff but also for the interested public to reach and use them for interpretive purposes. Their diffusion also makes it difficult to monitor and correct conservation problems.

Questions of carrying capacity are at this point unresolved. Both the African Meeting House and the Abiel Smith School are historic structures that offer limited space for exhibitions and programs.

Interpretation and Visitor Learning Experience

Currently, the BOAF site is managed to accommodate visitors through scheduled and unscheduled visits to the African Meeting House and the Smith School, scheduled or impromptu tours of the BHT®, scheduled events and exhibitions at the Smith School and African Meeting House, self-guided tours of Underground Railroad sites on the North Slope, and youth programs.

The BHT® is a walking tour that explores the history of Boston's nineteenth-century African American community. The trail encompasses fourteen of the fifteen BOAF sites. NPS rangers guide the tours and provide historical information about each site and historical background on the political and social context of the nineteenth century. The breadth of information provided varies among guides and is tailored to each specific tour audience. Rangers offer guided BHT® tours three times a day at stated times throughout the year. Reservations for these guided tours are required from Labor Day to Memorial Day.

Tours of the African Meeting House and Abiel Smith School are limited to groups of thirty persons or fewer and are scheduled through BOAF. Larger groups are accommodated either by dividing them into smaller groups or providing alternative programming. BOAF rangers staff MAAH sites during normal hours of operation and for special events.

Both BOAF and the MAAH offer programs for adults, schoolchildren, and seniors, that aim to place the African American experience in an accurate social, historical, and cultural perspective. MAAH's adult program includes theatrical productions, lectures, readings, and concerts that focus on the contributions of African Americans from the colonial period to the present and on African American historical events. The museum invites African American artists and scholars to perform and speak every month. The youth program includes a range of interactive activities from singing songs that celebrate African American whalers to spending a night at the museum exploring the Underground Railroad. Some of the events are curriculum-based education activities for visiting schoolchildren and teachers.

BOAF offers special outreach programs to schools, senior centers, and the general public, including lectures on the history of Boston's nineteenth-century African American community, pro-

grams that highlight traditions and accomplishments of other African Americans both in Boston and the nation, and an Underground Railroad puppet show and walking tour for children. The site has also begun two community groups — Beacon Hill Scholars and Prince Hall Scholars — to foster learning, research, and discussion about the area’s history among adults and children, respectively.

BOAF’s principal youth programs are BEAN (Boston’s Environmental Ambassadors to the National Parks) and the Trailblazers Summer Program. BEAN, an after-school internship program, offers office internships, career exploration, leadership workshops, environmental education, public outreach, stewardship projects, and community service. BOAF’s Trailblazers Summer Program offers Boston youth an eight-week opportunity to work and learn in the National Park Service.

All BOAF events are open to the general public, although fees are generally charged. The two-hundredth anniversary of the African Meeting House in 2006 spurred a series of special events, and future plans call for new exhibitions at the Smith School and a range of lectures, performances, and seminars at the African Meeting House. BOAF also offers a seventeen-minute film presentation, “Building on a Firm Foundation,” developed by MAAH, on the life of a teenager, her present-day Roxbury community, and her journey back through time to the nineteenth-century black community on Beacon Hill.

MAAH offers a slate of permanent and changing exhibitions. The museum organizes between three and four special exhibits during the year, all of which present an opportunity for people to view artifacts not featured in permanent exhibitions. MAAH has also sponsored archaeological research since 1975 and has initiated other research efforts related to the North Slope.

Several factors affect efforts to draw people to MAAH and BOAF interpretive programs, however. First, both the African Meeting House and Smith School are small, and access must be limited because of constrained space and the historic significance of the buildings. MAAH needs more space in order to exhibit a greater number of items from the collection.

Second, BOAF’s low visibility and lack of a coordinated publicity effort limit the number of visitors. Currently neither the BOAF nor the MAAH Web sites promote each other’s offerings, and there is little information about BOAF at the NPS Visitor Center or at other NPS sites in Greater Boston. No link exists between the popular Freedom trail of Boston and BOAF. In 2005, according to NPS data, BOAF (including the BHT® and MAAH properties) attracted only 13 percent of overall Boston National Historical Park visitors; during the peak months of July and August, BOAF drew 23 percent of visitors to BNHP. These figures may overestimate the actual numbers of visitors to BOAF, the heritage trail, and MAAH because counts are taken at the Shaw/54th Regiment Memorial, which also draws people who walk the city’s popular Freedom Trail.

The limited size of the BOAF staff makes it impossible to conduct tours more than three times a day between Memorial Day and Labor Day. Thus visitors very often must guide themselves by means of written materials that offer little interpretation. Indeed, most visitors who may be interested in touring BOAF sites are unaware that tours exist. Only one sign promoting the tour and stating its schedule exists at its starting point, the Shaw/54th Regiment Memorial, and its location on a pole near the edge of the memorial escapes the notice of most who visit the highly popular spot. Moreover, information about guided tours is not posted anywhere else in the vicinity of BOAF.

The size of BOAF's staff and budget also inhibits the development of fuller and additional interpretive offerings. Staff shortages and the absence of certain areas of expertise make it difficult to develop an audio tour for visitors who guide themselves and to improve and update the BOAF Web site to offer richer interpretation and a virtual tour of the BHT® to those who are unable to visit the site.

Visitor Use and Site Operation

Existing signage directing people to and within BOAF is sparse and poorly distributed, and what signs do exist are worn, weathered, and outdated. The site thus cannot currently benefit from impromptu tourist traffic drawn from other Boston attractions. In addition, little information is offered to visitors about where they might park nearby and how to get from those areas to the site.

Beacon Hill itself is a small, densely populated area whose streets and sidewalks are narrow and often difficult to navigate. Access for people with disabilities is especially difficult to achieve in this physical environment. There are few racks for bicyclists. Information about public transportation is not now featured on published materials or Web sites, a critical problem in view of ample public transportation access near the area and the potential increased use of public conveyances has for reducing vehicular traffic within the site and on Beacon Hill in general.

Management and Partnerships

A cooperative agreement exists between the NPS and the MAAH and between the NPS and the City of Boston and with Suffolk University to support and fulfill BOAF's mission. However, formal agreements do not exist with the owners of other BOAF sites, and the NPS consults with owners of private properties within BOAF on a piecemeal basis. BOAF planning and management efforts are not coordinated with other area programs, such as those at Faneuil Hall, the Old South Meeting House, the Freedom Trail, or other NPS sites. There are some partnerships with the city of Boston, other governmental entities, and civic groups.

BOAF and MAAH staffing stands as the full-time equivalent (FTE) of 10.5 and 8.0 persons respectively. The MAAH executive director also serves as museum curator. Without excessive overtime, compensatory time, and unpaid service, staff is hard pressed to meet even current visitor demand and to develop partnerships that will heighten the site's visibility and further its mission. In addition, administrative offices are in rented space on two floors of a Beacon Street building that is not near MAAH or within BOAF boundaries. Coordinated effort is stymied by the physical separation of BOAF and MAAH staff.

1.8. Related Plans and Programs

A number of studies and projects bearing on BOAF have either been completed or are underway. These efforts — sponsored by both private and public entities, including NPS — could affect site programming, administration, or interpretation.

- **Boston African American National Historic Site Historic Resource Study:** The National Park Service commissioned a Historic Resource Study of properties within BOAF and of properties elsewhere on Beacon Hill that are historically or thematically related to BOAF. The study, completed in December 2002, revealed previously unknown information about structures, sites, and people on Beacon Hill that were significant to the African American community of antebellum Boston, particularly sites that were associated with the Underground Railroad. The HRS specifically did not include sites not on the North Slope of Beacon Hill and sites identified with antislavery as opposed to abolitionism and presence and assistance to fugitives, though the latter were noted as “useful springboards” in any interpretive effort to clarify the complex differences between antislavery and abolitionism.
- **Boston African American National Historic Site/Museum of African American History Collection Management Plan:** The National Park Service sponsored the development of a plan for the long-term storage, conservation, and use of the collections of MAAH. This plan was completed in 2003. While BOAF has no artifact collections, the plan does cover the site’s archival collections.
- **Boston African American National Historic Site Comprehensive Interpretive Plan:** The Comprehensive Interpretive Plan (CIP) process is the basic planning component for interpretation and education in an NPS unit. The CIP is a tool to help parks and sites determine what stories to tell, identify their audiences, and design the most impactful mix of media and personal services to use in interpretation. The CIP is developed with a multidisciplinary team of park or site staff and stakeholders. A CIP is being developed for BOAF, in conjunction with MAAH, in tandem with the GMP process.
- **National Parks of Massachusetts Traveler Information System Initiative:** NPS has sponsored the development of a comprehensive Web site that consolidates for users information on NPS sites and related Massachusetts resources. BOAF has been a part of the planning process for this initiative from its inception. The new Web site presents the parks and sites of Massachusetts as a group of geographically and thematically linked visitor destinations, assists the user in identifying parks, sites, and events of interest, and facilitates travel planning based on the type of visitor or visitor group, available time, preferred modes of transportation, and any special circumstances. This system provides a new means for visitors to learn about and prepare for their visits to BOAF.
- **National Underground Railroad Network to Freedom Program:** In 1990, Congress authorized NPS to conduct a Special Resource Study of the Underground Railroad, its routes, and operations in order to preserve and interpret this aspect of United States history. The study has since evolved into the National Underground Railroad Network to Freedom Program, which provides support and technical assistance to historic sites associated with the Underground Railroad. The Museum of African American History’s education program, “Resisting for Justice — The African Meeting House and the Rescue of Shadrach Minkins,” has been selected for inclusion in the Network to Freedom, the only program or site so far designated in the city of Boston.
- **Harriet Tubman Special Resource Study:** In 2000, Congress authorized NPS to conduct a Special Resource Study to determine whether certain historical sites associated with the life of Harriet Tubman might be included in the National Park System. This study is still underway. One structure within BOAF — the Lewis Hayden House — has been identified for possible inclusion in any future Tubman site or network.

2. Alternatives

2.1. Introduction

Chapter 2 presents the philosophy and rationale for the management alternatives that have been considered for BOAF. The GMP team developed these alternatives through a process of public workshops to review issues, resources, initial concepts, and management options. Each workshop was documented, and summary findings of those sessions are included in the appendices.

The implementation of the approved plan will depend not only on future NPS funding and service-wide priorities, but also on the participation of partners. The approval of a GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the plan could be many years in the future.

This chapter includes the following sections:

Section 2.2 explains how NPS uses the concept of management prescriptions to define alternatives and arrive at recommendations for the preferred management alternative.

Section 2.3 provides a description of the general intent and character of the three management alternatives that evolved from the planning process.

Section 2.4 describes the *Status Quo Alternative*, which assumes the continuation of current management practices. This GMP provides a descriptive map illustrating this Status Quo Alternative.

Section 2.5 describes *Alternative 1*, which embraces the minimum actions required to fulfill the site's management goals, including management prescriptions and illustrative activities for each.

Section 2.6 describes *Alternative 2*, the Preferred Alternative, which involves new ways to communicate a broader BOAF story to a wider public. This alternative incorporates all the actions of Alternative 1 but expands on them in order to define outreach mechanisms.

Section 2.7 describes the management prescriptions that are common to both Alternatives 1 and 2.

Section 2.8 details the alternatives eliminated from further study.

Section 2.9 provides comparative information on the three alternatives, which is a basis for assessing their impactiveness in meeting the management goals.

2.2. The Context for Alternatives

2.2.1. BOAF's Management Goals

As part of the planning process, NPS and MAAH have developed a mission statement and initial management goals. Based on the legislation that established the site, the mission statement provides the basis for a shared vision for BOAF, a framework for site management, and an outline for the working relationship between BOAF and MAAH:

The mission of the Boston African American National Historic Site, in partnership with the Museum of African American History, is to preserve and interpret, for the benefit, education, and inspiration of the people of the United States, the historic structures and properties in Boston associated with the creation and development of a free African American community on Beacon Hill that, in the face of tremendous opposition, mounted a resistance to the forces of slavery and segregation in the years leading up to and including the Civil War.

The alternatives are structured around the management goals of the site. Each goal requires different types of management prescriptions. Table 1 relates each goal to its supporting management prescriptions and associated resources or activities.

2.2.2. Management Prescriptions

An important part of the NPS GMP process is to define a site’s management prescriptions, which describe the specific resource conditions and visitor experiences that are to be achieved and maintained over time. Management prescriptions identify the kinds and levels of visitor use, management activities, and development that are appropriate for maintaining the desired conditions. A management prescription can apply to a specific resource wherever it appears in a site, or it may apply to all resources within a specific resource area of the site. Taken together, the recommended management prescriptions form the core of the GMP. Typically, the management prescriptions are related to the site’s mission and management goals (see Table 1).

Table 1: Management Goals and Their Relationship to Management Prescriptions

Management Goal	Statement of Goal	Management Prescriptions	What Resources or Activities are Covered
Preservation and Resource Management	The buildings and sites in Boston that are associated with the free African American community of Beacon Hill are protected, rehabilitated, and maintained in excellent condition.	Define the resource conditions to be achieved and maintained over time.	<ul style="list-style-type: none"> • Assistance in the maintenance and preservation of non-NPS structures and buildings • Assistance in federal funding sources for continued rehabilitation, restoration, and maintenance • Assistance in MAAH collections management

Management Goal	Statement of Goal	Management Prescriptions	What Resources or Activities are Covered
Interpretation and Visitor Learning Experience	The public understands and appreciates how the development and growth of a free African American community in Boston influenced the struggle for equal rights and the continuing impact of this struggle on the nation.	Define the interpretive and visitor experiences that are to be provided.	<ul style="list-style-type: none"> • Interpretive exhibits • Outdoor interpretive waysides • Web-based interpretation • Site tours • Educational outreach activities • Relationships to other sites that are thematically associated • Research and scholarships to foster research on BOAF sites and area
Visitor Use and Site Operation	Visitors receive appropriate orientation to the Boston African American National Historical Site and its site partner, the Museum of African American History, and have the opportunity to enjoy high-quality educational experiences safely and in a manner accessible to all segments of the population.	Identify the kinds and levels of visitor use, management activities, and development that are appropriate for maintaining the desired operational conditions.	<ul style="list-style-type: none"> • Visitor facilities • Parking and circulation • Wayfinders and other directional signage • Visitor use management • Rental and other special uses • Site administrative and maintenance facilities

Management Goal	Statement of Goal	Management Prescriptions	What Resources or Activities are Covered
Management and Partnerships	Boston African American National Historic Site and the Museum of African American History operate impactively as a model partnership to support their missions.	<p>Provide guidance on mechanisms to attract support for the realization of site goals.</p> <p>Define cooperative management initiatives that can protect and interpret site-related resources.</p>	<ul style="list-style-type: none"> • Cooperative activities between NPS, Museum of African American History, and other partners • Relationship with Suffolk University activities, especially with regard to its literary collection • Relationship with city of Boston • Relationship with other public and private entities, including NPS Network to Freedom, Boston Athenaeum, Massachusetts Archives, Massachusetts Historical Society, Heritage Guild, National Parks and Conservation Association, National African American History Museum, History, Gilder Lehrman Institute of American History

2.3. Overview of Alternatives

The GMP team has developed three management alternatives for BOAF — a “Status Quo” alternative and two alternatives requiring action. The two “action alternatives” represent different philosophies for site management, and each would require fine-tuning based on the availability of funding sources, specific resource acquisition, and the development of new partnerships.

- **Status Quo Alternative: Current Management Strategies** continues current management policies and suggests making no significant changes or improvements at BOAF.
- **Alternative 1: Improve Operations** recognizes that BOAF management goals are not completely fulfilled and incorporates basic management approaches that aim to realize them more fully. This alternative calls for strengthening the existing elements of the site in order to improve functions and operations while also recognizing the capacity limits of the site and buildings. The management actions included in this option are common to both action alternatives.
- **Alternative 2 (Preferred Alternative): Expand Outreach** incorporates all the actions of Alternative 1 but would also expand interpretation, communication, and outreach to communicate more fully the role and importance of the contributions of the African American community on Beacon Hill in the years prior to the Civil War.

2.4. Status Quo Alternative: Current Management Strategies

2.4.1. Intent

The Status Quo Alternative assumes that current management and interpretation practices at BOAF would continue with no substantive change in direction or investment of resources. The National Environmental Policy Act requires this alternative, which provides a baseline for comparing the impacts of other alternatives.

2.4.2. Description

The list below describes the management goal categories and the management directions that would be consistent with continuing the current level of management and operations.

Preservation/Resource Management

- Existing MAAH collections continue to be housed in a variety of facilities at various locations in the Boston area (including Lowell NHP and Charlestown Navy Yard) and are difficult for MAAH staff and the interested public to consult and view.
- NPS faces challenges managing the interaction with private owners and occupants of designated sites on the BHT® and is not authorized to handle problems of security and maintenance that arise.
- NPS provides continuing technical and financial assistance to MAAH to support maintenance and preservation activities.

Interpretation and Visitor Learning Experience

- NPS rangers lead walking tours of the sites on the BHT® for visitors.
- Visitors to the MAAH and BOAF Web sites can take a virtual tour that offers information about the sites.

- Visitors gain a basic understanding of African American history in Boston, the wide array of abolitionist and Underground Railroad-related sites on Beacon Hill and in other areas of Boston, the Civil War, equal rights, and everyday folkways.

Visitor Use and Site Operation

- Existing signage for the BHT® remains in place; existing inconsistencies are not rectified.
- Visitors with physical disabilities experience significant difficulties navigating the BHT® and reaching the African Meeting House and Smith School.
- Parking near the site remains limited and costly.

Management and Partnerships

- NPS and MAAH maintain their partnership.
- NPS engages in ad hoc consultation with owners of sites identified in the legislation.
- NPS remains in partnership with only one BHT® site as defined in BOAF’s enabling legislation.

The Status Quo Alternative would leave unresolved questions related to the site, including (1) site capacity, (2) signage on the BHT®, which can be confusing to visitors, (3) sufficiency of administrative support facilities, which NPS currently rents at an off-site location, (4) access to the site for visitors with physical disabilities, (5) parking, which is typically not available on Beacon Hill, (6) linkages to other prominent NPS sites, and (7) the evolution of the NPS/MAAH partnership.

2.5. Alternative 1: Improve Operations

2.5.1. Intent

Alternative 1 incorporates basic management approaches that respond to the site’s management goals. In this alternative, the existing elements of the site are strengthened in order to improve functions and operations while recognizing the capacity limits of the site and buildings. The actions called for in this option are common to Alternative 2, the Preferred Alternative.

2.5.2. Description

The aim of this alternative is to enhance current BOAF management strategies. The actions called for would improve the ability of BOAF staff to address the site’s management goals as they maintain current resources and interpretive approaches. The actions and policies appropriate to this alternative could include:

Preservation/Resource Management

- Work to execute and maintain cooperative agreements with owners of properties on the BHT®.
- Develop a program for ensuring that the buildings and sites within BOAF are maintained in excellent condition.
- Renew NPS outreach to private owners of those sites designated within BOAF and consider the creation of a new staff position dedicated to communication and outreach.
- Develop systems, including publication of a catalog of resources, to expand public access to MAAH collections.
- Develop, fund, and implement a comprehensive maintenance plan for BOAF site.
- Develop and implement plan for appropriate management, protection, and storages of collections.

- If circumstances warrant, investigate whether and how BOAF may accept the donation of properties directly associated with BOAF themes and within site boundaries.
- Identify and secure cooperation and support of public and private entities who can help with resource preservation, management, and maintenance.
- Continue to develop historical documentation of BOAF properties and to monitor their protection.

Interpretation and Visitor Learning Experience

- Continue guided ranger tours of the BHT[®] and MAAH resources and provide technical and financial assistance to improve interpretive facilities and programs gradually.
- Create a video version of the guided tour to allow disabled visitors to view the resources along the BHT[®] at the Museum of African American History.
- Develop a visiting scholar program and market it to universities worldwide.
- Foster the development of a clear public understanding that the African Meeting House and the Abiel Smith School are vital parts of BOAF experience.
- Develop exhibits, interpretive programs, and educational initiatives that focus on nineteenth-century Beacon Hill abolitionism.
- Use technology to enhance the experience of all visitors, not only disabled visitors.
- Develop programs and activities that support the broader educational goals of Greater Boston community.
- Integrate the Freedom Trail and MAAH/BHT[®].
- Clarify and promote BOAF/MAAH shared interpretation.
- Develop interpretation that makes clear the connections and parallels between Boston's revolutionary struggle and North Slope's equal rights efforts of the 1800s.
- Create interpretation that offers visitors a memorable experience.
- Assure that BOAF visitors experience a high degree of social interaction and a high probability of encountering other visitors.

Visitor Use and Site Operation

- Manage the site to take into account the existing capacity limits of the buildings and constraints to full access in the area BOAF interprets. Measures that might address these limits could include a more comprehensive reservation and ticketing system that would make visiting the Smith School and African Meeting House easier while respecting current space constraints. A new reservation system could also encourage group and/or individual visits at off-peak times.
- Enhance visitor use and access through improved signage and transportation resources, especially those provisions that allow access for visitors with physical disabilities. These measures could potentially include a shuttle service to make it possible for visitors who are elderly and/or have physical disabilities to tour the BHT[®].
- Develop cooperative marketing tools to increase visitation.
- Expand informational services to accommodate a the actual and projected increase in site visitors through a joint MAAH-BOAF marketing strategy.
- Develop a new identity system and logo and install new signs in new locations to improve visitors' use and understanding of the BHT[®] route.

- Add wayfinding signage both to and through the site at such locations as Joy Street, Charles Street, and Cambridge Street (where visitors are now directed to park in garages), and improve wayfinding signage that currently exists.
- Assure adequate and appropriate security for property, staff, and visitors.
- Make it possible for visitors to plan trips to BOAF more easily.
- Assure that site managers and staff have adequate and cost-efficient facilities and services to support operations and fulfill the site mission.

Management and Partnerships

- Provide adequate facilities adjacent to site for office, archival, and program space and to ensure appropriate operational capability, potentially including leasing or otherwise acquiring long-term space for NPS administrative offices.
- Strengthen partnerships and cooperation with other institutions, potentially including new partnerships with educational and research institutions in order to increase the visibility of BOAF, its role as an educational center, and the body of research undergirding its interpretive offerings.
- Investigate and, if feasible, assist in implementing mechanisms to enable MAAH to charge admission fees that could be devoted to supporting MAAH operations.
- Add FTE curatorial staff to manage and interpret archaeological artifacts and sites and to allow greater public access to collections.
- Add FTE exhibits staff to identify, research, design, and install exhibitions in relation to significant historical milestones, including the 150th anniversaries of emancipation (2013) and the end of the Civil War (2015) and the 230th anniversary of the African (later Prince Hall) Masonic Lodge (2017).
- Promote cooperation between NPS and MAAH to support mission of BOAF, to plan and execute events at BOAF, and to increase understanding and support of their collaboration.
- Coordinate BOAF planning and management with initiatives for Faneuil Hall, Old South, and other Boston-area NPS units and other entities involved in BOAF's historical themes.
- Maintain and strengthen existing partnerships with private owners and create new ones to protect site resources better and provide better interpretation and services.

The existing resources of BOAF, as well as potential opportunities to modify the route of the BHT® and related signage, are shown in Figures 1-4 on the following pages.

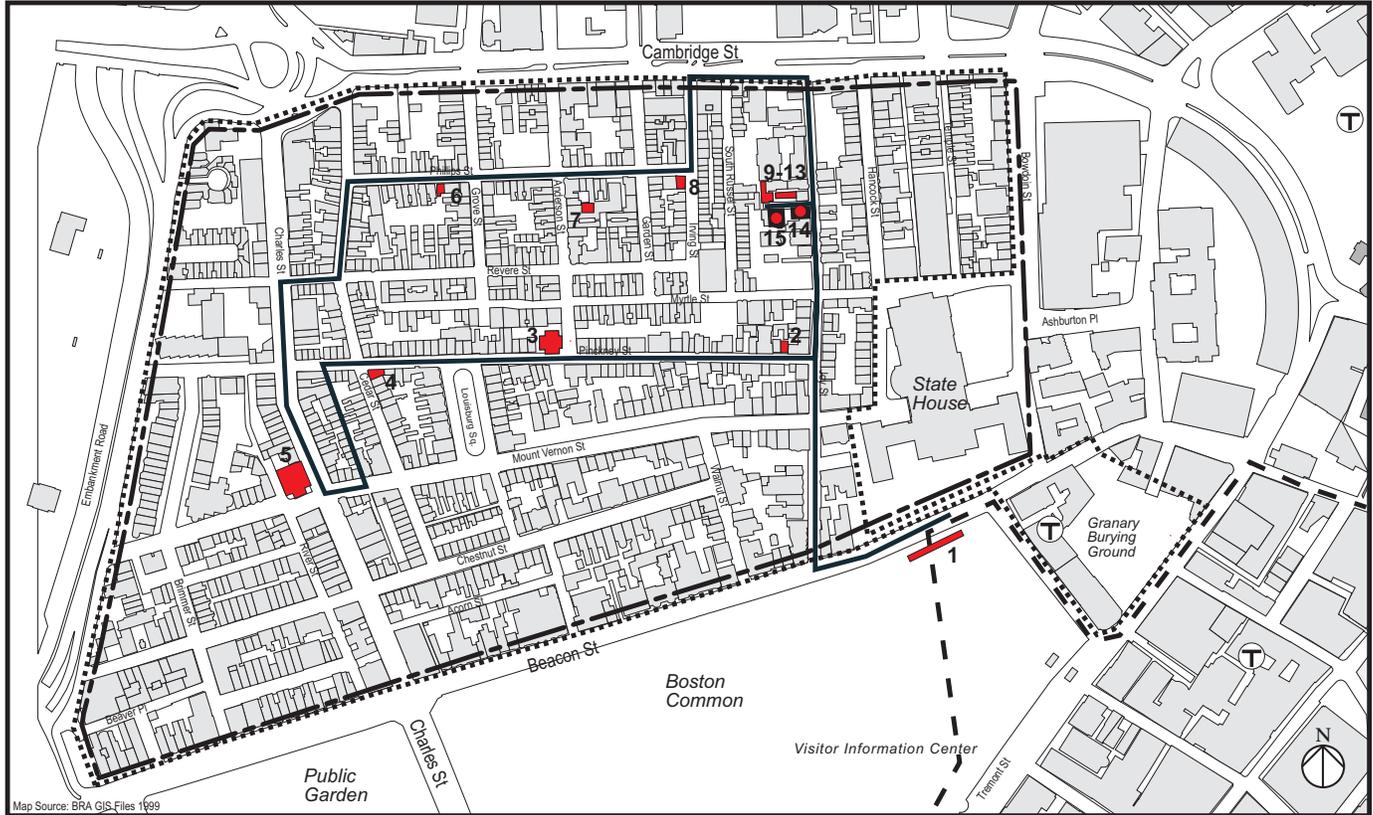


Figure: 1
Structures designated in
1980 BOAF NHS legislation

1. Robert Gould Shaw & 54th
Regiment Memorial, Beacon and Park Streets
2. George Middleton House, 5-7 Pinckney Street
3. Phillips School, Pinckney and Anderson Streets
4. John J. Smith House, 86 Pinckney Street
5. Charles Street Meeting House, Charles
and Mt. Vernon Streets**
6. Lewis and Harriet Hayden House, 66 Phillips Street
7. First John Coburn House, rear of 24-28 Phillips Street
8. Coburn's Gaming House, 2 Phillips Street
- 9-13. Smith Court Residences
3 Smith Court - William Nell House**
5 Smith Court
7 Smith Court
7-1/2 (7A) Smith Court
10 Smith Court
14. Abiel Smith School, 46 Joy Street
15. African Meeting House, 8 Smith Court **

**The Charles Street Meeting House, William Nell House and the African Meeting House are individually listed as National Historic Landmarks.

0 250 500 Scale in Feet

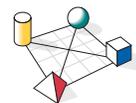
Key:

- Black Heritage Trail ®
- Freedom Trail
- Designated BOAF structures
- Historic Beacon Hill District (Local Historic District)
- Beacon Hill National Historic Landmark (NHL) District*

*Note: Beacon Hill National Register Historic District boundary is same as NHL district, except that the State House property is not included

Prepared for:
National Park Service Northeast Region
in cooperation with the
Museum of Afro-American History

Prepared by:
ICON architecture, inc.



ICON
architecture

Date: July 2004

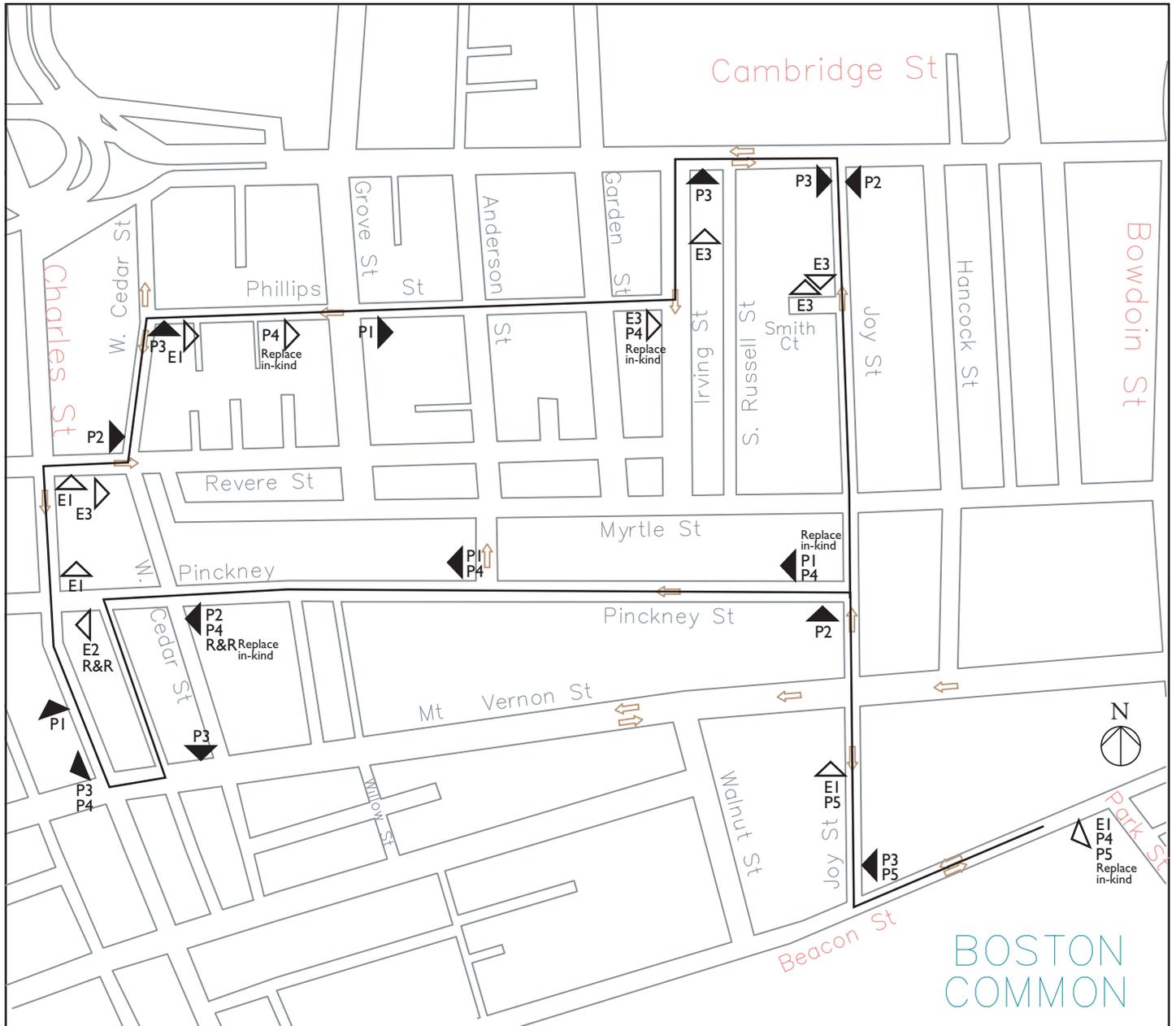


Figure 2:
Location of Existing and Proposed Signage along Black Heritage Trail ®

Key:

- E1 Existing Sign Mounted on Lamp Post
- P1 Proposed Sign to be Mounted on Lamp Post
- R&R Remove and Reset Sign
- Travel Direction
- Black Heritage Trail ®

Note: All E4 signs are to be replaced with new signs (P4)

Prepared for
National Park Service, Northeast Region
Museum of Afro-American History

Prepared by
ICON architecture, inc.
BETA Group, Inc./Bruce Campbell & Associates



Date: July 2004

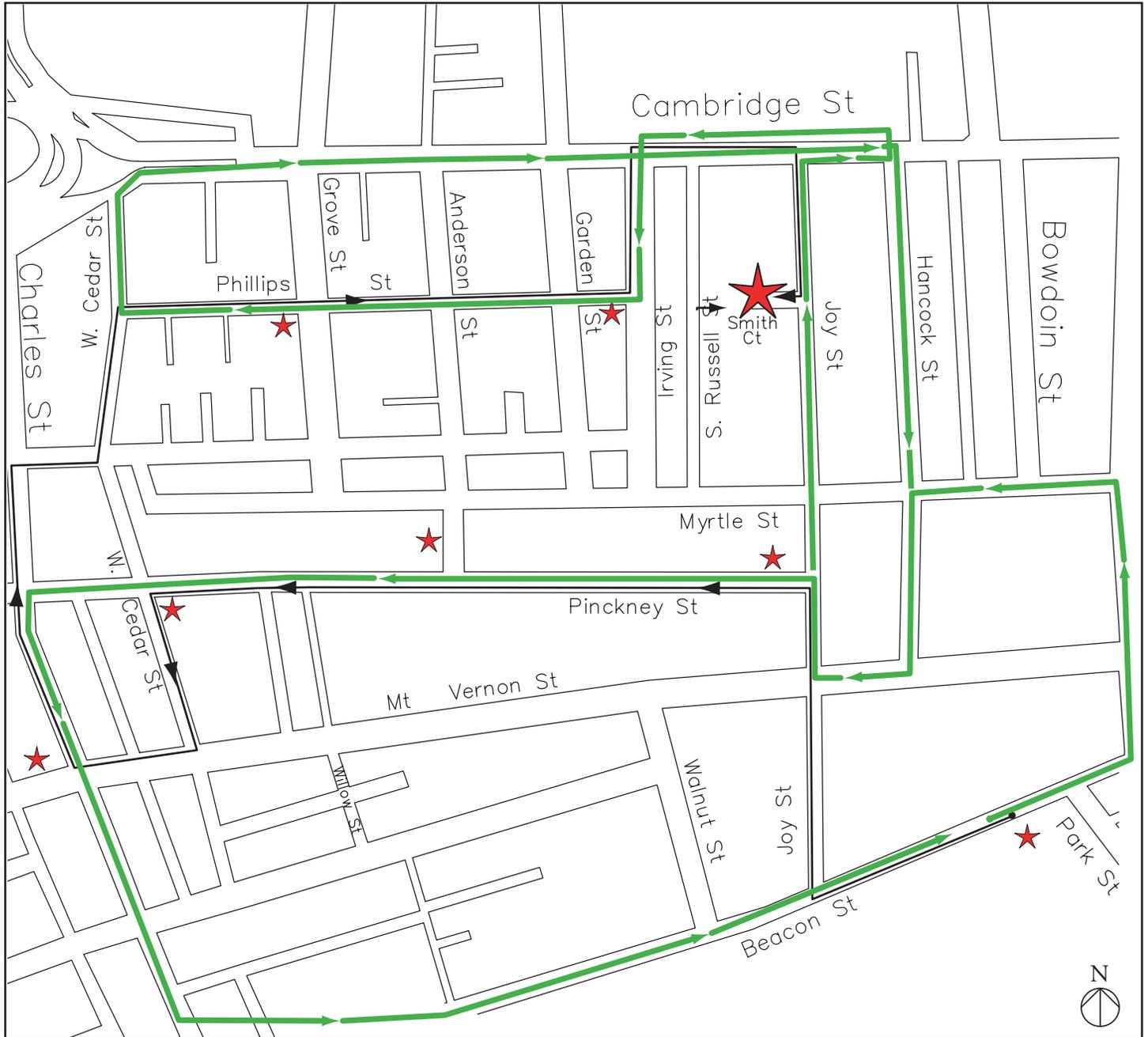


Figure: 3
Route of the Proposed
Driving Tour of the Black
Heritage Trail ®

- Key:**
-  Existing walking route of the Black Heritage Trail ®
 -  Proposed driving route
 -  Sites on the Black Heritage Trail ®

Prepared for
National Park Service, Northeast Region
Museum of Afro-American History

Prepared by
ICON architecture, inc.
BETA Group, Inc./Bruce Campbell & Associates



Date: July 2004

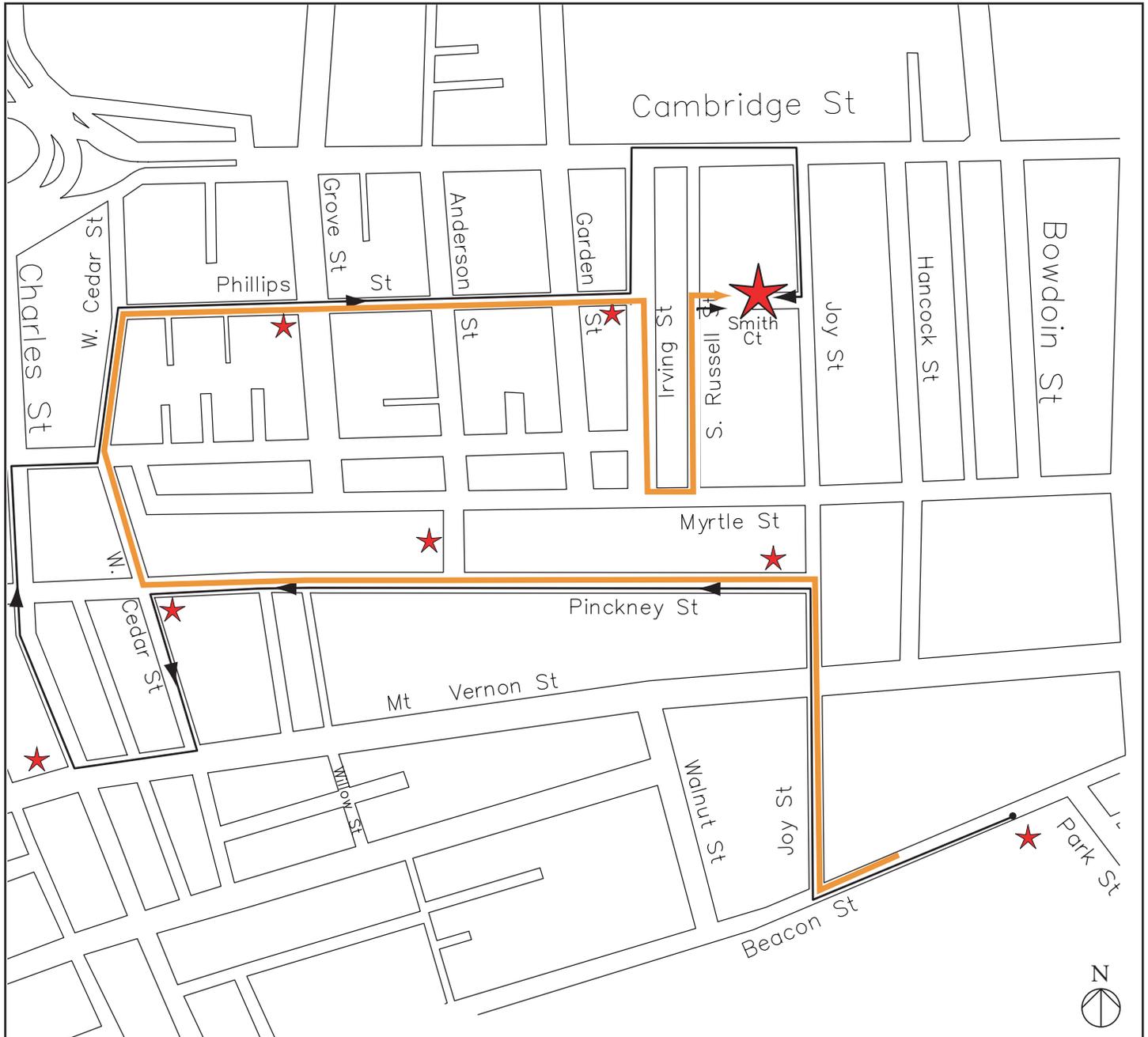


Figure: 4
Route of Proposed
Abbreviated Tour of the
Black Heritage Trail ®

- Key:**
-  Existing walking route of the Black Heritage Trail ®
 -  Abbreviated Driving Route
 -  Sites on the Black Heritage Trail ®

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2.6. Alternative 2 (Preferred Alternative): Expand Outreach

2.6.1. Intent

This alternative, which the GMP team has determined to be the “Preferred Alternative,” would incorporate all of the actions of Alternative 1 but would offer in addition expanded interpretation, communication, and outreach to help the public achieve a deeper understanding and appreciation of the role and importance of the contributions of the African American community on Beacon Hill in the years before the Civil War.

2.6.2. Description

This alternative aims to offer the level of management, resource preservation, interpretation, and services that will permit BOAF to make full and active use of its research base, staff, and partnerships in its mission to bring out the unique and rich history of antebellum African American life on Beacon Hill. It also aims to reach beyond the site’s physical boundaries to make virtual visits possible among those who cannot physically visit the site and to enhance the ability of those can to prepare adequately for their trips.

The legislation that established BOAF in 1980 authorizes the NPS to identify and mark, with the consent of owners, other significant sites on Beacon Hill that are related to the nineteenth-century African American community as well as to describe them in interpretive literature. The BOAF Historic Resource Study (HRS), completed in 2002, researched and documented twenty-six sites on Beacon Hill and defined their significance according to BOAF themes. The study provided historical and architectural background on thirteen of the fifteen current BOAF structures and sites (the Shaw/54th Regiment Memorial and the Phillips School were determined to have been adequately researched previously). Thirteen additional structures and sites (table 2) were recommended for possible future inclusion in BOAF based on the strength of their association with BOAF’s historical themes — the emergence and development of the North Slope African American community; the social and political activities of its clergy, business owners, skilled and unskilled workers, and women; the role of its institutions in community life and social change; the efforts to shelter and otherwise assist fugitives from slavery; and the tireless work of its members in the struggle for equal rights up to and through the Civil War.

Preservation/Resource Management

- No effort will be made to amend current federal legislation in order to add new structures or sites to the fifteen that are legislatively identified as part of BOAF.
- Encourage those who own property associated with BOAF themes but whose properties are not listed in legislation to appreciate the historical significance of these sites and to exercise responsible stewardship of them.
- Encourage public and/or private nonprofit entities to provide technical and financial assistance for owners willing to preserve BOAF-related properties.
- If circumstances warrant, investigate whether and how BOAF may accept the donation of properties directly associated with BOAF themes and within site boundaries.

Interpretation and Visitor Learning Experience

- Expand interpretation in order to present a fuller sense of the scale and scope of the history of the African American community of Beacon Hill by embracing the significance and role of a series of related sites, both on and off Beacon Hill. The thirteen sites recommended for inclusion in BOAF’s interpretive purview in the 2002 HRS would be interpreted along with existing sites in a range of thematic guided and self-guided tours.

- Offer some level of interpretation of sites on and beyond Beacon Hill that relate, though less strongly, to BOAF's themes. Previous research — Garrett Lee's 1994 study for NPS entitled, *Exploring Abolitionist Themes*; Cline's *African-American Cultural Guide* (1992) by Linda Cline and Robert Hayden; and National Register and National Historic Landmark nominations — identified nine additional sites on or near Beacon Hill and thirteen in other parts of Boston (Table 3). Of these twenty-two sites, half relate to African American life in Boston both before the movement of people of color from the North End to the North Slope and after the community in large part migrated to the South End and Roxbury. Maps would identify and describe all other sites and structures. Figure 5 presents these and the HRS recommended sites by name and address with their location shown on accompanying maps that indicate their relative proximity to designated BOAF sites. Other related sites may be identified in the future.
- Expand the development and use of Web-based technology to enable as wide an audience as possible to experience BOAF and its history, both to mitigate the site's physical limitations and to provide richer and more detailed interpretation to a broad range of users. BOAF would add to and enhance onsite, computer-based interpretive offerings, virtual outreach to teachers and students, Web-based educational programs, and interactive tours and exhibitions.
- Assure that BOAF's Web site is strongly connected to that of MAAH and that it is designed and regularly updated to offer an in-depth understanding of the resources of both sites.
- Create new exhibits at the Abiel Smith School and the African Meeting House to expand current interpretation and to continue and improve the use of technology to make exhibitions more highly interactive and multisensory.
- With existing and new partners BOAF would promote research by improving electronic access to the collections of MAAH and the African American collections at other Boston institutions, including Massachusetts Historical Society, the Boston Athenaeum, Massachusetts Archives, and Suffolk University Library.
- Develop relationships with such groups as the Beacon Hill Scholars to enhance the site's capability in research and public communication.

Visitor Use and Site Operation

- Create a "virtual visit" to BOAF, MAAH, and the BHT[®] to relieve visitor pressure on BOAF sites.
- Update and change BOAF's Web site to make it current and interesting to the public.
- Provide adequate space for both BOAF and MAAH staff and administration in such a way that will allow them to collaborate efficiently and to be as close as possible to the site.

Management and Partnerships

- Expand outreach to and collaboration with related historic sites both on and beyond Beacon Hill in order to create opportunities for new events, exhibitions, performances, and programs, to raise public awareness about BOAF and its themes, and to enhance opportunities for fund raising.
- Identify new funding sources for programming.
- Publicize issues and opportunities facing BOAF, MAAH, and related resources beyond BOAF so that individuals and organizations better understand their activities and mission.
- Publicize activities of BOAF, MAAH, and related resources more widely.

- Partner and share information with the Heritage Guild, Inc., which has installed plaques on some Beacon Hill buildings to recognize the achievements of nineteenth-century African American residents.
- Partner with the Augustus Saint-Gaudens NHS in New Hampshire, which owns a plaster cast of the Shaw/54th Memorial that is displayed in the National Gallery of Art.

■ Structures designated in 1980 BOAF NHS legislation

1. Robert Gould Shaw & 54th Regiment Memorial, Beacon and Park Streets
2. George Middleton House, 5-7 Pinckney Street
3. Phillips School, Pinckney and Anderson Streets
4. John J. Smith House, 86 Pinckney Street
5. Charles Street Meeting House, Charles and Mt. Vernon Streets
6. Lewis and Harriet Hayden House, 66 Phillips Street
7. First John Coburn House, rear of 24-28 Phillips Street
8. Coburn's Gaming House, 2 Phillips Street
- 9-13. Smith Court Residences
 - 3 Smith Court - William Nell House
 - 5 Smith Court
 - 7 Smith Court
 - 7-1/2 (7A) Smith Court
 - 10 Smith Court
14. Abiel Smith School, 46 Joy Street
15. African Meeting House, 8 Smith Court

** Note: The Charles Street Meeting House, William Nell House and the African Meeting House are designated National Historic Landmarks.*

● Beacon Hill properties documented in 2002 Historic Resource Study *

16. Site of David Walker House, 81 Joy Street
17. John T. Hilton House, 73 Joy Street
18. Robert Roberts House, 71 Joy Street
19. Putnam/Johnson House, 69 Joy Street
20. Coffin Pitts House, 67 Joy Street
21. Second Site of Home for Aged Colored Women, 27 Myrtle Street
22. Site of Henry I. W. Thacker House, 5 Phillips Street
23. Site of Twelfth Baptist Church, 43-47 Phillips Street
24. John Sweat Rock House, 81-83 Phillips Street
25. Thomas Paul House, 36 W. Cedar Street
26. Site of John A. Andrew House, 110 Charles Street
27. George and Susan Hilliard House, 62 Pinckney Street
28. Charles Sumner House, 20 Hancock Street

** These structures were extensively researched in the BOAF Historic Resource Study completed for the National Park Service by Kathryn Grover and Janine V. da Silva in 2002.*

● Other related sites in or near Beacon Hill **

29. Samuel Gridley Howe and Julia Ward House, 32 Mt. Vernon Street
30. William Ellery Channing House, 83 Mt. Vernon Street
31. Edmonia Lewis House, 92 Mt. Vernon Street
32. Holmes Alley
33. Boston Athenaeum, 101/2 Beacon Street
34. Granary Burying Ground, Tremont Street at Bromfield Street
35. Park Street Church, 1 Park Street at Tremont Street
36. Union Club Boston, 8 Park Street
37. Crispus Attucks Monument, Boston Common
38. Tremont Temple (The Stranger's Sabbath House), 88 Tremont Street

● Other related sites in Boston (see regional map) **

39. Faneuil Hall, Congress Street and State Street
40. Old South Meeting House, Washington Street and Milk Street
41. Arlington Street Church, 351 Boylston Street
42. "A Race Set Free" Statue, Park Square (Arlington, Stuart, and Church Streets)
43. League of Women for Community Service (John Farwell House), 558 Massachusetts Ave. (on Chester Park)
44. Peoples Baptist Church, 134 Camden Street, Roxbury
45. Frederick Douglass Square, Tremont, Hammond, and Cabot Streets, Lower Roxbury
46. Dillaway-Thomas House, 183 Roxbury Street
47. William Lloyd Garrison House, 125 Highland Street, Roxbury
48. Twelfth Baptist Church, 150 Warren Street, Roxbury
49. Charles Street A.M.E. Church, 551 Warren Street
50. Forest Hills Cemetery, Jamaica Plain
51. William Ingersoll Bowditch House, 9 Toxteth Street, Brookline
52. Copp's Hill Burying Ground, North End
53. Camp Meigs Field, Stanbro Street, Hyde Park

*** This list of sites was compiled from several sources, including Garrett Lee's 1994 study, Exploring Abolitionist Themes, for the National Park Service; Cline's African-American Cultural Guide by Linda Cline and Robert Hayden in 1992; and National Register and National Historic Landmark nominations. These sites are related to the major themes of the Development of the Free Black Community in Boston and The Struggle for Equal Rights and the Abolitionist Movement. The list is not considered to be inclusive; other additional related sites may be identified in the future.*

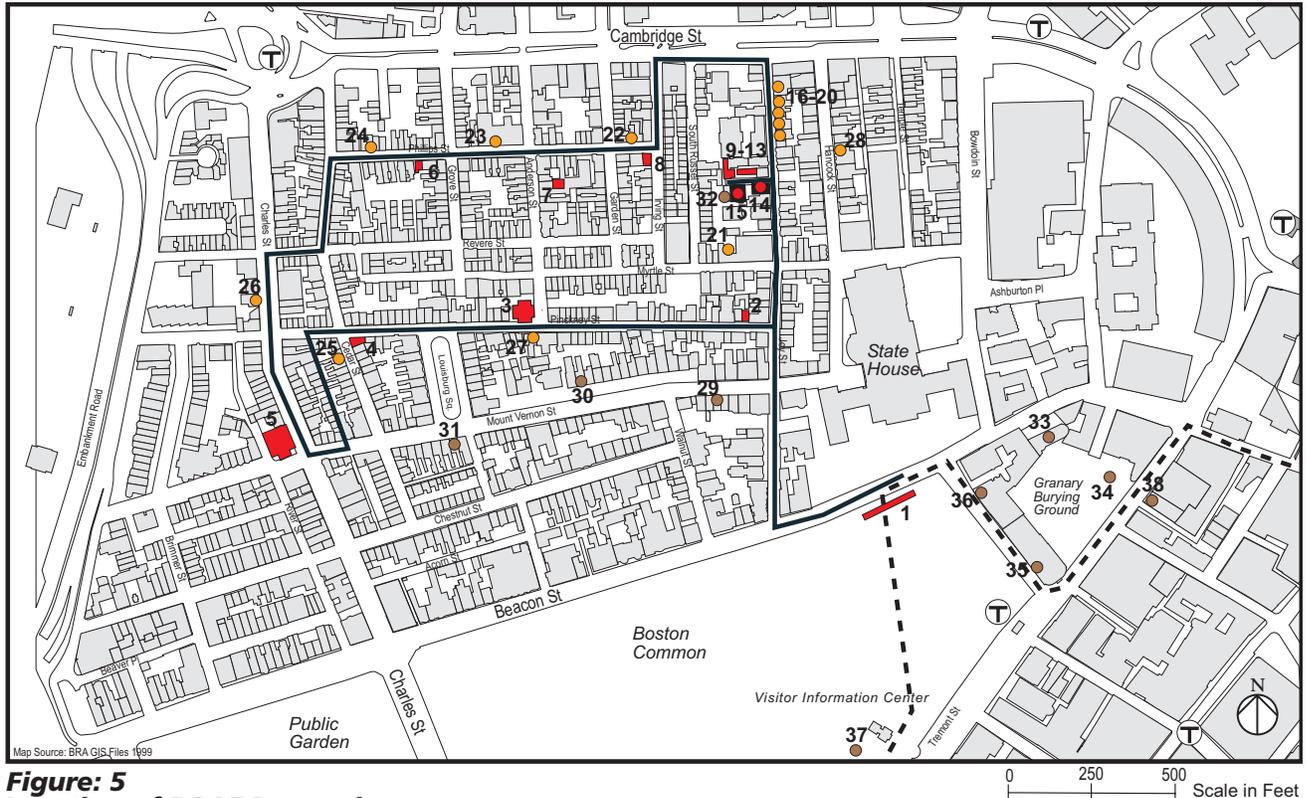


Figure 5
Location of BOAF Properties
and Related Sites in Boston

Key:

- Black Heritage Trail ®
- Freedom Trail
- Structures designated in 1980 BOAF NHS legislation
- Beacon Hill properties documented in 2002 Historic Resource Study
- Other related sites in or near Beacon Hill
- Other related sites in Boston (see regional map)

Prepared by:
ICON architecture, inc.

Prepared for:
National Park Service Northeast Region
Museum of Afro-American History



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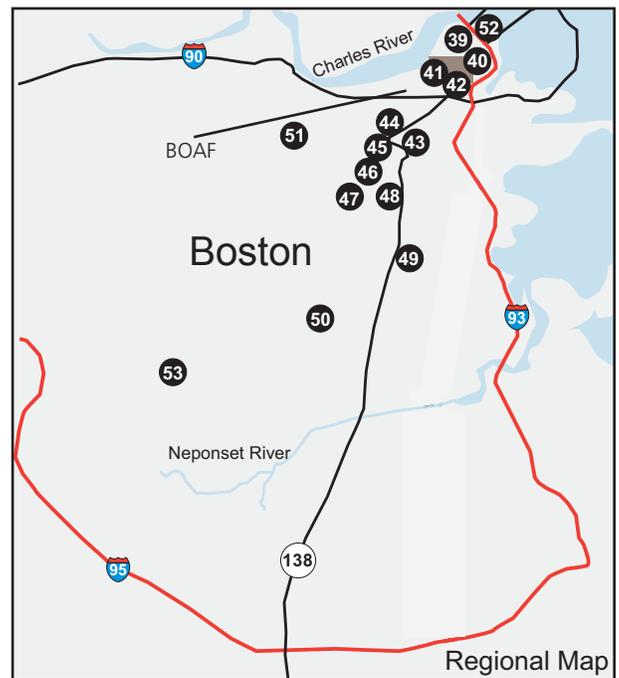


Table 2: Sites in 2002 HRS Recommended for Inclusion in BOAF

Name of Property	Address	Related Significance
Site of David Walker House	81 Joy Street	Home of African American activist and author of <i>An Appeal to the Coloured Citizens of the World</i> (1829); later home of early activist Maria Stewart
John T. Hilton House	73 Joy Street	Home of prominent African American businessman and activist; with 71 and 69 Joy, a rare survival of 1820s brick townhouse cluster; in African American ownership 1825-75
Robert Roberts House	71 Joy Street	Part of 1820s brick townhouse cluster; home early African American author and father of leader in school desegregation battle; illustrates early African American migration and employment
Putnam/Johnson House	69 Joy Street	Home for decades of fugitive Robert Johnson and his family; three sons served in Civil War; house part of rare 1820s brick townhouse cluster
Site of Coffin Pitts House	67 Joy Street	Home of leading African American political activist and entrepreneur; sheltered fugitive Anthony Burns in 1854
Second Site of Home for Aged Colored Women	27 Myrtle Street	Site of unique, neighborhood-based home for aged created by interracial effort; on this site 1864-1900
Site of Henry I. W. Thacker House	5 Phillips Street	Home of prominent African American caterer and his family; site of fugitive incident in 1847
Site of Twelfth Baptist Church	43-47 Phillips Street	Site (1850-1903) of church known as “fugitive slaves’ church” of Boston and of ministry of activist Leonard Grimes
Site of John Sweat Rock House	81-83 Phillips Street	Site of the home of African American physician and activist and of boardinghouse harboring documented fugitives
Thomas Paul House	36 West Cedar Street	Home of pastor 1806-1829 of the African Meeting House from 1806 to 1829
Site of John A. Andrew House	110 Charles Street	Site of home of Massachusetts attorney, fugitive assistant, and Civil War governor who convinced President Lincoln to authorize nation’s first African American regiments
George and Susan Hillard House	62 Pinckney Street	Home of long-time law partner of Charles Sumner and active shelter for fugitives
Charles Sumner House	20 Hancock Street	Abolitionist and Massachusetts senator; argued case for desegregation of Boston schools and fought for Civil-War-era equal rights amendments

Table 3: Other Related Sites on Beacon Hill and Vicinity

Name of Property	Address	Related Significance
Samuel Gridley Howe and Julia Ward Howe House	32 Mount Vernon Street	Founders and editors of an abolitionist daily newspaper, The Commonwealth; SG Howe a member of the fugitive-assisting Boston Vigilance Committee
William Ellery Channing House	83 Mount. Vernon Street	Antislavery author; pastor of the Federal (now Arlington) Street Church,
Edmonia Lewis House	92 Mt. Vernon Street	First African-American sculptor to receive international recognition; specialized in abolitionist and Civil War subjects
Boston Athenaeum	10 1/2 Beacon Street	Library revoked membership of abolitionist and author Lydia Maria Child after her 1833 Appeal in Favor of That Class of Americans called Africans
Old Granary Burying Ground	Tremont Street at Bromfield Street (next to Park Street Church)	Contains grave of Crispus Attucks, former slave and possible fugitive, first person to die in Boston Massacre in 1770
Park Street Church	1 Park Street at Tremont Street	Site of 1829 address by William Lloyd Garrison, his first enunciation of abolitionism to a general audience
Union Club Boston	8 Park Street	Founded to support the Union cause in 1863; several members, including John A. Andrew, work toward formation of the Massachusetts 54th Regiment
Crispus Attucks Monument	Boston Common	Monument to Attucks, first person to die in Boston Massacre in 1770
Tremont Temple (The Stranger's Sabbath House)	88 Tremont Street	Built in 1839 and replaced by current structure in 1894, temple founded by Bostonians who advocated free speech and equality; original structure was site of numerous antislavery meetings and lectures as well as meeting of the Massachusetts Anti-Slavery Society and Boston Vigilance Committee

Table 4: Other Related Sites in Boston

Name of Property	Address	Related Significance
Faneuil Hall	Congress Street, downtown Boston	Site of abolitionist meetings, including those to rally opposition to fugitive renditions; home to the one of the first African-American church groups in Boston, the African Baptist Church
Old South Meeting House	Washington Street and Milk Street	Phillis Wheatley, former slave and renowned early poet, admitted to membership here
Arlington Street Church	351 Boylston Street	William Ellery Channing pastor here 1803-42
“A Race Set Free” Statue	Park Square (Arlington, Stuart, and Church Streets)	Statue of Abraham Lincoln (now in storage – hotel on this site)
League of Women for Community Service (John Farwell House)	558 Massachusetts Avenue (on Chester Park)	Founded in 1918 by several influential African American women in Boston.
Peoples Baptist Church	134 Camden Street, Roxbury	Traces its roots to the first African Baptist Church at African Meeting House on Beacon Hill
Frederick Douglass Square	Tremont, Hammond, and Cabot Streets, Lower Roxbury	Forum for twentieth-century political rallies and civil rights protests
Dillaway-Thomas House	183 Roxbury Street, Roxbury	Restored 1750 building now visitor center and focal point for Roxbury Heritage State Park
William Lloyd Garrison House	125 Highland Street, Roxbury	Home (1864-79) of abolitionist, founder of The Liberator and the New England Anti-Slavery Society
Twelfth Baptist Church	150 Warren Street, Roxbury	Home after 1903 of congregation formerly on Phillips Street on Beacon Hill
Charles Street A.M.E. Church	551 Warren Street, Roxbury	Church of last African-American congregation to move from Beacon Hill
Forest Hills Cemetery	Jamaica Plain	Site of grave of William Nell, African American historian, fugitive assistant, and civil rights leader
William Ingersoll Bowditch House	9 Toxteth Street, Brookline	Key Boston abolitionist, fugitive assistant, and member of Boston Vigilance Committee; housed sheltered fugitives
Copp’s Hill Cemetery	Hull Street, North End	Site of graves of Prince Hall, founder of Boston’s first African American masonic lodge, and of many other early black Bostonians
Camp Meigs Field	Stanbro Street, Hyde Park	54th Regiment training field

2.7. Management Prescriptions Common to Both Action Alternatives

Alternative 2, the Preferred Alternative, specifies all of the management prescriptions outlined in Alternative 1. The timing and sequence of implementation in either alternative will depend upon the availability of funding and management priorities in future years. All management prescriptions define conditions to be attained and are accompanied by examples of actions that could be taken to achieve these conditions; however, these actions are illustrative and do not necessarily designate the specific actions that will be undertaken over the near term or the order in which they will be taken. Table 5 presents a list of management prescriptions common to Alternatives 1 and 2, along with examples of actions that each prescription may imply.

Both management alternatives project that BOAF would capture an increased proportion of NPS Visitor Center traffic — presumably including many visitors who are interested in historical and cultural sites and are in the process of planning their time in Boston — if information about the site were more visible and complete.

Table 5: Management Prescriptions Common to Alternative 1 and Preferred Alternative

Management Goal Category	Management Prescriptions	Examples of Appropriate NPS Actions
Preservation/ Resource Management	NPS uses its best efforts to define and execute cooperative agreements with all sites identified in 1980 BOAF legislation.	<ul style="list-style-type: none"> • Update cooperative agreement with owners of the Lewis Hayden House (expired in 2003). • Designate staff liaison to work with private owners of designated sites to enhance mutual understanding. • Maintain regular contact with owners of designated sites and assist them in matters requiring coordination with other public agencies. • Hold regular open houses targeted to private owners of designated sites to make sure that owner issues are understood and responded to promptly. • Provide technical and financial assistance, where appropriate and feasible, to designated resources within BOAF whose owners have executed cooperative agreements with NPS.
	Communication is enhanced with owners of designated sites, including regular updates and clarification of the types of protection and support that can be achieved through cooperative agreements.	
	Collections are appropriately managed, protected, and stored.	<ul style="list-style-type: none"> • Assist MAAH to expand and improve collections space. • Work with Suffolk University and MAAH to monitor procedures for collection maintenance and provide technical assistance.

Management Goal Category	Management Prescriptions	Examples of Appropriate NPS Actions
	Collections are made accessible, consistent with good practices, to researchers, scholars, and visitors.	<ul style="list-style-type: none"> • Provide technical assistance to develop a catalog of MAAH resources. • Work with Suffolk University and MAAH to improve electronic access to collections. • Partner with Boston Athenaeum, Boston Public Library, Massachusetts Historical Society, and other local repositories to publicize collections.
	Develop a program for ensuring that the buildings and sites within BOAF, including the Shaw/54th Regiment memorial, are maintained in excellent condition.	<ul style="list-style-type: none"> • Develop a plan to promote regular building maintenance. • Coordinate with the Boston Parks and Recreation (BPR) Department, which maintains the memorial, to inspect memorial regularly for vandalism and environmental wear. • Provide technical assistance on monument maintenance to to BPR. • Encourage BPR to make repairs in a timely manner whenever required. • Work with the Friends of the Public Garden to maintain and interpret the memorial.
	NPS and MAAH identify the public and private entities with capacity to assist in resource preservation, management, and maintenance and secure their cooperation and support for these efforts.	<ul style="list-style-type: none"> • Research grant sources and provide technical assistance to determine non-NPS sources of funding for repair of buildings.
	Historic documentation and preservation status of BOAF properties continues to be updated.	<ul style="list-style-type: none"> • Complete National Register nomination of BOAF.

Management Goal Category	Management Prescriptions	Examples of Appropriate NPS Actions
Interpretation and Visitor Learning Experience	The public understands that visits to the Meeting House and Smith School are an essential part of the BOAF experience.	<ul style="list-style-type: none"> • Coordinate and expand content of BOAF and MAAH websites to stress what can be learned from a visit to these sites. • Design new exhibits for Meeting House and Smith School that focus on nineteenth-century history of BOAF sites, people, and community. • Provide materials on the key resources of BOAF to be displayed and made available at other nearby related venues such as Freedom Trail sites and the Boston Athenaeum.
	Visitors are encouraged to experience the BHT®.	<ul style="list-style-type: none"> • Continue guided ranger tours of the BHT®. • Develop tour script directed to young children. • Provide highly visible and accessible printed and electronic information that explains BOAF and the BHT® at Boston NPS visitor centers. • Provide literature about the BHT® for distribution at nearby visitor venues. • Develop pre-visit information packages for school groups.
	Exhibits, interpretive programs, and educational initiatives focus on the nineteenth-century abolitionism within the African American community of Beacon Hill, including the context and consequences of that history.	<ul style="list-style-type: none"> • Generate greater public awareness of significant new information in 2002 Historic Resource Study. • Sponsor and encourage further research that can be used in future exhibits, interpretive programs, and educational initiatives. • Provide technical and/or financial assistance to expand exhibits at MAAH in order to link the history of BOAF to larger movements for racial equality in the city of Boston and the nation. • Research sources of funding for expanded interpretive programming.

Management Goal Category	Management Prescriptions	Examples of Appropriate NPS Actions
	Contemporary technology is used to enhance the visitor experience.	<ul style="list-style-type: none"> • Develop and expand the virtual tour of BOAF to provide more depth on the sites and setting of BOAF as well as the historic figures associated with the site. • Develop audio CD or cell-phone tour of BHT®. • Develop more highly interactive interpretive Web media and products that deal with the themes of BOAF.
	Interpretive programs and activities are designed to support the broader educational goals of the Greater Boston community.	<ul style="list-style-type: none"> • Provide technical assistance and staff support to MAAH to develop programs and materials that can be used in conjunction with school programs and/or other area museums and educational sites in the Boston region.
	Visitors to Freedom Trail sites can easily find the BHT® and MAAH through more and better signage and pre-visit information.	<ul style="list-style-type: none"> • Coordinate with the city of Boston to define, approve, and implement signage locations to direct visitors to the BHT®. • Indicate the route between the Freedom Trail sites and BHT® with distinct way-finding and directional signage and on Web sites and maps.
	The collaborative relationship between BOAF and MAAH, and their shared interpretation of the BHT®, is clarified and promoted.	<ul style="list-style-type: none"> • Coordinate with MAAH to promote the BOAF and MAAH partnership, public documents, programs, and exhibits prepared by both parties.
	Visitors to both BOAF and the Freedom Trail understand the connections and parallels between Boston's role in the American Revolution — including the role of its people of color — and the African American community's role in the struggle for abolition and equal rights in nineteenth-century Boston.	<ul style="list-style-type: none"> • Reinforce programmatic and physical linkages to Freedom Trail sites and other Boston historical resources, such as a walking tour of thematically related BOAF and Freedom Trail sites. • Provide information on interpretive activities and programming at BOAF/MAAH to Freedom Trail visitors. • Continue to provide technical and financial assistance to develop and expand interpretive materials and related programs at MAAH.

Management Goal Category	Management Prescriptions	Examples of Appropriate NPS Actions
	BOAF's interpretive approach offers visitors an experience that is distinct from that offered by other regional historic attractions.	<ul style="list-style-type: none"> • Continue to solicit involvement of African American scholars and community leaders at BOAF events and programs. • Coordinate programming with managers of other regional historic attractions to provide supplemental interpretation on African American contributions to city and national history at BOAF. • Encourage BOAF visitors to visit related historic sites and districts within Boston and the region, including the MAAH property on Nantucket.
	Visitors to the site directly experience sites and settings that increase their appreciation and understanding of the contributions of the African American community on Beacon Hill.	<ul style="list-style-type: none"> • Continue to support scholarly research and archaeological investigation of the African American community on Beacon Hill. • Provide supplemental interpretive information that explains former uses of buildings and other remaining resources.
	Visitors experience a high degree of social interaction and high probability of encountering other visitors.	<ul style="list-style-type: none"> • Concentrate visitor improvements around cultural resources in order to attract more visitors without adversely affecting resources. • Continue to offer special tours and programs for groups and individuals with diverse interests.
Visitor Use and Site Operation	Adequate and appropriate security responsive to the special needs of the site and its visitor profile is provided at all times for property, visitors, and staff .	<ul style="list-style-type: none"> • Train NPS staff and volunteers in common safety procedures. • Install signs and warnings in NPS publications about private property concerns. • Provide adequate security personnel and arrange for prompt response to security issues.
	Visitors with physical disabilities are provided maximum practical opportunities to experience the site and the BHT®.	<ul style="list-style-type: none"> • Define and publicize shorter trail segments that avoid the steepest streets on the current BHT®. • Develop a pilot program that would provide accessible van service, potentially through a private contractor, to transport visitors who would be unable to visit the BHT® on foot. • Provide an expanded virtual tour on the MAAH and NPS websites.

Management Goal Category	Management Prescriptions	Examples of Appropriate NPS Actions
	Visitors are able to make informed decisions about how to experience and learn about BOAF.	<ul style="list-style-type: none"> • Develop a new identity system and logo and install new signs in new locations to improve visitors' use and understanding of the BHT® route. • Develop and expand Internet resources on BOAF visitor trip planning.
	Information about the site location and content is made readily and widely available to visitors and residents.	<ul style="list-style-type: none"> • Provide directional signs to BOAF from nearby subway stops, the Boston Common, Joy Street, Park Street, Cambridge Street, and other NPS sites in the vicinity. • Provide information about BOAF at other popular visitor venues in downtown Boston.
	Prospective site visitors have ready access to information that will allow them to plan their visit, recognizing the limited capacity of both the MAAH buildings and the ranger-led tours of the BHT®.	<ul style="list-style-type: none"> • Determine the feasibility of a site ticketing or reservation system. • Encourage group or individual visits at off-peak times.
	Site managers and staff have adequate and cost-impactive facilities and services to support their operations and to fulfill the management goals of BOAF.	<ul style="list-style-type: none"> • Provide adequate administrative space for BOAF staff that enables impactive communication with MAAH personnel and appropriate support for BOAF operations. • Create designated BOAF orientation area to strengthen site identity. • Determine the NPS maintenance and operations functions that can be impactively provided through third-party service agreements.
	Information about appropriate transportation choices and routes is made available in order to avoid adding vehicular traffic on Beacon Hill	<ul style="list-style-type: none"> • Provide information about BOAF access and parking on the NPS and MAAH Web sites. • Add information about parking and transportation access to NPS and MAAH site brochures. • Develop a pilot program that would provide shuttle service to BOAF, potentially through a private contractor, with connections to the Boston Common parking garage and nearby subway stops.

Management Goal Category	Management Prescriptions	Examples of Appropriate NPS Actions
Management and Partnerships	NPS and MAAH act cooperatively to support the mission of BOAF and to engage public and private entities in understanding and supporting their collaborative efforts.	<ul style="list-style-type: none"> • Develop a regular interaction process between BOAF and MAAH staff and NPS policy makers to insure that NPS and MAAH act cooperatively to address issues of common concern. • Clarify the roles and responsibilities of NPS and MAAH for all personnel, property, operations, and long-range planning.
	Planning and management of BOAF are coordinated with initiatives for Faneuil Hall, Old South Meeting House, and other nearby Boston-area NHP units along the Freedom Trail, including cooperative efforts with other entities already engaged with BOAF historical themes.	<ul style="list-style-type: none"> • Maintain liaison between BOAF site managers and Boston NHP and Boston Harbor Islands NHP to make sure that Boston visitors and residents are aware of the resources at BOAF. • Maintain liaison with local research institutions and other entities active in archaeology and scholarship related to the resources and themes of BOAF.
	The existing site partnerships are maintained and strengthened, and new partnerships with public and private entities are sought in order to expand the ability of NPS to protect site resources and provide high-quality visitor interpretation and experiences.	<ul style="list-style-type: none"> • Expand and extend services for BOAF through coordination with volunteer groups. • Develop volunteer programs that assist with site maintenance, resource protection, interpretation, and visitor services. • Enlist major partners and donors to raise funds to support for BOAF and MAAH. • Identify opportunities for partnerships with public education agencies and other historic sites for development of new programs and educational materials.
	Local government, civic groups, and private landowners develop an appreciation for the special qualities of BOAF and cooperate with NPS and MAAH to address and influence planning and development initiatives that have the potential to affect BOAF and its resources positively, including the use of adjacent properties, transportation projects, and regional linkages.	<ul style="list-style-type: none"> • Maintain active liaison with local preservation and civic groups from the Beacon Hill community. • Provide the city of Boston input and technical assistance regarding property and transportation development proposals that affect BOAF resources and visitor experiences. • Provide technical assistance for the conservation and interpretation of BOAF-related resources on adjacent and nearby properties, when possible.

Management Goal Category	Management Prescriptions	Examples of Appropriate NPS Actions
	NPS and MAAH cooperate to plan and execute programs and events at BOAF.	<ul style="list-style-type: none"> • Develop and publicize a joint calendar of events.

2.8. Supplemental Management Prescriptions for Alternative 2: Preferred Alternative

Table 6 lists the management prescriptions that are exclusive to Alternative 2.

Table 6: Management Prescriptions for Alternative 2: Preferred Alternative

Management Goal Category	Management Prescriptions, Alternative 2	Examples of Appropriate NPS Actions
Preservation / Resource Management	All Management Prescriptions defined in Alternative 1 are also included under this Management Goal.	
	Owners of properties associated with BOAF themes but not listed in the BOAF legislation are encouraged to appreciate the historical significance of their properties and to exercise responsible stewardship of those sites.	<ul style="list-style-type: none"> • Provide historical background and technical assistance to owners of sites related to BOAF themes. • Develop self-help manuals on responsible stewardship for owners of properties related to BOAF.
	Public and/or private non-profit entities are encouraged to provide appropriate technical and/or financial preservation assistance to willing owners of properties associated with BOAF themes.	<ul style="list-style-type: none"> • Convene periodic gatherings of nonprofit, philanthropic, and other civic groups to explain the scope and significance of resources related to BOAF and to encourage financial and technical assistance, possibly by these groups, for these resources.
Interpretation and Visitor Learning Experience	All Management Prescriptions defined in Alternative 1 are also included under this Mission Goal.	

Management Goal Category	Management Prescriptions, Alternative 2	Examples of Appropriate NPS Actions
	<p>Visitors to BOAF and to its Web site appreciate the significant scale of the African American community of nineteenth-century Beacon Hill and the connections between this community and other neighborhoods of Boston.</p>	<ul style="list-style-type: none"> • Redesign and expand the BOAF and MAAH Web sites to include interactive programs that use stories of people, buildings, and the MAAH collections to convey the scope, scale, and importance of Boston’s nineteenth-century African American community. • Expand MAAH exhibits to enable visitors to appreciate the everyday dangers and choices that affected the lives of nineteenth-century African Americans.
	<p>The Web sites of BOAF and MAAH are strongly connected and are designed and regularly updated to offer an in-depth understanding of the resources of both entities, as well as a broad range of educational content that is engaging and accessible to a variety of user types and age groups.</p>	<ul style="list-style-type: none"> • Strengthen the links between the Web sites of BOAF and MAAH in order to reinforce the public’s understanding of the NPS/MAAH relationship. • Link the BOAF and MAAH Web sites to those of other related sites in Boston. • Develop an online catalog of MAAH artifacts and reference materials to enable researchers and the general public to understand the nature and content of its collections. • Create more links to Web sites related to the themes of BOAF, especially those that offer educational content and widen the base of knowledge about the Underground Railroad, abolitionist activity, and the accomplishments of African American communities. • Use the Web sites of NPS and MAAH to encourage the development of educational and curriculum materials that can take advantage of the combined assets of BOAF partners.

Management Goal Category	Management Prescriptions, Alternative 2	Examples of Appropriate NPS Actions
Visitor Use and Site Operation	<p>All Management Prescriptions defined in Alternative 1 are also included under this Mission Goal.</p> <p>The public can experience a virtual visit to BOAF, MAAH, and BHT[®], which relieves some visitor pressure on the BOAF sites.</p>	<ul style="list-style-type: none"> • Develop a Web-based rotating display and interpretation of artifacts on the MAAH website to allow more public access to the collections without costly exhibits and security issues. • Assist the MAAH to expand the graphics and content of its Web site to improve the virtual tour of the BHT[®]. • Create links between the NPS and MAAH Web sites and the National Parks of Massachusetts Traveler Information Web site to benefit from this major visitor support initiative (see Section 1.9.).
	<p>BOAF has the capacity to update and change its Web site to make it current and of high interest to the public.</p>	<ul style="list-style-type: none"> • Provide personnel who can regularly modify the BOAF Web site to incorporate new content, changing schedules, and state-of-the-art techniques.
Management and Partnerships	<p>All Management Prescriptions defined in Alternative 1 are also included under this Mission Goal.</p> <p>Local government, civic groups, private nonprofits, and private for-profit entities develop an appreciation for the breadth of resources in Boston associated with the nineteenth-century African American community of Beacon Hill and are encouraged both to support the activities and mission of BOAF and MAAH actively and to advocate for appropriate stewardship and interpretation of related resources.</p>	<ul style="list-style-type: none"> • Identify new funding sources for programming. • Publicize issues and opportunities facing BOAF, MAAH, and related resources beyond BOAF so that individuals and organizations better understand their activities and mission. • Publicize activities of BOAF, MAAH, and related resources more widely. • Partner and share information with the Heritage Guild, Inc., which has installed plaques on some Beacon Hill buildings to recognize the achievements of nineteenth-century African American residents. • Partner with the Augustus Saint-Gaudens NHS in New Hampshire, which owns a plaster cast of the Shaw/54th Memorial displayed at the National Gallery of Art.

2.9. Alternatives Eliminated from Further Study

In the planning process, the GMP team considered several approaches that, on further examination, were deemed inappropriate for further consideration:

- One alternative proposed relying almost exclusively on Web-based digital communications to communicate the story of BOAF and its resources. The planning team decided that such an approach was a useful adjunct to other alternatives, but did not, on its own, represent an adequate basis for a plan.
- Another alternative proposed designating additional sites as components of BOAF — some on Beacon Hill and some beyond — and thus modifying the legislated site boundary. The team decided that such an approach was stretching the legislative mandate for the site and was in addition unnecessary, as connections to such sites can be established under current legislative authorities.
- A third alternative proposed a concentrated planning effort at Smith Court, the site of the African Meeting House and Smith School, in order to recreate a nineteenth-century setting. The planning team decided that such an approach was not feasible at this time.

2.10. Summary Comparison of Alternatives

2.10.1. Characteristics of Alternatives

Table 7 provides a comparison of the three alternatives — status quo and the two action alternatives — that will serve as a basis for assessing their impactiveness in meeting the management goals. The shared management prescriptions outlined for the two action alternatives are noted in the shaded areas of the table.

2.10.2. Environmental Consequences

Table 8 provides a narrative summary of the environmental consequences of the alternatives.

Table 7: Comparison of Management Prescriptions across Alternatives

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Key Concept	Assumes the continuation of current management and interpretation practices with no substantive change in direction or investment in resource.	Strengthens existing elements of the site in such a way as to improve functions and operations while recognizing the capacity limits of the site and buildings.	Incorporates all actions of Alternative 1 and includes expanded interpretation, communication, physical and financial resources, and outreach.

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Preservation and Resource Management	Existing collections continue to be housed in a variety of facilities at various locations in the Boston area and can be difficult for MAAH staff or the interested public to access.	<ul style="list-style-type: none"> • Collections are appropriately managed, protected, and stored. • Collections are made accessible, consistent with good practices, to researchers, scholars, and visitors. 	
	NPS faces challenges managing the interaction with private owners and occupants of designated sites on Beacon Hill and is not authorized to manage problems of security and maintenance that arise.	<ul style="list-style-type: none"> • Communication is enhanced with owners of designated sites, including regular updates and clarification of the types of protection and support that can be achieved through cooperative agreements. 	
	NPS provides continuing technical and financial support for maintenance and preservation activities.	<ul style="list-style-type: none"> • NPS uses its best efforts to define and execute cooperative agreements with all sites identified in the BOAF legislation. • The memorial to Robert Gould Shaw and the 54th Regiment and its setting are properly and regularly maintained in good condition. 	

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Preservation and Resource Management			<ul style="list-style-type: none"> • Owners of properties associated with BOAF themes but not listed in the BOAF legislation are encouraged to appreciate the historical significance of their properties and to exercise responsible stewardship of those sites. • Public and/or private nonprofit entities are encouraged to provide appropriate technical and/or financial preservation assistance to willing owners of buildings and lands associated with BOAF themes.
		<ul style="list-style-type: none"> • Historic documentation and preservation status of BOAF properties continues to be updated. 	

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Interpretation and Visitor Learning Experience	NPS rangers lead visitors to BOAF on a walking tour of the sites on the BHT®.	<ul style="list-style-type: none"> • The public understands that visits to the Meeting House and Smith School are an essential part of the BOAF experience. • Visitors are encouraged to experience the BHT®. • The collaboration between BOAF and MAAH and their shared interpretation of the BHT® is clarified and promoted. • BOAF’s interpretive approach offers visitors an experience that is distinct from that offered by other regional historic attractions. • Visitors to the site directly experience sites and settings that increase their appreciation and understanding of the lives and contributions of nineteenth-century African Americans on Beacon Hill. • Visitors to BOAF understand and appreciate the important role African Americans in nineteenth-century Boston played in the struggle for the abolition of slavery and for equal rights. • Visitors experience a high degree of social interaction and a high probability of encountering other visitors. 	
	MAAH and BOAF Web site visitors can gain information about the sites from the virtual tour.	<ul style="list-style-type: none"> • Contemporary technology is used to enhance the visitor experience. 	

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Interpretation and Visitor Learning Experience			<ul style="list-style-type: none"> • BOAF’s Web site is strongly connected with that of MAAH and is designed and regularly updated to offer an in-depth understanding of the resources of both entities, as well as a broad range of educational content that is engaging and accessible to a variety of user types and age groups. • BOAF’s Web site is linked to other relevant Web sites. • BOAF will work with MAAH to develop an online catalog and interpretation of collections. • BOAF will use its Web site to offer educational and curriculum materials.
	<p>Visitors gain a basic understanding of the abolitionist and Underground Railroad-related sites on Beacon Hill.</p>	<ul style="list-style-type: none"> • Exhibits, interpretive programs, and educational initiatives focus on nineteenth-century abolitionist activity within the African American community of Beacon Hill, including the context and consequences of that activity. • Visitors to BOAF understand the connections and parallels between Boston’s role in the American Revolution and the North Slope African American community’s role in the struggle for abolition of slavery and equal rights. 	

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Interpretation and Visitor Learning Experience			<ul style="list-style-type: none"> • Visitors to BOAF and to its Web site appreciate the scope, scale, and significance of the African American community of nineteenth-century Beacon Hill and the connections between this community and other neighborhoods of Boston.

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Visitor Use and Site Operation	Existing signage for the BHT® remains in place; existing inconsistencies are not rectified.	<ul style="list-style-type: none"> • Develop a new identity system and logo and install new signs in new locations to improve visitors’ use and understanding of the BHT® route. • Add wayfinding signage both to and through the site at such locations as Joy Street, Charles Street, and Cambridge Street, and improve wayfinding signage that currently exists. • Add wayfinding signage both to and through the site at such locations as Joy Street, Charles Street, and Cambridge Street, and improve wayfinding signage that currently exists. • Assure that visitors to Freedom Trail sites can easily find the BHT® and MAAH through more and better signage and pre-visit information. 	
	People with physical disabilities experience significant difficulties in visiting the BHT® and in getting to the African Meeting House and Smith School.	<ul style="list-style-type: none"> • Visitors with physical disabilities are provided maximum practical opportunities to experience the site and the BHT®. 	

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Visitor Use and Site Operation	Information that is provided about parking near the site remains limited.		<ul style="list-style-type: none"> • Prospective site visitors have ready access to information that will allow them to plan their visit, that recognizes the limited capacity of both the MAAH buildings and the ranger-led tours of the BHT® as well as the limited capacity of Beacon Hill transportation and parking network. • Information about the site location and content is made readily and widely available to visitors and residents. • Information about appropriate transportation choices and routes is made available in order to avoid adding vehicular traffic to Beacon Hill. • Adequate and appropriate security is provided at all times for property, visitors, and staff, responsive to the special needs of the site and their visitor profile. • Site managers and staff have adequate and cost-impactive support facilities and services to support their operations and to fulfill the management goals of BOAF.

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Management and Partnerships	<p>BOAF and NPS continue administrative functions in space that is constrained, separated, and remote from their sites.</p> <p>NPS and MAAH maintain their partnership at its current level.</p>	<ul style="list-style-type: none"> •BOAF acquires adequate administrative facilities to ensure appropriate operational capability, to coordinate more impactively with MAAH, and to be closer to its sites. •NPS and MAAH act cooperatively to support the mission of BOAF and to engage public and private entities in understanding and supporting their collaborative efforts. • Planning and management of BOAF are coordinated with initiatives for Faneuil Hall, Old South Meeting House, and other nearby Boston-area NHP sites, including cooperative efforts with other entities already engaged with the historical themes of BOAF. • Local government, civic groups, and private landowners develop an appreciation for the special qualities of BOAF and cooperate with NPS and MAAH to address and influence planning and development initiatives that have the potential to affect BOAF and its resources positively, including the use of adjacent properties, transportation projects, and regional linkages. • NPS and MAAH continue to cooperate to plan and execute programs and events together. 	

Management Goal Category	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 – the Preferred Alternative: Expand Outreach
Management and Partnerships	NPS engages in ad hoc consultation with owners of sites identified in the legislation.	<ul style="list-style-type: none"> • Existing site partnerships are maintained and strengthened, and new partnerships with public and private entities are sought in order to expand the ability of NPS to protect site resources and provide high-quality visitor interpretation and experiences. 	<ul style="list-style-type: none"> • BOAF identifies and secures funding for program elements. • BOAF publicizes issues and opportunities facing it, MAAH, and other related sites to create greater public awareness of their activities and missions. • BOAF publicizes its activities more widely. • BOAF partners with the Heritage Guild, Inc., in continuing to recognize the achievements of nineteenth-century African American residents of Beacon Hill.
		<ul style="list-style-type: none"> • BOAF adds a staff person to coordinate specifically with private site owners and to encourage the development of additional cooperative agreements. 	<ul style="list-style-type: none"> • BOAF partners with Augustus Saint-Gaudens NHS in New Hampshire, owner of the plaster cast of the Shaw Memorial displayed at the National Gallery of Art.

Table 8: Summary of Environmental Consequences

Resource	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 (Preferred Alternative): Expand Outreach
Cultural Resources			
Historic Districts and Structures	Minor long-term beneficial impact with continued NPS staff presence, although little physical change	Major long-term beneficial impact as awareness and appreciation of resources is increased and both funding and technical assistance are more widely available for rehabilitation	Major long-term beneficial impact as awareness and appreciation of resources is increased and both funding and technical assistance are more widely available for rehabilitation
Archaeological Resources	Minor long-term beneficial impact due to adherence to NPS standards	Major long-term beneficial impact as preservation and use of artifact collections and awareness of archaeology's potential to provide new information on lifeways is expanded	Major long-term beneficial impact as preservation and use of artifact collections and awareness of archaeology's potential to provide new information on lifeways is expanded
Ethnographic Resources	Minor long-term beneficial impact of continued NPS presence	Moderate long-term beneficial impact as public awareness of ethnic heritage is increased through BOAF and partner activities	Major long-term beneficial impact as public awareness of ethnic heritage is increased through BOAF and partner activities to an expanded audience and about wider universe of sites
Cultural Landscapes	Minor long term beneficial impact of continued NPS presence, but negligible change to landscape	Minor long-term beneficial impact of continued NPS presence, but negligible change to landscape	Minor long-term beneficial impact of continued NPS presence, but negligible change to landscape
Archives and Collections	Minor long-term beneficial impact as result of NPS technical assistance to MAAH with Collections Management Plan	Major long-term beneficial impact to the degree that collections are more fully utilized and available to public	Major long-term beneficial impact to the degree that collections are more fully utilized and available to public

Resource	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 (Preferred Alternative): Expand Outreach
Natural Resources			
Air Quality	Negligible long-term impact	Negligible long-term impact	Negligible long-term impact
Open Space and Parks	Negligible long-term impact, as BOAF activities do not affect nearby parks	Negligible long-term impact, as anticipated increase in BOAF activity will not affect nearby parks	Negligible long-term impact, as anticipated increase in BOAF activity will not affect nearby parks
Vegetation	Negligible long-term impact on vegetation due to BOAF improvements	Negligible long-term impact on vegetation due to BOAF improvements	Negligible long-term impact on vegetation due to BOAF improvements
Wildlife	Negligible long-term impact	Negligible long-term impact	Negligible long-term impact
Threatened and Endangered Species	Negligible long-term impact	Negligible long-term impact	Negligible long-term impact

Resource	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 (Preferred Alternative): Expand Outreach
Visitor Experience			
Museums and Interpretive Programs	Continued visitor pressure on BOAF and MAAH has potential to cause minor adverse impact on interpretive capabilities, due to limited size and capacity of facilities	Long-term beneficial impact due to improvements in exhibits and BHT [®] legibility and to expanded interpretive outreach through Web content	Long-term beneficial impact due to improvements in exhibits and BHT [®] legibility and to expanded interpretive outreach through Web content, virtual tours, and involvement of other sites
Educational Programs	Negligible impact due to lack of additional staff capacity	Moderate long-term beneficial impact due to addition of staff with responsibility for education activities and new partnerships	Major long-term beneficial impact due to addition of significant staff capability with responsibility for education activities, new partnerships, and expanded Web and digital capabilities
Socioeconomic Considerations			
Community Character and Land Use	Negligible impact due to absence of major physical change	Negligible impact due to absence of major physical change	Negligible impact due to absence of major physical change
Community Concerns	Minor adverse long-term impacts if NPS does not have staff authority to secure and protect listed BOAF private properties	Moderate beneficial long-term impacts due both to expanded NPS staff and budget capability to secure and protect listed BOAF private properties and to improved visitor information and services	Moderate beneficial long-term impacts due both to expanded NPS staff and budget capability to secure and protect listed BOAF private properties and to improved visitor information and services
Demographics and Economy	No impact on demographics, but negligible impact on local economy if no staff are added or visitation does not increase significantly	No impact on demographics, but minor long-term beneficial impact on local economy due to additional staff and potential increase in visitors to BOAF and region	No impact on demographics, but minor long-term beneficial impact on local economy due to additional staff and potential increase in visitors to BOAF and region

Resource	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 (Preferred Alternative): Expand Outreach
Tourism	Potential minor long-term adverse impact to BNHP visitor experience if demand increases without the capacity to match visitor peaks to BOAF staff capability and facility size	Major long-term beneficial impact to visitor experience due to improved trip planning capability, information, BHT® signage, services to the disabled, and Web presence	Major long-term beneficial impact to visitor experience due to improved trip planning capability, information, BHT® signage, services to the disabled, and greatly expanded Web offerings
	Minor long-term adverse impact as low visibility of BOAF would not contribute to increased levels of tourism	Moderate long-term beneficial impact for increase in tourism as BOAF's visibility is enhanced through improved visitor information and staff involvement in new activities	Major long-term beneficial impact as Web-based outreach and link to other sites related to BOAF themes may attract more visitors, including international visitors. Improved visitor information and services will also result in beneficial impact to tourism experience
Transportation and Access			
Road Network/Traffic Conditions	Continued minor long-term adverse impact to traffic on narrow Beacon Hill streets due to visitor confusion and minimal information about access and parking	Moderate long-term beneficial impact due to improved information about where to park and how and when to visit the site	Moderate long-term beneficial impact due to improved information about where to park and how and when to visit the site
Public Transportation	Negligible impact on public modes of transportation and private shuttle services as current management strategies neither encourage nor discourage the use of public transportation	Moderate long-term beneficial impact as provision of handicapped accessible van will allow visitors with physical handicaps to experience BHT®; more people patronize public transportation as a result of explicit Web site suggestions to use transportation alternatives	Moderate long-term beneficial impact as provision of handicapped accessible van will allow visitors with physical handicaps to experience BHT®; more people patronize public transportation as a result of explicit Web site suggestions to use transportation alternatives

Resource	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2 (Preferred Alternative): Expand Outreach
Pedestrian/ Bicycle Access	Negligible impact on residents and visitors on foot or bicycle within site	Moderate long-term beneficial impact as improved BOAF signage within site will better guide visitors BOAF sites	Moderate long-term beneficial impact as improved BOAF signage within site will better guide visitors BOAF sites
Parking	Minor long-term adverse impact as information about parking restrictions and availability remains limited in BOAF and MAAH Web sites and publications.	Moderate long-term beneficial impact as BOAF and MAAH Web sites and publications provide full information about parking restrictions and availability and public transportation	Moderate long-term beneficial impact as BOAF and MAAH Web sites and publications provide full information about parking restrictions and availability and public transportation
Site Operation			
Partnerships	Negligible impact, as maintenance of current programs and staffing will enable little expansion of partnerships	Moderate long-term beneficial impact as staff will be added to enhance current partnerships and create ones	Major long-term beneficial impact as staff will be added to enhance current partnerships, create new ones, and create more links with related sites and institutions
NPS Personnel/ Staffing	Minor long-term adverse impact as constant staffing at 10.5 FTE will be unable to keep up with visitor demand	Moderate long-term beneficial impact as 12.5 FTEs will greatly expand capacity for interpretation, partnerships, outreach, and educational programs	Major long-term beneficial impact as 15.5 FTEs will greatly expand capacity for interpretation, partnerships, actual and virtual outreach, and educational programs
Site Facilities and Support	Minor long-term adverse impact as facilities and signage are not expanded or improved.	Moderate long-term beneficial impact as signage is expanded and improved and adequate space is provided for BOAF staff and operations	Major long-term beneficial impact as signage is expanded and improved and adequate space is provided for BOAF staff and operations

Note: See Section 4.1. for definitions of the terms in this table.

3. Affected Environment

3.1 Cultural Resources

3.1.1 Historic Districts and Structures

Historic Districts

Boston African American National Historic Site (BOAF) is located on Beacon Hill, a downtown residential neighborhood directly north of Boston Common. The architecture of Beacon Hill is composed predominantly of nineteenth-century structures.

Beacon Hill covers about one-quarter square mile and is bounded on the north by Cambridge Street, on the east by Bowdoin Street, on the south by Beacon Street, and on the west by Storrow Drive. It is characterized by narrow brick sidewalks, brick rowhouses with stone trim and decorative ironwork, and gaslights along the streets. Its architecture includes Federal, Greek Revival, Italianate, and Queen Anne single-family and multifamily residential buildings as well as Colonial Revival homes and multistory brick tenements dating from the late nineteenth to early twentieth century.

Beacon Hill's national significance lies in several thematic areas. Architecturally, the district is recognized for its large collection of structures designed by several of America's earliest architects, including Asher Benjamin and Charles Bullfinch. In urban planning, it was one of the earliest and finest urban developments, served as a model for many other such districts, engendered one of the first "back-to-the-city" movements in the 1960s and 1970s, and impelled the enactment of one of the first zoning laws related to neighborhood preservation. The neighborhood is also important in the field of intellectual history, as it was the home of several of the nation's most prominent thinkers and activists — Samuel Gridley and Julia Ward Howe, William Ellery Channing, Charles Sumner, Francis Parkman, and Louisa May Alcott among them. The district is also nationally significant as the location for the one of the earliest, largest, and most influential African American communities in the nation. Similar communities in the antebellum North existed in Philadelphia, New York City, Brooklyn, and Cincinnati.⁴

All the properties within BOAF, except for the Shaw/54th Regiment Memorial, are within the Beacon Hill Historic District, designated as a local historic district in 1955 under Massachusetts General Law Chapter 616 of the Acts of the same year. The oldest historic district in Massachusetts and one of the earliest in the nation, the district was simultaneously listed in 1966 as a National Register Historic District and a National Historic Landmark. The National Register of Historic Places, which administers both programs, was established in the same year. The boundaries of the local and national districts vary only in the area of the Massachusetts State House at Beacon and Park Streets and the area north on Beacon Street that includes the Boston Athenaeum.

In addition, sixteen structures within the district are individually designated as National Historic Landmarks, including the African Meeting House, Charles Street Meeting House, the William C. Nell House, the Lewis Hayden House, the Samuel Gridley and Julia Ward Howe House, and the Charles Sumner House.

The Shaw/54th Regiment Memorial is located within Boston Common Historic District, designated a National Register Historic District in 1972. Boston Common is also a National Historic Landmark.

Although each of Beacon Hill's three designations implies different responsibilities and opportunities, their purposes are identical — to preserve historic resources. The National Historic Landmark designation recognizes the national significance of the history and architecture of the district and allows the district to be eligible for technical assistance and grants through the National Park Service Landmarks Program. The listing in the National Register of Historic Places recognized the district's statewide significance. National Register listing is a condition for receiving grants and loans from many state and local governments as well as from such private sources as foundations. The National Register and National Historic landmark designations do not entail any federal intervention or review in local and private developments unless a federal undertaking is proposed in the area, as required under Section 106 of the National Historic Preservation Act of 1966, as amended. As a local historic district, the architecture is protected by strict regulations that allow no changes to any part of a structure visible from a public way without the approval of the Beacon Hill Architectural Commission.

Relationship to National Park Units in Boston

BOAF is administered by the Boston National Historical Park, which itself is an association of privately, municipally, and federally owned properties in Boston and South Boston that collectively tell the story of the city's role in the American Revolution. Other National Park Service sites in the Boston area are the Boston Harbor Islands National Recreation Area, Frederick Law Olmsted National Historic Site (NHS), and John F. Kennedy NHS in Brookline, and the Henry Wadsworth Longfellow NHS in Cambridge.

3.1.2. Archaeological Resources

Several archaeological surveys were conducted in and around the African Meeting House between 1975 and 1991. Archaeological testing uncovered resources dating from the late eighteenth century, before the meeting house was built, through the twentieth century. The features and artifacts uncovered during excavations provided a great deal of information related to the history of and changes to the structure, the historic landscape and land use around the building, and the historic use of the site. The archaeological excavations also contributed to the understanding of the role of the African Meeting House as a community building, especially as the site of large public events that included the preparation, serving, and consumption of food. A 1995 report revealed the results of a 1991 NPS study of the rear (west) courtyard of the Smith School that found a mid-nineteenth-century privy and other site drainage and construction features all under a more recent brick pavement that protected these features. Archaeological investigation is an ongoing MAAH project.

The Massachusetts Historical Commission documents nine other archaeological surveys on or near Beacon Hill since 1968. One documented a prehistoric site at the southeast corner of Boston Common. Other investigations were conducted at the Peter Faneuil School, the Mount Vernon Street Sewer, the west lawn of the Massachusetts State House, and on Cambridge Street. Some of these studies determined that the level of previous disturbance precluded any further investigations, although the surveys in smaller areas not previously affected by large construction projects clearly showed the potential for significant archaeological resources.

3.1.3. Ethnographic Resources

The principal ethnographic resource of BOAF is the North Slope of Beacon Hill, the legislatively designated BOAF properties thereon, and the other sites and structures identified and researched in the 2002 BOAF Historic Resource Study. This study examined the historical and architectural significance of sites and buildings associated with the social, political, and economic life of the North Slope's African American community up to the Civil War. Several extant buildings

documented in the study date from the last decades of the eighteenth century. Several clusters of dwellings — specifically on Joy Street and Smith Court/Holmes Alley — are rare survivals of pre-1830s vernacular architecture on the hill. Thirteen of twenty-six researched properties studied are currently part of BOAF. The remaining thirteen documented resources are listed in Figure 5.

During the late nineteenth and early twentieth centuries Jewish, Italian, Polish, and other ethnic communities, composed in good measure of first-generation immigrants, emerged on the North Slope and on the north side of Cambridge Street — collectively termed the West End — and both areas African Americans had long occupied. By this period, many of the African American residents had moved to the South End and Roxbury. Both the Twelfth Baptist Church and the African Meeting House were used as synagogues, beginning in 1903 and 1904, respectively; the Congregation Libavitz owned the meeting house until 1972, when MAAH purchased the structure. The built environment of the North Slope of Beacon Hill underwent dramatic changes in the latter nineteenth century with the construction of numerous brick tenement buildings to house a rapid and large influx of ethnic residents. Today these postwar structures predominate on Beacon Hill and strikingly represent this period of ethnic occupation in Beacon Hill. The 1919 Vilna Center for Jewish Heritage, formerly the Orthodox Vilna Shul synagogue, is a significant survival of this period as well. Between 1958 and 1960, urban renewal destroyed much of the West End north of Cambridge Street, but Beacon Hill remained largely intact.

3.1.4. Cultural Landscapes

The National Park Service defines a cultural landscape as a “geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.”⁵ Beacon Hill’s cultural landscape has not yet been systematically documented. The only cultural landscape that NPS has formally identified within BOAF is the courtyard between Smith School and the African Meeting House. This brick-paved courtyard was partially rehabilitated for accessibility as part of the Smith School rehabilitation. Currently serving as a construction staging area during the meeting house rehabilitation, the courtyard will be completed as part of this work. A formal cultural landscape inventory of the BOAF will be conducted through the NPS Olmsted Center in the future.⁶ The cultural landscape is characterized by the neighborhood’s narrow brick sidewalks and streets, building facades closely and generally uniformly fronting the sidewalks, and clusters of courts, places, and alleys that abut and sometimes connect main streets. Vegetation is limited to small street trees, rear and side courtyard gardens, flowers in window boxes, and small hedges, other plantings, and ornate iron fences in those small front yards where a setback from the sidewalk exists.

The viewsheds that contribute to the cultural landscape in the neighborhood are characterized by the continuous series of masonry buildings uniformly fronting the public ways, most famously illustrated by Acorn Street, one of the most photographed streets in the city. Decorative arches, usually made of iron, mark the entrances to some courts and places and provide access to dwellings constructed upon those small arteries. Both level and sloping streets in the neighborhood display this characteristic view, which often ends in a cross street filled with similar buildings and scale. Views beyond these streetscapes are occasionally punctuated by glimpses of the Boston Common, taller buildings and church steeples, or the Charles River and the Charles River Esplanade.

⁵ National Park Service, *Cultural Resource Management Guideline*, NPS-28 (11 June 1998).

⁶ Boston African American National Historic Site, “Annual Performance Plan for Boston African American National Historic Site, Fiscal Year 2003” (Boston, 1 May 2003).

3.1.5. Archives and Collections

The National Park Service possesses a small collection of documents related to BOAF. The Museum of African American History has an extensive artifact and archival collection.

The BOAF collection consists primarily of site management records that the NPS is legally mandated to preserve. Collections are currently stored at the BOAF offices at 14 Beacon Street, Building 107 of the Boston NHP in Charlestown Navy Yard, and in less controlled conditions at the Hoosac Warehouse in the Charlestown Navy Yard. The collection also includes rare books.

The MAAH collection encompasses decorative and fine arts, ethnographic materials, architectural elements, manuscripts, rare books, photographs, and thousands of archaeological artifacts from excavations at the Smith School and the African Meeting House. A small percentage of the collection is on exhibit at the museum. MAAH staff hope to put more of the collection on view through new exhibits. The rest of the MAAH collection is located in fifteen off site storage areas in Greater Boston; archaeological artifacts are stored at the City of Boston Archaeology Laboratory. This dispersal of the collection permits only highly limited public access. Appointments may be made to visit offsite storage areas.

The public often requests use or reproduction of such documents as letters and other personal papers, which are available at the museum's administrative offices, the Massachusetts Historical Society, and the Nantucket Historical Association. With nearby Suffolk University, MAAH jointly owns a collection of modern African American literature, housed in the university's Mildred F. Sawyer Library. The collection contains more than 4,400 volumes that represent the work of black writers, with an emphasis on authors associated with New England, from the eighteenth century to the present. The collection is accessible to the general public during regular library hours for in-house use only.

Between 2001 and 2002, MAAH undertook a basic inventory of the 2,506 items then in its collection and documented the items in a database with accompanying digital images. At the same time MAAH staff prepared a Collections Planning Proposal and a Museum Assessment Program self-study.⁷ In 2003 NPS sponsored the development of a Collection Management Plan that examined the holdings of both BOAF and MAAH and provided immediate and long-term recommendations for collections policies and proper storage. The Collection Management Plan recommended that the museum create a more focused collection strategy and deaccession or nonaccession of materials that do not directly relate to the museum, the African Meeting House, the Smith School, nineteenth-century abolitionist communities in Boston and Nantucket, and the Massachusetts 54th Regiment.⁸ The plan also recommended consolidating the collection in fewer storage areas under proper storage conditions, as well as more stringent policies to regulate access. The Collections Management Plan advised that BOAF's collection of rare books be transferred to the Collection of African-American Literature at Suffolk University and that 305 square feet Boston NHP Building 107 be used to house the rest of BOAF's collection.

7 National Park Service, "Collection Management Plan: Boston African American National Historic Site and Museum of African American History" (Boston, June 2003), 13.

8 National Park Service, "Collection Management Plan," 14.

3.2. Natural Resources

3.2.1. Air Quality

Boston's air quality is monitored at stations within the city for several criteria pollutants, including ozone, carbon monoxide, particulate matter (10 microns and 2.5 microns), lead, and sulfur dioxide. As of 2003, the entire state was in attainment of the carbon monoxide standard; areas in Boston that are close to highways tend to have higher carbon monoxide readings and are not attaining the standard. The state is in nonattainment of the eight-hour ozone standard, despite programs over the last few years to address the issue.⁹

3.2.2. Open Space and Parks

Although BOAF is situated in a heavily developed urban environment, it is close to three of Boston's important green spaces — Boston Common, the Public Garden, and the Charles River Esplanade. Boston Common, hailed as the country's first park, embraces fifty-five acres between the Massachusetts State House and the city's longtime central shopping district. The Public Garden, adjacent to the Boston Common on its west side and approximately half its size, is for strolling pedestrians and those who want to admire floral displays. The nation's first public botanical garden, the Public Garden features many exotic species of trees and flowers. The Charles River Esplanade is part of the seventeen-mile linear park known as the Charles River Reservation.

3.2.3. Vegetation

Tree species in Boston Common include linden (*Tilia spp.*), elm (*Ulmus spp.*), hemlock (*Tsuga Canadensis*), white oak (*Quercus alba*), red oak (*Quercus rubra*), juniper (*Juniperus spp.*), sugar maple (*Acer saccharum*) and Norway maple (*Acer platanoides*).¹⁰

The Public Garden contains more than six hundred trees representing more than one hundred varieties. The garden is also famous for its floral displays. Notable trees include weeping willow (*Salix babylonica elegantissima*), European beech (*Fagus sylvatica*), weeping European beech (*Fagus sylvatica f. pendula*), American elm (*Ulmus Americana*), camperdown elm (*Ulmus glabra 'Camperdownii'*), maidenhair tree (*Ginkgo biloba*), sierra wood (*Sequoiadendron giganteum*), dawn redwood (*Metasequoia glyptostroboides*), Japanese pagoda (*Sophora japonica*), weeping pagoda (*Sphora japonica 'Pendula'*), tea crab (*Malus hupehensis*), star magnolia (*Magnolia stellata*), burr oak (*Quercus macrocarpa*), English oak (*Quercus robur*), pin oak (*Quercus palustris*), Judas tree (*Cercis canadensis alba*), and thundercloud plum (*Prunus cerasifera 'Altapurpurea'*).¹¹

Beacon Hill tree species include various types of elm (*Ulmus*) and linden (*Tilia*), honey locust (*Gleditsia triacanthos*), pin oak, a large, old eastern cottonwood (*Populus deltoides*) at the end of Primus Avenue. There are also many Chinese "Tree of Heaven" (*Ailanthus altissima*). Trees of this species were imported for their exotic impact in the Victorian period, but because their wood is weak and their tendency to spread (they are one of the few tree species that can grow to great height in bad urban soil) they are now considered "weed trees."

3.2.4. Wildlife

The Boston Department of Parks and Recreation has identified at least thirteen species of birds that appear in and around Boston parks and downtown burial grounds — red-tailed hawk (*Buteo jamaicensis*), American kestrel (*Falco sparverius*), barred owl (*Strix varia*), northern boreal owl

⁹ Massachusetts Department of Environmental Protection, "Commonwealth of Massachusetts 2002 Air Quality Report", 2002); Robert Boiselle, Massachusetts Department of Environmental Protection, July 23, 2004.

¹⁰ Pam Snow, Boston Parks and Recreation Department, to ICON architecture, memorandum, n.d.

¹¹ Friends of the Public Garden and Common, "The Public Garden: Boston, 2000," 75-81.

(*Aegolius funereus*, an *occasional visitor*), northern screech owl (*Megascops watsonii*), common or American crow (*Corvus brachyrhynchos*), mallard (*Anas platyrhynchos*), American black duck (*Anas rubripes*), wood duck (*Aix sponsa*), Canada goose (*Branta Canadensis*), peregrine falcon (*Falco peregrinus*), common cormorant (*Phalacrocorax carbo*), and herring, great black-backed, and ring-billed gulls (*Larus argentatus*, *Larus marinus*, *Larus delawarensis*). Amateur birdwatchers in the Public Garden have identified a myriad of migrating warblers and an occasional orchard oriole (*Icterus spurius*), northern cardinal (*Cardinalis cardinalis*), night heron (*Nycticorax nycticorax*, *Nyctanassa violacea*), oven bird (*Seiurus aurocapillus*), brown thrasher (*Toxostoma rufum*), and chimney swift (*Chaetura pelagica*).

Other wildlife species observed in the area include opossum (*Didelphus virginiana*), raccoon (*Procyon lotor*), eastern gray squirrel (*Sciurus carolinensis*), skunk (*Mephitis mephitis*), mice, bats, voles, moles, common rats, and farmed-raised ferrets.¹²

3.2.5. Threatened and Endangered Species

The only endangered species the Boston Department of Parks and Recreation has identified in downtown Boston is the Peregrine falcon (*Falco peregrinus*).¹³

3.3. Visitor Experience

3.3.1. Museums and Interpretive Programs

The Museum of African American History (MAAH) is a nationally and internationally known institution dedicated to preserving, conserving, and accurately interpreting the contributions of African Americans during the antebellum period in New England.

The museum features both permanent and changing exhibitions at both the African Meeting House and the Abiel Smith School, which are open to the public Monday through Saturday from 10 a.m. to 4 p.m. Its Black History Trail[®], which leads to fourteen of BOAF's fifteen sites, begins at the Shaw/54th Regiment Memorial and proceeds in reverse chronological order. Tours end at the Smith School and African Meeting House complex with a discussion of the activities of the African American community in antebellum Beacon Hill and Boston. The main tour theme is the social, economic, and cultural history of this North Slope community. At individual sites rangers explore more specific themes, including abolition and the Underground Railroad at the Lewis and Harriet Hayden House, the history of school integration in Boston at the Abiel Smith School, and the history of the first black regiments in the Civil War and the role and changing status of the African American soldier in the U.S. armed forces at the Shaw/54th Regiment Memorial.

Staff shortages limit the use of the trail, and those who guide themselves along it are aided only by guidebooks and other written materials that offer only broad background. Signs to and along the trail are few, the sign posting the tour at the Shaw Memorial is often overlooked, no sign there posts tour schedules, and information about the availability of the guided tour does not appear on signage in or near BOAF.

3.3.2. Educational Programs

BOAF offers special outreach programs to schools, senior centers, and the general public. These programs consist of lectures on the history of Boston's nineteenth-century African American community and programs that highlight traditions and accomplishments of other African Americans both in Boston and the nation. The site has also developed an *Underground Railroad: Boston* brochure so that visitors may guide themselves through the North Slope's key Underground Railroad

¹² Greg Repuznysky, Boston Parks and Recreation Department, to ICON architecture, memorandum, Feb. 9, 2001.

¹³ Massachusetts Department of Fish and Wildlife Web site, www.state.ma.us/dfw/ele/dfw/nhesp/towna-c.htm.

sites. Staff also offer an Underground Railroad puppet show and walking tour geared to children and talks at the African Meeting House for those who are not able to take the guided tour. The number of these special outreach programs has varied from year to year. The greatest number of programs was offered in 1997 and attracted 4,200 visitors. The site has also begun two community groups — Beacon Hill Scholars and Prince Hall Scholars — to foster learning, research, and discussion about the area’s history among adults and children, respectively.

MAAH presents an array of educational events that aim to place the African American experience in an accurate social, historical, and cultural perspective. The museum organizes monthly activities for both adults and children. The adult program includes theatrical productions, lectures, readings, and concerts that focus on the contributions of African Americans from the colonial period to the present and on African American historical events. The museum invites African American artists and scholars to perform and speak every month. The youth program includes a range of interactive activities from singing songs that celebrate African American whalers to spending a night at the museum exploring the Underground Railroad. Some of the events are curriculum-based education activities for visiting schoolchildren and teachers. All events are open to the general public, although fees are generally charged to nonmembers.

The museum organizes between three and four special exhibits during the year. These exhibits present an opportunity for people to view artifacts that are not featured in permanent exhibitions. MAAH needs more space in order to exhibit a greater number of items from the collection. The two-hundredth anniversary of the African Meeting House in 2006 spurred a series of special events, and future plans call for new exhibitions at the Smith School and a range of lectures, performances, and seminars at the African Meeting House.

BOAF offers several youth programs. BEAN (Boston’s Environmental Ambassadors to the National Parks) is an after-school internship program for Boston youth between the ages of fourteen and eighteen and is run jointly by BOAF and the Island Alliance. The program includes office internships, career exploration, leadership workshops, environmental education, public outreach, stewardship projects, and community service. BEAN interns also serve in their communities as “Environmental Ambassadors” for the Harbor Islands. Since the internship program’s inception in 2001, youth from Roxbury, Dorchester, South Boston, Jamaica Plain, Hyde Park, East Boston, Mattapan, and Charlestown have participated. BOAF’s Trailblazers Summer Program offers Boston youth an opportunity to work and learn in the National Park Service. For eight weeks selected participants engage in a variety of stewardship projects, environmental education programs, and outdoor recreational activities that connect them with the natural, cultural, and historic resources of the National Park Service in New England. The goal of the Trailblazers program is to provide leadership skills and career-bridging opportunities in the NPS and related natural resource fields for urban young people.

3.4. Socioeconomic Resources

For centuries, Boston has been a leader in trade and in such industries as printing and publishing, education, health care, and finance. Following the tradition of innovation that characterizes Boston, new industries such as biotechnology, computers, and telecommunications were pioneered here. Boston’s rich history and special events attract so many visitors that tourism is an integral part of the city’s economy. To the current day Boston has served as the educational, medical, cultural, governmental, and economic center of New England.

3.4.1. Community Character and Land Use

BOAF is located in a predominantly residential urban neighborhood surrounded by government offices, health institutions, commercial areas, and major recreational and open space. The Massachusetts State House, which houses government offices and the State Library, an important educational resource, lies on the southeast corner of the neighborhood. Massachusetts General Hospital (MGH), Massachusetts Eye and Ear Infirmary (MEEI), and Boston Shriners Hospital for Children are northwest of Beacon Hill. Boston City Hall and the local courts are a short walk away. Suffolk University, a private institution, is located near BOAF in both older and more recently constructed buildings on several North Slope streets. Charles Street on the west and Cambridge Street on the north are the major commercial corridors of Beacon Hill, although small establishments, such as dry cleaners, convenience stores, and florists, are also located on many of the interior streets.

Beacon Hill has two small playgrounds, the Phillips Street and Myrtle Street Playgrounds, which are mostly used by neighborhood residents. Around Beacon Hill, Boston Common, the Public Garden, and the Charles River Esplanade, all feature recreational facilities. Although mostly used for passive recreation, Boston Common offers tennis courts and heavily used baseball fields, open areas for soccer and football, and playgrounds. The common's Frog Pond is a wading pool in summer and the most popular city skating rink in winter. The Parkman Bandstand in the common serves as a summer venue for Shakespeare performances. The Public Garden offers swan boat rides in the central lagoon and other forms of passive recreation. Bikers, joggers, and roller-bladers use the Charles River Esplanade paths heavily, and the area also features open fields for team sports, housing and docks for boats and gondolas, and open-air concerts at the Hatch Memorial Shell. In addition, the Charles River hosts a vibrant boating community composed largely of sailors, rowers, and windsurfers.

3.4.2. Community Concerns

Numerous Beacon Hill organizations and residents are actively involved with such community issues as traffic and parking, new construction and alterations to historic architecture, privacy, and cleanliness. Vehicle parking is a challenge for both visitors and residents. Street cleaning during the warmer months is made more difficult by cars that are not moved when required. Beacon Hill and other parts of the West End are at the edge of many current construction projects, which disrupt traffic patterns, increase noise, and degrade air quality. The Beacon Hill Architectural Commission, which reviews and approves all exterior changes to buildings, works with volunteer members of the Beacon Hill Civic Association's Architecture Committee on neighborhood issues. The city collects solid waste on Beacon Hill three times a week, more often than it does in most Boston neighborhoods; however, the presence of refuse is a problem in large part because it is often placed on the curb earlier than necessary and thus attracts trash pickers, rodents, and other animals.

3.4.3. Tourism

Boston is one of the nation's major tourist destinations. Domestic travel to the Greater Boston area represented 43 percent of all travel to Massachusetts in 2003. Cape Cod and the Islands (Martha's Vineyard and Nantucket) and the regions north and south of Boston accounted for an additional 37 percent of all travel to the Commonwealth in the same year.¹⁴

Visitation to the Boston Region and BOAF

Visitors to BOAF and Boston area have many opportunities to experience historic and cultural sites that are within a short distance of each other. Within Beacon Hill and close to the sites BOAF

interprets are several institutions open to tourists, including the Massachusetts State House, Boston Athenaeum, Boston Center for Jewish Heritage at the Vilna Shul, Harrison Gray Otis House, and Rose Nichols House Museum. The neighborhood's historic architecture, shops, and antique stores are other attractions. The route of the popular Freedom Trail intersects with the BHT® at the Shaw/54th Regiment Memorial in front of the Massachusetts State House. Most of the sites on the Freedom Trail are within one mile of BOAF.

Many other popular Boston attractions, including those with the highest visitor attendance in Massachusetts — Faneuil Hall Marketplace, the Museum of Science, New England Aquarium, the Museum of Fine Arts, and Old North Church — are within two miles of BOAF and easily reached by subway.

The regional visitor experience encompasses many historic and cultural sites as well as natural and recreational areas that are nationally known. Historic and cultural sites in the region include a number of NPS units beyond Boston — Saugus Iron Works NHS, Minute Man NHP, Adams NHP, Lowell NHP, Springfield Armory NHS, Salem Maritime NHS. Three National Heritage Area — the Essex National Heritage Area, Blackstone River Valley National Heritage Corridor, and the Quinnebaug-Shetucket Rivers Valley National Heritage Corridor — are within one to two hours away from BOAF. The Cape Cod National Seashore offers natural and historic sites for visitors.

Visiting historic sites and museums is the third major tourist activity after shopping and outdoor activities.¹⁵ According to a statewide survey conducted in 2004 by the *Boston Business Journal*, eight of the top-ten tourist attractions in Massachusetts are in Boston — Faneuil Hall Marketplace (20.0 million visitors), the Museum of Science (1.5 million visitors), New England Aquarium (1.1 million visitors), the Museum of Fine Arts (1.1 million visitors), Old North Church (more than 500,000 visitors), Boston Duck Tours (458,000 visitors), the Children's Museum (380,000 visitors), and the USS Constitution and Museum (273,000 visitors).¹⁶ The remaining two in the top ten are Plimoth Plantation and Salem Witch Museum, both within an hour's drive of BOAF.¹⁷

Before September 11, 2001, and the national recession of 2002-3, the number of visitors, especially international visitors, had increased over the previous five years, significantly within Boston National Historical Park (by 55 percent between 1996 and 2000) and modestly within BOAF (14 percent over the same period). Tourism in Boston generally began to increase again in 2003. According to the Greater Boston Convention and Visitors Bureau, an estimated 13.4 million people visited the Boston metropolitan area that year, 4 percent more than the 12.9 million visitors in 2002.¹⁸ According to the *Boston Business Journal*, during the first quarter of 2004 visitors to the city's historic and cultural sites increased 1 percent over 2003. An increase of 4 percent for leisure travelers was documented in early 2004, mainly attributable to inbound international travelers: 757,000 international visitors came to Boston in 2003.

In 1983, 16,846 people visited BOAF, a figure that rose to 393,175 visitors in 2000. Annual visitation then fell to 327,857 in 2005.¹⁹ The preponderance of visitors visited only the Shaw/54th Regiment Memorial, which is also part of the city's popular Freedom Trail®. Practically, it is difficult to conclude that all visitors in this total count are drawn to BOAF, as many of these individuals may be Freedom Trail® walkers.

15 National Trust for Historic Preservation Web site, "Benefits of Heritage Tourism," www.nationaltrust.org/heritage_tourism/benefits.html (accessed Jul. 19, 2004).

16 "Massachusetts' Largest Tourist Attractions," *Boston Business Journal*, Feb. 6, 2004.

17 Ibid.

18 Greater Boston Convention and Visitors Bureau Web site, "Boston Tourism Statistics 2004," www.bostonusa.com (accessed May 14, 2004)

19 Boston African American National Historic Site Web site, "Facts," www.nps.gov/boaf.

The BHT® receives more group than individual visitors, while the African Meeting House receives more individuals than groups. This trend probably reflects the low visibility of the BHT®, the fact that tours are arranged for groups in the off-season, the broader public’s greater awareness of the African Meeting House as an important historical building, and the higher visibility of the Museum of African American History. The number of people participating in BOAF’s special programs has varied from year to year; the highest number to date was documented in 1997, when 12,521 people attended.

Table 9: Visitors to BOAF and other NPS sites, 2005, by month

	Boston National Historical Park	NPS Visitor Center	BOAF Total visitors		Total visitors to Black Heritage Trail®		Total visitors to African Meeting House	
			Number of visitors	% of Total BNHP visitation	Number of visitors	% of Total NPS Visitor Center visitation	Number of visitors	% of Total NPS Visitor Center visitation
Jan	38,705	7,431	1,529	4.0%	248	3.3%	1,126	15.2%
Feb	40,003	7,247	3,125	7.8%	534	7.4%	1,861	25.7%
March	95,216	13,222	2,297	2.4%	164	1.2%	2,108	15.9%
April	170,091	15,908	2,921	1.7%	103	0.6%	2,409	15.1%
May	235,319	21,847	14,302	6.1%	617	2.8%	3,384	15.5%
June	297,605	27,306	19,011	6.4%	250	0.9%	3,049	11.2%
July	400,714	32,759	85,168	21.3%	1,839	5.6%	2,599	7.9%
August	376,881	39,183	91,318	24.2%	1,493	3.8%	2,456	6.3%
Sept	218,991	24,236	2,769	1.3%	134	0.6%	1,273	5.3%
Oct	281,031	31,802	2,634	0.9%	98	0.3%	1,900	6.0%
Nov	129,477	16,161	1,793	1.4%	7	0.0%	1,536	9.5%
Dec	69,391	11,350	966	1.4%	20	0.2%	853	7.5%
TOTAL	2,353,424	248,452	227,833	9.7%	5,507	2.2%	24,554	9.9%

Table 9 shows the number of visitors to BOAF (including the BHT® and African Meeting House) in 2005. For comparative purposes the table also shows 2005 visitation to Boston National Historical Park and the National Park Service Visitor Center on State Street.

Management Alternatives 1 and 2 project that BOAF would capture an increased proportion of NPS Visitor Center traffic — presumably including many visitors who are interested in historical and cultural sites and are in the process of planning their time in Boston — if information about the site were more visible and complete. In 2003, according to NPS data, the BHT® attracted 3.8 to 5.6 percent of Visitor Center visitors in the peak months of July and August, while the African Meeting House drew from 6.3 to 7.9 percent of center visitors during the same period.

In absolute numbers, the BHT® receives its heaviest use during July and August, when BOAF adds seasonal rangers to meet this tourist demand. In contrast, African Meeting House visitation is spread more evenly throughout the year, with strong attendance in January (Martin Luther King’s Birthday), February (Black History Month), and the spring months, when school groups tend to visit.

3.4.4. Demographics and Economy

According to the 2000 federal census, the population of Boston was 589,140. That total represents a slight increase since 1990 and steady population growth since 1980. The population has also grown increasingly diverse.²⁰ African Americans compose 23.8 percent of the city's population and those of Latino origin 14.4 percent. Asian Americans, American Indians, and Aleuts comprise the remaining of the population. The Latino and Asian American communities are the fastest-growing minority racial and ethnic groups in the city.

The population of Beacon Hill stood at 9,614 in 2000. It is predominantly white. Seven percent of the neighborhood's population are Asian American, of Latino origin, and African American.²¹ As have other major cities in the United States, Boston has completed its shift from an industrial- to a service-based economy and as a result has high concentrations of professional, finance, medical, and service industry jobs. By 1998, the service sector had grown to include slightly more than 46 percent of all jobs in the city. In contrast, manufacturing jobs dropped from 5.3 percent to 4.4 percent over the same period. Today, the five leading industries that drive the Greater Boston economy are health care, high technology, education and consulting, the visitor industry, and financial services.

In 2000 the median household income in the city of Boston was \$39,629, an increase of \$10,000 from 1990 median income. Since 1993, job growth in Boston has increased at an annual rate of 2.4 percent. In 2003, the annual average unemployment rate for Boston was 6.0 percent, slightly higher than the state's rate of 5.8 percent.²²

The finance, insurance, and real estate (FIRE) industries include some of the largest Boston employers. In 2001, the biggest employers were Massachusetts General Hospital and Fidelity Investments, which together employed more than twenty-six thousand people.²³ Between 1997 and 2000, financial services grew by 7.9 percent and created more than 10,000 new jobs in the securities and banking sectors. Over the past decade, real estate values have greatly expanded, although the vacancy rates of office spaces and housing have begun to rise from record lows posted in the early 2000s. Rents for residential, commercial, and office space are at record high in many areas of the city such as Back Bay, Beacon Hill, and downtown Boston.

Between 1997 and 2000, Boston's visitor industry created more than 7,000 new jobs. More than one-third of these new jobs were in the hotel industry. The opening of five new hotels in downtown Boston in early summer 2004 added 676 rooms to the existing supply of 15,059 rooms in fifty-three hotels.²⁴

From colonial times to the current day, Boston has retained its preeminence as an intellectual center, attracting people from around the country and the world to its institutions of higher education. According to the Association of Independent Colleges and Universities, in 1997 students enrolled in Boston colleges and universities contributed between \$3.1 billion and \$3.4 billion to the city's economy.

20 Boston Redevelopment Authority, "The Boston Economy 2003," 1.

21 Boston Redevelopment Authority, "Boston's Population — 2000," Report #541 (Boston, March 2001).

22 U.S. Department of Labor, Bureau of Labor Statistics Web site, www.bls.gov.

23 The Largest Private Employers in Boston: 2001, rev. ed. (Boston: Boston Redevelopment Authority, August 2001), 4, Boston Redevelopment Authority Web site, http://www.cityofboston.gov/bra/PDF/ResearchPublications/pdr_545.pdf.

24 Greater Boston Convention and Visitors Bureau Web site, "Boston Tourism Statistics 2004" (accessed May 14, 2004).

Health care was the only leading industry in which employment declined between 1997 and 2000. Nearly 4,000 jobs were lost, bringing the industry to its lowest level of employment since 1995. Despite the recent decline, health care remains an important sector in the city's economy: one of every seven Boston jobs is in that field. In 1998, 97,401 persons were employed in health care in the city. Although fewer people work in health care today, they still represent approximately 14 percent of the total number of jobs in the city.²⁵

3.5. Transportation and Access

3.5.1. Road Network/Traffic Conditions

Visitors to BOAF can choose many ways to get to the site from within and outside Boston. The primary access route to Boston is I-93, which connects to I-95, MA Route 3 and MA Route 24 on the south, and US Routes 1, I-495, and I-95 on the north. The Massachusetts Turnpike, also known as I-90, is the second major access route to the city of Boston. Exits from both I-93 and I-90 place visitors into various sections of downtown Boston.

The portion of I-93 that runs through downtown Boston is now located underground as part of the Massachusetts Turnpike Authority's Central Artery/Tunnel Project (CA/T). The CA/T replaced an existing elevated highway with an underground route that connects to the Ted Williams Tunnel, a new harbor tunnel. Development of the Rose Kennedy Greenway, the swath of land created above the underground highway, will result in three new downtown parks along with limited institutional and commercial developments in this area.

Drivers in downtown Boston need to navigate narrow streets laid out in circuitous patterns and often routed only one way; a lack of identifying street signs compounds the difficulty. Cambridge Street, one of the major east-west arterials bounding the site, is currently undergoing improvements and can be quite congested during rush hours.

Circulation within BOAF is best done on foot. BOAF and MAAH Web sites instruct drivers to use nearby parking garages on Charles and Cambridge Streets, but neither explain how to reach the interior of the site by car. Even on foot, the interior of Beacon Hill can be difficult to navigate due to the absence of street signs and the small number of cross streets that link longer streets with other sections of Beacon Hill.

3.5.2. Public Transportation

Fortunately, Beacon Hill is well served by public transportation. The Massachusetts Bay Transportation Authority (MBTA) provides rapid transit, bus, and commuter rail service to the area, as well as a shuttle service for people with physical disabilities. Private shuttles also transport people to and within the site.

Stations for the MBTA's Red, Blue, Orange, and Green subway lines are within walking distance of the site. The Red Line offers three — Charles Street/MGH station on the west, about four blocks from the African Meeting House; Park Street station on Boston Common, near the Shaw/54th Regiment Memorial; and Downtown Crossing station in the heart of downtown Boston, just one block south of Park Street station. The Red Line connects Boston to Cambridge and Somerville to the west and Dorchester, Quincy, and Braintree to the south.

The Blue Line serves East Boston, Revere, and visitors flying into and out of Logan International Airport. Two Blue Line stations are BOAF — Government Center station at Boston City Hall, about four blocks from the Shaw/54th Regiment Memorial, and Bowdoin station, about five

blocks from the African Meeting House. Bowdoin station, however, has limited operating hours and is not open on weekends and holidays.

Two Orange Line stations serve downtown Boston as well. Downtown Crossing station serves both the Orange and Red Lines, while State Street station is a block away from Government Center. The Orange Line serves the neighborhoods of Roxbury and Jamaica Plain on the south and the cities of Malden and Melrose on the north.

The Green Line connects the western suburbs, including Brighton, Brookline, and Newton, to the city and places visitors downtown at Park Street station.

The MBTA also operates the RIDE, a door-to-door shuttle service for people with ADA-certified physical handicaps. The service is available to local residents and out-of-town visitors, although advance reservations are required.

Downtown Boston is also well served by bus service. A great number of MBTA buses coming from the cities of Medford, Quincy, Lynn, Saugus, Salem, and Marblehead arrive in downtown Boston at Haymarket and/or South Station. In addition, private trolley tours have stops adjacent to BOAF, including one in front of the Shaw/54th Regiment Memorial and one in front of the Charles Street Meeting House.

The MBTA provides extensive commuter rail service to and from downtown Boston. Although service is limited on weekends, weekday trains run every thirty minutes during rush hour and every one to two hours in the midday and evening. Trains arrive at either South or North Stations. North Station on Causeway Street, about x mile from Smith Court and a relatively easy walk by way of Staniford and Cambridge Streets, is the depot for trains running north and west to Fitchburg, Lowell, Haverhill, Newburyport, and Rockport. Trains from South Station, about a fifteen-minute walk from BOAF by way of Summer and Winter Streets and Boston Common, run south and west to Worcester, Middleborough/Lakeville, Cordage/Plymouth, Kingston/Route 3, and Providence, Rhode Island.

Privately operated shuttle services also carry visitors to the site. Several companies offer vans equipped for people in wheelchairs. Although the service is usually door-to-door, it may be possible to reserve shuttles for a two- to four-hour period to tour the BHT[®].²⁶ This arrangement would work best if NPS rangers were available to board the shuttle and interpret the tour for the passengers. An alternate transportation study conducted for this General Management Plan proposed the purchase of a handicapped-accessible van for NPS ranger-led driving tours of the BHT[®].²⁷

Commercial trolley tours that operate on a year-round basis provide an additional way to reach the site. The Discover Boston Trolley Tours, Inc. and Old Town Trolley Tours[®] stop at the Shaw/54th Regiment Memorial. The Discover Boston trolleys also stop at the Charles Street Meeting House at Charles and Mt. Vernon Streets.

3.5.3. Pedestrian and Bicycle Access

Boston is a city best seen on foot. Still, missing street signs, street name changes, and a confusing walk-light signal system can easily disorient the neophyte pedestrian. The city and various public and private agencies offer self-guiding walking tour brochures; guided walking tours are also offered. The National Park Service and other entities plan to improve their visitor information centers in the coming years.

²⁶ Based on conversation with two local private shuttle companies.

²⁷ BETA Group/Bruce Campbell & Associates. "Alternative Transportation Study, Boston African American National Historic Site (BOAF) – General Management Plan." Boston, 2002.

For visitors familiar with downtown Boston and good map readers, pedestrian access to the site is straightforward from both off-street parking facilities and subway stations. However, even for such persons reaching BOAF is inhibited by the limited number of street markers and signs. Pedestrian routes from parking facilities and nearby subway stops such as the Charles Street/MGH, Bowdoin, and Park Street stations need to be clearly delineated and marked.

Beacon Hill is served by an adequate number of sidewalks and painted crosswalks, which assure the safety of pedestrians walking the BHT[®]. The crosswalks at Beacon Street present the most difficulty for pedestrians because of the heavy volume of vehicular traffic on this street and the short amount time traffic signals allow for pedestrians to cross. Because Beacon Hill is mostly residential and its narrow streets and steep topography discourage vehicular traffic, the area is quite safe for pedestrians, especially for families with small children and for school groups. However, the steepness of the streets and the uneven and narrow brick sidewalks present a problem for the elderly and people with physical disabilities.

Neither Beacon Hill nor downtown Boston in general accommodate bicycle riders well. Heavy downtown traffic and the absence of bike lanes presents serious safety issues for cyclists. The narrow streets and the steep topography of Beacon Hill are also not inviting for bike riders. One solution is for cyclists to bike to secured racks close to the site and travel the site on foot. Visitors who do decide to ride bicycles can use the Paul Dudley White Memorial Bike Path along the Charles River, which is approximately a half-mile from the site. Additionally, *Boston's Bikemap* states Cambridge, Bowdoin, New Chardon, New Sudbury, Staniford, and Congress Streets all serve as on-street bicycle routes.²⁸ Bike racks are now located at the Charles Street/MGH Red Line subway station, six blocks from the African Meeting House.

3.5.4. Parking

Curbside parking on Beacon Hill is mostly restricted to residents with parking permits. Visitor parking with a two-hour limit is located on Pinckney Street east of West Cedar Street, Phillips Street east of West Cedar Street, and Irving Street across from Phillips Street.²⁹ Limited metered parking exists on Beacon, Bowdoin, Charles, and Cambridge Streets. From 8 a.m. to 6 p.m., the north side of Beacon Street has metered parking; at all other times this parking is for residents only. Parking on Bowdoin Street adjacent to the building complex at 100 Cambridge Street is restricted to vehicles with handicapped van (HP-V) plates, while metered parking is allowed on the other side of the street. Parking on Cambridge Street is, for the most part, metered parking and parking for commercial and official vehicles. Charles Street has metered parking on both sides of the street. Parking around the Massachusetts State House and on both sides of Derne Street is restricted to official vehicles from Monday through Friday and is available to visitors on weekends.

Because finding on-street parking in the area is extremely difficult, visitors are encouraged to park in one of the twelve parking garages and five parking lots within a half-mile of the BOAF site. Three hours of parking in these facilities costs between fifteen and thirty dollars.

²⁸ Boston's Bike Map (Cambridge, MA: Rubel Bike Maps, 1999).

²⁹ BETA Group/Bruce Campbell & Associates, "Alternative Transportation Study,".

The two closest parking facilities, the 575-space Center Plaza Garage and the 150-space Charles River Plaza (or Cambridge Street) Garage, are on Cambridge Street within a few blocks of Smith Court. The 170-space Charles Street Garage is two blocks away from the Lewis Hayden House, the sixth site on the BHT[®] and a quarter-mile from Smith Court. Underneath Boston Common, a garage with space for 1,318 cars places visitors close to the Shaw/54th Regiment Memorial. The vehicle entrance/exit for this garage is on Charles Street between Boston Common and the Public Garden; people can leave the garage through several stairway/elevator pavilions on the Common that are closer to Smith Court. The Boston Common Garage is the least used and least expensive of the nearby garages, and this GMP recommends its promotion as the main parking facility for BOAF and MAAH visitors.³⁰

The two parking garages that primarily serve Massachusetts General Hospital on Fruit Street and Parkman Street, in front of the hospital's main entrance, are about a quarter-mile north of Smith Court. These garages offer reduced parking fees only to patients and patients' visitors.³¹ The 575-space Courthouse Garage and three smaller parking lots — the 26-space Allright, the 38-space General Trading at Ashburton Place, and the 38-space General Trading at Somerset Street — are all located a quarter-mile east of Smith Court. The Longfellow Plaza Garage on Staniford Street, also a quarter-mile north of the site, provides another 565 spaces. Space is also available at the Garage at 1 Beacon Street, which has 305 spaces. Within a half-mile is the 2,000-space Government Center Garage, Parcel 7 Garage at Haymarket (320 spaces), and the 32-space Rapids Parking lot across from Government Center. Visitors parking at Government Center/Haymarket may take the Green Line to Park Street station or the Blue Line to Bowdoin station. Finally, near Smith Court on Joy, Irving, and Derne Streets, fourteen spaces are designated parking for people with physical disabilities.³²

3.6. Site Operations

Within the National Park Service system, BOAF represents a specific type of park unit, one with limited federal ownership that relies on a network of partners to achieve the site's mission. Cooperative planning and management are critical to the success of such sites.

BOAF is administratively part of Boston National Historical Park, a unit of the national park system. Boston National Historical Park provides administrative support to BOAF in planning, maintenance, human resources, and security. Although BOAF has direct contact with the National Park Service headquarters in Washington, D.C., certain administrative issues are communicated through Boston National Historical Park.

³⁰ Ibid.

³¹ Massachusetts General Hospital Web site, www.mgh.harvard.edu (accessed Jul. 20, 2004).

³² Daylor Consulting Group, Inc., "Project Notification Form: 100 Cambridge Street, Boston, MA" (Boston, 2001).

3.6.1. Partnerships

BOAF currently consists of the originally designated fifteen properties on Beacon Hill and its educational and interpretive operations. The site's FY 2005 budget was \$749,000.³³ Two cooperative agreements are currently in place. MAAH, which owns the African Meeting House, has a cooperative agreement with the NPS and a 99-year lease with the city of Boston for the Abiel Smith School. A cooperative agreement exists between NPS and the city of Boston regarding the Shaw/54th Regiment Memorial on Beacon Street. A cooperative agreement existed until 2003 (when it expired) between the owners of the Lewis Hayden House and the NPS. In addition, a Preservation Covenant and Restrictions Agreement exists between NPS and the owners of the Hayden House to provide a means of protecting the historic architectural character of the exterior of the house and of monitoring the exterior maintenance. Because all BOAF sites are within the locally designated Historic Beacon Hill District, exterior changes are subject to the review of the Beacon Hill Architectural Commission.

3.6.2. NPS Personnel/Staffing

BOAF currently has 10.5 staff positions or full-time equivalents (FTEs).³⁴ Six are permanent employees — the site manager, an administrative technician, and four permanent site rangers. In addition, BOAF generally hires three or four seasonal site rangers. Site staff provide new and seasonal rangers with a two- to three-day orientation, in addition to the initial training they receive from Boston National Historical Park. New staff members receive a training manual that offers a brief overview of NPS, BOAF, and MAAH and outlines personnel procedures, interpretive themes, safety measures, and operating practices at each of the properties within BOAF.

MAAH has eight permanent positions, six of them at full time.³⁵ At the present time the museum staff includes an executive director (who has also served as chief curator), a director of operations, a finance manager, a director of education, and a manager of collections and museum services. Current new position openings seek a manager of member services, manager of visitor services, and office manager/executive assistant.³⁶

The city of Boston is primarily responsible for maintenance of public infrastructure including streets, lighting, street furnishings, and other exterior features within the site, although MAAH and private property owners take care of some maintenance. Abutting property owners, generally through an association, maintain Beacon Hill's private ways and streets.

BOAF relies on the city's police and fire departments for public safety, emergencies, and security within the site. The NPS is responsible for having a security protocol/plan in place and pays for the services of a private security company. NPS security personnel are available for serious issues, but their physical distance from the site prohibits them from arriving as quickly as city personnel.

MAAH has primary responsibility for day-to-day maintenance and utilities at the site, although the NPS provides for most capital improvements at the Smith School and African Meeting House. NPS funded the installation of BHT[®] signage, located on lampposts throughout the site. Maintenance of the signs is currently minimal.

33 Boston African American National Historic Site Web site.

34 "BOAF Staffing Plan, Fiscal Year 2004" (Boston: Boston African American National Historic Site, 2004).

35 Chandra Harrington, MAAH, to Rita Walsh, June 28, 2004, memorandum.

36 (Website of the Museum of Afro American History Web site, www.afroammuseum.org/jobs.htm (accessed Sept. 13, 2004).

3.6.3. Site Facilities and Support

Public restrooms are located at only three points along the 1.6-mile BHT[®] — at the Visitors Center in Boston Common, at the State House, and at the museum complex on Smith Court. Private facilities exist in restaurants near Boston Common and on Charles and Cambridge Streets.

Signs indicating the route of the BHT[®] and specific sites on it are the only NPS-sponsored infrastructure within BOAF. They are oriented in a one-way direction that begins and ends at the Shaw/54th Regiment Memorial. Installed on existing gas lampposts in the early 1980s, signs are limited in number and in poor condition. The Alternative Transportation Study cited in this plan recommends improved and additional signage.

Several properties on Beacon Hill associated with notable nineteenth-century African American residents are recognized with commemorative plaques installed by the Heritage Guild, Inc., organized in 1975 to note the presence and contributions of African American Bostonians. Heritage Guild plaques have been installed at two BOAF sites, the Lewis Hayden House at 66 Phillips Street and the William C. Nell House at 3 Smith Court. Other properties in Beacon Hill that display the plaques are the site of the John Sweat Rock House at 83 Phillips Street, the site of the Leonard A. Grimes House at 28 Grove Street, the John T. Hilton House at 12 Joy Street, and the home of Thomas Paul Sr. and his children, Susan Paul and Thomas Paul Jr., at 36 West Cedar Street.

The main office for Boston National Historical Park is located in the Charlestown Navy Yard. Administrative support space for BOAF and the Museum of African American History is on two separate floors in approximately three thousand square feet of leased space at 14 Beacon Street, somewhat removed from the actual sites on Smith Court. NPS and MAAH personnel are on separate floors, which makes coordination more difficult. Additionally, the amount of space is at least one thousand square feet less than would be typically required for the current number of staff. If staffing and partnership activities were to increase, these difficulties would be exacerbated.

4. Environmental Consequences

4.1. Impact Assessment Overview

The general management plan (GMP) for BOAF describes a fifteen to twenty-year strategic approach for policies, programs, and potential projects. Accordingly, the assessment of potential environmental impacts and benefits presents an overall strategy rather than specific actions. While some of the impacts identified are quantifiable and measurable, most are not. Individual federally assisted projects that may be undertaken at BOAF in the future will require separate, more detailed environmental evaluations.

The following terms are used in the comparison of estimated environmental impacts of the alternatives:

- *Negligible*: The impact will be barely perceptible or not measurable.
- *Minor*: The impact will be slightly detectable and measurable but is either localized or would not adversely affect resources.
- *Moderate*: The impact will be clearly detectable and could have appreciable impact on resources.
- *Major*: The impact will be substantial and highly noticeable or measurable.
- *Short term*: The impact will occur over a period of less than one year.
- *Long term*: The impact will occur over one year or longer.
- *Beneficial*: The impact will be generally positive.
- *Adverse*: The impact will be generally negative.

Under the **Status Quo Alternative**, no updated management plan would be in place and the existing plan and policies would continue. In general, there would be beneficial impacts of a continued National Park Service presence at BOAF, but no improvement is likely over current conditions. The two action alternatives, **Alternative 1 and Alternative 2**, would have long-term beneficial impacts on most resources, although the impacts would differ in emphasis for both alternatives. Both action alternatives would help residents and visitors to recognize and appreciate the breadth of resources in BOAF more readily.

4.2. Regulatory Framework

An Act to Provide for the Establishment of the Boston African American National Historic Site (Public Law 96-430) of 1980 provided the rationale for establishing the site, the site's significance, and management responsibilities and authorities.

The National Environmental Policy Act (NEPA) of 1969 (42 U.S.C. 4321-4347) was enacted to ensure the protection of the nation's resources. NEPA requires federal agencies to evaluate the costs and benefits of their proposed actions fully through the consideration of the social, economic, and environmental impacts before making a decision about implementation. All federal agencies are required to prepare thorough analytical studies of the impacts and alternatives to major actions proposed by the federal government. NEPA also requires that the interested and affected public be involved in the study process before decisions are made. This Environmental Assessment has been prepared under NEPA guidelines to determine if the proposal has the potential for significant impacts and is expected to lead to the preparation of a finding of No Significant Impact (FONSI).

Section 106 of the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470) requires that federal agencies with direct or indirect jurisdiction over a federal, federally assisted, or federally licensed undertaking afford the Advisory Council on Historic Preservation and the State Historic Preservation Office a reasonable opportunity to comment on undertakings that affect properties included in or eligible for inclusion in the National Register of Historic Places before any given agency's approval of such an action.

National Park Service (NPS) Management Policies (2006) describe the decision-making process that results in the goals and actions for the national park system and those units of the national trails system administered by the National Park Service.

The Endangered Species Act of 1973, as amended (16 U.S.C. 1531-1543) requires consultation with the U.S. Fish and Wildlife Service or National Marine Fisheries Services on any federal action that may affect endangered or threatened species or candidate species or may result in adverse modifications of critical habitat.

Archaeological and Historic Preservation Act (AHPA), 1974 (16 U.S.C. 469) addresses impacts to archaeological and historic resources by federal dam construction or any alteration of the terrain caused by any federal construction project or federally licensed activity or program. The act directs federal agencies to notify the Secretary of the Interior when they determine that a federal or federally assisted, licensed, or permitted project may cause loss or destruction of significant scientific, prehistoric, or archaeological data.

Clean Air Act (CAA) Amendments of 1990, as amended; Sec. 118 (42 U.S.C. 7401, et seq.; 42 U.S.C. 7609) requires each state to develop a state implementation plan (SIP) that outlines measures that will be taken to limit certain pollutants in the air as specified by the Environmental Protection Agency (EPA).

4.3. Environmental Assessment Scoping Issues

A public scoping meeting was held on May 29, 2001, at the African Meeting House. Comments on environmental issues included warning public and visitors about the steep terrain of the site and concerns about possible increased litter in the event the site should expand. Comments from the public during the scoping session focused on increased marketing of the site, interpretation, site expansion, transportation issues, and partnerships with the NPS and other Boston area sites with related themes. A summary of the scoping meeting is provided in Appendix E to this document.

4.4. Impact Topics Considered and Dropped from Further Analysis

Listed below are environmental considerations and related laws and regulations that were identified but dropped from further analysis because they were inapplicable to the proposed alternatives or the circumstances of the park.

- Soils
- Water Resources
- Executive Order 11988, Floodplain Management
- Protection of Wetlands (EO 11990)
- Farmland Protection Policy Act of 1980 and 1995 (P.L. 97-98, Sec. 1539-1549; 7 U.S.C. 4201, et seq.; 7 CFR Part 658)
- Executive Order 13007, Access and Use of Sacred Sites

- Indian Trust Resources (ECM 95-2)
- Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations
- Mining Activity within National Park Service Areas Act of 1976 (P.L. 94-429, 90 Stat. 1342, 16 U.S.C. 1901 et seq.)

4.5. Impacts to Cultural Resources

Both action alternatives include multiple provisions that would result in beneficial long-term impacts on cultural resources. These include strategic approaches to achieve cooperative agreements with private property owners of BOAF properties, outreach to other resources associated with BOAF themes, and the increased public awareness that would be associated with improved interpretation and partnership efforts. Although the **Status Quo Alternative** would continue existing trends, it would still result in an NPS presence at this site with continued benefit from the availability of NPS specialist technical resources and expertise. There would be some risk that site capacity issues would not be resolved in such a way as to prevent physical deterioration of the buildings and site.

4.5.1. Historic Districts and Structures

The high significance of the historic buildings and districts on Beacon Hill is abundantly clear in the numerous local, state, and federal designations they have received. None of the alternatives envisions dramatic change to either the specific designated structures that are part of BOAF or the broad setting of Beacon Hill. The alternatives do differ, however, in how they influence linkages between BOAF and the other National Park System units in Boston, most of which are National Historic Landmarks.

The Status Quo Alternative would result in minor long-term beneficial impacts because NPS staff presence at BOAF would continue and potentially provide technical assistance and oversight to some of the BOAF resources, which could result in positive impacts.

Alternative 1 would result in major long-term beneficial impacts with the potential to place a higher priority on achieving cooperative agreements with BOAF properties and thus to increase technical and financial assistance for improvements to these properties that would comply with the Secretary of the Interior's Standards for Historic Preservation. Additionally, by linking BOAF more firmly to other NPS sites in Boston through an improved signage system and wider, more thorough distribution of information, the resources on Beacon Hill associated with BOAF are likely to receive more attention and care.

Alternative 2 (Preferred Alternative) would result in major long-term beneficial impacts similar to those associated with Alternative 1. Further, outreach to a wider range of sites in Boston associated with the themes of BOAF and outreach to a broader audience through web-based media and other cooperative activities are likely to increase awareness and appreciation of such resources. Such heightened public understanding can contribute to increased interest in attracting resources for future preservation efforts.

4.5.2. Archaeological Resources

Because no new subsurface construction efforts are proposed as part of the GMP, no adverse impacts to archaeological resources are envisioned. However, the significant archaeological resources collected during prior construction on Smith Court have the potential to increase public understanding and appreciation for BOAF and its stories. The alternatives differ with respect to the treatment of such resources.

The Status Quo Alternative: would result in minor long-term beneficial impacts inasmuch as any construction work undertaken with NPS funds must adhere to NPS standards. The artifact collections and reports that resulted from the earlier excavations would remain in storage, and no plans would be developed to display or interpret them for the public.

Alternative 1 would result in a major long-term beneficial impact because artifacts from earlier and recent excavations at the Smith School and the African Meeting House would be exhibited and interpreted. The public's exposure to these resources is likely to expand its awareness of archaeology's potential to provide new information on historic and cultural patterns related to BOAF's themes.

Alternative 2 (Preferred Alternative) would result in major long-term beneficial impacts similar to those associated with Alternative 1. Further, the wider promulgation of information through conventional media and web-based platforms has the potential to reach an expanded, indeed global, audience.

4.5.3. Ethnographic Resources

The National Park Service presence at BOAF and its extended partnership with the Museum of African American History have had a positive and important influence on the preservation and public appreciation of ethnographic resources associated with the African American community. A comparison of the alternatives for this impact is as follows:

The Status Quo Alternative would result in minor long-term beneficial impacts due to continued NPS presence at BOAF and the direct and indirect influence of that presence on expanding appreciation of ethnographic resources on Beacon Hill.

Alternative 1 would result in moderate long-term beneficial impacts as BOAF and its partners intensify their efforts to protect and interpret the designated structures already within BOAF and to increase understanding of the breadth of related resources on Beacon Hill and beyond.

Alternative 2 (Preferred Alternative) would create a major long-term beneficial impact similar to that described in Alternative 1, but its potential impact would be greater as BOAF and its partners reach out to an expanded audience, who may apply this knowledge to discover comparable sites in other locations in and outside Boston.

4.5.4. Cultural Landscapes

The extraordinary levels of historic designation on Beacon Hill demonstrates the high regard in which residents and the public at large appreciate the neighborhood's cultural landscape. Each of the proposed alternatives are anticipated to cause minimal change to this resource.

The Status Quo Alternative would result in minor long-term beneficial impacts inasmuch as NPS presence on Beacon Hill would continue. Negligible change to the cultural landscape is anticipated.

Alternative 1 would result in minor long-term beneficial impacts inasmuch as NPS presence on Beacon Hill would persist. Minor changes, such as upgraded signs for the BHT®, would occur to the setting of Beacon Hill, but the overall impact of this management alternative on the cultural landscape would be negligible.

Alternative 2 (Preferred Alternative) would have minor long-term beneficial impacts similar to those of Alternative 1.

4.5.5. Archives and Collections

NPS has already assisted MAAH in the development of a Collections Management Plan. In both action alternatives, expanded partnerships have the potential to improve both public use and access to parts of the collections.

The Status Quo Alternative would result in minor long-term beneficial impacts as the recommendations put forth in the MAAH Collections Management Plan are implemented.

Alternative 1 would result in major long-term beneficial impacts because elements of the Collections Management Plan would be put in place and because the public will be able to use and gain access to collections more readily. Increased access in a greater number and type of venues will demand more care be taken to conserve and protect the archives and artifact collection.

Alternative 2 (Preferred Alternative) would have major long-term beneficial impacts for reasons described in Alternative 1, immediately above.

4.6. Impacts to Natural Resources

None of the GMP alternatives are expected to have appreciable impact on natural resources. The Status Quo Alternative will call for little physical change, and the two action alternatives, which emphasize management issues and opportunities in terms of programming and policy, will also impact little physical change. Should specific construction projects emerge, NPS would be obliged to conduct additional environmental evaluations to determine their impact on natural resources.

4.6.1. Air Quality

Impacts on air quality typically are associated with increases in vehicular traffic or local construction activity. The modest levels of physical change associated with the action alternatives indicated that differences in air quality will be very small. In general, the magnitude of such impacts is judged to be negligible for the alternatives under consideration.

The Status Quo Alternative: Current Management Strategies projects no change in traffic and parking patterns and would likely result in no further change in peak site visitation. Accordingly, the impacts of this alternative on air quality would be negligible.

Alternative 1 calls for better information about where to park and how to get to the site, which may result in reduced local traffic. However, the likely magnitude of this reduction and its impact on air quality would be negligible.

Alternative 2 (Preferred Alternative) would have negligible impacts for the same reasons that Alternative 1 would.

4.6.2. Open Space and Parks

The public uses open spaces and parks near BOAF, including Boston Common and the Public Garden, heavily. Of greatest impact on BOAF specifically is public use of the 54th Massachusetts/Robert Gould Shaw Memorial. Cooperative actions of NPS and the Boston Parks and Recreation Department may contribute to better maintenance of the memorial, but none of the BOAF alternatives is likely to have any measurable impact on open space or park resources.

The Status Quo Alternative would create negligible long-term impacts as visitors to BOAF and MAAH, who may also visit these popular the common and public garden, are not anticipated to form a proportion of total visitors sufficiently great to affect them either positively or negatively.

Alternative 1 would have negligible long-term impacts because, even if visitation to BOAF and MAAH increases and accordingly brings greater use of nearby open space, it is not expected to increase to the point of affecting them positively or negatively.

Alternative 2 (Preferred Alternative) would have negligible long-term impacts for the same reason, even if visitation to BOAF and MAAH increased more than it would under Alternative 1.

4.6.3. Vegetation

The immediate surroundings of Smith Court, as well as the streets and sidewalks related to the Black Heritage Trail[®], are highly urban settings with some street trees and modest vegetation. The vegetation associated with the Boston Common is quite diverse, but it would not be directly affected by the presence of BOAF visitors, who represent a very small proportion of visitors to this major urban open space. Given that little physical change is anticipated to buildings or sites as a consequence of the alternatives, the impacts of any of the alternatives to vegetation would be negligible.

4.6.4. Wildlife

Several species of birds and occasional nuisance rodents populate Beacon Hill area, but all of the alternatives would have a negligible impact on wildlife because even increased visitation will not appreciably alter their habitats.

4.6.5. Threatened and Endangered Species

There is only one endangered species, the peregrine falcon, in Boston. Because little physical change is anticipated to buildings or sites as a consequence of the alternatives, their impact on threatened and endangered species is predicted to be negligible.

4.7. *Impacts to Visitor Experience*

4.7.1. Museums and Interpretive Programs

Programs and exhibitions at the Abiel Smith School, African Meeting House, and along the Black Heritage Trail[®], coupled with the contributions of NPS and MAAH staff will in large part determine the content and quality of the interpretive experience at these venues. The engagement of other related sites may also influence this impact.

The Status Quo Alternative would have minor long-term adverse impacts on interpretive experiences as visitors would not be made aware of or appreciate the breadth of related resources or gain more detailed information about BOAF properties. Measures to tell a broader story about related properties would not be taken. Visitor pressure on the limited capacity of facilities and programs could threaten the condition of structures and the effectiveness of programs.

Alternative 1 would have a moderate long-term beneficial impact because interpretive facilities and programs would be gradually improved. A proposed video of the BHT® tour that could be presented at MAAH facilities would allow more visitors, especially those with physical handicaps, to experience the tour. Improved BHT® legibility would increase visitors' and residents' understanding of the site and its themes.

Alternative 2 (Preferred Alternative) would have a major long-term beneficial impact due to improved exhibits, enhanced BHT® legibility, and expanded interpretive outreach through new technology and through involvement with related sites in Boston.

4.7.2. Educational Programs

The staff of the MAAH conducts a diverse range of educational programs and outreach activities. MAAH will presumably continue these activities, although their content and administration will evolve from year to year. Many of these activities are carried out in coordination with NPS staff, and the availability of NPS staff may have a direct impact on the quality and number of such programs in the future.

The Status Quo Alternative would have a negligible impact on educational programs because NPS staff capacity would remain the same. Because of staff limitations, no new educational programs that require NPS participation would likely be conceived, nor would existing programs be expanded.

Alternative 1 would result in a moderate long-term beneficial impact because additional NPS staff would be involved in developing new and expanded educational activities in the site and at related properties in Boston.

Alternative 2 (Preferred Alternative) would have a major long-term beneficial impact as a significantly larger NPS staff would be involved not only in new and expanded educational activities in the site and at related properties in Boston but would also be able to provide new educational offerings through the Web and or other digital technologies.

4.8. Impacts to Socioeconomic Environment

4.8.1. Community Character and Land Use

The existing urban character and land uses in Beacon Hill are quite varied and represent long-term historical uses in the neighborhood. Because no major physical change is proposed in any of the alternatives, any of them would have a negligible impact on the community character and land use in the neighborhood.

4.8.2. Community Concerns

During the planning process, residents raised numerous concerns about the possible impacts of increased BOAF visitation, including community safety, increased litter and disruption to residential areas, and physical security for designated properties along the Black Heritage Trail®. BOAF and MAAH staffs share a concern for security of minority visitors and staff in a predominantly white neighborhood.

The Status Quo Alternative would result in minor long-term adverse impacts because limited NPS staff capacity makes it difficult to secure and protect designated BOAF properties adequately.

Alternative 1 would have moderate beneficial long-term impacts because more NPS staff would be on hand to handle security and comprehensive protection of designated BOAF properties. Improved communication of visitor information and services would also make visitors more sensitive to community concerns.

Alternative 2 (Preferred Alternative) would have moderate beneficial long-term impacts similar to those described in Alternative 1.

4.8.3. Tourism

The BOAF GMP alternatives will affect both Boston regional tourism and specific visitor activity at BOAF sites. The visitor counts at BOAF are taken at the Shaw/54th Regiment Memorial during the summer months and on scheduled tours and individual visits to the Abiel Smith School and African Meeting House. Estimates of future visitation would specifically forecast tourism on the BHT[®] tour and at sites on Smith Court, including the African Meeting House and the Abiel Smith School.

The Status Quo Alternative would have moderate long-term adverse impacts on tourism and the local visitor experience because no new measures would be taken to make Boston visitors aware of BOAF and information about how to best visit the site while in the city to visit other attractions would continue to be insufficient. Further, without new procedures to match the number of visits to the site's capacity, visitors may find it hard to gain access to BOAF facilities. The total number of visitors to both the African Meeting House and BHT[®] are expected to remain at levels comparable to those that currently prevail — 25,000 to 30,000 to the African Meeting House and from 6,000 to 7,500 visitors to the BHT[®].

Alternative 1 would have a moderate long-term beneficial impact both because better publicity would increase visitation and more visitors could experience the BHT[®] tour by video. More variations on the tour, including an abbreviated walking version and a driving tour, would also allow more people to experience BOAF, especially if they are in the area to visit other sites. Improved visitor information and services would increase BOAF's visibility. Additional NPS staff involvement in programs would also create a more meaningful experience for visitors.

Alternative 1 anticipates a substantial increase in total visitors to both the African Meeting House and BHT[®] as a consequence of new management policies that promote visitation yet continue to respect the capacity constraints of these sites. Under this alternative annual visitation to the African Meeting House is estimated to be in a range from forty to forty-five thousand due to a probable 150 percent increase in the capture of visitors to the Boston NHP Visitor Center across the year. Managers would pay particular heed to the need to distribute these visitors more evenly and would therefore steer interested persons to visit at off-peak times to avoid overloading facilities and the site. In this option, annual usage of the BHT[®] would be likely to increase to an estimated twelve to fifteen thousand because interpretive staff will increase, visitor information would be better, and cell-phone or CD-based self-guided interpretation would be available.

Alternative 2 (Preferred Alternative) would have a major long-term beneficial impact on local visitation to BOAF and regional sites because improved Web presence and partnerships with related sites would expand information and understanding of BOAF's importance. More expansive and sophisticated BOAF and MAAH Web sites and outreach to related sites will enhance visitors' experience and introduce regional visitors to the site. Web-based outreach would attract and interest a wider range of visitors, especially international visitors. Improved visitor information and services would also have a beneficial impact on tourism as prospective visitors would find information on the site and its offerings both easier to find and more compelling. Actual on-site visitation is expected to be in the same ranges specified for Alternative 1, but a larger off-site audience would become aware of the site through Web-based outreach.

4.8.4. Demographics and Economy

Because no property acquisition or change to the residential population are anticipated as a consequence of any of the alternatives, none of them is expected to have an impact on neighborhood demographics. However, improvements to existing facilities, the impact of these improvements on overall expenditures, the impacts of possible financial assistance to institutions and/or designated properties within BOAF, visitor spending, and the addition of NPS BOAF staff, are anticipated economic impacts.

- Capital expenditures involve labor and materials that would come from the local economy. Park visitors account for additional spending in the local area, causing positive economic impacts.
- Visitor spending is an important and measurable impact on the local economy. To estimate the comparative impact for the alternatives, the projected visitation to the African Meeting House was used as a benchmark, assuming that those who walk the Black Heritage Trail BHT[®] typically also visit the African Meeting House. Overall visitor numbers for BOAF as compiled by the National Park Service are substantially larger than the numbers in Table 10 inasmuch as they also include those counted at the Shaw Memorial. However, in developing this comparison, the team considered the more limited numbers at the Smith Court venue to be more indicative of the relative impact of the choices in this General Management Plan. The relative economic impacts related to these visitor projects have been computed using the MGM2 Economic Impact Model of the National Park Service, which provides estimates based on typical visitor profiles for parks as a function of typical location and visitor characteristics.
- Funds expended on staff projected for each alternative also contribute to the local economy. A comparison of these sources of economic impact for the alternatives is provided in Table 10.

Table 10: Comparative Economic Impacts of GMP Alternatives

		Notes	Status Quo Alternative: Current Management Strategies	Alternative 1: Improve Operations	Alternative 2: Preferred Alternative Expand Outreach
Capital Impacts					
	New Investment	1	\$0	\$2,600,000	\$2,775,000
Visitor Impact					
	Number of visitors	2	27,500	42,500	42,500
	Related Economic Impact	3	\$2,039,100	\$3,151,300	\$3,151,300
Personnel Impacts					
	Number of staff	4	10.5	12.5	15.5
<i>Notes</i>					
1	<i>Selected capital items from Tables 11 and 12</i>				
2	<i>Average of visitor projection range defined in Chapter 4 for African Meeting House (AMH); assume all BHT visitors also go to the AMH</i>				
3	<i>Direct/Indirect sales generated by visitors, computed using NPS MGM2 economic impact model</i>				
4	<i>From Table 3</i>				

The Status Quo Alternative would have a negligible long-term impact, as no major capital expenditures would be made, the number of park visitors would be comparable to current levels, and no new staff would be added.

Alternative 1 would have a minor long-term beneficial impact on the local economy with new capital expenditures, an expected increase in visitors to BOAF (who may have extended their stay in the region to visit the site), and the addition of new NPS staff.

Alternative 2 (Preferred Alternative) would have a minor long-term beneficial impact on the local economy with new capital expenditures, an expected increase in visitors to BOAF (who may have extended their stay in the region to visit the site), and NPS staff presence greater than that of Alternative 1.

4.9. Impacts to Transportation and Site Access

4.9.1. Road Network/Traffic Conditions

In all of the alternatives, BOAF staff discourage visitors from driving private vehicles to park on Beacon Hill because the area offers little or no public parking. Accordingly, the level of traffic on Beacon Hill should be little affected. Traffic on other Boston streets may be marginally affected, although a large proportion of the growth in site visitors is assumed to be attributable to increased capture of those visitors who are already interested in Boston historic sites and who have made parking and access arrangements independently.

The Status Quo Alternative would have a minor long-term adverse impact on traffic conditions because only existing Web sites offer information about parking and access and not all visitors will have seen this information.

Alternative 1 would have a moderate beneficial impact because more detailed visitor information on parking and access would be more widely and readily available — on BOAF and MAAH Web sites, in publications, and at peripheral parking garages. Encouraging visitors to use public

transportation to reach the site, offering more detailed information on BOAF and MAAH Web sites and at other NPS facilities, and distributing information more widely would also improve traffic conditions.

Alternative 2 (Preferred Alternative) would have the same moderate beneficial impact as Alternative 1.

4.9.2. Public Transportation

Although public transportation routes and MBTA stations encircle Beacon Hill, no direct public transportation is available to the BOAF site or to the Black Heritage Trail[®]. Moreover, MBTA service (“The Ride”) for the disabled is not well publicized among visitors unfamiliar with Boston. Providing more information about public transportation as well as creating a pilot shuttle service for people with disabilities should increase the use of public transportation.

The Status Quo Alternative would have a negligible impact on public modes of transportation, as no changes in site management would be made.

Alternative 1 would have a moderate long-term beneficial impact as NPS rangers would guide a handicapped accessible shuttle along the BHT[®]. The BOAF and MAAH Web sites would encourage prospective visitors to use public transportation, which is likely to have a beneficial impact on traffic conditions.

Alternative 2 (Preferred Alternative) would have a moderate long-term beneficial impact similar to that of Alternative 1.

4.9.3. Pedestrian and Bicycle Access

No major changes to pedestrian or bicycle access to BOAF are proposed.

The Status Quo Alternative would have a negligible impact on residents and visitors on foot or on bicycle within the site.

Alternative 1 would have a long-term beneficial impact as improved BOAF signage within the site will guide visitors more easily into and around it.

Alternative 2 (Preferred Alternative) would have a long-term beneficial impact similar to that of Alternative 1.

4.9.4. Parking

No additional parking spaces are proposed in any of the alternatives. However, the alternatives may have a differential impact on the use of parking in the expanded vicinity of Beacon Hill.

The Status Quo Alternative would have a long-term adverse impact on the parking situation around the site as BOAF and MAAH Web sites and publications continue to offer limited information about parking restrictions and availability.

Alternative 1 would have a long-term beneficial impact as BOAF and MAAH Web sites and publications offer fuller information about parking restrictions, parking availability, and public transportation.

Alternative 2 (Preferred Alternative) would have a long-term beneficial impact similar to that of Alternative 1.

4.10. Impact to Park Operations

4.10.1. Partnerships

Because NPS owns no properties, partnerships are crucial in managing, interpreting, and building public awareness of BOAF's resources.

The Status Quo Alternative would have a negligible impact because current staffing and programs would not change. BOAF and MAAH may form new partnerships with others, but joint programs may not coordinate with those of other partnerships.

Alternative 1 would have a moderate long-term beneficial impact because additional NPS staff will enhance the site's ability to build on current partnerships and create new ones advantageous to both major BOAF partners.

Alternative 2 (Preferred Alternative) would have a major long-term beneficial impact because new NPS staff with specific outreach and partner-building expertise would expand current partnerships and create new ones with other institutions and related sites.

4.10.2. NPS Personnel/Staffing

Current NPS staffing is judged insufficient to provide the key services and outreach that BOAF requires to be impactful. Internal NPS planning documents have proposed increases of that staff to improve interpretive capabilities, site management, and program development.

The Status Quo Alternative would have a minor long-term adverse impact as staffing at 10.5 FTE (full-time employees) continues and will not be able to meet with visitor demand and expectations.

Alternative 1 would have a moderate long-term beneficial impact as an increase in NPS staff to 12.5 FTE will greatly expand the ability to provide meaningful interpretation and education and engage in new partnerships and outreach.

Alternative 2 (Preferred Alternative) would have a major long-term beneficial impact as the increase in NPS staff to 15.5 FTE will allow staff with specific expertise to expand interpretation, education programs, outreach, and partnerships substantially.

4.10.3. Site Facilities and Support

The Status Quo Alternative would have minor long-term adverse impact because facilities and signage are not expanded or improved. The outright absence of key BHT[®] directional and identity signage, the increasingly poor condition of what signage does exist, and the minimal level of directional signage to BOAF and MAAH will continue to contribute to the site's low visibility. Additionally, the shortage of administrative space will continue, with NPS and MAAH staff working in cramped quarters and on separate floors in rented space.

Alternative 1 would have a moderate long-term beneficial impact because directional and identity signage is expanded and improved. Additionally, administrative space would be consolidated and enlarged to about twice the space currently occupied, enabling NPS and MAAH to coordinate their activities more regularly and impactively.

Alternative 2 (Preferred Alternative) would have a major long-term beneficial impact similar to that described in Alternative 1.

4.11. Summary of Environmental Consequences

This General Management Plan presents a broad strategy and management policies for BOAF, including future actions and relationships. It does not recommend a physical project with direct physical impacts. The foregoing discussion of environmental consequences provides an analysis of the impacts that can reasonably be expected on the affected environment (see Chapter 3) under each of the alternatives (see Chapter 2).

Alternative 2 (Preferred Alternative): Expand Outreach offers the greatest opportunity to benefit BOAF because it provides a means to leverage resources and thereby meet the purpose of the GMP. The alternative also calls for the most comprehensive approach to reach out to residents, visitors, and new partners in a manner that is sensitive to the limited physical capacities of the site.

Alternative 1: Improve Operations proposes a similar approach but does not as extensively use new available digital technologies to reach visitors and tell BOAF's story. Related sites in Boston are not linked to BOAF's important historical themes, and possible relationships with them are not pursued.

The Status Quo Alternative: Current Management Strategies would not be beneficial to BOAF, as the site remains physically and thematically isolated from related sites in Boston, measures to increase awareness and appreciation of BOAF's history and resources continue to be limited, and the capacity limitations of the site may not be adequately considered.

4.12. Environmentally Preferred Alternative

Alternative 2: Expand Outreach has been designated as the Preferred Alternative by the National Park Service. This alternative offers the most extensive outreach to residents and visitors in a way that is sensitive to the physical capacities and limitations of the site. This management alternative is also the Environmentally Preferred Alternative.

4.13. Mitigation

The adoption of the General Management Plan for BOAF will not require any immediate mitigation, as it is a policy document. No irretrievable or irreversible actions are anticipated at this level of planning. Individual projects, programs, and structures that may occur as a consequence of recommendations in the plan may require mitigation, however. These projects would undergo review and impact evaluation as they are developed, and appropriate mitigation would be proposed at that time. Although there is a commitment to mitigate any adverse impacts of any project or program proposed in the plan, the long-term nature of the plan and different ways that the plan could ultimately be implemented mean that specific mitigation cannot be determined at the present time.

Some impacts that could warrant mitigation in the future could include:

- In the event that visitor demand increases substantially beyond current projections, accommodating heightened traffic could be accomplished through infrastructure improvements or cooperative arrangements to provide alternative means of access.
- Impacts that could be caused due to construction activities either undertaken by NPS or enabled by use of funds provided by NPS at BOAF sites.
- Protection of historic and archaeological resources in the event that construction funded by NPS takes place in the future.

4.14. Sustainability and Long-Term Management

4.14.1. Cumulative Impacts

Updating the BOAF General Management Plan is one of several current initiatives in the Beacon Hill and Greater Boston area, most of which seek to improve the community for its residents and increase awareness of cultural resources. Together with the BOAF plan, these projects have the potential to produce regional cumulative impacts. Under the Preferred Alternative, BOAF will have the ability to work with and be involved in other projects that could affect the site. This ability is geared to ensure that BOAF and MAAH will be protected from the adverse impacts of other projects, as well as to leverage other activities to enhance visitation and awareness of BOAF.

4.14.2. Unavoidable Adverse Impacts (Action Alternatives)

No unavoidable adverse impacts are anticipated as a result of the two action alternatives. Because the action alternatives focus on management, interpretive, and outreach policies, rather than proposed new construction activities, no adverse impacts are forecast for any of the specific resources or elements defined in the affected environment. If specific construction projects emerge in the future, NPS would be obliged to consider in detail their impact on affected resources through additional environmental evaluations.

4.14.3. Relationship between Short-Term Uses and Maintenance and Enhancement of Long-Term Productivity (Action Alternatives)

NPS is required to describe actions in terms of the NEPA objective to maintain and enhance the long-term productivity of the environment. The elements of the GMP action alternatives would have no impact on the long-term productivity of the environment inasmuch as natural resources are minimal within BOAF's highly urban setting.

4.14.4. Irreversible and Irretrievable Commitments of Resources (Action Alternatives)

An irreversible commitment of resources is one that cannot be changed once it occurs. An irretrievable commitment of resources means that the resources cannot be recovered or reused. There are no irreversible or irretrievable commitments of resources specified in either action alternative.

5. Consultation and Coordination

This General Management Plan was prepared through a process of continuous consultation with Boston African American National Historic Site (BOAF) and other National Park Service (NPS) staff and with a large number of stakeholders, including government agencies, educational and cultural organizations, elected officials, owners of properties identified in the BOAF enabling legislation, and interested members of the public. Individuals skilled in the areas of cultural resource management, American history, historic preservation, interpretation, collection management, and urban planning composed the planning team, which also included the BOAF site manager and site staff as well as the management and staff of the Museum of African American History (MAAH), the primary site partner.

Numerous research projects were undertaken to provide the most current information with which to make management and policy decisions during the development of this plan. Subject matter experts conducted research on such topics as the historic and cultural resources of the site, the management of the collections held by both BOAF and MAAH, the interpretive techniques currently used to explain the site resources to visitors, and the transportation facilities and services currently available for visitors. The information generated by the research projects was incorporated into the planning process as it became available.

As a starting point, the planning team reviewed the purpose of BOAF as defined in its enabling legislation and legislative history. Working with BOAF's core partners, the planning team then developed a significance statement that identified the historic and cultural resources that make the site nationally significant. The team also articulated a mission statement, and accompanying management goals, for the site. Taken together, the development of a shared understanding of the purpose, significance, and mission of the site allowed the planning team to define long-term management actions that will help to move the site toward the ideal conditions its management and staff aspire to achieve.

On December 6, 2000, the planning team gathered a group of individuals – all with established connections to and involvement with BOAF and/or the Museum of African American History, the primary site partner – to discuss the GMP process and the future of the site. Among others, the meeting included representatives of the National Park Service, the staff and the board of directors of the Museum of African American History, and Suffolk University. The meeting was also attended by representatives of ICON Architecture, the primary consultant to the planning team. The meeting included a discussion of a long term vision for the site and consensus on the BOAF mission statement and the BOAF mission goals. In addition, the GMP process was described to the participants.

In May 2001, the planning team conducted a public scoping meeting at the African Meeting House in order to formally kick off the public involvement process. The meeting was attended by approximately 75 people and included the showing of a segment of *This Far by Faith*, a PBS documentary about the African American religious experience, and a workshop to define and articulate the major issues that should be addressed by the GMP. Among other things, the workshop included discussion of the following issues:

- historic preservation
- interpretation
- marketing
- partnerships
- signage

- site boundary
- transportation

The results of the partners meeting and the public scoping meeting were documented and used to inform the drafting of the management alternatives for BOAF. Notes from the meeting may be found in Appendix E.

A subsequent meeting took place in July 2002 where scholars Dr. Salim Washington of Brooklyn College and Dr. Robert Bellinger of Suffolk University joined members of the planning team and interpretive planner Wendy Janssen from NPS Harpers Ferry Center who facilitated a three-day workshop. The workshop produced themes and ideas that were used to craft the GMP and the site's Interpretive Plan.

A major edit and review took place in 2004 by Beverly Morgan Welch and Chandra Harrington of the Museum of African American History and Site Supervisor Bernadette Williams, to make sure that language and policy statements in the plan were acceptable to the site's key partner entity. A public open house to discuss the General Management Plan themes and proposals was held in September 2006. Participants included members of the Beacon Hill Scholars, a broad-based local history group with particular interest in BOAF, and other Beacon Hill community members.

This plan is being widely distributed and will be posted on the NPS PEPC website so that it may be reviewed and commented upon by all interested parties. A public open house will be held while the plan is on review to receive additional comments and to encourage continuing involvement with BOAF activities and programs.

5.1. Compliance with Federal and State Laws and Regulations

In implementing this plan, the managers of BOAF will comply with all applicable laws, regulations, and executive orders. The team consulted appropriate federal and state agencies throughout the preparation of this plan.

Section 106 of the National Historic Preservation Act of 1966, as amended, requires that federal agencies that have direct or indirect jurisdiction take into account the impact of any relevant undertakings on properties listed on or eligible for listing on the National Register of Historic Places. Toward that end, the NPS initiated coordination with the Massachusetts State Historic Preservation Officer (SHPO) through a formal letter of project notification in July 2004. The SHPO will be included in the formal review process going forward.

APPENDICES

A. BOAF Enabling Legislation

B. BOAF Fundamental Resources

C. Cost Estimates

D. Carrying Capacity

E. Scoping Meeting Notes

F. Selected Bibliography

G. List of Preparers and Planning Team

A. BOAF Enabling Legislation

Appendix C

Public Law 96-430 96th Congress

October 10, 1980 [H.R. 7434]

An Act to provide for the establishment of the Boston African American National Historic Site in the Commonwealth of Massachusetts, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

TITLE I-BOSTON AFRICAN AMERICAN NATIONAL HISTORIC SITE

SEC. 101. In order to preserve for the benefit and inspiration of the people of the United States as a national historic site certain historic structures and properties of outstanding national significance located in Boston, Massachusetts, and associated with the creation and development of a free African American community within Beacon Hill prior to the Civil War, the Secretary of the Interior (hereinafter in this Act referred to as the “Secretary”) is authorized to establish the Boston African American National Historic Site, including the African American Meeting House, within the area generally depicted on the map entitled “Boundary Map, Boston African American National Historic Site”, numbered BOAF-80,000 and dated March 1980. The map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

SEC. 102. At such time as the Secretary determines that sufficient properties within the boundary of the site are the subject of cooperative agreements pursuant to section 103, he may establish the area as the Boston African American National Historic Site. Pending such establishment and thereafter, the site shall be administered by the Secretary in accordance with the provisions of this Act and the provisions of law generally applicable to the administration of national historic sites, including the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4) and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461-467).

SEC. 103. The Secretary may accept any gift or bequest of any property depicted on the map referred to in the first section of this Act, and he is authorized to enter into cooperative agreements with the city of Boston, the Commonwealth of Massachusetts, or any of their political subdivisions, or any private person or organization, including the Beacon Hill Architectural Commission, to mark, interpret, restore, provide technical assistance, or any combination thereof, and for such other activities as may be necessary for the preservation of any properties depicted on such map. Cooperative agreements shall contain, but need not be limited to, provisions that (1) the Secretary, through the National Park Service, or some appropriate private group contracted to the National Park Service for this purpose, shall have the right at all reasonable times to interpret the exterior of the property and such portions of the interior as have been mutually agreed upon, and (2) no changes or alterations shall be made in such properties except by mutual agreement between the Secretary and the other parties to such agreements. The agreements may contain specific provisions which outline in detail the extent of the participation by the Secretary in the restoration, preservation, or maintenance of such historic properties. The Secretary is authorized in his discretion to assist with maintenance directly related to public visitation of those properties covered by cooperative agreements consummated pursuant to this Act. No funds may be expended on a property until after the Secretary determines that there is applicable to that property a binding written cooperative agreement which remains in force and impact assuring the preservation and historical integrity of such property. If any fees are charged for the use of a property covered by a coopera-

tive agreement, and Federal funds are committed in the cooperative agreements, the income from such fees shall be applied to the costs of maintenance and renovation of that property. Notwithstanding any other provision of law, no Federal fees shall be charged for entrance or admission to the historic site.

SEC. 104. The Secretary in cooperation with other interested groups, may identify other significant sites relating to the nineteenth century free African American community on Beacon Hill, Boston, which are related to the historic site authorized by this Act, and, with the consent of the owners thereof, may mark them appropriately and make reference to them in any interpretive literature.

SEC. 105. Within three complete fiscal years from the impactive date of this Act, the Secretary shall submit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate a comprehensive general management plan for the historic site, pursuant to the provisions of section 12(b) of the Act of August 18, 1970 (84 Stat.825; 16 U.S.C. 1a - 1 et seq.).

SEC. 106. Impactive on October 1, 1981, there are authorized to be appropriated such sums as may be necessary to carry out the other provision of this act. Notwithstanding any other provisions of this Act, authority to enter into contracts, to incur obligations, or to make payments under this Act shall be impactive only to the extent, and in such amounts, as are provided in advance in appropriation Acts.

B. Boston African American National Historic Site Fundamental Resources and Values

The table below defines and analyzes the resources and values determined to warrant primary consideration during planning and management because they are critical to achieving the Boston African American National Historic Site’s purpose and maintaining its significance.

Fundamental Resource	Analysis and Guiding Principles
<p>Boston African American NHS Historic District & Buildings</p>	<p>Importance: Boston African American NHS, located primarily on the North Slope of Beacon Hill in Boston, was one of the largest 19th-century African American neighborhoods in a Northern U.S. city. In the antebellum era, the majority of black Bostonians lived on Beacon Hill. Boston African American NHS includes 15 historic sites stretching along the 1.6-mile Black Heritage Trail. The Museum of African American History is located in the African Meeting House and the adjacent Abiel Smith School. The African Meeting House (1806) is the oldest documented African American church building in the United States. The African American Meeting House served as a forum for the anti-slavery movement. William Lloyd Garrison founded the New England Anti-Slavery Society here in 1832. Boston’s North Slope residents were deeply involved with the Underground Railroad and assisting fugitives from slavery. One of the sites of the Boston African American NHS, the Lewis Hayden House, was the home of a fugitive slave who became Boston’s most daring fugitive assistant. The Abiel Smith School (1835) is an outgrowth of one of the nation’s first schools for African American children. The Phillips School became one of Boston’s first integrated schools after a successful suit to end segregated schools in 1855. Other buildings of the Boston African American NHS were either homes or meeting places of African Americans active in community and anti-slavery activities. The Robert Gould Shaw and 54th Regiment Memorial on Boston Common is also part of the park.</p> <p>Current State and Related Trends: The 15 sites of Boston African American NHS are all owned either by private owners or local government. The buildings of BOAF are located in the Historic Beacon Hill District, where the Beacon Hill Architectural Commission exercises control over the exterior appearance of the structures. NPS interprets and provides technical assistance and financial resources for these sites. More cooperative agreements would deepen the appreciation of private owners for the significance of their structures and the need to preserve them. Limited staff and financial resources, including administrative support space, constrain the capability of BOAF to interpret the sites and provide a fulfilling visitor experience. Limited signage inhibits visitor use of BOAF. There are 38 additional identified historic sites on Beacon Hill and in other Boston neighborhoods whose stories are related to the themes interpreted by BOAF.</p>

Fundamental Resource	Analysis and Guiding Principles
	<p>Potential Future Threats: Since Boston African American NHS is located on Boston’s Beacon Hill, the value of residential real estate in the neighborhood is some of the most expensive in Boston. There are pressures to alter and redevelop properties in the neighborhood, including the privately-owned buildings in the park.</p>
	<p>Stakeholder Interests: Stakeholders include the Museum of Afro-American History as well as the owners of each of the other properties included in BOAF. The city of Boston owns the Shaw Memorial and the Smith School, which it leases to the Museum of African American History. Community groups that have a stake in BOAF include the Beacon Hill Scholars, Prince Hall Scholars, Boston’s Environmental Ambassadors to the National Parks (BEAN), and Trailblazers Summer Program as well as interested African American cultural and social groups in Boston.</p>
	<p>Laws and Policy Guidance: All cultural management activities related to projects funded by NPS are guided by NPS Management Policies and DO-28, the National Park Service Cultural Resource Management Guideline. The Beacon Hill Architectural Commission exercises control over the exterior appearance of the structures in the Historic Beacon Hill District.</p>
	<p>GMP Issues: Maintain buildings and sites in Boston African American NHS in excellent condition; expand interpretation, outreach and collaboration with related historic sites on Beacon Hill and elsewhere in Boston on programs related to African American history; reinforce linkages to Freedom Trail; develop new exhibits in the African Meeting House and Abiel Smith School and an enhanced website for the park; increase administrative support space.</p>
	<p>Importance: The NPS possesses a small collection of documents related to BOAF, primarily site management records and rare books. The Museum of African American History (MAAH) has its own collection, which includes decorative and fine arts, ethnographic materials, architectural elements, manuscripts, rare books, photographs, and thousands of archaeological artifacts from excavations at the African Meeting House and the Smith School.</p>

Fundamental Resource	Analysis and Guiding Principles
Boston African American NHS Archival & Museum Collections	<p>Current State and Related Trends: The BOAF archival collection is stored at the BOAF offices, Building 107 and the Hoosac Warehouse of Boston NHP in Charlestown Navy Yard. A small portion of the MAAH collection is on view at the museum, and the rest is located in 15 off-site storage areas in Greater Boston. The archaeological artifacts are stored at the City of Boston Archaeology Laboratory. The dispersal of the collections permits only limited public access.</p>
	<p>Potential Future Threats: A 2003 NPS-sponsored Collection Management Plan for BOAF and MAAH recommended several steps for better storing the collections and making them accessible for use. Under existing circumstances, the collections are in scattered locations and not always are stored under optimal conditions. Access policies to the collections may not be stringent enough to protect them properly.</p>
	<p>Stakeholder Interests: The collections are of interest to researchers on African American History, as well as local institutions holding BOAF-related collections, including the City of Boston Archaeology Laboratory and Suffolk University Library’s Collection of Modern African American Literature.</p>
	<p>Laws and Policy Guidance: Pertinent federal laws and NPS policy guidance for cultural resources are described in NPS Management Policies, NPS Cultural Resource Management Guidelines, and the NPS Museum Handbook.</p>
	<p>GMP Issues: Ensuring proper long-term storage and protection of the collections; making them more readily available to the public for research and for viewing in exhibitions; providing a catalogue of resources.</p>

C. Cost Estimates

The following tables present summary costs for each alternative:

- Tables 11 and 12 indicate capital and other development costs for the action alternatives (Alternative 1 and Alternative 2, respectively).
- Table 13 indicates a comparison of annual personnel requirements for BOAF GMP options, including the status quo and the two action alternatives.

This GMP is programmatic — it provides guidance in the form of management prescriptions for future decision-making regarding resource protection, interpretation, visitor use/site facilities, and partnerships — but it does not elaborate on the details of definitive actions. Therefore, the costs provided in this appendix are indicative of the costs of implementing the alternatives. They are provided so that reviewers can compare the general costs and benefits of the GMP alternatives. Specific costs would be determined for individual actions after detailed designs are produced or programs are created.

The development costs estimated for the action alternatives (Alternative 1 and Alternative 2) were calculated on the basis of what NPS considers as “Class C” costs. A Class C estimate is a conceptual cost estimate based on square foot and/or unit costs of similar construction or identifiable unit items. These estimates were prepared without detailed designs or a fully defined scope of work, as those measures are not available at this stage of the planning process. Clarifications regarding several of these estimate items for the action alternatives include:

- Estimates of preservation assistance do not necessarily imply that funds would be necessary or appropriate to all designated properties. Such assistance would be limited to properties where needs are demonstrable and where cooperative agreements with NPS are in place.
- Interpretive exhibit estimates and wayside installations are based on comparable unit costs and the likely scale of installations.
- Cell-phone tour estimate is based on contractor operations, with shared revenue.
- BHT[®] signage estimates are based on analysis of signage needs included in this document.
- The cost of the pilot program for the handicapped shuttle is based on the purchase of a single wheelchair-accessible van. However, it is possible that such funds might be devoted to contract operations by concession, if feasible.
- The estimate for administrative support space is based upon the capital costs of acquiring comparable space on a square-foot basis. It is possible that NPS might reach arrangements with other institutions to acquire such space in consideration for a contribution to projects developed by others.

The number of NPS staff required for the Status Quo Alternative was based on current staff levels at BOAF. The number of additional staff required for the action alternatives (Alternative 1 and Alternative 2) was based on adding staff commensurate with the management prescriptions for each of these alternatives, with consideration to increased onsite interpretive efforts, some increase in administrative load, expansion of partnership and educational activities, and an expanded capability to service and maintain Web-based offerings of BOAF and its partners. It is possible that the estimated funds for staff to support shuttle service operations could be replaced with a contractual arrangement with a private carrier; however, these arrangement cannot be determined at this time.

These costs are intended for comparison purposes only. The approval of the GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Implementation of the approved plan will depend on future funding and service-wide priorities.

Table 11: Development Costs of Alternative 1: Improve Operations

Management Goal	Project	Cost
Preservation & Resource Management	Assistance in maintenance & preservation of non-NPS structures & buildings	\$935,000
Interpretation & Education	Interpretive exhibits & materials	110,000
	Digital content	10,000
	Site tours	65,000
	Information on related sites	35,000
Visitor Use & Site Operation	Parking & circulation information	5,000
	Wayfinding & signage	60,000
	Visitor use management	60,000
	Staff security training	10,000
	Site administrative & maintenance facilities	1,310,000
Total		\$2,600,000

Table 12: Development Cost of Alternative 2: Expand Outreach

Management Goal	Project	Cost
Preservation & Resource Management	Assistance in maintenance & preservation of non-NPS structures & buildings	\$935,000
Interpretation & Education	Interpretive exhibits & materials	250,000
	Digital content	45,000
	Site tours	65,000
	Information on related sites	35,000
Visitor Use & Site Operation	Parking & circulation information	5,000
	Wayfinding & signage	60,000
	Visitor use management	60,000
	Staff security training	10,000
	Site administrative & maintenance facilities	1,310,000
Total		\$2,775,000

Table 13: Comparison of Annual Personnel Requirements

	Status Quo	Alt 1: Improve Operations	Alt 2: Expand Outreach
Interpretive FTE	8.5	9.5	10.5
Administrative FTE	2.0	2.0	2.5
Partnerships & Outreach FTE		0.5	1.0
Educational Programs FTE		0.5	1.0
Web Maintenance & Product Development FTE			0.5
Total FTE	10.5	12.5	15.5
Total Personnel Cost	\$525,000	\$625,000	\$775,000
Other Operational Costs	\$218,000	\$218,000	\$218,000
Total Operating Costs	\$743,000	\$843,000	\$993,000

FTE = full time equivalent

Average Cost/FTE = \$50,000 in 2007

Table 14: Total Costs by Alternative

	Status Quo	Alt 1: Improve Operations	Alt 2: Expand Outreach
Annual Operating Costs (ONPS)	\$743,000	\$843,000	\$993,000
Staffing -- FTE	10.5	12.5	15.5
One-Time Costs			
Construction	--	\$2,600,000	\$2,775,000

D. Carrying Capacity

Each General Management Plan must address the carrying capacity of a park's buildings or site. Carrying capacity issues include the need to insure that (1) the number of visitors is commensurate with ability of the park's cultural or natural resources to handle these visitors without resource damage; (2) visitors can be accommodated with adequate comfort facilities and parking; and (3) NPS staff is adequate to support interpretive functions and visitor facilities. This GMP has been strongly influenced by the carrying capacity of the buildings on Smith Court — the African Meeting House and the Abiel Smith School — which are structures of limited size that can accommodate a limited number of visitors while supporting a quality experience. Additionally, Beacon Hill is a residential community of high quality; its historic, narrow streets present a challenge in Boston, a city known for its difficult traffic conditions. Unconstrained and unguided visitor numbers and associated additional vehicle trips would potentially cause difficulties for both the BOAF partnerships facilities and their larger setting. Accordingly, management prescriptions for the action alternatives have been designed to minimize resource damage and to accommodate visitors in ways that will be sensitive to these carrying capacity issues.

The management prescriptions in this GMP describe the desired conditions of site resources as well as the desired conditions of the visitor experience. After management prescriptions were developed, a range of appropriate actions was identified. These actions are discussed in Chapter 2. The management prescriptions for the preferred alternative are intended specifically to address carrying capacity through a broad range of policies including, but not limited to, (1) increased information about how to visit the site and where to park; (2) improved signage; (3) creation of a potential reservation system for visitors; (4) development of a virtual tour and Web-based content about the site and its related collections and resources; and (5) reaching out to other sites and programmatic partners that can participate in telling parts of the BOAF story at other locations to expanded audiences.

With these measures, the level of visitor use could be increased, insofar as such increases can occur during off-peak periods through appropriate previsit information and visit arrangements.

To insure that BOAF's carrying capacity is not exceeded, regular monitoring of conditions must be an integral part of implementation of this GMP. Monitoring provides periodic, systematic feedback to park managers, which allows them to determine whether the desired conditions described in the management prescriptions are being maintained. Monitoring is an objective way of evaluating the effectiveness of individual management actions.

E. Scoping Meeting Notes

**Boston African American National Historic Site
Summary of Public Scoping Meeting
May 29, 2001 from 5:30 to 8:00 p.m.
African Meeting House, 46 Joy Street
Meeting Format**

The meeting was divided into two parts:
Preview of a Blackside new television series “This Far by Faith”
Workshop to scope the General Management Plan/Environmental Impact Statement

Participants

Approximately seventy-five people attended the meeting. They represented constituents of the Museum of Afro American History (MAAH), Boston African American National Historic Site (BOAF), and neighbors and residents of Beacon Hill and other adjacent communities.

Preview of “This Far by Faith”

Noland Walker, the writer/director of Episode One: “There is a River,” described the new PBS series that will chronicle the history of the African American religious experience in America, introduced Episode One, and showed a ten-minute segment. The viewing was followed by a question-and-answer session.

Workshop on GMP/EIS

Ruth Raphael of the National Park Service introduced the workshop with an explanation of the purpose and objectives of the General Management Plan and Environmental Impact Statement. Jon Lane of ICON architecture, inc., consultants to the National Park Service, followed with a presentation on the GMP and the EIS. It covered the following areas:

- Background and context
- Process and timing
- Topics of concern

After the presentation participants were given the opportunity to offer their ideas and thoughts in response to these two questions:

- What are your ideas about improving the Boston African American National Historic site and fulfilling its mission?
- Are there any environmental impacts or issues that you think should be considered during the GMP process?

A summary of responses and comments organized by topical areas is attached. The comments and ideas were reported back to the group as a whole with an opportunity for additional comments and questions.

The meeting adjourned at 8:00 p.m.

**Boston African American National Historic Site
GMP/EIS Scoping Workshop Comments, May 29, 2001
I. Comments on Site and Mission**

Signage

- What are the restrictions on installing more visible signage (for example, banners, larger signage, kiosks, etc.)?
- Place a banner in front of Joy Street and signage at Joy Street and Beacon Street.

Marketing

- Has every avenue been exhausted with the Greater Boston Convention and Tourist Center for maximum exposure?
- Link African American historic sites to major Web sites focusing on African American life and issues. Some local sites such as Africana.com already exist.
- Advertise more; explore the Internet as a source.
- Have volunteers bring materials about the historic sites to major and minor African American events in the city.
- Promote and advocate for better historical tourism in Boston.
- Promote public knowledge and interpretive strategy: begin by showing Black Heritage Trail® on all public maps (for example, T stops) that currently show Freedom Trail.
- Place large ads at the new Charles Street, Bowdoin, and Park Street T stations.
- Place billboards at transportation centers, including the airport, train stations, and bus stations, and on streets.
- Keep mailing list updated; process new information (such as changes of address) in a timely way and mail membership renewal information two months before membership expires; also make follow-up phone calls to those who don't renew and find out why.
- Take advantage of volunteer consultants to develop mailing list and do outreach and relationship-building planning.

Historic Preservation

- What is the process for private site owners to rehabilitate and preserve their buildings? (Grants, loans, etc.)
- Is there an environment to support historical buildings in site?
- Partnerships/Collaboration
- Will the museum become overshadowed eventually by the Park Service?
- Provide external park services to Nantucket—for example, restore African-American cemetery.
- Develop affiliations with other known African American historical sites in the Northeast to help expand the type of stories told at the Boston African American National Historic Site.
- To keep this moving forward steadily, how do we pick up the pace? Can Boston African American National Historic Site have autonomy in dealing with such issues as program funds?
- Consider cooperation with the Dillaway-Thomas House.
- Develop collaboration between the Boston public and private schools.

- Link with Harvard University Center for South American Studies.

Interpretation

- Achieve greater visibility of David Walker’s Appeal theme on Beacon Hill.
- William Ellery Channing very actively supported sending freed slaves to Africa and he opposed efforts of William Lloyd Garrison and others.
- Designate the Beacon Hill site where William Lloyd Garrison and others (including African Americans) founded the Abolition Society.
- Provide more information on the history of Abiel Smith School—outhouse, source of water, source of coal wood, “chores.”
- Remember the ladies of color.
- Have more innovative programs like overnights for children, have some adult learning programs such as day-long workshops on such topics as how to write your own family history memoir (where to search for information, letters, diaries, oral stories).
- Develop cassettes for self-guided tours.
- Move some of the “collection” out of the gallery for public to see.
- Use William Lloyd Garrison biography *All on Fire* by Henry Mayer as a resource (factual information).
- Bring Trail to one section/period of time; keep it focused but relate it to the present.
- Look at the whole picture: if women of color don’t come up, look for them.
- Think about the role of African American artifacts.

Site Expansion

- Could a list of other possible sites be distributed for review and discussion at another meeting? Will there be shuttle service to such other sites as Roxbury Heritage/Dillaway Thomas House?
- Do not stretch the site far out beyond Beacon Hill; would make it unwieldy. Good ideas for additional sites—Tremont Temple, Old South Meeting House, Holmes Alley, Edmonia Lewis.
- If new sites/people are added, don’t overwhelm us with non-African Americans.
- Tremont Temple and Old South are good potential sites. Ask the questions: Why is the site on the trail? What is the story they are trying to tell?

Extent of site

- Explore a connection with the Freedom Trail.
- Assure that Black Heritage Trail® has autonomy and avoids bureaucracy.

Transportation

- Create agreement with different parking lots in the area and have shuttle buses bring visitors to Joy Street via Cambridge Street.
- Initiate a “minority”-owned shuttle service from parking area offsite.
- Consider some means of transport for physically impaired persons—a van, for example.
- Cooperate with existing parking facilities to have special arrangements for parking.

Miscellaneous

- Consider extending mission beyond (historic) 1865.
- Use African American architects in the discussion of linkages, etc.
- Consider the many construction projects around Beacon Hill.
- Distribute timeline.
- Reach out to other communities; use the Roman Catholic Schools: 1) large number of Brazilians in Allston; 2) Charlestown Catholic (1-8 grades) largely Caucasian population in Boston.

II. Environmental Issues

- Caution the public and visitors about the terrain of the heritage trail.
- Be mindful that expanding the site (additional new sites) might increase the amount of litter from those who wander from the tour.

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