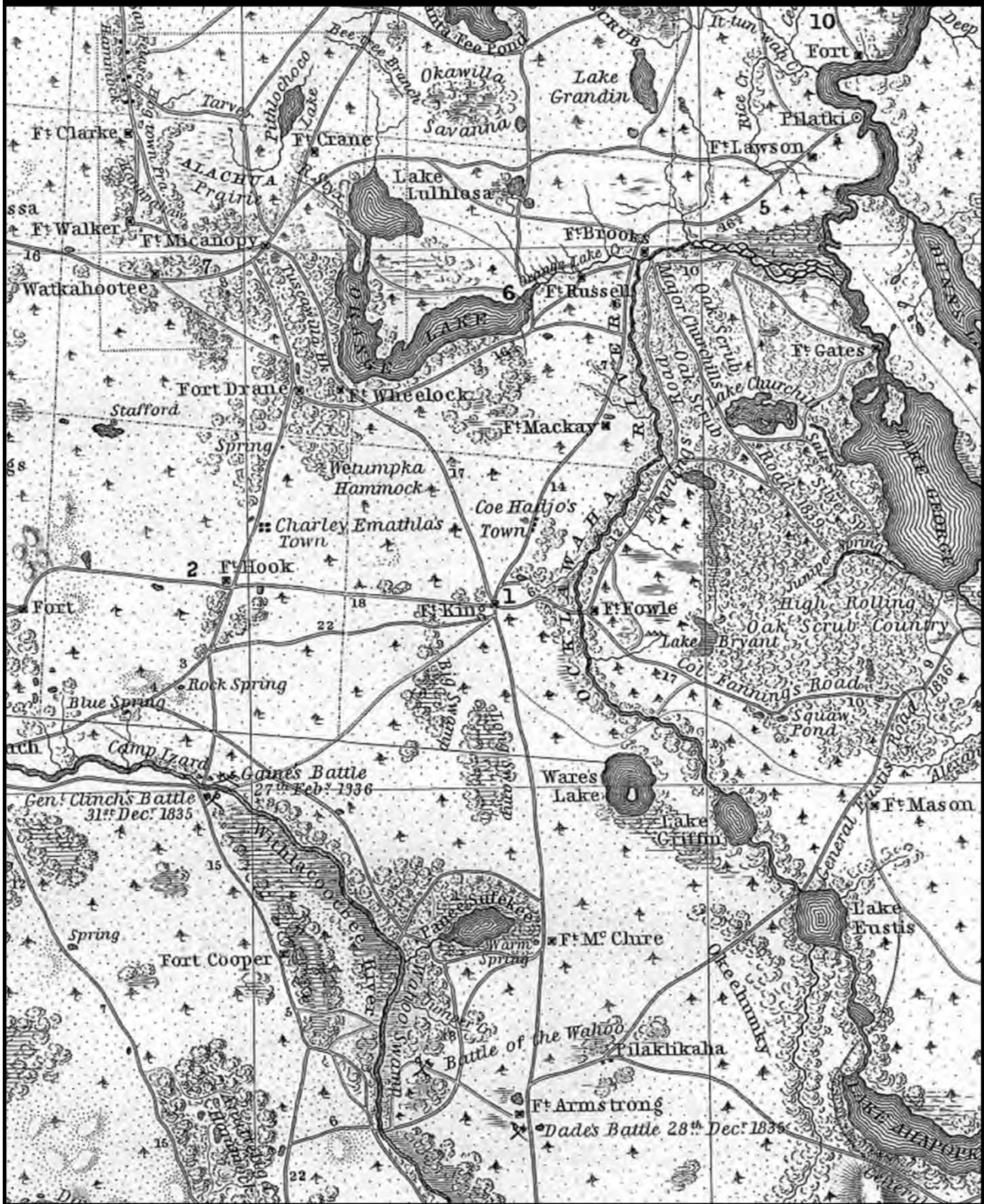


National Park Service



Fort King National Historic Landmark, Ocala Florida
Special Resource Study and Final Environmental Impact Statement



Final

**SPECIAL RESOURCE STUDY and
ENVIRONMENTAL IMPACT STATEMENT**
May 2006

FORT KING NATIONAL HISTORIC LANDMARK
Ocala, Marion County, Florida

New areas are typically added to the National Park System by an Act of Congress. However, before Congress decides to create a new park it needs to know whether the area's resources meet established criteria for designation. The NPS is often tasked by Congress to evaluate potential new areas for compliance with these criteria and document its findings in a Special Resource Study (SRS). Congress directed the NPS to prepare a SRS for Fort King, a Second Seminole War site in Ocala, Florida in 2000 (Public Law 106-113 Appendix C §326).

A SRS serves as one of many reference sources for members of Congress, the NPS, and other persons interested in the potential designation of an area as a new unit of the National Park System. Readers should be aware that the recommendations or analysis contained in this SRS do not guarantee the future funding, support, or any subsequent action by Congress, the Department of the Interior, or the NPS. Because a SRS is not a decision making document, it does not identify a preferred NPS course of action. However, NPS Policy (§4.4 NPS DO-12) requires that each SRS include an Environmental Impact Statement and identify an environmentally preferred alternative (§2.7D NPS DO-12). In addition, the 1998 Omnibus Parks Management Act (Public Law 105-391 §303) mandates that each SRS identify the alternative or combination of alternatives which would, in the professional judgment of the Director of the National Park Service, be "most effective and efficient" in protecting significant resources and providing for public enjoyment.

Three alternative management approaches and a No Action alternative are analyzed in the document.

Alternative A: Alternative A is the No Action alternative and describes a future condition which might reasonably result from the continuation of current management practices. Under Alternative A, the Fort King site would remain predominantly undeveloped, public access would be restricted, and the site's archeological resources would be protected and preserved in an undisturbed condition.

Alternative B: Alternative B highlights the site's archeological resources by preserving and interpreting them in-situ. The alternative takes a conservative approach to site development that favors a simple and low cost implementation strategy. Alternative B is identified as the environmentally preferred and the most effective and efficient alternative.

Alternative C: Alternative C highlights a combination of archeological and historic themes. Existing site infrastructure is used as a base to quickly and efficiently provide public access and interpretive services. The alternative favors a development strategy that builds upon a modest initial investment that can be expanded over time as additional funding and resources are secured.

Alternative D: Alternative D highlights Fort King's strong association with nationally significant historical events and interpretive themes. The alternative takes an ambitious approach to site development. Its initial investment in cultural landscape rehabilitation and contemporary visitor service infrastructure is intended to quickly establish the name recognition and credibility needed to attract higher profile partners and compete for private and public financing.

Potential environmental impacts that would result from implementation of the above alternatives are addressed in the document.

Comments about this document should be sent to:

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EXECUTIVE SUMMARY

Purpose of Study

Congress periodically adds park units to the National Park System to reflect new understandings of natural systems, changing patterns of recreation, and the progression of history. In order to fully consider the merits of a potential addition, Congress requires specific information about the area and its resources. To acquire this information, Congress may direct the National Park Service (NPS) to analyze the site and document its findings in a Special Resource Study (SRS). Congress directed the NPS to prepare a SRS for Fort King, a Second Seminole War site in Ocala, Florida in 2000 (Public Law 106-113 Appendix C §326).

A SRS serves as only one of many reference sources available to members of Congress, the NPS, and other persons interested in the potential designation of an area as a new unit of the National Park System. Because a SRS is not a decision making document, it does not identify a preferred NPS course of action. However, NPS Policy (\$4.4 NPS DO-12) requires that each SRS include an Environmental Impact Statement and identify an environmentally preferred alternative (§2.7D NPS DO-12). In addition, the 1998 Omnibus Parks Management Act (Public Law 105-391 §303) mandates that each SRS identify the alternative or combination of alternatives which would, in the professional judgment of the Director of the National Park Service, be “most effective and efficient” in protecting significant resources and providing for public enjoyment.

Readers should be aware that the recommendations and analysis contained in this SRS do not guarantee the future funding, support, or any subsequent action by Congress, the Department of the Interior, or the NPS. Identification of an environmentally preferred and most effective and efficient alternative should not be viewed as a positive or negative recommendation by the NPS for any future management strategy or action.

Historical Background

Fort King was originally constructed to support Federal troops enforcing conditions of the 1823 Treaty of Moultrie Creek which restricted Florida Indians to reservation lands and prohibited all but authorized persons from entering them. Initially considered a temporary military post, it was often referred to as “Camp” King or “Cantonment” King during the early years of its existence. Cantonment King began as an

irregularly shaped 20-foot tall pine and cypress log stockade. A number of additional structures were constructed both inside and outside the stockade wall between March 1827 and July 1829. Federal troops abandoned the site in 1829 when Major General Winfield Scott determined that supplying the fort overland from Fort Brooke near Tampa Bay was too costly.

With passage of the Indian Removal Act of 1830, U.S. policy concerning American Indians living east of the Mississippi changed from containment to one of forced removal. The controversial signing of the Treaty of Payne’s Landing in 1832 provided the U.S. government with the justification it sought to permanently remove the Seminoles from their Florida lands. “Fort” King was reactivated as a military post in 1832 to facilitate removal of the Seminoles to western reservations as stipulated in the treaty.

On December 28, 1835 a band of Seminoles led by Osceola attacked and killed the Seminole Indian Agent Wiley Thompson and several others at Fort King. Simultaneously, a force of Seminoles and Black Seminoles attacked 100 Federal troops making their way to Fort King from Fort Brooke. Only two soldiers survived the attack. Most scholars consider these two events as the beginning of the Second Seminole War.

The U.S. military abandoned Fort King for a second time in May 1836 and the unoccupied facility was burned by the Seminoles two months later. Federal troops reoccupied the site and rebuilt the fort in April 1837. The new Fort King included a square shaped stockade with two diagonally placed blockhouses and a two-story barracks. Several additional buildings were constructed outside the stockade over time.

Nearly 1,500 U.S. soldiers were killed and an estimated \$30 to \$40 million in expense and property damage incurred by the U.S. Government during the Second Seminole War. Battles between Federal troops and Seminole warriors continued until 1842 when a truce was declared. No peace treaty with the Seminoles was ever signed. In the end, more than 4,000 Seminoles and Black Seminoles were removed west of the Mississippi. Approximately 600 Seminoles avoided removal by strategically retreating into the wetland areas of southern Florida.

Fort King played an important military role throughout the Second Seminole War by serving as a council site for negotiations between Seminoles and the U.S. Government and as headquarters for the U.S. Army of the South. In 1843, the fort was abandoned for the last

time by the military but continued in civilian use as the county seat for the newly created Marion County. In 1846, the seat of government was relocated to the nearby City of Ocala. No longer needed for military or civilian purposes, Fort King's structures were dismantled and sold as building materials and its property returned to the state for sale to private citizens.

Analysis of National Significance, Suitability, and Feasibility

Analysis of National Significance

By law (Public Law 91-383 §8 as mended by §303 of the National Parks Omnibus Management Act (Public Law 105-391)) and NPS Policy (NPS Management Policies 2001§1.2) potential new units of the National Park System must meet established criteria for national significance, suitability, and feasibility to be eligible for consideration.

By virtue of its designation as a National Historic Landmark (NHL) in 2004, the resources at Fort King have already been acknowledged by the NPS as nationally significant.

Analysis of Suitability

To be suitable as a new unit, an area must represent a natural or cultural theme or type of recreational resource that is not already adequately represented in the National Park System or is not comparably represented or protected for public enjoyment by another land managing entity.

Following a comprehensive comparison of the site to other NHL properties, sites related to the Second Seminole War, and sites related to the life of Osceola, it was determined that the interpretive themes present at Fort King are underrepresented in the National Park System, especially when considered in combination with the site's extensive archeological resource base.

Analysis of Feasibility

To be feasible as a new unit, an area's natural systems and/or historic settings must be of sufficient size and appropriate configuration to ensure long-term protection of resources and be able to accommodate public use.

A comprehensive site analysis conducted by the NPS did not uncover issues related to landownership, political or community support, acquisition costs, threats to the resource, potential access, property size, or configuration that would disqualify the site from further consideration as a national park unit.

Alternatives for Management

Alternatives for management further explore the feasibility of a potential new area by identifying possible managers other than the NPS, partnership opportunities, staff or development requirements, and costs associated with operating a national park unit at the site. In consultation with other federal agencies, State and local governments, tribal governments, non-governmental and civic organizations, potential park neighbors, and the general public the NPS developed and analyzed three action and one No Action alternatives.

Alternative A

Alternative A is the No Action alternative and describes a future condition which might reasonably result from the continuation of current management practices. Under Alternative A, the Fort King site would remain predominantly undeveloped, public access would be restricted, and the site's archeological resources would be protected and preserved in an undisturbed condition. The site would not be included in the National Park System.

Alternative B

Alternative B highlights the site's archeological resources by preserving and interpreting them in-situ. The alternative takes a conservative approach to site development that favors a simple and low cost implementation strategy.

Alternative C

Alternative C highlights a combination of archeological and historic themes. Existing site infrastructure is used as a base to quickly and efficiently provide public access and interpretive services. The alternative favors a development strategy that builds upon a modest initial investment and can be expanded over time as additional funding and resources are secured.

Alternative D

Alternative D highlights Fort King's strong association with nationally significant historical events and interpretive themes. The alternative takes an ambitious approach to site development. Its initial investment in cultural landscape rehabilitation and contemporary visitor service infrastructure is intended to quickly establish the name recognition and credibility to attract higher profile partners and compete for private and public financing.

A detailed discussion of management alternatives is presented in Chapter Three.

Alternatives considered but rejected

Three management approaches were formulated early in the planning process, evaluated, and subsequently rejected from further consideration. The principle reasons for their rejection are described below:

Management by the NPS

While technically possible to accomplish, management of the Fort King site by the NPS was not considered feasible in light of current budgetary constraints and other NPS priorities.

Management by the Florida Park Service

Upon consulting with the Florida Park Service, creating a state park at Fort King was determined not feasible in light of current budgetary constraints and the state's prior commitment to other high priority park projects.

National Heritage Area

Creation of a National Heritage Area was considered not feasible because of the incomplete documentation of historic and archeological resources at other Second Seminole War sites in Florida and the perceived difficulty organizing and managing a partnership among the myriad of potential government, tribal, and private partners/owners.

Environmentally Preferred Alternative

The environmentally preferred alternative is determined by applying criteria set forth in NEPA, as guided by direction from the Council on Environmental Quality (CEQ). The CEQ has stated that the environmentally preferred alternative is the alternative that will promote the national environmental policy as expressed in NEPA, Section 101. This includes alternatives that:

- Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations
- Assure for all generations safe, healthful, productive, and esthetically and culturally pleasing surroundings
- Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences
- Preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice
- Achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities
- Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources

Because the site is already largely in public ownership or otherwise protected from incompatible development, each of the alternatives would fulfill the responsibilities of this generation as trustee of the site for succeeding generations. Similarly, the other goals listed would be satisfied, to a slightly greater or lesser degree by each of the alternatives. However, because the implementation of Alternative B would require substantially less grading and vegetation removal than the other action alternatives and, in theory, disturb fewer archeological artifacts, it has been designated as the environmentally preferred alternative.

Most Effective and Efficient Alternative

The 1998 Omnibus Parks Management Act (Public Law 105-391 §303) mandates that each SRS identify the alternative or combination of alternatives which would, in the professional judgment of the Director of the National Park Service, be "most effective and efficient" in protecting significant resources and providing for public enjoyment.

For the purposes of this study, effectiveness and efficiency are defined as the capability to produce desired results with a minimum expenditure of energy, time, money, or materials. A comparison of costs associated with each alternative indicates that Alternative B would require the least expenditure of energy, time, money, and materials. Based on this reasoning, Alternative B is identified as the most effective and efficient.

Potential Environmental Impacts Associated with the Alternatives

Potential Impacts to Cultural Resources

Alternative A: Impacts would be minor, long-term, and potentially adverse. Limited funding would be available for archeological work and there would be no on-site management facilities or staff.

Alternative B: Impacts would be minor, long-term, and potentially adverse or beneficial, depending on the availability of funding and location of buried archeological resources. No full time staff would be available to monitor site resources but the presence of visitors alone could serve to deter daytime looters. The volume of earth moving associated with the construction of site infrastructure poses a greater risk of disturbing unknown archeological remains than Alternative A but less than Alternatives C and D. The site would be eligible to receive assistance and/or federal funding for archeological investigations. Archeological studies could be conducted as funding and state policy allows.

Alternative C: Impacts would be moderate, long-term, and potentially adverse or beneficial, depending on the

availability of funding and location of buried archeological resources. A small professional interpretive staff, together with increased site visitation, would result in more efficient monitoring of site resources than would be likely under alternatives A and B. The volume of earth moving associated with the construction of site infrastructure poses a greater risk of disturbing unknown archeological remains than Alternative A and B but less than Alternative D. Technical assistance may be available from NPS to guide the care of artifacts, which would be stored at an off-site facility. Archeological studies could be conducted as funding and state policy allows.

Alternative D: Impacts would be moderate, long-term, and potentially adverse or beneficial depending on availability of funding and location of buried archeological resources. The volume of earth moving associated with the construction of site infrastructure poses a greater risk of disturbing unknown archeological remains than Alternatives A, B, and C.

Site development and management would be guided by a master plan prepared on behalf of the City of Ocala and Marion County, who would retain ownership of the majority of the tract. A full-time trained staff and increased site visitation would reduce risk of loss or damage to site resources. Archeological studies could be conducted as funding and state policy allows.

Potential Impacts to Natural Resources

Alternative A: Impacts would be minor to moderate, long-term, and potentially adverse. Limited conservation of natural resources would occur. The Fort King site would be vulnerable to invasion by non-native species. No effort would be made to rehabilitate the site's original plant communities to a condition similar to how they existed during the Seminole wars.

Alternative B: Impacts would be minor to moderate, long-term, and potentially adverse. Only limited conservation of natural resources would occur, with emphasis placed instead on assuring safe encounters by the public with plants and animals. Some soils, vegetation, and wildlife would be disturbed by new site facilities. Some efforts would be made to combat invasions by non-native species, with impacts that would be long-term, moderate, and beneficial.

Alternative C: Impacts would be minor to moderate, long-term, and both adverse and beneficial. Most new developments would occur in areas of existing disturbance, but some natural resources would be displaced or destroyed by construction of new facilities. A 100-foot diameter area would be cleared of trees and other large woody vegetation at the fort's historic location. Efforts would be made to combat invasion of the site by non-native species.

Alternative D: Impacts would be minor to moderate, long-term, and both adverse and beneficial. Conservation of natural resources would be monitored by on-site staff. The site's master plan could call for rehabilitation of the site's plant communities to a condition similar to the time of the Seminole wars. Site managers would systematically remove non-native species from the buffer area around the fort location. More extensive site development would occur under this alternative than alternatives B and C, resulting in more loss or damage to natural resources. Twice as much disturbance of vegetation would occur near the fort's historic location than under Alternative C.

Potential Impacts to Visitor Use and Experience

Alternative A: Impacts would be negligible. The DAR monument site and the surrounding area would remain available for public visitation, as would the existing wayside exhibit. Access to the remainder of the site would remain restricted. Opportunities for meaningful interpretation of the site would be very limited.

Alternative B: Impacts would be moderate, long-term, and beneficial. The DAR monument would be complemented over time by new, basic visitor facilities, such as self-guided interpretive trails, wayside exhibits, and brochures. Active interpretation of the site would be conducted by volunteers as demand warrants.

Alternative C: Impacts would be moderate to major, long-term, and beneficial. Local site managers, in conjunction with a professional consultant, would develop a park master plan for the site. Existing structures would be renovated and re-used for visitor use and site administration.

Alternative D: Impacts would be major, long-term, and beneficial. The DAR monument would remain in place, and would be supplemented by self-guided interpretive trails, wayside exhibits, and brochures. A visitor center/museum facility would be constructed to interpret the site and house artifacts. Interpretation of the site would be conducted by trained staff members, in consultation with federally recognized American Indian tribes and other culturally associated groups.

Potential Impacts to Facilities, Operations, and Administration

Alternative A: Impacts would be negligible. No facilities would be constructed, and visitor access to the site would be restricted, except for the area around the DAR monument. No staff dedicated solely to management of the site would be hired.

Alternative B: Impacts would be long-term, moderate and beneficial. Day-to-day operation of the site would be largely overseen by volunteers; no staff dedicated solely to management of the site would be hired.

Limited facilities and opportunities for site visitors would be provided.

Alternative C: Impacts would be moderate to major, long term, and beneficial. The existing residence would be renovated for use as a visitor contact station and administration building. Trails and other visitor service facilities would be installed. A small professional interpretive staff would handle routine site operations.

Alternative D: Impacts would be major, long term, and beneficial. A new visitor center/administration building and other constructed facilities would allow improved site administration. The site would be managed by a management entity funded from local sources. This alternative would be the costliest to implement.

Potential Impacts to Socioeconomic Conditions

Alternative A: Impacts would be negligible. Opportunities for promoting the site would not be pursued and possible increases in tourism and associated economic benefits would not be realized. Visitation to the site would not increase by much, if at all. Maintaining current traffic levels might be perceived as a benefit by some residents of neighboring subdivisions.

Alternative B: Impacts would be negligible to minor, long-term, and beneficial. The site would remain a fundamentally local attraction having relatively few visitor services, with correspondingly small direct and indirect economic impacts. Traffic would increase slightly from current levels. Noise levels would increase somewhat during the day due to visitor use.

Alternative C: Impacts would be moderate to major, long-term, and beneficial. Having more development and a permanent staff, the site would likely attract larger numbers of long-distance travelers than it would under alternatives A and B, with correspondingly greater economic benefits. Site development and costs of annual operation would be borne primarily by local governments and/or a designated local entity. Traffic and noise levels would increase more than under Alternative B.

Alternative D: Impacts would be moderate to major, long-term, and beneficial. As an intensively managed historical site, Fort King would likely attract more regional and national attention than it would under the other alternatives, thereby generating greater economic benefits. On the other hand, site operations and maintenance costs would be correspondingly higher. Site development would most likely entail partnerships between and among local government, Indian tribes, and organizations. Traffic and noise levels would increase more than under alternatives B and C.

A detailed discussion of potential environmental impacts associated with the Action and No Action alternatives is presented in Chapters Four and Five.

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INTRODUCTION

Site Overview

New areas are typically added to the National Park System by an Act of Congress. However, before Congress decides to create a new park it needs to know whether the area's resources meet established criteria for designation. The NPS is often directed by Congress to evaluate potential new areas for compliance with these criteria and document its findings in a Special Resource Study (SRS). Congress directed the Secretary of the Interior to conduct a SRS for the Fort King site in Public Law 106-113 Appendix C §326.

Designated a National Historic Landmark (NHL) in 2004, Fort King has unique and significant historical associations with the Second Seminole War, an event of national importance known to few Americans.

The Fort King site is located in the City of Ocala in Marion County, Florida (Figure 1). Although no above ground remnants are extant, many natural features associated with the site's historic landscape: the sandy hill upon which the fort's stockade was built, the nearby spring that supplied water for its troops, and the woods surrounding the fort stockade are present.

The 37-acre area composing the NHL is made up of three contiguous tracts of land (Figure 2). The principal tract, known as the McCall Tract, contains approximately 22 acres and is owned jointly by Marion County and the City of Ocala. The North Tract is approximately 14 acres in size and owned by Marion County. A one acre tract is owned by the Ocala Chapter of the Daughters of the American Revolution (DAR).

Used on and off for agriculture since its military occupation, none of the three tracts has been actively farmed for over 30 years. While the top layer of soil has suffered somewhat from erosion and past agricultural practices, limited excavations and systematic shovel testing confirm that archeological components associated with Fort King are still preserved below the plow zone.

Fort King has been the focus of historic preservation interest since 1927 when the DAR acquired property to construct a memorial to those who died during the Second Seminole War. In 1937, the fort site was recognized in a historic site inventory conducted by the Florida Works Progress Administration (WPA 1937) as "the most important of the Military Posts maintained during the War with the Seminoles." A state-wide effort to place the two largest tracts on the National Register of Historic Places was initiated in the 1980s but failed when mutually agreeable terms could not be negotiated among the interested parties.

The tract on which the archeological remains of Fort King are located was purchased in 1952 by the Catherine McCall family. The family constructed a modest brick home and several outbuildings but left the majority of the tract undeveloped. Recognizing its historic value, the McCalls granted permission for the first of five archeological surveys of the site in 1953. Subsequent studies were conducted in 1989, 1991, 1994, and 1998.

The North Tract was purchased by Marion County in 1991. The McCall property was jointly purchased by Marion County and the City of Ocala in 2001. The City of Ocala currently provides maintenance services for all three tracts under the terms of a cooperative agreement.

Historical Context

Of all American Indian Tribes subjected to forced removal, the Seminole Indians put up the fiercest resistance. The Second Seminole War was the longest and most expensive Indian war involving the U.S. (Hunt and Piatek 1989:1). In fact, the only U.S. military conflict lasting longer was the Vietnam War (Brown 1983:454).

The Second Seminole War cost the U.S. Government and American settlers \$30 to \$40 million in expense and property damage. American deaths numbered 1,466 regulars, 55 militiamen, and almost 100 civilians. Most of the deaths, especially for combatants, resulted from disease and other hardships rather than wounds suffered in battle. In the end, more than 4,000 Seminoles and Black Seminoles were removed west of the Mississippi. Approximately 600 Seminoles avoided removal by strategically retreating into the wetland areas of southern Florida.

The following section presents an overview of Fort King's association with events and persons significant in U.S. history. The overview draws heavily from the Fort King NHL Nomination (Pepe 2003).

American Indian Removal Policies and Jacksonian Democracy

The idea of "Indian Removal," the transference of American Indians to remote territories or areas outside the borders of the United States can be traced back to the beginning of the nation. Early U.S. leaders viewed native presence within the bounds of the new nation as a military threat that might be exploited by foreign governments. They also desired possession of native lands for settlement and industry.

As early as the presidency of George Washington, there was talk of creating a "Chinese wall" to keep the

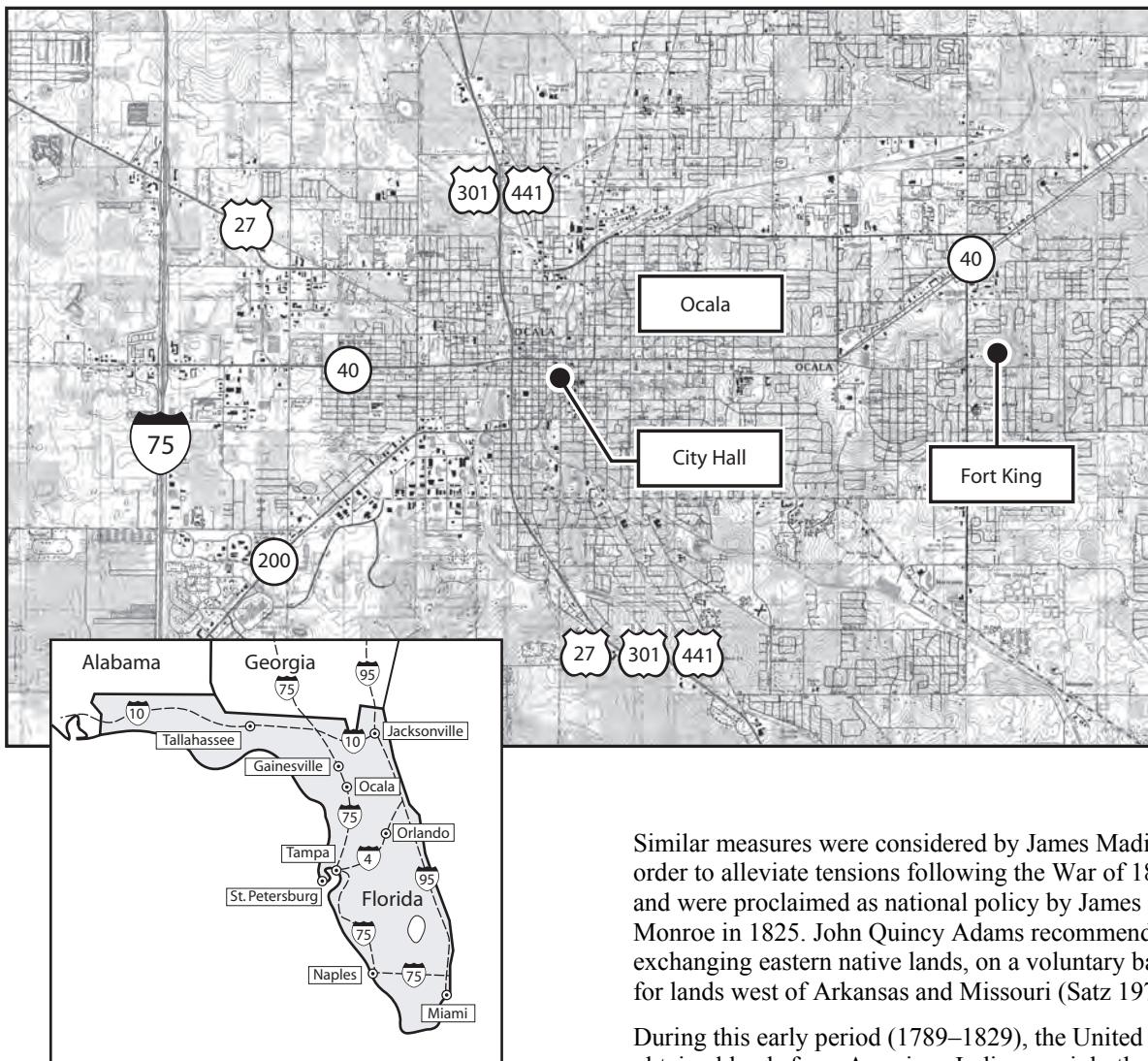


Figure 1. Region and Vicinity

American Indians and their new Anglo American neighbors separate. Thomas Jefferson used tribal treaties as a means to provide land for the expansion of American frontiers as well as to separate the Indians from contact with British and Spanish influences in Florida and Louisiana (Clark and Guice 1989:31, 32, 36). After the purchase of Louisiana from France, Jefferson hoped that a portion of it could be used to lure American Indians from lands further East (Binder 1968; Satz 1975). To encourage such migration, he supported the use of government-sponsored trading factories in native lands to encourage debt among them “beyond their individual means of paying” because, “whenever in that situation, they will always cede lands to rid themselves of debt (Bergh 1907:349-350).”

Similar measures were considered by James Madison in order to alleviate tensions following the War of 1812 and were proclaimed as national policy by James Monroe in 1825. John Quincy Adams recommended exchanging eastern native lands, on a voluntary basis, for lands west of Arkansas and Missouri (Satz 1975).

During this early period (1789–1829), the United States obtained lands from American Indians mainly through treaties. These treaties were brokered through various combinations of bribery, deception, threats of force, and actual force. By acknowledging tribal sovereignty the U.S. government was able to justify dispossessing them of their lands through formal purchase or trade. Thus, in theory, the public’s demand for native land was placated in ways that did not impugn the honor of the nation.

Initially, American Indians generally did respond to increasing American movement west by moving further west themselves. This helped to justify one of the main assumptions of American Indian policy at this time – “that the eastern tribes would continue to relinquish their land at approximately the same rate that whites demanded it (Satz 1975:2).” However, by the 1820s the Cherokees and other tribes, especially from the southeast, began to assert that tribal sovereignty also gave them the right to stay in their homelands without

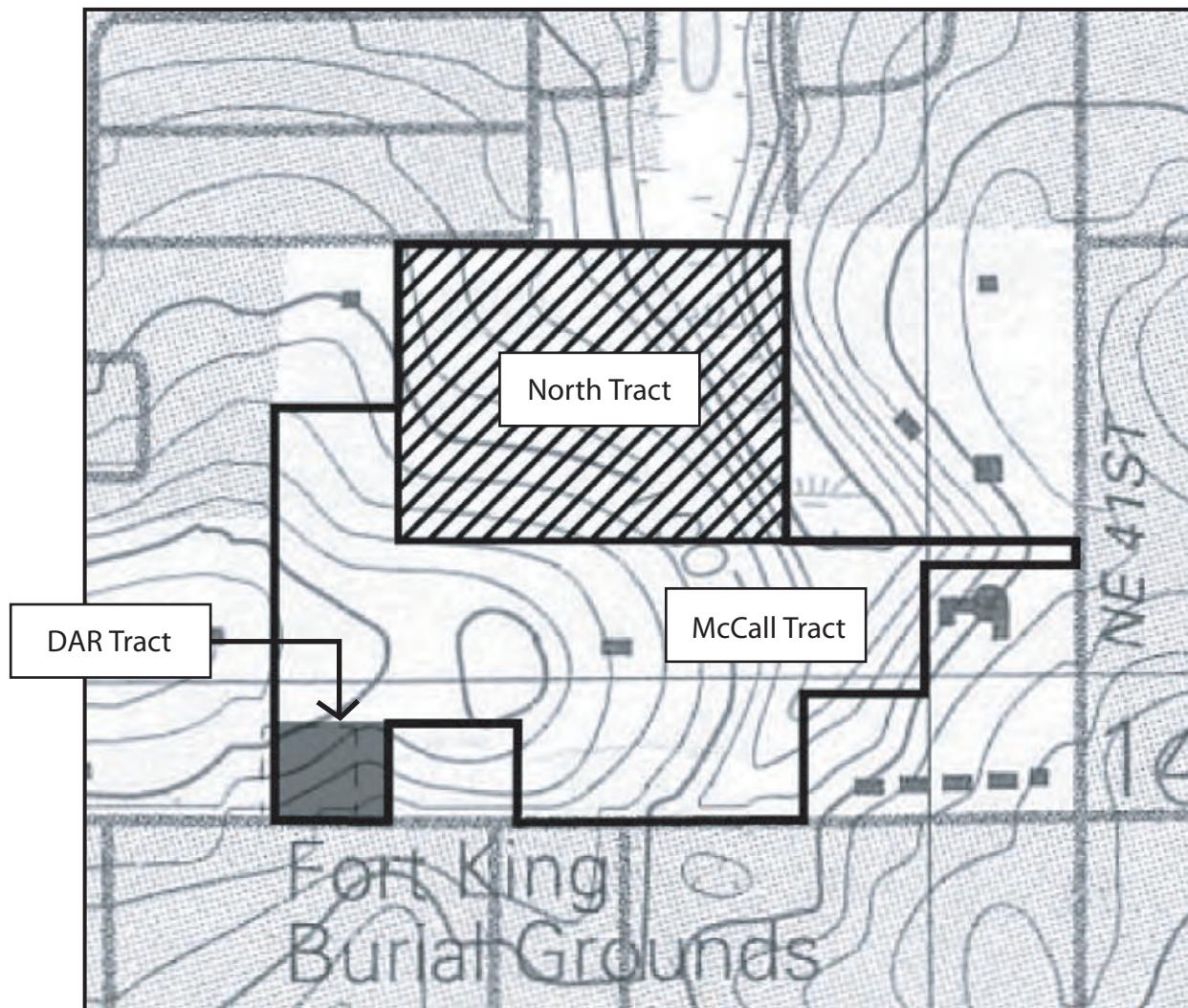


Figure 2. Properties Comprising the Fort King Site

ceding further lands to the United States. Although this position received great sympathy and support from many U.S. citizens, particularly in New York and New England, overall, public support was mainly on the side of Indian removal (Satz 1975).

After Andrew Jackson's victory in the election of 1828, he moved quickly to make good on his campaign pledge to remove eastern tribes to lands west of the Mississippi River. To this end, Jackson and his supporters made passage of the Indian Removal Act one of their top priorities. The Removal Act, signed into law by the president on May 28, 1830, provided congressional sanction and the necessary funds to carry out his relocation plan.

The Jackson administration immediately negotiated a removal treaty with the Choctaws, the Treaty of Dancing Rabbit Creek, and then turned its attention to

other eastern tribes. By the end of Jackson's second term, the United States had ratified nearly 70 removal treaties and acquired approximately 100 million acres of native land in exchange for approximately 32 million acres of land west of the Mississippi. Most tribes removed fairly peacefully, usually after intense negotiations, but the Seminoles of Florida were a notable exception (Satz 1975).

The Origins of the Seminoles

It is estimated that the native Florida aboriginal groups had been almost completely exterminated as a result of disease, British sponsored slave raids, and outright warfare with Creek and Yamasee Indians by 1710. The most damaging blow to aboriginal groups was destruction of the Spanish mission system in 1704 by Creek warriors and a small group of British colonists

led by Colonel James Moore, Governor of South Carolina (Swanton 1922; Hann 1988).

Realizing that almost all of Florida outside the walls of St. Augustine was virtually deserted, and therefore indefensible, the Spanish persuaded groups of mostly Lower Creeks to migrate into northern and central Florida. By 1765, many of these new settlers were considering themselves as a separate people from their relatives and ancestors outside Florida. Apparently, European colonists had also come to recognize them as independent and began to use the term "Seminole" to describe them. This term was a Muskogee word, simanó-li, taken originally from the Spanish word, cimarrón, for "wild" or "runaway" (Sturtevant 1971:100-105).

On March 27, 1814, the Second Creek War (1813–1814) in Alabama Territory was brought to an end with General Andrew Jackson's crushing defeat of the Red Stick Creeks at the Battle of Horseshoe Bend. On August 9, 1814, Jackson imposed the severe Treaty of Fort Jackson on the Creeks, which forced them to cede two-thirds of their land. The most militant surviving Creeks chose to "redeploy" in the territory of Florida. By the early 1820s, nearly two-thirds of the native Florida population consisted of recent refugees from the Creek War who had merged with the original Seminoles (Mahon 1985:6-7; Steele in Pepe, Steele and Carr 1998:51-52).

The events of the First Seminole War (1816–1818) made it clear that the American Indians residing in Florida were no longer allied to their Creek relations still residing mostly in Alabama. During this conflict, "friendly" Creeks joined with American troops under the command of General Andrew Jackson in a campaign against Seminoles, Red Sticks, and Blacks in northern Florida (Covington 1993:41-49). The war resulted in the transfer of Florida from Spain to the United States in 1821 and the appointment of Andrew Jackson as the first Territorial Governor. Almost immediately after becoming a U.S. Territory, the U.S. began negotiating with the Florida Indians as Seminoles and a group separate from the Creeks (Sturtevant 1971:107).

The Treaty of Moultrie Creek

Recognizing the threat that a militant native population posed to American settlement, William Duval, Florida's second Territorial Governor (1822–1834), was the first public official to suggest removing the Seminoles west of the Mississippi. President Monroe agreed, although he suggested the possibility of confining the Seminoles to a smaller area within Florida as an alternative. The result was a council held at Moultrie Creek, near St. Augustine, in September 1823 between the Seminoles and agents appointed by Monroe's Secretary of War, John C. Calhoun.

The Treaty of Moultrie Creek stipulated that in return for relinquishing almost 24 million acres of land, "that the government could sell at \$1.25 an acre, the Seminoles received moving expenses; an annuity of \$5,000 for twenty years; food for a year; payment for improvements left behind in northern Florida; provision for a school, [a] blacksmith, and gunsmith; farming implements; livestock; and employment of an agent, subagent, and interpreter" (Covington 1993:52, 53). The treaty also created several reservations for the Florida Indians and prohibited all but authorized non-Indians from entering them.

A number of small, northern reservations were located on the Apalachicola River and reserved mostly for the Lower Creek bands who aided Jackson in the First Seminole and Creek Wars. A southern reservation consisting of approximately 4 million acres was also established in central Florida. This reservation, although much larger than the Apalachicola reservations, contained some of the worst land in Florida (Mahon 1985:29-50; Covington 1993:50-60; Steele in Pepe, Steele and Carr 1998:54; Hellmann and Prentice 2000). By design, the borders of the southern reservation were created with the intent of cutting off Seminole access to the Gulf and Atlantic coasts.

After surveying the reservation in January 1826, Governor Duval admitted that: "the best of the Indian Lands are worth but little: nineteen twentieths of their whole country is by far the poorest and most miserable region I have ever beheld" (Lowerie and Franklin 1834:663-664). By January 1827, Oren Marsh, a member of a party appointed by Duval to evaluate Seminole improvements (Covington 1993:57), reported about life on the reservation:

The situation of these people is truly deplorable at present, in consequence of the loss of their crops last season, and the difficulty of obtaining their natural means of subsistence: game, of every description, it is very difficult to be found in the nation...

...The Chiefs of the Nation are also, particularly distressed at this time, on account of the disobedience of a great portion of the Mickasukee tribe, who have been absent from the nation nearly a year, and who seem determined not to return to their limits; several of the emigrant Chiefs (but not those of the Mickasukee tribe), have been traveling night and day, in search of these abandoned wretches, for the purpose of persuading them to return, while their own families have been starving at home, but have not been able to succeed in getting any into the nation, or but a few of them (National Archives, Document 0019-0021).

Establishment of the Seminole Indian Agency and Cantonment King

Gad Humphreys, a Seminole ally, was appointed Indian Agent to the Seminoles in 1822 and directed to construct a Seminole Indian agency in the southern reservation at the “center of the Indian population where good land and water may be found” (Carter 1958). He did so in 1825 at a location somewhere in present-day, northeastern Ocala (Cubberly 1927:141-142; Mahon 1985:63; Hunt and Piatek 1991).

Almost from the beginning, companies of U.S. troops set up temporary posts near the agency to control increasing tensions between the Seminoles and American settlers (Mahon 1985:63-64). Cantonment King was constructed in 1827, approximately a mile or two from the agency in the northern portion of the main Seminole reservation (Mahon 1985:66). Colonel Duncan L. Clinch described the importance of Fort King’s location the year it was established:

From my knowledge of the Indian Character, I Consider this post of more importance, in Controlling (sic) the Indians, and in giving protection and Security to the inhabitants of Florida, than any other post in the Territory, as it is in the immediate vicinity of the largest number of the Florida Indians, and between them and the white inhabitants (Carter 1958:856-858).

Clinch’s concerns were well founded as hungry Seminoles dissatisfied with conditions in the main reservation were slow to relocate, and even more reluctant to stay within their new boundaries. Conflicts with American settlers were common and occasional killings were perpetrated by both groups.

Slavery in Florida

Over generations, Florida became a “haven for fugitive slaves, -- or maroons” (Rivers 2000:189) who had escaped from the southern slave states into Florida’s hinterlands. The growing number of African Americans associated with the Seminoles was a major reason for the “Patriot’s War” (1812–1816) in which Americans first attempted to wrest control of Florida from the Spanish partly by crushing Seminole support for escaped slaves (Davis 1930-1931:155; Klos 1995:128). The continued presence of Africans and African Americans among the Seminoles immediately following the Patriot’s War infuriated southerners and led directly to the First Seminole War (Klos 1995:128).

American settlement of the new Florida territory escalated the already significant tension between whites and Indians over the presence of escaped slaves there. Recognized for their fighting ability, political acumen, and knowledge of English, Spanish, and American cultures; African Americans living with the Seminoles were feared by white settlers who felt they might

inspire rebellion among their own slaves. In 1804, 51 % of the 4,445 inhabitants of East Florida were enslaved “negroes (Williams 1949: 96).” By 1830, there were 844 “free negroes” along with 15,501 enslaved “negroes” enumerated in the territorial population of 34,730 (Harper 1927 as cited in Williams 1949:101). The fact that the number of enslaved African Americans and Anglo Americans was approximately equal in the northern counties of Florida weighed heavily on the settlers’ sense of security and intensified their desire to conquer the Seminole and Black Seminoles before an insurrection could take hold (Williams 1949:96; Brown, personal communication 2005).

Contemporary researchers often disagree about the full extent of relations between Seminoles and African Americans in Seminole society. What is generally known is that many African Americans lived in small predominantly black communities and were closely associated with the Seminoles as vassals or slaves. Some African Americans held respected positions as interpreters or administrators and their niche or degree of influence within Seminole society is less clearly defined in the known historical record. Regardless of rank or status, it is certain that living conditions for African Americans associated with the Seminoles, even when enslaved, were much more tolerable than those imposed by whites in the U.S. -- a fact that made Black Seminoles staunch opponents of Indian removal.

White slave owners had hoped the acquisition of Florida would close access to “a trapdoor in the bottom of the nation through which they (escaped slaves) could drop out of Alabama and Georgia and land in freedom (Laumer 1995:15). However, by 1822, John R. Bell, Acting Agent for the Indians in Florida, estimated that there were at least 5,000 Seminole Indians in the territory along with approximately 300 Seminole slaves (Carter 1956:463-465). Throughout the next decade, southern slave-owners sent numerous complaints to Agent Gad Humphreys, Governor Duval, and several Secretaries of War and Presidents, claiming the presence of enslaved African American fugitives among the Seminoles (Hunt and Piatek 1991; Mahon 1985; Covington 1993; Klos 1995:140). The following proceeding of a meeting held by citizens of Alachua County on January 23, 1832 exemplifies the fears and complaints of southerners as a whole:

Whereas it having been ascertained that there are exceeding 1600 Warriors & over 1100 Slaves (belonging to the Indians) now residing in the Seminole Indian Nation many of whom are traversing the County adjoining the Northern Boundary of the Indian Nation and it having been estimated that there are a larger proportion of slaves than white persons owned by the citizens of said county residing within 30 miles of said

Northern Boundary, and Whereas an armed force is deemed requisite to protect the Citizens of said County from aggressions by the Indians or attempts of an insurrection among the slaves, in which case no assistance could readily be obtained from the two Companies stationed at Cantonment Brooke Tampa Bay owing to it being 112 miles distant from said Northern Boundary & 100 miles distant from the Seminole Agency.

Therefore Be it resolved that a Committee of three be appointed to draft a Memorial to the President of the United States respectfully requesting him to direct that a Company of U.S. Troops be ordered from Cantonment Brooke or some other station to Camp King near the Seminole Indian Agency (Carter 1959:643-644).

The Seminoles returned an ever increasing number of fugitive slaves to their purported masters during the 1820s. None the less, persistent claims by southern slave owners that they held back many more than were returned (Klos 1995:140) and the growing clamor over the slave issue in general eventually cost Seminole Agent Gad Humphreys his job. President Jackson, always sympathetic to southern complaints about Indians and fugitive enslaved African Americans, relieved him of the position in 1830 (Mahon 1985:70-71).

The Treaties of Payne's Landing and Fort Gibson

With the departure of Humphreys, the Seminoles lost their most effective American advocate. This was much to their misfortune, as deteriorating conditions within the main reservation forced an increasing number of Seminoles to venture outside its boundaries to supplement their declining life style. Not surprisingly, the number of violent confrontations between Indians and whites increased as resources within the reservation declined. The predicament facing the Seminoles was summarized well in 1832 by the Florida Legislative Council in a petition for their removal:

The Treaty of 1823 (Moultrie Creek) deprived them of their cultivated fields and of a region of country fruitful of game, and has placed them in a wilderness where the earth yields no corn, and where even the precarious advantages of the chase are in a great measure denied them.... They are thus left the wretched alternative of Starving within their limits, or roaming among the whites, to prey upon their cattle. Many in the Nation, it seems, annually die of Starvation; but as might be expected, the much greater proportion of those who are threatened with want, leave their boundaries in pursuit of the means of subsistence, and between these and the white settlers is kept up an unceasing contest (Mahon 1985:73-74).

Noting that Andrew Jackson had already signed the Indian Removal Act into law, the citizens of Florida clearly signaled that they were ready for it to be applied. As a result, the President sent James Gadsen back to Florida to negotiate another treaty with the Seminoles that would remove them to lands west of the Mississippi next to the Creeks already there.

Negotiations began in May at a place located on the Oklawaha River known as Payne's Landing (a few miles from present-day Eureka). Because Gadsen left no notes, it is almost impossible to ascertain what really occurred during the treaty negotiations. What is known indicates that a small contingent of Seminole leaders signed the Treaty of Payne's Landing on May 9, 1832 agreeing to send a delegation of Seminole leaders to visit the lands chosen for them and the Creeks. If the Seminoles were satisfied with this land, they were to remove to it and then be considered part of the Creek nation. This meant that once in their new home, the government would no longer deal with them as a separate entity (Mahon 1985:75-85).

In October 1832, a Seminole delegation consisting of seven leaders left for Arkansas with the new Seminole Agent, John Phagan. Again, there is little direct evidence of what occurred during negotiations. All seven of the Seminoles are reported to have signed the Treaty of Fort Gibson on March 28, 1833, stating Seminole approval of both the land and the government's removal plan (Mahon 1985:82-85).

President Jackson replaced Phagan with Wiley Thompson late in 1833. Thompson had gained Jackson's attention as a Congressman from Georgia who favored and promoted Indian removal. As the new Seminole Agent, Thompson's mandate was clear: he was to enforce the Treaties of Payne's Landing and Fort Gibson and serve as the "superintendent of emigration" for the Seminoles (Laumer 1995:115). On Christmas Eve, 1833, nine months after the signing of the Treaty of Fort Gibson, President Jackson submitted it and the earlier Treaty of Payne's Landing to the Senate for ratification. Both were unanimously ratified by Congress in April 1834 (Mahon 1985:82-85).

Fort King and Seminole Objections to Removal

It was at Fort King that Andrew Jackson's final plans for Seminole removal were presented to Seminole and Black Seminole leaders. To facilitate these negotiations and because of increasing tensions between the Americans and the Seminoles, the Seminole Agency was moved to within 100 yards of Fort King. The date of the move is not definitely known, but is thought to have been completed by October 1834, when Thompson held the first meetings with Seminole leaders. The two terms "Fort King" and "Seminole Agency" quickly became synonymous and appear to have been used interchangeably from this point on

(Sprague 1964:90). Several letters dating as early as 1832 originated from the “Fort King Seminole Agency” (Hunt and Piatek 1991:85).

The first meeting between Thompson and Seminoles occurred at Fort King on October 21, 1834. It was at this meeting that tribal leaders received what Thompson considered to be their last annuity payment due under terms of the Treaty of Moultrie Creek (Mahon 1985:89). Thompson wrote the following ominous note concerning purchases made by Seminole chiefs following their payment:

It has not escaped me, that the Indians, after they had received their annuity, purchased an unusually large quantity of powder and lead. I saw one keg of powder carried off by the chiefs, and I am informed that several whole kegs were purchased. I did not forbid the sale of these articles to the Indians, because such a course would have been a declaration of my apprehensions. It may be proper to add that the chiefs and Negroes have a deposit of forty or fifty kegs of powder, which I did not credit at the time (Sprague 1964:81).

Two days later, Thompson held a council with Seminole leaders at the fort to discuss details of the two treaties. Thompson made it clear that he did not call them together to talk about whether the Seminoles *would* honor the treaties. Rather, he only wished to work out the details of *how* they would honor them. To allay any fears they might have about their removal, Thompson assured them that he and Captain Samuel L. Russell would accompany and take care of them on their journey westward. After making his points and providing the Seminoles with several questions to ponder, he allowed them to retire to discuss these matters (Cohen 1836; Potter 1836; Davis 1929; Mahon 1985:89-91). Although Thompson promised the Seminole leaders privacy during their deliberations that night, informants among them supplied him with the details of the talks. It was through his informants that Osceola may have first come to the attention of Thompson and his American colleagues.

While some Seminole leaders talked that night of acquiescing to the demands of Agent Thompson and the treaties he carried, Osceola spoke out firmly against removal. He openly declared his intentions to stay and, if necessary, to fight. He also spoke of those who wished to comply with Thompson as enemies of the Seminole people. Osceola’s exhortations apparently swayed the rest of the tribal council, who elected to convey their objections to Thompson the next day (Cohen 1836; Potter 1836; Davis 1929; Mahon 1985:91-92).

On the second day of Thompson’s first council at Fort King, Osceola apparently sat silently as more senior leaders voiced their objections to removal. Holata Mico

began by telling Thompson that the Seminoles wished peace with their American “brothers.” Micanopy, the hereditary leader of the original Alachua Seminoles, stated that the Seminoles considered the Treaty of Moultrie Creek to remain in effect. Jumper, who had been chosen by the Seminoles to be their main spokesman, reiterated Micanopy’s points. He also stated that when he and the other six Seminole leaders had accompanied Phagan to the west, they liked the lands there but did not care for the Indians who would be their new neighbors. More significantly, he said the Seminole delegation was forced to sign the Treaty of Fort Gibson and they did not understand it to mean that they were agreeing to remove to the west. Instead, they believed they were only stating that they liked the lands and would discuss the matter with the entire Seminole nation upon their return to Florida. Further, he asserted that the Seminole delegation at Fort Gibson did not have the authority to speak for the nation as a whole. He finished with an eloquent description of the Seminoles’ desire to stay in Florida. Holata Emathla reiterated Jumper’s points about the “bad” people that he observed in the western lands. Holata’s brother, Charley Emathla, reiterated that the Treaty of Moultrie Creek was still valid for another seven years. Only when it had expired might the Seminoles consider removal. Regardless, he stated the Seminoles distaste for the long journey that would be required of them if they were to move. He said they would much prefer to stay in the land of their fathers (Cohen 1836; Potter 1836; Davis 1929; Mahon 1985:92).

Thompson was quite unhappy with these statements and called the Seminoles’ words childish and not worthy of men who considered themselves to be chiefs. He made it clear that he wanted to hear no more talk of the Treaty of Moultrie Creek. Instead, he reiterated that he only wished to discuss the details of removal, not the merits of it. He demanded that the Seminole leaders meet with him again the next day to discuss only these details (Cohen 1836; Potter 1836; Davis 1929; Mahon 1985:92).

Thompson began the session the next morning by asking the Seminole leaders to provide him with the answers to the questions concerning removal asked of them previously. Holata Mico again began speaking on the behalf of the Seminoles by stressing that they wished to be friends with the Americans. He ended by flatly denying consent to remove west. Jumper stated again that the Seminoles considered the Treaty of Moultrie Creek still in effect. Even though he admitted that the western lands were probably better than the Seminole reservation specified in that treaty, he said that the Seminoles still considered Florida to be their home and preferred it to removal. Charley Emathla stated that the Treaty of Payne’s Landing had been forced on the Seminoles. He also stated that he did not

enjoy his journey west with Phagan. He finished by reminding Thompson of the promises the government made with the Seminoles concerning the Treaty of Moultrie Creek and its duration (Cohen 1836; Potter 1836; Davis 1929; Mahon 1985:92).

On this day, Thompson finally lost his patience with the Seminole leaders. When Micanopy reiterated that he did not sign the Treaty of Payne's Landing, Thompson openly called him a liar. When the chief stood by his claim, Thompson produced the Treaty and showed the leaders Micanopy's name and mark. The two men quarreled over this issue for the rest of the convention, neither modifying their positions (Cohen 1836; Potter 1836; Davis 1929; Mahon 1985:92; Covington 1993:74).

Thompson spoke to the leaders about the Treaties of Payne's Landing and Fort Gibson with "excited feeling," again stating that the Seminoles were bound by these treaties to remove to the West. After lecturing at some length on this issue, he told them that if they were somehow allowed to stay in Florida, they would be reduced to a state of hunger and poverty. Additionally, he told them that all laws of the state, including laws that would not permit American Indians to testify in court, would be applied to the Seminoles (Cohen 1836; Potter 1836; Davis 1929).

During Thompson's long and passionate lecture to the leaders on this day, Osceola attempted to convince Micanopy to speak out with more conviction against removal by whispering exhortations in his ear. Osceola's frustration with the chief and Thompson's lecture finally got the better of him when the agent stated that no more annuities would be paid to the Seminoles. Osceola retorted that he did not care if he ever received any more of the white man's money. Thompson did his best to ignore Osceola and continued on with his lecture.

When Thompson finished, Osceola rose and gave what many have called the "Give me liberty or give me death" declaration of his people (Cohen 1836; Potter 1836; Davis 1929; Mahon 1985:92; Covington 1993:74-75; Laumer 1995:135-137):

The sentiments of the nation have been expressed. There is little more to be said. The people in council have agreed. By their chiefs they have uttered. It is well; it is truth, and must not be broken. When I make up my mind, I act. If I speak, what I say I will do. Speak or no speak, what I resolve that will I execute. The nation has consulted; have declared; they should perform. What should be, shall be. There remains nothing worth words. If the hail rattles, let the flowers be crushed.

The stately oak of the forest will lift its head to the sky and the storm, towering and unscathed (Cohen 1836).

It is clear that Osceola meant this as a warning not only to his American antagonists but also to what he perceived to be the weak-hearted "flowers" of his own people. Thompson ended the council in disgust shortly after this outburst.

A few months later in December 1834, Thompson again held a council at Fort King in an attempt to convince the Seminoles to remove. He explained that he expected them to move to designated ports of embarkation, sell their cattle and horses, and board the ships peacefully. If they did not comply, troops would be used against them (Covington 1993:75). Thompson was quite pleased with the way this council went, as evidenced by a letter he wrote to Lewis Cass, Secretary of War:

After the business was disposed of Powell (referring to Osceola's birth name), a bold man and a determined young chief who has been perhaps more violently opposed to removal than any other, made some remarks in council, evidently under excited feelings. I at once entered into a very forceful conversation with him in which I expressed my regret that a chief who had acted so manly and correctly in all other matters should have acted so unwisely in regard to the Treaty of Payne's Landing. He replied that he looked to the Camp Moultrie treaty as the one in force. Osceola said that as Thompson had to obey the President, so he, Osceola, was bound to obey the chiefs over him. I then asked him if any act of mine had shown any unkindness or want of friendship toward him or his people. He with emphasis replied, "I know that you are my friend, friend to my people..." The result was that we closed with the utmost good feelings and I have never seen Powell and the other chiefs so cheerful and in such a fine humor at the close of a discussion upon the subject of removal (Cubberly 1927:146-147).

Now General and central commander of the U.S. forces in Florida, Duncan L. Clinch was not as optimistic as Thompson. In a letter written at Fort King in January 1835, he opined:

...The more I see of this Tribe of Indians, the more fully am I convinced that they have not the least intention of fulfilling their treaty stipulations, unless compelled to do so by a stronger force than mere words...if a sufficient military force, to overawe them, is not sent into the Nation, they will not be removed, & the whole frontier may be laid waste by a combination of the Indians, Indian Negroes, & the Negroes on the plantations (Carter 1960:99-101).

Thompson arranged another meeting with the Seminoles at Fort King in March 1835. In preparation for the meeting, he and General Clinch ordered a special platform constructed outside of the stockade to seat Seminole and U.S. dignitaries during the council. Sensing the potential for future conflict, General Clinch also requested additional troops and cannons be sent to Fort King from Fort Brooke.

During the March proceedings with the Seminoles, Thompson read a message from President Jackson to the 150 chiefs and warriors present:

...The game has disappeared from your country, your people are poor and hungry... The tract you ceded will soon be surveyed and sold and immediately occupied by a white population... You have no right to stay... I have directed the commanding officer to remove you by force...

The message was signed “your friend A. Jackson” (Steele 1986:7). But before the council could conclude, the newly constructed platform upon which the meeting was being held collapsed. After the confusion cleared, Jumper, again the speaker for the Seminole delegation, thanked Thompson for the message from the President, and then stated there were too many Seminole chiefs absent from the current meeting for the tribal delegation to make official comments. Therefore, he asked for and was granted another month to gather a more representative tribal council at Fort King for a full discussion (Mahon 1985:95; Hunt and Piatek 1991:90-91).

Fort King and the Prelude to War

Over the course of the next month, many Seminoles arrived at Fort King hoping to collect another annuity. By the time of the next council, which began on April 22, approximately 1,500 Seminoles were camped in the vicinity of the fort. Osceola seems to have been the main topic of conversation among the Americans present. One visitor noted that:

...the first question asked by those who had come to be present at the talk was, ‘How is Powel – on which side is he?’ To this we received for answer – ‘O he is one of the opposition; but he is fast coming round. He has given us much trouble – restless, turbulent, dangerous – he has been busy with his people, dissuading them against the treaty – and thus sowing the seeds of discord where his influence, - for, though young, and a sub-chief merely, he is manifestly a rising man among them – if exerted on our side would greatly facilitate our views. But he has cooled down latterly and we have great hopes of him now (Laumer 1995:137).

Although the Seminoles did receive another annuity at this council, Thompson, clearly disturbed by the ammunition purchased with last year’s stipend,

prohibited the sale of powder and lead to the Seminoles. This apparently infuriated Osceola and he reportedly confronted Thompson with the following outburst:

I will make the white man red with blood; and then blacken him in the sun and rain, where the wolf shall smell his bones, and the buzzard live upon his flesh (Sprague 1964:86; Porter 1996:34).

Despite this confrontation, it seems that Jumper did most of the speaking for the Seminoles at this council. He opened with a two-hour speech against removal. Again, Thompson reacted angrily. With tempers flaring on both sides, General Clinch eventually assured the Seminole delegation that he was prepared to use his troops if the Seminoles did not agree to abide by the Treaty of Payne’s Landing. Eventually, 16 Seminole leaders, including 8 chiefs and 8 “sub-chiefs,” signed an acknowledgement that the Treaty was valid. Other important leaders, including Micanopy, Jumper, Holata Mico, Arpeika (Sam Jones), and Coa Hadjo refused to sign or were not present (Sprague 1964:84; Mahon 1985:95-96; Wickman 1991:32).

A few months later, Osceola let Thompson know exactly how he felt about removing west. Storming into the agent’s office, he used “violent” and “insulting” language against Thompson, told him that he despised his authority, described him as an intruder on the Indian lands, and made it clear that he would force him to leave them. Thompson immediately consulted with the officers stationed at the fort. They all agreed that such insolence could not go unpunished and had soldiers seize Osceola before he could leave the fort’s vicinity. Arrested, handcuffed, and imprisoned in the fort’s guardhouse, Osceola spent the earliest portion of his captivity in an almost constant fury.

Patricia Wickman, noted researcher on the life of Osceola, considers this confrontation with Wiley Thompson to be the first event in the “climactic phase” of Osceola’s life (1991:33). Although Thompson did not realize it at the time, Osceola’s resulting imprisonment infuriated the Seminoles so completely that they would use it as a rallying cry against him personally and the U.S. Military in general. (Wickman 1991:xxv).

After several days, Osceola calmed to the point that he could have a reasonable discussion with Thompson. He apologized to the Agent, agreed to behave better in the future, and promised to sign the removal agreement if released. Thompson, having good reason to suspect his sincerity, said that he needed more proof. Osceola promised he would return in 10 days with his followers to sign the acknowledgement. He was released and fulfilled his promise on the appointed day.

When he returned, however, Thompson and Clinch were not yet ready for the Seminole removal to begin

and Osceola and his band were allowed to go back to their home. In the coming months, Thompson employed Osceola in various tasks, including the apprehension of Seminoles who raided American settlements. Eventually, the Agent was so convinced of Osceola's conversion that he presented him with a custom-built rifle (Cubberly 1927:146; Mahon 1985:96; Wickman 1991:33-36; Laumer 1995:123-124).

More evidence of Osceola's apparent conversion was displayed in August 1835. He and 24 other Seminole leaders requested a council at Fort King in order to work out the details of the planned removal. At this council, Holata Emathla was selected to speak for the Seminole delegation. He requested a Seminole reservation in Indian Territory separate from the Creeks. He also requested that Thompson be designated their agent in their new western home. General Clinch, Agent Thompson, and Lieutenant Joseph W. Harris endorsed this plan and sent a letter of support to Secretary of War Lewis Cass (Covington 1993:74).

Although Thompson seemed optimistic about a largely peaceful removal following Osceola's conversion, General Clinch remained apprehensive. In October 1835, he wrote that a number of Seminole leaders still refused to consent to removal and requested additional troops in case the use of force became necessary. He also stated suspicions that Seminole forces, including Black Seminoles, were in communication with enslaved African Americans on plantations in Florida (Carter 1960:182-184).

Indeed, Black Seminoles were known to be particularly opposed to removal because they felt certain it would result in slavery for their ranks under Creek masters in Indian Territory or on plantations in the South. Because of their resolve to avoid such enslavement, some contemporary scholars have argued that Black Seminoles "were the determining factor in the Seminoles' opposition to removal (Porter 1996:33)" (Klos 1995:150).

Clinch's fears were justified as Abraham, an important Black Seminole and advisor to Micanopy was in contact with enslaved African Americans and recruited many of them to join forces with the Seminoles if war came. John Caesar, another important Black Seminole associated with King Philip, principal leader of the St. Johns River Seminoles, similarly recruited enslaved African Americans who had run away and free African Americans at plantations near St. Augustine.

Any hopes that Thompson or others harbored for a peaceful removal by the Seminoles were surely shattered in November 1835 with the killing of Charley Emathla. Although he had spoken out against removal at several Fort King councils, Emathla never appeared to want to fight. By November, he was fully prepared to comply with Thompson and Clinch. Thus, he brought

his cattle to Fort King for the promised reimbursement due to him under the conditions of the Treaty of Payne's Landing. However, he was intercepted on his return home by Osceola and several followers. After a brief argument, Osceola shot him. In order to drive home the point made earlier concerning the white man's money, Osceola did not take any of Emathla's reimbursement. Instead, he scattered it over and next to Emathla's body (Carter 1960; Mahon 1985:100-101).

Osceola's execution of Charley Emathla may have been the first real demonstration of his power and influence among the Seminole people (Weisman 1989:127; Wickman 1991:33). Certainly Emathla's execution sent a clear signal to other Seminoles who shared his desire to acquiesce to American demands. It was also an undeniable announcement of what, for a brief period at least, was to be a new order among the Seminoles, an order where leadership could be earned through actions and demonstrated ability rather than by heredity.

The Eruption of Open Conflict

Thompson and Clinch had made it clear to the Seminoles at Fort King that the United States fully expected them to remove west of the Mississippi and that force would be used against them if necessary. Seminole leaders initially voiced strong opposition to removal but by the middle of 1835, appeared much more willing to acquiesce. The killing of Emathla, however, inspired the more militant Seminole leaders to action.

Osceola and his followers staged several raids in the Alachua area in December 1835. In one of these raids, he personally led approximately 80 warriors in a successful ambush of a military baggage train on the road to Micanopy. A few days later, military scouts located the Seminoles in a hammock called Black Point. In the ensuing Battle of Black Point, soldiers broke up the camp and retrieved some of the stolen possessions (Mahon 1985:101; DeBary, personal communication with Pepe in 2001). These Alachua raids were probably the first military engagements Osceola had ever taken part in and served notice to both Seminoles and whites that he had developed a solid following among Seminole warriors despite his inexperience in combat (Weisman 1989:127; Wickman 1991:xxi).

Around Christmastime, King Philip and John Caesar led the Seminoles and Black Seminoles from the St. Johns area on raids against nearby plantations. Over the course of two days, they destroyed five of them and sent local settlers fleeing in panic to coastal towns like St. Augustine. John Caesar's earlier efforts to recruit local enslaved African Americans paid large dividends in these campaigns, with hundreds joining the Seminole cause (Mahon 1985:102; Porter 1996:39). On

December 22, Governor Richard Call sent a letter from near Micanopy to President Jackson stating:

The whole country between the Suwannee and the St. Johns Rivers for the distance of fifty miles above the Indian boundary [the northern boundary of the main Seminole Reservation] is abandoned, the frontier inhabitants shut up in a few miserable stockade forts and the Indians traversing the country at will, burning and destroying wherever they appear. Before my arrival a number of skirmishes had taken place in which the Indians were invariably successful (Carter 1960:216).

Start of the Second Seminole War, Rise of Osceola, and Destruction of the First Fort King

Despite these skirmishes, most researchers consider December 28, 1835 to be the starting point of the Second Seminole War. On this day, the Seminoles coordinated and launched bold attacks on two separate targets.

One attack focused on a party of slightly more than 100 soldiers on their way from Fort Brooke to Fort King. A Seminole force of more than 180 Seminole and Black Seminole warriors, led by Micanopy, Jumper, and Halpatter Tustenuggee (Alligator), ambushed them at a point where the road passed through a pine flatwood. Black Seminoles played an important role in this battle, fighting with great furor and then systematically killing the wounded. Only two soldiers survived the attack, which quickly became known as Dade's Massacre. The site of this event is known today as the Dade Battlefield (Mahon 1985:105-106; Steele 1986; Laumer 1995; Porter 1996:41-43).

While this battle was ending, Osceola and a small party of warriors ambushed Agent Thompson and Lieutenant Constantine Smith as they took an afternoon walk outside the palisade of Fort King. The two died instantly, with Thompson receiving 14 musket ball wounds and his scalp taken as a trophy. Osceola's men also attacked and killed Erastus Rogers, the sutler, and several others in his store located outside the fort's picket work. The officers inside Fort King, believing that the fort itself was under attack, secured the stockade gates not realizing that Thompson and Smith were lying dead outside. By the time troops ventured out, the Seminoles had disappeared (Mahon 1985:103-104).

That night, Osceola met in the Wahoo Swamp with the victorious warriors from Dade's battle. According to Alligator, Thompson's scalp was placed on a pole and "speeches were addressed by the most humorous of the company to the scalp of General Thompson, imitating his gestures and manner of talking to them in council (Sprague 1964:91)."

The following remarks made sometime later by Alligator make it clear that, contrary to Thompson's assessments, Osceola and most of his countrymen had never warmed to the idea of removal. Further, Thompson's imprisonment of Osceola at Fort King and Thompson's attitude toward their people had certainly not been forgotten nor forgiven.:

We had been preparing for this [Dade's ambush and the murder of Wiley Thompson] more than a year. Though promises had been made to assemble on the 1st of January, it was not to leave the country, but to fight for it. In council, it was determined to strike a decided blow about this time. Our agent at Fort King had put irons on our men, and said we must go. Osceola said he was his friend, he would see to him (Sprague 1964:90).

If not known before, the simultaneous attacks on Dade's party and the killing of Thompson made it clear that the Seminoles would not be removed without a fight. Seminole intentions were especially apparent to President Jackson, who would deal with the Seminoles through military action rather than threats for the rest of his administration.

The Seminoles gained the upper hand during the early months of the war. Osceola had command of a large contingent of Seminole and Black Seminole warriors in a stronghold the military referred to as the Cove of the Withlacoochee. Just three days after the killing of Agent Thompson, a military force led by General Clinch ventured into the Cove and was ambushed by a Seminole force of approximately 250 warriors, including 30 Black Seminoles. Osceola led the Seminole in what came to be known as the First Battle of the Withlacoochee. Although Clinch's troops were eventually able to drive off Osceola's men, the heavy casualties they suffered coupled with their dwindling supplies forced a strategic retreat from the Cove. The Seminoles regarded this as a great victory, even though their leader was wounded in the arm or hand during the battle (Mahon 1985:108-112; Weisman 1989:127; Wickman 1991:33, 38-39).

In March 1836, General Edmund P. Gaines attempted to strike against the Seminoles in the Cove of the Withlacoochee. Like Clinch, he quickly found himself surrounded, this time by more than 1,000 Seminole and Black Seminole warriors. Gaines and his troops took refuge in a hastily constructed log breastwork he named Camp Izard in honor of the first officer to be shot in the battle.

Osceola and the rest of the Seminoles laid siege on Camp Izard for more than a week. During the siege, John Caesar took it upon himself to ask for a council with Gaines and proposed that since justice had already been served upon Agent Thompson at Fort King, Osceola would be satisfied to end the hostilities as long

as the Seminoles were allowed to remain in Florida. Seminole leaders proposed that the Withlacoochee River become the new northern boundary for their reservation.

General Gaines replied that he would present it to the proper authorities but before the meeting could conclude, U.S. reinforcements led by General Clinch arrived. Gaines turned over his command to Clinch, and boasted that he had just negotiated an end to the hostilities. However, Gaines' negotiations with Osceola and the other Seminole leaders were not recognized as binding by the U.S. and hostilities continued (Mahon 1985:147-150; Weisman 1989:98-99; Wickman 1991:43).

Within weeks, General Scott was leading another military force into the Cove of the Withlacoochee. In what may have been Osceola's last great action as an important Seminole leader, he led an attack against Scott's troops on March 31, 1836, killing two soldiers and wounding an additional thirteen (Mahon 1985:152; Weisman 1989:99,127).

Following Scott's campaign in the Cove of the Withlacoochee, the Seminoles broke into smaller bands led by individual leaders who operated somewhat independently from each other. Thus, Osceola could no longer take part in military actions or councils that involved a thousand warriors and other important leaders. Left to his own with at most 250 warriors, Osceola spent much of the rest of 1836 in the Alachua area. On June 9, he led a force of 150 to 250 warriors against Fort Defiance near Micanopy, but was eventually repulsed. On July 19, he led an attack on a military wagon train headed for the fort. This ambush became known as the Battle of Welika Pond and resulted in five soldiers killed and six wounded.

On August 7, 1836, Fort Drane, established on General Clinch's plantation in what is now northwestern Marion County, was abandoned by the military because of rampant disease (likely malaria) among the troops stationed there. Osceola and his band quickly moved in. For the next two months, they feasted on the 12,000 bushels of corn and sugar cane that had been left in Clinch's fields by the evacuating troops. On August 21, Osceola's band was attacked at the fort by a force of more than 100 troops but succeeded in repelling them. However, on October 1, Osceola abandoned Fort Drane when he learned that Florida Governor Richard Keith Call was leading a force several hundred strong his way. Although Osceola had enjoyed the crops at Fort Drane, he may also have contracted the illness there (likely the same malaria that initially caused the military to abandon the site) which would eventually claim his life.

Seminole antagonism and a wave of sickness led to the virtual abandonment of Florida's interior by the U.S. military and American civilians in 1836. Dade's Massacre and many other raids on troops in route to Fort King demonstrated that the fort was becoming more and more difficult to supply and reinforce. Considered redundant with Fort Drane, Fort King was abandoned in May 1836. Two months later, a group of Seminole warriors destroyed the empty structures by setting them afire (Mahon 1985:173; Hunt and Piatek 1991:11).

The New Fort King and Capture of Osceola

Early military success came at significant cost to the Seminoles. The number of casualties suffered during two years of war, malnutrition, sickness, and the need to break into ever smaller bands to elude detection and capture greatly reduced the Seminole's ability to carry on a vigorous resistance. When the Americans re-engaged the Seminoles in early 1837, they found them much weakened.

Federal troops reoccupied the Fort King site in April 1837 and immediately began construction of a new fortification (Ott 1967:35). Built on the same hill as the earlier fort (GARI 1991; Hellman and Prentice, 2000), the new structure included a square shaped stockade with two diagonally placed blockhouses and a two story barracks (Figure 3). Like its predecessor, the new Fort King would play a featured role in the war against the Seminoles.

Shortly after the new fort was established, a group of Seminole envoys met there to discuss peace with the new military commander in Florida, Major General Thomas S. Jesup. Jesup told the Seminoles that there could be no further discussion unless they agreed to remove to the West and that when ready they could contact him while carrying white flags of truce for protection (Covington 1993:91).

Several weeks later, Jesup met a number of Seminole leaders representing Micanopy who had gathered along the St. Johns near Fort Mellon (near present-day Sanford) to arrange for removal. Osceola also brought in his people. Once there, they seemingly cooperated with the military's efforts to gather the rest of the Seminoles together in one place by organizing a traditional ball game. Things were so cordial that Osceola even lodged one night with Colonel William Harney in his officer's tent.

In early June, however, Osceola and several other Seminole leaders once again reaffirmed their resistance to removal by traveling across the Florida peninsula to Fort Brooke liberating, and in some cases, kidnapping, the large group of Seminoles at the emigration camp

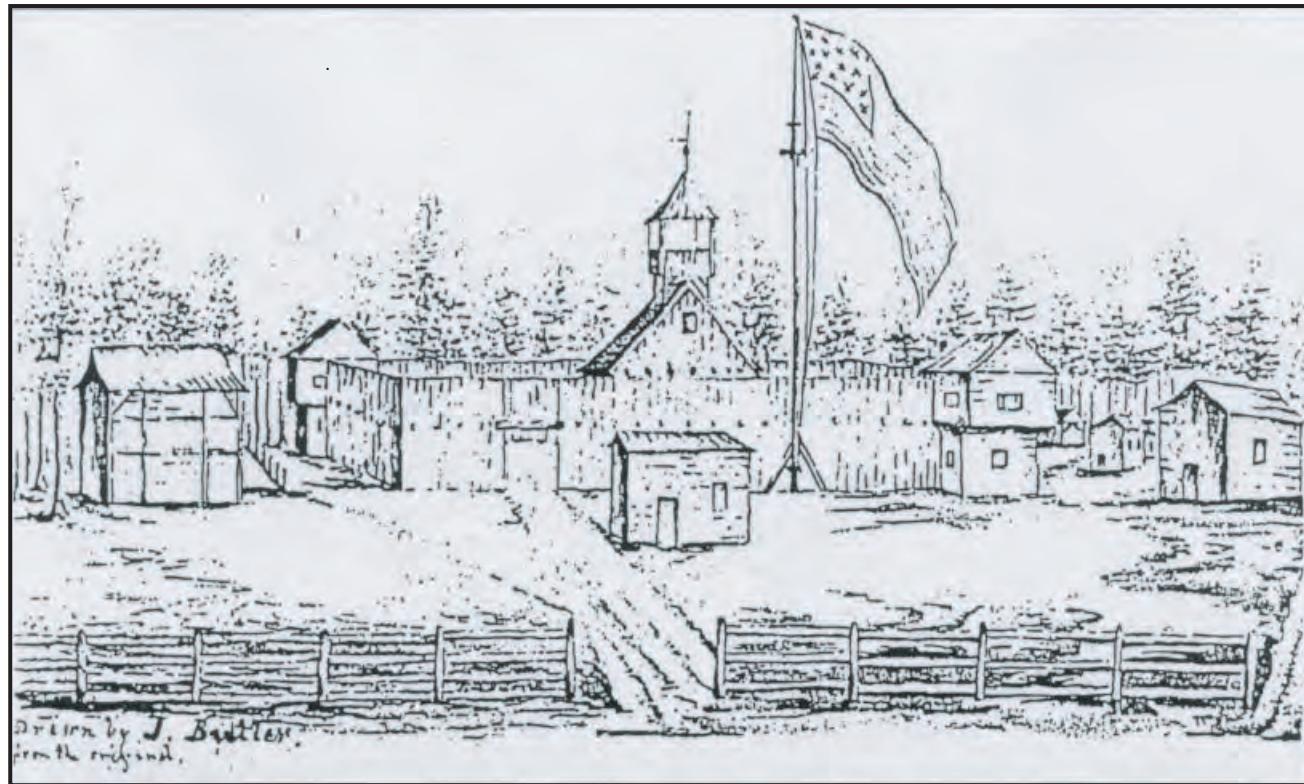


Figure 3. 1839 Sketch of Fort King by Lt. John T. Sprague

there. Many in the military believed that Osceola had never planned to emigrate, but was only stalling and trying to secure free food for himself and his people at Fort Mellon before resuming hostilities (Sprague 1964:178; Francke 1977:24; Mahon 1985:200-204; Weisman 1989:128; Wickman 1991:44).

Osceola's actions had a profound impact on General Jesup. From this point on, Jesup was resolved to use whatever methods he deemed necessary to end the war. To this end, he enlisted American Indians, such as Delawares and Shawnees, whom he knew would not only be willing to fight the Seminoles, but also to enslave their women and children. He dealt ruthlessly with captured Seminoles, often threatening to hang them if they did not provide information on the whereabouts of their allies and sending out messengers to family members stating that if they did not surrender, their captive brothers, fathers, or sons would be executed. But Jesup's most infamous and effective tactic was to capture Seminoles under flags of truce or

in similar situations where they thought they were assured safety (Mahon 1985:204-216).

One of the earliest to be captured in this way was Osceola. In October 1837, he and Coa Hadjo had sent word that they were in the vicinity of St. Augustine and were willing to meet in a conference with the military. Jesup sent explicit orders to General Joseph M. Hernandez that authorized the capture of the warriors at the planned parley. Hernandez met with them at their camp approximately a mile from Fort Peyton. The camp was well marked with a large white flag flying over it. During the parley, Coa Hadjo clearly stated that the Seminoles at the camp were not turning themselves in to the military, which they knew would mean deportation, but rather, wanted to sue for peace. Hernandez had with him a captive Seminole leader named Blue Snake. He called on the leader for support. But Blue Snake flatly stated that his understanding was that this meeting was to involve negotiations, not capture. This was clearly not Hernandez's intention, for

at this instant he called on his troops to capture the entire camp. It is quite possible that Osceola knew beforehand that he would not be allowed to leave this meeting. By this point though, he had grown discouraged about the Seminoles' chances to remain in Florida. He had also seen his support among his people dwindle and was suffering greatly from the progression of his illness (Mahon 1985:214-216; Wickman 1991:xxiv, 45-46).

Osceola was initially made a prisoner at Fort Peyton. He was soon transferred to Fort Marion, the transformed Castillo de San Marcos in St. Augustine. Here, he was allowed to send out a runner to call in his family and small band of followers. On December 31, 1837, Osceola and his family were transferred to Fort Moultrie, South Carolina. There, he enjoyed a brief period as a celebrity and posed for the famous portraits of himself made by George Catlin.

Osceola succumbed to his illness and died at Fort Moultrie on January 30, 1838. He was buried on the fort grounds the next day.

End of the Second Seminole War and Post-War Fort King

Early in the summer of 1839, Major General Alexander Macomb, the Commanding General (highest ranking general) of the U.S. Army held an important council with the Seminoles at Fort King to discuss a new reservation for them, "on the west side of the Peninsula below Pease Creek [now Peace River]" (Carter 1960:604-605). The new Florida commander, Brigadier General Zachary Taylor, had suggested this plan to Macomb as the only possible way to end hostilities. In anticipation of the meeting with the Seminoles, a special council house was constructed just to the west of the fort.

The council began on May 18 with much pomp and circumstance and lasted two days. The two main Seminole leaders in attendance were Chitto Tustenuggee and Halleck Tustenuggee. The women and children in their bands were nearly naked, with only grain sacks for clothing. Macomb gave enough presents of calico and cotton to clothe them. In the face of such kindness and apparently tired of fighting, Chitto and Halleck heartily agreed to Macomb's plan and said they would induce their people to remove to the new reservation.

Macomb was so pleased with his results that he issued a general proclamation on May 20 stating that the war was at an end. Shortly afterwards, President Jackson declared the reservation to be Seminole Indian Territory (White 1956; Carter 1960:608-610; Mahon 1985:256-258).

Unfortunately but predictably, Macomb's optimism was unfounded. The citizens of Florida immediately and furiously attacked his agreement and vowed to kill Seminoles wherever they were found. For their part, many Seminoles were unaware of the agreement or did not consider themselves bound by it on the grounds that the two Seminole leaders in attendance could not speak for the rest of the tribe. Thus, the war continued (Mahon 1985:257-263).

The next major event at Fort King occurred on March 28, 1840. On this day, Captain Gabriel J. Rains led 16 men from the fort on a scouting mission. Not far from the fort, a group of almost 100 Seminole warriors ambushed the troops, killing two of them and wounding one more. As the battle progressed, Rains recognized that his men would soon be surrounded. In order to escape, he ordered a charge of 12 men back to Fort King. Rains was badly wounded in this maneuver, but with several of his men carrying him, he was able to get his troops back to safety. Rains' wounds were so severe that he was not expected to live. Surprisingly, Rains did recover, although it took two months before he was healthy enough to write a formal report of the incident. Newspapers in Florida called his actions at Fort King the most gallant of the war, and Rains was eventually brevetted to the rank of major (Mahon 1985:275).

In May 1840, General Walker Keith Armistead was appointed as the new Florida commander. He immediately established Fort King as the headquarters of the Army of the South and stationed 900 troops there. In November, Armistead held a council at the fort with the Seminole leaders Tiger Tail and Halleck Tustenuggee. Also in attendance was a delegation of Seminoles who had recently visited the land set aside for the Seminoles west of the Mississippi. These Seminoles gave a favorable report of Arkansas, and Armistead tried to use this to convince Halleck and Tiger Tail on the merits of removal. To sweeten the deal, he offered each of them \$5,000 if they would surrender themselves and their bands for the purpose. The chiefs asked for two weeks to discuss the matter. During this time, they and their accompanying warriors collected supplies and liquor offered to them as rations and gifts. After two weeks, they decamped without agreeing to Armistead's offer and Armistead ordered the conflict resumed (Carter 1962:228; Mahon 1985:281-282).

Approximately two years later, on April 19, 1842, Halleck's band was located and attacked near Lake Apopka by the new Florida military commander, Colonel William Jenkins Worth. According to Mahon, this battle was probably the last skirmish of the war that could be considered a battle. Although most of Halleck's warriors escaped death or capture, much of their supplies were lost.

Without supplies to carry on the struggle, Halleck showed up with two of his wives and children at Worth's camp 10 days later seeking a conference. After a few days of negotiating, Halleck and his family accompanied Worth back to Fort King. Under orders from Worth, Colonel Garland gathered the remainder of Halleck's followers under the ruse of a feast with a great deal of liquor. After three days, most of Halleck's band had arrived for the promised festivities.

At some point during the planned festivities, troops surrounded and captured the Seminoles without a fight. Halleck was so overcome with rage and surprise that he fainted. The total captured included 43 warriors, 37 women, and 34 children. At the time, this accounted for more than a third of the total Seminole population believed to be left in Florida. Worth gave Halleck \$1,000 and used him to contact the rest of the tribe, urging that they move into the reservation south of the Peace River (Mahon 1985:308-309).

In August 1842, the Second Seminole War was declared terminated by the U.S. government and the last troops were withdrawn from Fort King in March 1843. In 1844, Fort King was designated the county seat of the newly formed Marion County. Small log buildings adjacent to the fort were used for residences, a new post office, a Methodist mission, and a general store. The two-story cupola-topped barracks became Marion County's first courthouse. In February 1846, the Fort King Military Reservation was opened for private land claims and sales. Shortly thereafter, the fort's lumber and glass windows were removed and used as building supplies during the construction of Ocala, the new seat of Marion County (Ott 1967:36-39).

CHAPTER ONE: PURPOSE AND NEED FOR STUDY

Chapter Overview

Chapter One describes why and how the Fort King Special Resource Study was conducted. The chapter concludes with a brief discussion of study limitations, future considerations, and legislative processes.

Purpose and Need for Study

New areas are typically added to the National Park System by an Act of Congress. However, before Congress decides to create a new park it needs to know whether the area's resources meet established criteria for designation. The NPS is often tasked by Congress to evaluate potential new areas for compliance with these criteria and document its findings in a SRS.

Congress directed the Secretary of the Interior to conduct a SRS for the Fort King site in Public Law 106-113 Appendix C §326. In response, the NPS Southeast Regional Office (SERO) performed a preliminary reconnaissance study of the site to determine if a full SRS should be undertaken. The reconnaissance study consisted of two parallel investigations.

A thorough review of Fort King's historical and archeological record was conducted by the NPS Southeast Archeological Center (SEAC). SEAC confirmed in its final report (Hellman and Prentice, 2000) that the archeological remains of Fort King were present at the site and that, in its opinion, Fort King potentially qualified for designation as a NHL.

Concurrently, an assessment of Fort King's sociopolitical and geographic characteristics by the SERO Division of Planning and Compliance (SERO-PC) concluded that the site did not contain operational or management obstacles severe enough to disqualify it from further study.

Based partly on SEAC's findings and partly on the extraordinary quality of existing documentation about the site's archeological resources, a formal nomination for NHL designation was prepared by the NPS National Historic Landmarks Program in Washington D.C. and a full SRS was initiated by SERO-PC in 2001. The Fort King site was designated a National Historic Landmark by the Secretary of the Interior in February 2004.

This report summarizes NPS findings from its preliminary investigations and, in combination with additional analysis, provides a comprehensive assessment of the Fort King site as a potential addition to the National Park System.

Study Methodology

By law (Public Law 91-383 §8 as amended by §303 of the National Parks Omnibus Management Act (Public Law 105-391)) and NPS Policy (Management Policies 2001§1.2 NPS) potential new units of the National Park System must possess nationally significant resources, be a suitable addition to the system, be a feasible addition to the system, and require direct NPS management or administration instead of alternative protection by other agencies or the private sector. A six step study methodology was used to determine if the Fort King site satisfied the required conditions:

- Step 1: Compare site resources with established standards for national significance, suitability, and feasibility
- Step 2: Document public opinion and ideas about managing the site
- Step 3: Develop a range of management alternatives
- Step 4: Identify potential environmental consequences associated with the range of alternatives
- Step 5: Prepare and distribute a Draft SRS and Environmental Impact Statement (DSRS/EIS)
- Step 6: Prepare and distribute a Final SRS and EIS (FSRS/EIS)

Step 1: Determination of National Significance, Suitability, and Feasibility

Regardless of economic considerations or other factors, to be eligible for designation potential new areas must be nationally significant, a suitable addition to the National Park System, and feasible to manage and operate.

To be considered nationally significant, an area must satisfy all four of the following standards:

- The area must be an outstanding example of a particular type of resource and
- The area must possess exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage and
- The area must offer superlative opportunities for recreation, for public use and enjoyment, or for scientific study and
- The area must retain a high degree of integrity as a true, accurate, and relatively unspoiled example of the resource

To be suitable as a new unit, an area must represent a natural or cultural theme or type of recreational resource that is not already adequately represented in the National Park System or is not comparably represented or protected for public enjoyment by another land managing entity.

To be feasible as a new unit, an area's natural systems and/or historic settings must be of sufficient size and appropriate configuration to ensure long-term protection of the resources and to accommodate public use. It must have potential for efficient administration at reasonable cost. Important feasibility factors include landownership, acquisition costs, access, threats to the resource, and staff or development requirements.

A complete discussion of national significance, suitability, and feasibility is presented in Chapter Two of this document.

Step 2: Assessment of Public Opinion and Ideas about Managing the Site

Information about the broad range of potential ideas, goals, and objectives that future visitors, park neighbors, local and state government agencies, regional residents, and the general public would like to see achieved at Fort King was gathered in a process called "scoping." Scoping occurred continuously throughout the planning process. A summary of stakeholder ideas and concerns is presented in Chapter Two.

Step 3: Development of Management Alternatives

As might be expected, some of the desires, future visions, and development ideas expressed by stakeholders were mutually compatible and others were not. Working in conjunction with its many planning partners, the planning team drew upon the full range of stakeholder input to formulate a range of management alternatives, each reflecting a unique combination of site development, historic interpretation, management responsibility, and cost variables. When considered together, the range of ideas is intended to express the broad diversity of public comments and suggestions received during scoping. A complete description of each alternative is included in Chapter Three.

Step 4: Analysis of Potential Environmental Consequences Associated with the Management Alternatives

Special Resource Studies are required by NPS Policy (§4.4 NPS DO-12) to include an environmental impact statement (EIS). Potential environmental impacts associated with the three alternatives and the No Action alternative are described and analyzed in Chapter Five.

Step 5: Preparation and Distribution of a Draft SRS and EIS

As part of the overall effort to encourage public involvement in the decision making process, solicitation of public comment on Draft SRSs is required by the National Environmental Policy Act (NEPA). Comments are considered a critical aid in helping the NPS refine and reshape, if necessary, its recommendations so that they best represent existing and potential future conditions at the site.

A DSRS/EIS was prepared and distributed on October 30, 2005. Public comment on the document was solicited through January 30, 2006. During this 60-day formal comment period, the NPS conducted public consultations in the Ocala area with all of its major planning partners and park stakeholders.

Step 6: Preparation and Distribution of a Final SRS and EIS

All public concerns about the draft plan were analyzed and substantive recommendations considered for inclusion in the final document. A more detailed discussion about how public comments were addressed and the broader effort of public involvement and consultation is presented in Chapter 6, Consultation and Coordination.

This document is the FSRS/EIS. The NPS will wait 30-days after publication of a Notice of Availability by the U.S. Environmental Protection Agency before signing a Record of Decision (ROD). When the ROD is signed and published in the Federal Register, the document will be forwarded to Congress for its future use and information.

Study Limitations and Recommendations

A SRS serves as one of many reference sources for members of Congress, the NPS, and other persons interested in the potential designation of an area as a new unit of the National Park System. The reader should be aware that the recommendations or analysis contained in a SRS do not guarantee the future funding, support, or any subsequent action by Congress, the Department of the Interior, or the NPS. Because a SRS is not a decision making document, it does not identify a preferred NPS course of action. However, NPS Policy (§4.4 NPS DO-12) requires that each SRS include an EIS and identify an environmentally preferred alternative (§2.7D NPS DO-12).

The environmentally preferred alternative is determined by applying criteria set forth in NEPA, as guided by direction from the Council on Environmental Quality (CEQ). The CEQ has stated that the environmentally

preferred alternative is the alternative that will promote the national environmental policy as expressed in NEPA, Section 101. This includes alternatives that:

- Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations
- Assure for all generations safe, healthful, productive, and esthetically and culturally pleasing surroundings
- Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences
- Preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice
- Achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities
- Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources

In addition, the 1998 Omnibus Parks Management Act (Public Law 105-391 §303) mandates that each SRS identify the alternative or combination of alternatives which would, in the professional judgment of the Director of the National Park Service, be "most effective and efficient" in protecting significant resources and providing for public enjoyment.

Cost Feasibility and Cost Estimates

Many projects that are technically possible to accomplish may not be feasible in light of current budgetary constraints and other NPS priorities. This is especially likely where acquisition and development costs are high, the resource may lose its significant values before acquisition by the NPS, or other protection action is possible.

Preliminary cost estimates are provided for each alternative for comparison purposes using conceptual-type (Class "C") estimates for FY 2004. Costs indicated include allowances for personnel, design and construction, long term operating and maintenance, and other contingencies. It is highly recommended that a more comprehensive cost estimate be prepared prior to initiating any of the proposed planning, design, or construction recommendations proposed in this study.

Future Considerations

During scoping, many non-federal stakeholders requested that the SRS include a synopsis of the legislative process typically used to create a new national park. Persons interested in a more detailed discussion of this subject are encouraged to read the

publication "How Our Laws Are Made" by Charles W. Johnson (Johnson, 2000).

Congressional Legislation

Legislation to create new parks may be introduced in either the House of Representatives or the Senate. Once introduced, a new bill is assigned to the Committee having jurisdiction over the area affected by the measure. If introduced in the House, national parks legislation is generally referred to the Resources Committee Subcommittee on National Parks. Park legislation introduced in the Senate is referred to the Energy and Natural Resources Committee, Subcommittee on National Parks.

The most intense discussions about a proposed new park generally occur during committee action. Public hearings are sometimes conducted so committee members can hear witnesses representing various viewpoints on the measure. The Secretary of the Interior may be asked to present the position of the Department or the National Park Service on the bill to the committee during public hearings.

After hearings are completed, members of the committee study the information and viewpoints presented in detail. Amendments may be offered and committee members vote to accept or reject these changes. At the conclusion of deliberations, a vote of the committee members is taken to determine what action to take. The committee can decide to report (which means endorse or recommend) the bill for consideration by the full House, with or without amendment, or table it (which means no further action will occur). Congressional committees may table a bill for a variety of reasons including, but certainly not limited to, the legislative priorities of committee members or because the bill is not supported by the administration.

Generally, if the committee feels another agency or organization is better suited to manage the site or alternative preservation actions can recognize and protect important resources outside of the National Park System, the proposed bill is not supported. Likewise, the committee may not support a bill over concerns for higher priority government-wide obligations or sensitivity to adding additional management responsibilities to the NPS at a time of limited funding or personnel shortages.

Consideration by the full House or Senate can be a simple or complex operation depending on how much discussion is necessary and the numbers of amendments Members wish to consider.

When all debate is concluded, the full House or Senate is ready to vote on the final bill. After a bill has passed in the House, it goes to the Senate (or vice versa for a bill originating in the Senate) for consideration. A bill

must pass both the Senate and House of Representatives in the same language before it can be presented to the President for signature.

If the Senate changes the language of the bill, it must be returned to the House for concurrence or additional changes. This back-and-forth negotiation may be conducted by a conference committee that includes both House and Senate Members. The goal of a conference committee is to resolve any differences and report (resubmit) an identical measure back to both bodies for a vote.

After a bill has been passed in identical form by both the House and Senate, it is sent to the President who may sign the measure into law, veto and return it to Congress, let it become law without a signature, or at the end of a session, pocket-veto it. If the bill becomes law, a new park is authorized. The language in the new law is often referred to as the park's enabling legislation. Enabling legislation defines the purpose of the park and may specify any standards, limits, or actions that Congress wants taken related to planning, land acquisition, resource management, park operations, and/or funding.

Presidential Proclamation

Under the 1906 Antiquities Act, the president has the authority to designate national monuments on land currently under federal jurisdiction. President Theodore Roosevelt made the first use of this in 1906 to declare Devil's Tower in Wyoming a national monument. It was more recently used by President Jimmy Carter in 1979 to declare 11 new national monuments in Alaska and to expand two others. In 1980, President Carter rescinded his proclamation after Congress passed legislation creating new park areas in Alaska. Over the years, nearly 100 National Park System units were added as national monuments by presidential proclamation. Many of these units have since been redesignated by Congress as national parks or national historical parks or otherwise incorporated into the system.

CHAPTER TWO: EVALUATION OF NATIONAL SIGNIFICANCE, SUITABILITY, AND FEASIBILITY

Chapter Overview

Proposals for new parks are carefully analyzed in a SRS to ensure only the most outstanding resources are considered for addition to the National Park System. In Chapter Two, the Fort King site is evaluated for potential national significance, suitability, and feasibility using criteria established by law and NPS policy. The chapter concludes with a brief discussion of costs, phasing, and partnership opportunities.

Evaluation of National Significance

National Historic Landmark Designation

NHL designation serves as official recognition by the federal government of the national significance of a historic property. To be eligible for designation, an area must meet at least one of six “Specific Criteria of National Significance” contained in 36 CFR Part 65.

Fort King was designated a NHL in 2004 by the Secretary of the Interior. The site qualified for designation based on Criterion 1, 2, and 6.

- Criterion 1: association with events that made a significant contribution to and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained. The quality of the property to convey and interpret its meaning must be of a high order and relate to national themes rather than state or local themes.
- Criterion 2: association of the property importantly with the lives of persons nationally significant in the history of the United States. Again, the person associated to the property must be of a high order and relate to national themes rather than state or local themes.
- Criterion 6: developed specifically to recognize archeological sites, sites qualifying under this criterion must yield or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites should be expected to yield data affecting theories, concepts, and ideas to a major degree.

Statement of National Significance

For the purposes of this study, the following discussion of criteria for national significance serves as the statement of national significance for the Fort King site.

Criterion 1, association with broad, national patterns or themes of United States History

Under Criterion 1, the Fort King site demonstrates strong associations with the origins and progress of the Second Seminole War, part of the broader themes of Indian Removal and Jacksonian Democracy, Manifest Destiny, and Westward Expansion. In 1820, 125,000 American Indians were living east of the Mississippi. Under the auspices of the Indian Removal Act, President Andrew Jackson and his predecessors removed most of them to lands west of the Mississippi over the course of the next several decades. Most of the American Indian groups affected by the Indian Removal Act protested vehemently, but under enormous pressure, eventually agreed to remove peacefully. A few tribes used force to resist removal. By 1844, the Native population living east of the Mississippi was reduced to 30,000, almost all of which were living in undeveloped areas adjacent to Lake Superior (Rogin 1975:4).

Although most American Indians affected by the Indian Removal Act eventually removed peacefully, there were a few exceptions. For instance, Black Hawk led approximately 2,000 people of the Fox and Sac in an attempt to reoccupy their traditional lands in northern Illinois. After a short but bitter war the Fox and Sac people were forced to retreat west of the Mississippi in compliance with the Indian Removal Act. Once there, they were slaughtered by their Sioux enemies (Wallace 1970).

Of all the tribes affected by the Indian Removal Act of 1830, the Seminoles put up the fiercest resistance. The Second Seminole War was the longest Indian war in U.S. history (Hunt and Piatek 1989:1). In fact, the only U.S. military conflict that lasted longer was the Vietnam War (Brown 1983:454). The Second Seminole War was also the most expensive Indian war, costing the government and American settlers an estimated \$30 to \$40 million in expense and property damage. American deaths numbered 1,466 regulars, 55 militiamen, and almost 100 civilians. Most of these deaths, especially for the combatants, were the result of disease and other hardships rather than wounds suffered in battle. In the end, more than 4,000 Seminoles and Black Seminoles were removed west of the Mississippi with approximately 600 Seminoles strategically retreating to the wetland areas of southern Florida.

Fort King was central to the origins of the Second Seminole War. It initially served as an important military post on the edge of the Seminole Reservation

to provide protection and security to the inhabitants of Florida. When, under Jackson's presidency, the U.S. policy concerning the Seminoles changed from one of containment to one of removal, Fort King served as a council site to work out the details. At these councils, the Seminoles expressed their opposition to removal. Osceola's eventual killing of Seminole removal Agent Wiley Thompson at Fort King is one of the two attacks that mark the beginning of the war. The fort played an important role throughout most of this conflict eventually serving as headquarters for the Army of the South in 1840. The capture of Halleck Tustenuggee at Fort King in 1842, after the Seminole leader accepted what he thought was a friendly invitation, is representative of the treachery employed by Florida commanders late in the war to achieve the goal of removal. In contrast, Fort King was also the site of an important council late in the war between Major General Alexander Macomb and Seminole leaders that resulted in a new reservation for the Seminoles. When Colonel Worth eventually declared the Second Seminole War over in 1842, he informed the few Seminoles remaining in Florida that they must remain within the bounds of this new reservation (Mahon 1985; Covington 1993:72).

Criterion 2, important association with persons nationally significant in United States History

Under Criterion 2, the Fort King site is strongly associated with the "productive life" (see Glossary for definition) of the famous American Indian leader, Osceola. During Agent Thompson's removal councils at Fort King, Osceola first came to be noticed by Americans as a force with which to be reckoned. It is also in these councils that Osceola, after trying to operate behind the scenes, finally assumed more of a leadership role among his own people. Thompson's imprisonment of Osceola at Fort King was an insult to the Seminoles that Alligator, the Tallahassee chief, later cited as one of the main grievances that led to open conflict with the U.S. military. Finally, Osceola's killing of Agent Thompson outside of Fort King was one of two simultaneous attacks that marked the beginning of the Second Seminole War, a "crossing of the Rubicon" for the Seminoles in their dealings with the U.S. government. After this attack and the simultaneous destruction of Dade's troops on their way to Fort King, retaliation and forced removal efforts by the U.S. were inevitable and Osceola's name became known throughout the nation as a leader of the Seminole resistance.

At Fort King, the three most populous races of the nation at the time spoke to each other in unmistakable terms. Here, the dominant Anglo American population made clear its view of American Indians: they were expected to turn over their lands for American "progress" and the good of the nation. If they did not,

any means necessary would be used against them. The Seminoles and Black Seminoles must be removed to eliminate a safe haven for enslaved escaped slaves and inspiration for insurrection among the still enslaved African American population in the South.

The Seminole Indians' attitude towards U.S. removal plans was reiterated many times: they were not willing to leave their homes. Although ignored in the initial councils at Fort King, the Seminoles made their voices heard through the killing of Agent Thompson at the Fort and during the ensuing Second Seminole War. Black Seminoles, by fighting American soldiers, made clear they did not want to be enslaved by whites again.

Criterion 6, the potential to provide information of major scientific importance about this area of the United States and about the events that took place at Fort King.

Under Criterion 6, research on the military component of the Fort King site has the potential to yield important information on the design details of both Fort Kings. The identification of architectural and structural details such as post holes and nails provide important information about the orientation of the fort and its associated structures. Archeological information provides ample evidence of the landscape, layout, and configuration of Fort King during its period of significance. Combined with the landscape details still present at the site today, it is possible not only to envision the layout of the fort during its period of national significance, but also to identify specific locations essential for conveying the national significance of the site.

Other archeological information such as evidence of the burning of the fort and specific location information with regard to nationally significant events which occurred here can be gathered and ultimately heighten the ability of the fort site to convey its national significance. For instance, the identification of postholes in relation to other features may help identify the location of the sutler's store where Osceola is said to have killed Agent Thompson, or the fort's guardhouse where a violently furious Osceola was imprisoned after confronting Thompson and adamantly rejected his demand that the Seminole leave Florida – actions which made Osceola a nationally recognized figure and were direct catalysts for the war.

Compared to other Second Seminole War sites, Fort King contains the greatest wealth of intact subsurface features and artifacts presently documented (Hellmann and Prentice 2000:58). It has long been recognized that the archeological record can provide important information about cultural interaction and exchange. At Fort King we find a unique situation in which European Americans, African Americans and American Indians not only interacted at council sites, but lived and

worked in close proximity for a number of years. It has been noted that the Seminole Agency and Fort King were established well before the Second Seminole War, thus, this area had long been a location where these diverse groups interacted. Some of the broader nationally significant research questions identified by Hellmann and Prentice (2000:78, 79) include the following:

- As a major frontier fort and base of operations during the Second Seminole War, how were the lives of troops and officers stationed there similar to or different from more remote, smaller outposts?
- What was the nature and to what extent did the occupants at Fort King interact with the Seminoles, Black Seminoles, and escaped enslaved Africans and African Americans during the prewar years (1820s) and during the period of the fort's national significance? At what levels can we understand cultural interaction and exchange between these groups? At what level can we understand acculturation between these groups?
- To what extent did those stationed at Fort King, both before and during the Second Seminole War, rely on locally available foods (e.g., gardening, hunting, and fishing) compared to government issued rations?
- Since the preservation of floral remains at open-air archeological sites is commonly limited to carbonized (burned) materials, did the burning of the first Fort King in 1836 preserve a wealth of floral evidence not normally recovered at unburned sites?
- What medical prescriptions were employed during the time leading up to the abandonment of the fort in 1836 due to epidemic disease, and was frontier medicine different from standard medical practices at the time?
- Are the patterns of architectural nail use identified by Ellis at Fort King similar to those found at other forts, and are they appreciably different from nail patterns found at contemporary domestic sites?
- Is the historic ceramic assemblage present at the site in any way different from contemporary domestic assemblages, and if so, what might account for the differences?
- Presumably, a military installation would exhibit an artifactual assemblage dominated by items and patterns reflecting male-related behaviors. Do patterns of male-related behaviors exhibited at Fort King find analogs at contemporary non-military, domestic sites in the region?

National Historic Landmarks Criterion Exception 3 is applicable to the Fort King site. Under this Exception,

the site of a building or structure no longer standing would qualify if the person or event associated with it is of superior importance in the nation's history and the association is consequential. Although ample archaeological evidence has been collected to identify the site as the actual location of Fort King, no above ground remnants of the fort are visible. However, as documented in this nomination, Fort King has highly significant associations with the Second Seminole War, the longest, most deadly and costly conflict associated with Andrew Jackson's Indian Removal Act. Further, the site of Fort King is also strongly associated with Osceola, one of the major figures in American Indian history.

Regional Significance

Archaeological investigations (Piatek 1995b:103; Piatek 1995c:180; Ellis 1995:60; GARI 1998:31) have indicated the presence of several precontact American Indian components at the Fort King site: a Late Archaic period (ca. 2300–500 BC) component, a Cades Pond Weeden Island-related (ca. AD 100–600) component, and an Alachua (AD 600–1700) component. These resources are significant at the state level. Important research questions that can be addressed in future research on the precontact components of the Fort King site include the transition from foraging to horticulture and/or agriculture between the Archaic and Cades Pond periods. Also, because the Fort King site is located at the margins of several archaeological culture areas, further research at the site could help determine to which of these cultures, if any, the formative material culture at the Fort King site belongs. Finally, the repeated occupations of the Fort King site from the Archaic through the formative period can offer important insight into how precontact societies adapted to the changing environment at the Fort King site (Hellmann and Prentice 2000:79).

Archaeological investigations have also identified regionally significant structural and artifactual features most likely related to the early post-military use of the Fort King site as the seat of Marion County (GARI 1999). Important themes related to this context that apply to the Fort King site include politics and settlement. The post-military component of the Fort King site has sufficient integrity to retain meaningful association among artifacts and natural features and thus has the potential to provide important information about the establishment, early settlement, and expansion of Marion County and the City of Ocala at the local and state levels of significance.

NPS Assessment of National Significance

The Fort King site meets the criterion of national significance established for consideration as a new unit of the national park system.

Evaluation of Suitability

An area that is nationally significant must also meet criteria for suitability to qualify as a potential addition to the national park system. To be determined suitable, Fort King must represent a natural or cultural theme or type of recreational resource that is not already adequately represented in the national park system or is not comparably represented and protected for public enjoyment by another land-managing agency. The following discussion compares Fort King with similar properties within the national park system, other National Historic Landmark sites associated with the same themes, sites in Florida related to the Second Seminole War, and sites related to the life of Osceola.

Interpretive Themes

Interpretive themes serve as the basis for developing appropriate visitor programs and exhibits at a national park. Under the Revisions of the National Park Service's Thematic Framework (1996), Fort King is associated with the following interpretive themes and theme topics:

Theme I. Peopling Places

- Migration from Outside and Within
- Community and Neighborhood
- Ethnic Homelands
- Encounters, Conflicts, and Colonization

Theme IV. Shaping the Political Landscape

- Governmental Institutions
- Military Institutions and Activities
- Political Ideas, Cultures, and Theories

Theme VIII. Changing Role of the United States in the World Economy

- Expansionism and Imperialism
- Immigration and emigration policies

Comparison of Similar Areas by Interpretive Theme and Theme Sub-topics

Service-wide interpretive themes and theme topics provide a framework that connects interpretation at all National Park System units directly to the overarching mission of the NPS. Theme sub-topics link specific interpretation programs at individual parks to that framework.

Sub-topics Related to Themes I and VIII: Indian Removal, Jacksonian Democracy, Manifest Destiny, and Westward Expansion

Several National Historic Landmarks are associated with themes related to Indian Removal, Jacksonian Democracy, Manifest Destiny, and Westward Expansion. Among these are New Echota, Hiram Masonic Lodge No. 7, the Dancing Rabbit Creek Treaty

site, and Fort Mitchell. However, none of these are related to the Seminoles.

New Echota, located in Georgia, was the site of the Cherokee Nation capital. In New Echota, the Cherokees displayed more of the trappings of "civilization" than many of their American neighbors. Like the Seminoles, not all Cherokee acquiesced to removal. However, under enormous pressure from American settlers, and with Jackson's administration set firmly against them, most eventually conceded to move west. While there was considerable will among some Cherokee to put up an active resistance, the resistance effort did not manifest itself in widespread military engagements as occurred in the Second Seminole War.

Hiram Masonic Lodge No. 7 and the site of the Treaty of Dancing Rabbit Creek are both locations where southeastern Indian tribes signed important removal treaties. At Hiram Masonic Lodge No. 7 in Franklin, Tennessee, Chickasaw leaders signed the Franklin Treaty (Levy and McKithan 1973). A similar treaty was signed by Choctaw leaders at Dancing Rabbit Creek, in present-day Macon, Mississippi (Elliot and Barnes 1995).

Fort Mitchell, a National Historic Landmark located in present-day Phenix City, Alabama, was initially established in 1813 during the First Creek War. After the defeat of the Creeks by General Andrew Jackson, the fort was used by the military in attempts to protect the Creeks from American settlers. During the Indian Removal of the 1830s, Fort Mitchell was used to hold Creeks before they were removed west (McKithan and Barnes 1989). The Lower Creeks of Alabama and Georgia also put up some resistance in May 1836. Although the Treaty of Washington gave the Creeks the explicit right to stay on their lands if they so chose, American land speculators had been buying and moving onto their property since the treaty was signed. When they conducted a few reprisals against these technically illegal acts, General Jesup was called in. He captured most of the remaining Creeks, manacled them together, and sent them west of the Mississippi (Foreman 1953).

Sub-topics Related to Themes I and IV: Second Seminole War

The various aspects of the Second Seminole War represented by Fort King help set it apart from these sites in other states that also are associated with the period of U.S. Indian Removal. One of the main distinctions is that Fort King represents not only the U.S. government's Indian Removal policies, as seen through treaties or forts, but also native resistance to those policies.

There are several unregistered, National Register, and National Historic Landmark sites associated with the

Second Seminole War in Florida (Figures 4a and 4b). Forts Cooper, Foster, and Pierce all saw limited action during the war and are listed in the National Register of Historic Places (Hellmann and Prentice 2000:64-66, 77), however the Fort King site has a higher level of integrity and documentation.

Dade Battlefield and the Okeechobee Battlefield, site of the Battle of Okeechobee, are both National Historic Landmarks. Although these battlefields have relatively good integrity, they represent a different property type associated with the Second Seminole War. Unlike battlefields which often represent a single isolated event, field fortifications of the Second Seminole War were established to implement the conditions of treaties and support Indian removal by serving as a collection point for Indians and their cattle, as headquarters for military operations, and as a recognized location for negotiations between the government and various Indian bands and their leaders.

Additionally, field fortifications such as Fort King opened the inland territory to white settlement that had previously been confined to coastal areas. Military roads built to supply Fort King and other installations facilitated the movement of people through the territory. In addition to their rudimentary construction, this is a unique characteristic that only inland forts share (Hellmann and Prentice 2000:31, 69, 75).

Fort Brooke, established on Tampa Bay before the war began, was instrumental throughout the war's course as a supply point and garrison for many troops who saw action in the conflict. Its connection to Fort King via the Fort King Road allowed the two forts to be used in conjunction with each other as bases of operation and logistic centers. These two forts are considered by most researchers to be the sites most central to the origins and progress of the Second Seminole War (Hunt and Piatek 1991:1). Fort Brooke was also the point of embarkation for those Seminoles and Black Seminoles who were captured or surrendered during the war and were shipped west. Although evaluated as eligible for inclusion in the National Register of Historic Places (Austin 1993:132), the Fort Brooke Reservation is now completely covered by development in downtown Tampa and is not currently on the National Register of Historic Places.

Fort King is still undeveloped and readily accessible to the public and future researchers. The fort certainly played a more pivotal role than any of the less active forts established during the conflict, such as Forts Cooper, Foster, and Pierce (Hellmann and Prentice 2000:59-69) and represents a greater variety of aspects of the war than do any of the Second Seminole War battlefields.

Sub-topics Related to Themes IV and VIII: Osceola

Fort King is intimately associated with Osceola, perhaps one of the most famous American Indian leaders in history. The most important events of the productive period (see Glossary for definition) of his life have been described as the several raids in the Alachua area before the official beginning of the Second Seminole War, the killing of Charley Emathla, the killing of Seminole Agent Wiley Thompson at Fort King, the First Battle of the Withlacoochee, the siege of Camp Izard, and an unnamed battle on March 31, 1836 with General Winfield Scott (Weisman 1989:127; Wickman 1991:33).

The raids led by Osceola and his followers in the Alachua area just prior to full warfare are for the most part undocumented archaeologically. Probable evidence for one of the biggest battles, the Battle of Black Point, has been collected by Earl DeBary but a state site number has not yet been obtained (DeBary, personal communication 2001). The location of the site of Charley Emathla's killing will probably never be known precisely. The possible site of the First Battle of the Withlacoochee has been given the state site number, 8CI125, but has not received much professional archaeological inquiry (Weisman, personal communication 2001). The site of the siege of Camp Izard has been given the site number, 8MR2476. The battle with General Scott on March 31, 1836 has not yet been located and has received very little attention (Weisman, personal communication, 2001). It should also be noted that during these events, Osceola most likely made his permanent home at a site known as Powell's Town in the Cove of the Withlacoochee. The site of this village has received serious archaeological scrutiny from Dr. Brent Weisman (1989) and has been given the number 8CI198, however, the site has been covered by major development.

The location of Osceola's capture under a flag of truce near Fort Peyton is currently a matter of conjecture (Knetsch, personal communication 2001). The place of Osceola's imprisonment in Florida, Fort Marion, otherwise known as the Castillo de San Marcos, is listed as a National Monument but in association with themes that are unrelated to his imprisonment or the Second Seminole War. Finally, Fort Moultrie, South Carolina, the location of Osceola's grave, is a National Monument as well, although mainly for its association with themes unrelated to the Second Seminole War. Certainly, this site is not associated with the productive period of Osceola's life

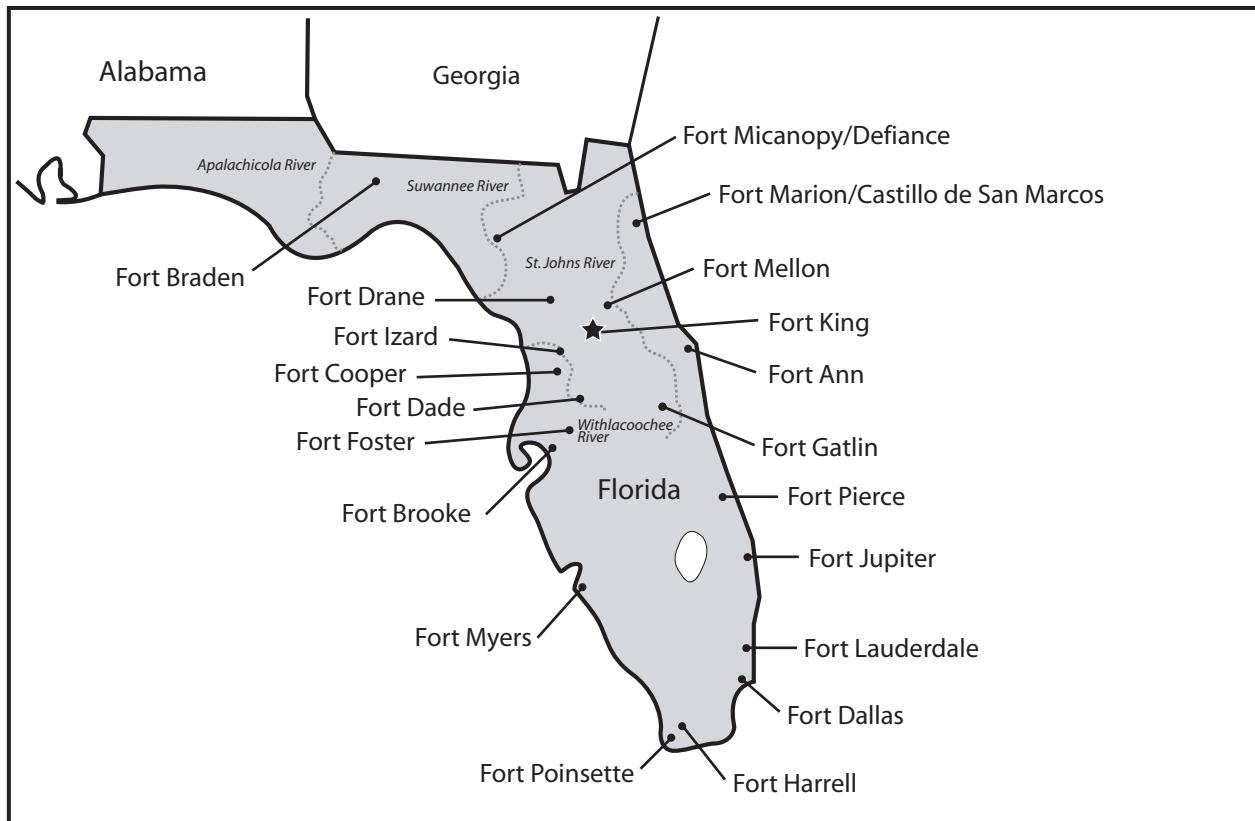


Figure 4a. Historical Locations of Other Second Seminole War Forts in Florida

Site Name	Current Ownership	Location	Documented Condition	National Register Status
Fort Ann	Public	Merritt Island NWR	Some evidence of fort still visible	Eligible
Fort Braden	Private	Near Tallahassee	Plowed, planted in pines	Eligible
Fort Brooke	Public, Private	Downtown Tampa	Paved Over	Eligible
Fort Cooper	Public	State Park near Inverness	Heavily damaged, few subsurface features	Listed
Fort Dallas	Unknown	Miami	Unknown	Unevaluated
Fort Foster	Public	State Historic Site near Zephyrhills	Mostly preserved, but few documented subsurface features	Listed
Fort Gatlin	Private	Orlando	Residential area	Unevaluated
Fort Harrell	Public	Big Cypress Natl. Preserve	Exact location unknown	Unevaluated
Fort Izard	Public	SW FL Management Dist.	Some agriculture, mostly preserved	Eligible
Fort King	Public, Private	Ocala Suburbs	Plowed, But Mostly Preserved	Listed
Fort Lauderdale	Unknown	Fort Lauderdale	Unknown	Unevaluated
Fort Mellon	Unknown	Sanford	Unknown	Unevaluated
Fort Myers	Unknown	Fort Myers	Unknown	Unevaluated
Fort Pierce	Public/Private	Fort Pierce	Mostly undeveloped	Listed
Fort Poinsett	Public	Everglades NP	Exact location unknown	Unevaluated

Figure 4b. Condition of Select Second Seminole War Forts in Florida

A comparison of sites associated with Osceola indicates that Fort King best reflects the place where he first gained recognition from the U.S. government, the U.S. military, and his own people as an important Seminole leader. It was also at Fort King that Osceola assassinated Wiley Thompson, the Seminole Indian Agent; an act that helped trigger the Second Seminole War and brought him national fame and notoriety.

Sub-topics Related to Theme I: Seminole, Black Seminole, and Maroon Communities in Florida

Weak Spanish control in Florida (1565-1764 and 1783-1818) and an expanding slavery-based plantation system in the Carolinas and Georgia provided opportunities for African Americans to settle in Florida. The Spanish offered freedom to escaped slaves fleeing to Florida, and communities of free blacks were established under Spanish authority. The site of one of these, Fort Mose, north of St. Augustine, is a National Historic Landmark.

Some escaped African American slaves established villages that were affiliated with Seminole villages, in a relationship sometimes described as vassalage or slavery. This relationship is not currently well documented or fully understood by contemporary scholars.

Still other escaped slaves established independent communities, known as maroon communities, encountered little colonial government oversight and enjoyed peaceful relations with Seminoles and Black Seminoles (Riordan 1996). Historical manuscripts, 19th century histories, census data and maps from 1828 through 1875 for the area around Fort King as well as oral histories of elderly African Americans living 1980-1985, support the notion that some contemporary Marion County African Americans are descendants of maroons, and freed slaves (Clinch 1835-1838; U.S. Territorial Census 1840; U.S. Census Bureau 1850, 1860, 1870; Giddings 1858; Florida Bureau of census 1865, 1885; Ley, 1879; Brown 1983-1984). The role, if any, of such maroons in the Seminole Wars has yet to be uncovered.

It is important to note that understanding the relationships between Indians, Blacks, and Whites in Florida is thought to be equally centered on learning more about community dynamics as well as interactions between individuals. Indeed, the nature of the historic ties between the different communities living in central Florida during the early 1800s is manifested deeply in the self-identities of many descendant contemporary communities in Florida, Oklahoma, and beyond.

The Fort King site differs significantly from community sites such as Fort Mose because it reflects a place where

the three most populous races of the nation lived and interacted in close proximity for a long period of time. Fort King offers a most unique opportunity to interpret the shifting alliances and conflicts that developed between communities whose ancestral origins can be traced back to three different continents.

Comparison by quality of site resources

Only three structures associated with Second Seminole War military use, including the Fort Shannon Officers Barracks in Palatka, the Clark-Chalker House in Middleburg, and the Burnsed Blockhouse in Baker County, can be seen today in Florida. None of these sites are related to Osceola and none of them played as important a role in the history of the Second Seminole War and the issue of Indian Removal as did Fort King. Other sites associated with the Second Seminole War in Florida, such as Forts Brooke, Cooper, Foster, and Pierce are all similar to Fort King in that none have original above ground components that are visible. However, none of these sites played as important a role in the history of the Second Seminole War and Indian Removal as did Fort King, and none are related to the productive life of Osceola.

NPS Assessment of Suitability

Although the setting of the Fort King site has been compromised somewhat by non-contributing resources, some important elements are still in place. Enough of these elements, the hill upon which the site is located, the nearby source of freshwater, the surrounding woods, are present to allow the site to convey its association with the Second Seminole War and Osceola to a viewer.

The Fort King site possesses integrity of location, association, setting, design, materials and workmanship. No other federal, state, regional, or local parks match the rich, diverse, and complex cultural resource base existing at Fort King. Fort King is considered a suitable addition to the National Park System.

Evaluation of Feasibility

An area that is nationally significant and meets suitability criteria must also meet feasibility criteria to qualify as a potential addition to the National Park System. To be considered feasible, an area's natural systems or historic settings must be of sufficient size and shape to ensure long-term protection of resources and accommodate public use. The area must also have potential for efficient administration at a reasonable cost.

The SRS examined feasibility in a three step process:

- Step 1: Document the range of stakeholder ideas and recommendations about future site development and management options
- Step 2: Assess sociopolitical and geographic characteristics of the site and surrounding community
- Step 3: Develop and analyze potential management alternatives that could be implemented at the site

Step 1: Summary of Stakeholder Ideas and Concerns

The NPS collected and analyzed stakeholder ideas, recommendations, and concerns in a process called “scoping.” As might be expected, some of the thoughts shared during scoping were mutually compatible and others were not. The following paragraphs summarize the range of stakeholder input collected. For easier cross-referencing, stakeholder ideas and concerns have been grouped into five categories which will be carried forward as an organizing element in the environmental impact analysis presented in Chapters Four and Five.

- Cultural Resources
- Natural Resources
- Visitor Experience
- Facilities, Operations, and Administration
- Socioeconomic Conditions

Cultural Resources

The following comments reflect some the main thoughts and concerns of stakeholders about the care and interpretation of cultural resources at Fort King:

- The park should promote continued research and learning about the Seminole War among historians and other scholars.
- Interpretive programs will be the most important activity at the site. Guided and self-guided interpretive activities should be available.
- American Indian history cannot be interpreted without close consultation with the tribes.
- It is particularly important to make this resource available to school kids.
- Interpretive programs must be unbiased. Need to insure that the interpretive programs are accurate and true. Political correctness should not obscure the facts of history.
- The Fort King story is important to African Americans as well as American Indians. Need to ensure this story is told and African American scholars and community members are consulted.
- The DAR site is an important part of the site’s history. Need to involve the DAR and interpret that site with the rest.

- Will more archeological research be done on the site? What will happen to any artifacts found?
- Need to protect existing artifacts from unauthorized digging.
- Many people would like to donate or loan artifacts that have already been collected at the site. The park should have a place to store and display them.
- Would like to see the cultural landscape of the site reflect some of the important historic characteristics from the Seminole War period.
- Site should look like soldiers are living there. Would like to see a fort reconstructed somewhere on the site.
- Interpreters in period dress would be very appropriate and popular at the site. There are many existing living history groups who could help provide this service to visitors.

Natural Resources

The following comments reflect some the main thoughts and concerns of stakeholders about natural resources at Fort King:

- This is the largest wooded area in the neighborhood, don’t cut the trees.
- Don’t over-develop the site. Keep as many trees and other vegetation as possible.
- Lots of suburban wildlife lives in these woods... songbirds, owls, and hawks have been seen there.

Visitor Experience

The following comments reflect some the main thoughts and concerns of stakeholders about what people might do and see at the site:

- A good interpretive trail system would help people understand the fort’s layout and use.
- Both indoor and outdoor exhibits should be provided.
- Programs at the park need to focus on the good and bad history of the site. Themes like Indian removal and the Black Seminoles should not be ignored because they embarrass some groups of people.
- Guided interpretive programs would help people better understand the complex history of the site.
- A visitor center and bookstore would provide year around orientation and more information than would be provided by trails only.
- The park should talk about local history too.
- The ability to accommodate school programs is essential. Interpretive experience should be as dynamic and interactive as possible.
- Would like to see an active archeological investigation or demonstration on the site.

Perhaps this could be undertaken with student or volunteers under the supervision of a professional archeologist or university professor.

- Living history demonstrations would be very popular.
- There are lots of local people with an interest in the history of the site who would help put on programs and special events.
- It would be important to me to use the park as a resource for encouraging more historical research about the fort and the Second Seminole War.
- Will there be opportunities for recreational walking on the site?
- Be sure to integrate the DAR site into your plans. The DAR has played an important part in preserving the fort's history and worked hard to preserve it for over 40 years.
- Would it be possible to create a stepping back in time visitor experience? A reconstructed fort would be a good addition in this scenario.

Facilities, Operations, and Administration

The following comments reflect some the main thoughts and concerns of stakeholders about potential facilities and management operations at Fort King:

Facilities

- Would like to have an on-site visitor center.
- Can the McCall's house be converted into a visitor center?
- Can the fort's outline be shown on the landscape?
- A reproduction fort would be educational and a benefit to the site.
- Can the existing structures be removed? They are too near the historic fort site.
- Entrance to park should only be from East Fort King Street. Other entrances would add too many cars to surrounding neighborhood streets.
- Need to include a restroom facility and parking area in your development scheme.
- Does the park need museum storage and artifact curatorial capability?

Operations

- Park should be able to accommodate enough people and vehicles for small festivals and other special events.
- Need a visitor center that is big enough to show a short film and a have a small bookstore.
- Indoor classrooms space is important if you are going to have school kids on site.
- The weather is very hot in the summer – often near 100 degrees in the afternoon. Need to include a place to get out of the sun in summer. A site without air conditioned space would be a

safety concern for elderly visitors and small children.

- Help stop illegal artifact hunting on the site.
- Park development should not cause noise and view impacts on park neighbors.
- Keep park visitor traffic off of neighborhood streets.
- Park should be closed in evening so neighbors won't be disturbed when they are home.

Administration

- There will be better chance of consistent funding if NPS manages the site.
- The NPS should manage the site because it has a higher jurisdiction and status than local or county governments.
- The NPS should manage the site because they already employ people with the technical skills necessary to do a professional job.
- Management decisions should be made in close partnership with local people and Indian tribes.
- A park managed by local governments will be subject to the vagaries of local politics.
- Management decisions at the park should be made by local people. The less Federal government involvement the better.
- I am afraid the Federal government will condemn my property for a future park expansion.

Socioeconomic Conditions

The following comments reflect stakeholder thoughts and concerns about benefits to local and regional economies:

- A NPS unit would bring more recognition and a larger advantage in marketing and advertising for tourism related businesses and partnerships.
- Local businesses like gas stations and restaurants would benefit from visitation at the site.
- Local property values might go up if the park was developed and managed well.
- A NPS unit stands the best chance of enticing visitors to exit the interstate and visit Ocala.

Step 2: Summary of Sociopolitical and Geographic Characteristics

Size, Configuration, and Access

The 37-acre National Historic Landmark Tract is of sufficient size and configuration to ensure adequate resource protection and to interpret those resource values to future visitors. The site is close to the central business district of Ocala and is directly accessible by road. The site is easily reached using public transportation and is located within bicycling distance of one of the area's largest community park sites.

Land Ownership

The Fort King site is owned and operated under the combined jurisdiction of the City of Ocala and Marion County governments. The DAR tract is privately owned but managed for public use by the City of Ocala through a cooperative agreement. The City of Ocala and Marion County are willing to donate their respective properties to the NPS for use as a National Park. Deed restrictions prevent the DAR from transferring fee simple property ownership to the NPS but the organization would be interested in negotiating an agreement with the NPS that protects and interprets the site. Resource protection would be enhanced by the future acquisition of one adjacent private property. Potential future enabling legislation limiting the NPS's land acquisition authority to donation or willing seller-willing buyer transactions would not adversely affect the agency's ability to protect and interpret site resources.

Threats to Resource

The majority of the site is in public ownership. There are no major threats to the resource at this time and the site is adequately maintained, monitored, and protected by a combination of law enforcement and the City of Ocala's comprehensive zoning and subdivision regulations.

Public Interest and Support

- Congressional Support: Congressmen Cliff Stearns and Ric Keller strongly support the protection and interpretation of the Fort King site.
- City and County Governments: The City of Ocala and Marion County Governments have worked in partnership with a variety of stakeholders to acquire and protect the Fort King site from incompatible nearby development. Both local governments have expressed a willingness to donate their properties to the NPS should the site be designated a unit of the National Park System.
- State Government: The Florida Division of Recreation and Parks, the Florida State Historic Preservation Office, the Florida Secretary of State, and the Florida Governors Council on Indian Affairs favor the protection and interpretation of Fort King and support incorporation of the site into the National Park System.
- American Indian Tribal Governments: Federally recognized tribal governments, most notably the Seminole Tribe of Florida and the Seminole Nation of Oklahoma have worked in close partnership with the City of Ocala and Marion County Governments to acquire and protect Fort King. The primary interest of tribal governments

is to secure a recognized consultation role in matters related to the interpretation of American Indian history at the site. All tribes engaged in the scoping and alternative development phases of the SRS generally support incorporating the site into the National Park System. A list of federally recognized American Indian tribes consulted on this project appears in Chapter Six.

- Park Neighbors: The main concerns of park neighbors are preventing excessive automobile traffic on neighborhood streets, reducing visual and sound impacts from potential park activities and development, and the protection of personal property rights. Park neighbors are generally supportive of an NPS presence at the site provided public entrance and exit occurs only on SE Fort King Street, appropriate setbacks and buffering are maintained between future park development and neighboring properties, and enabling legislation for a future park includes language guaranteeing future property or easement acquisition by the NPS would occur only on a willing seller-willing buyer basis without the exercise of eminent domain.
- Interest Groups and other stakeholders: The interest of certain groups and individuals include concerns about natural and cultural resource preservation, ability to participate in the development of future interpretive programs, and economic benefits. Generally, regional and local interest groups such as historic preservation associations, African American heritage scholars, state recognized and independent American Indian groups, and local businesses support creating a park at the site provided they are afforded an appropriate level of opportunity to participate in future operational and development decisions.

Budgetary Feasibility

Many projects that are technically possible to accomplish may not be feasible in light of current budgetary constraints and other NPS priorities. This is especially likely where acquisition and development costs are high, the resource may lose its significant values before acquisition by the NPS, or other protection action is possible.

The stewardship responsibilities of the NPS have grown significantly in both size and complexity since 1916 when the NPS managed about 38 national parks and monuments, all located west of the Mississippi River. Today the NPS manages 388 parks and other designated units covering 88 million acres of land throughout the United States and its territories.

In 1916, the parks under the management of the NPS received about 360,000 visitors. By 1963, visitation

had reached 100 million; and between 1963 and 1976, visitation double to 200 million. Last year, visitation at national park units was about 277 million.

The funding priorities of the NPS reflect its strong commitment to taking better care of existing parks. Most notably, the NPS has established goals of reducing its long standing maintenance backlog, strengthening law enforcement, improving visitor safety programs, and enhancing resource management. Using modest increases in its operating budget, the NPS has made significant progress towards achieving these goals by increasing investments in park infrastructure and changing the way we manage our facilities. None-the-less, much remains to be done.

Step 3: Development and Assessment of Management Alternatives

Working in conjunction with its many planning partners, the NPS drew upon this broad range of input to develop three potential action management alternatives and a No Action alternative for the site. Each alternative is intended to represent a unique combination of the various visitor experiences, management actions, site development, and funding scenarios recommended by stakeholders.

Alternatives considered but rejected

Three management alternatives and two potential design concepts were formulated early in the planning process, evaluated, and subsequently rejected from further consideration by the NPS. The principle reasons for their rejection are described below:

Management by the National Park Service

The NPS must ensure that the day-to-day operational needs of existing parks are met. In order to do more with available resources, the NPS must carefully weigh increasing its stewardship responsibilities so that the future demand for funds does not grow faster than the available monies. Therefore, in light of current budgetary constraints and other priorities, management of the site by the NPS was eliminated as a potential alternative.

National Heritage Area

A National Heritage Area (NHA) is a place designated by Congress where natural, cultural, historic, and recreational resources combine to form a cohesive nationally distinctive landscape arising from patterns of human activity shaped by geography. While the 37-acre Fort King site would not qualify under the existing criteria by itself, a consortium of many Second Seminole sites throughout Florida was explored. After further investigation, the alternative was abandoned because of the perceived difficulty in organizing and managing a partnership among the myriad of potential government, tribal, and private partners/owners of the

other sites and the fact that most of those sites are relatively undocumented either historically or archeologically. No stakeholder support developed during the public involvement process to pursue the alternative beyond the initial investigation.

Florida State Park or State Historic Site

Upon consulting with the Florida Park Service, this alternative was eliminated after the state agency determined its commitment to other high priority park projects coupled with the development, operations, and management resources involved with establishing a new unit was prohibitive. No public support developed during the public involvement process to pursue the alternative beyond this initial determination.

Off-site Visitor Center

The potential for creating an off-site visitor center was explored in both Alternatives C and D. The design concept was abandoned in Alternative C because it was thought not compatible with the “slow development and pay-as-you-go” premise of the alternative. The concept was abandoned in Alternative D because of stakeholder resistance to the government acquisition of additional private property and cost considerations. Should existing conditions change or new opportunities arise, the possibility of an off-site visitor center could be revisited in a follow-up study.

Reconstructed Fort Stockade

A small but enthusiastic group of local stakeholders desires to replicate one of two historic fort stockade structures upon the site. At face value, such an action appears to have merit because it would provide visitors with a strong visual link to the historic landscape and a sense of the site’s historic character. This document analyzes the potential of a reconstructed stockade from the NPS perspective.

In the parlance of NPS terminology, replicating the stockade at Fort King would be called a reconstruction. NPS management policies permit reconstruction in National Park Units only if:

- It is essential for public understanding of the cultural associations of a park established for that purpose.
- The structure can be built at full scale on the original site with minimum conjecture, that is, produce a new structure identical in form, features, and detail to the historic structure that no longer exists.
- Significant archeological resources will be preserved in situ or their research values will be realized through data recovery.

Upon applying the above criteria to a potential reconstruction at the Fort King site, it was determined

that the NPS would not likely support such a proposal for the following reasons:

- Numerous alternative and effective methods of interpreting the fort could be used to convey the site's significance to potential park visitors
- A lack of sufficient documentation regarding the fort's design and construction materials
- Potential damage to archeological resources

Action and No Action Alternatives

Alternative A

Alternative A is the No Action alternative and describes a future condition which might reasonably result from the continuation of current management practices. Under Alternative A, the Fort King site would remain predominantly undeveloped, public access would be restricted, and the site's archeological resources would be protected and preserved in an undisturbed condition.

Alternative B

Alternative B highlights the site's archeological resources by preserving and interpreting them in-situ. The alternative takes a conservative approach to site development that favors a simple and low cost implementation strategy.

Alternative C

Alternative C highlights a combination of archeological and historic themes. Existing site infrastructure is used as a base to quickly and efficiently provide public access and interpretive services. The alternative favors a development strategy that builds upon a modest initial investment and can be expanded over time as additional funding and resources are secured.

Alternative D

Alternative D highlights Fort King's strong association with nationally significant historical events and interpretive themes. The alternative takes an ambitious approach to site development. Its initial investment in cultural landscape rehabilitation and contemporary visitor service infrastructure is intended to quickly establish the name recognition and credibility necessary to attract higher profile partners and compete for private and public financing.

A detailed discussion of management alternatives is presented in Chapter Three.

NPS Assessment of Feasibility

The historic and natural settings of Fort King are of sufficient size and shape to ensure long-term protection of resources and accommodate public use. However, the NPS has determined that associated development and operational costs make the creation of a National

Park System Unit at Fort King unfeasible in light of current budgetary constraints and other NPS priorities.

Cost Estimates and Funding Sources

Cost estimates are included in the discussion of alternative management concepts (Chapter Three) as a comparison tool. In general, costs were determined using NPS conceptual-type (Class "C") estimates for Fiscal Year 2004. Development and long term operating costs are provided. Development costs include allowances for design, project supervision, installation/construction, and contingencies. Annual operating costs include estimates for maintenance, minor repairs, utilities, and staffing.

Hypothetical phasing plans are also provided for each alternative to show one way that proposed future site development and interpretive programs could be implemented. Phasing plans are intended to reflect the unique growth and development philosophy of each alternative.

Opportunities for Federal Funding

The NPS manages a number of grant and technical assistance programs to help its non-federal partners conserve, protect, and interpret our Nation's historical, cultural, and recreational resources.

Save America's Treasures

The Federal Save America's Treasures Grants are administered by the National Park Service in partnership with the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Services and the President's Committee on the Arts and the Humanities.

Grants are available for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and nationally significant historic structures and sites. Intellectual and cultural artifacts include artifacts, collections, documents, sculpture, and works of art. Historic structures and sites include historic districts, sites, buildings, structures, and objects. Grants are awarded through a competitive process.

Preserve America

The Preserve America initiative encourages and supports community efforts to preserve and enjoy priceless cultural and natural heritage. The goals of the initiative include a greater shared knowledge about the Nation's past, strengthened regional identities and local pride, increased local participation in preserving the country's cultural and natural heritage assets, and support for the economic vitality of our communities.

Administered by the NPS in partnership with the Advisory Council on Historic Preservation, Preserve America grants support planning, development, implementation, or enhancement of innovative activities and programs in heritage tourism, adaptive reuse, and "living history" educational programs that may be usefully replicated across the country. Heritage tourism initiatives, promotion and marketing programs, and interpretive/educational initiatives are the types of activities that are encouraged by these grants.

National Park Service Affiliated Areas and other Congressional Appropriations

Designation as a National Park Service Affiliated Area would allow Fort King to receive special recognition and federal assistance beyond what is normally afforded a National Historic Landmark. The terms and conditions of any federal assistance would be established by Congress in the site's enabling legislation. Federal funds for Affiliated Areas are normally provided as a match to leverage additional non-federal contributions.

National Park Service Technical Assistance

Requests for technical assistance not specified by Congress are normally considered by the NPS in light of competing priorities in other NPS units. NPS assistance and training could be provided through the National Historic Landmark Program; the Rivers, Trails and Conservation Assistance Program; the American Battlefield Protection Program; the NPS Southeast Regional Office; the Southeast Archeological Center; or other programs.

Non-Federal Partnerships and Cost Sharing Opportunities

Operational and maintenance costs could be partially offset by:

- Donations or grants from state and local government, corporate, and/or tribal entities.
- The use of community volunteers and student interns to reduce labor costs
- Technical and maintenance support from City and/or County government agencies. In particular, landscape maintenance, security, and fire protection services could be substantially enhanced by partnerships between the park and local government agencies.
- Volunteer scholar and student led research activities related to archeology, African and American Indian ethnohistory, and ethnobotanical studies.
- User fees or entry fees to help offset operational expenses.

CHAPTER THREE: ALTERNATIVES FOR MANAGEMENT

Chapter Overview

The NPS solicited a wide range of stakeholder ideas and recommendations for creating a public park at the Fort King site. Drawing from this body of input, four potential management alternatives were identified. Each alternative proposes a unique combination of visitor experience, management, development, and

funding goals that preserve the site and interpret its historic resources.

One No Action and three action alternatives are described in this chapter. A summary and comparison of the fundamental differences between the alternatives appears at the end of the chapter.

Alternative A: No Action Alternative

Management Strategy

The No Action alternative (Figure 5) represents existing conditions at the Fort King site and serves as a base-line measurement for comparing the three action alternatives. New programs, activities, or site development beyond the existing conditions are not considered in the No Action alternative. A more detailed description of existing site conditions is presented in Chapter Four, Affected Environment.

For the purposes of this study, the following conditions and trends are presumed to continue.

Visitor Experience

Public access to the fort site would be difficult and opportunity for meaningful interpretation programs very limited.

The DAR monument site and surrounding landscape would remain open for public visitation. A small wayside exhibit describing the monument and its relationship to Fort King would remain in place. The monument tract would be maintained by the City of Ocala for the DAR and public access to the remainder of the Fort King site would be allowed by appointment only.

Site Development

Additional visitor service infrastructure would not be provided in the No Action alternative. The existing home structure on the McCall tract would continue to serve as the residence for an on-site caretaker or a storage facility.

Resource Preservation and Protection Strategy

The primary purpose of the Fort King site would be to preserve and protect archeological resources from unauthorized excavation. Poor visibility from SE Fort King Street and limited pedestrian access would continue to discourage casual visitors from entering the site. Resources would be monitored and protected by City and County authorities.

Park Boundary

For the purposes of this study, the existing boundary of the contiguous 3 tracts is the minimum park boundary. No additional private property would be acquired.

Cost Estimate

A cost estimate is not provided for the No Action alternative because future development is not proposed.

Partnerships and Cost Sharing Opportunities

The No Action alternative assumes the City of Ocala, Marion County, and DAR would continue to share development and operating costs in an arrangement agreeable to all three parties. Technical assistance from the NPS could be provided through provisions in the National Historic Landmark program as federal funds allow.

Development Phasing

A phasing strategy is not provided for the No Action alternative because future development is not proposed.

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Figure 5. Alternative A - No Action Alternative

Alternative B

Management Strategy

Alternative B reduces the amount of land disturbed by visitor service infrastructure to preserve as many archeological resources in situ as possible. The alternative embraces a modest, yet easily sustainable development scenario that minimizes capital expenditures and lowers long term operational costs.

Potential Visitor Experience

The historic significance of Fort King would be communicated to visitors primarily through self-guided interpretive trails, wayside exhibits, and brochures. The park would not have a permanent on-site staff. Guided tours and live interpretation programs for school groups and special events would be provided by volunteers on a case by case basis. Volunteer interpreters would be required to have formal training or be subject matter experts. Off-site interpretation or outreach programming for local schools or other groups would be low.

The following interpretive themes would be addressed in this alternative:

- Role of Fort King during the Seminole War
- Osceola and Seminole resistance to removal from Florida
- Archeology of the site
- Natural resources

Potential Planning and Site Development

It is assumed for the purposes of this study that future site development would include the following recommendations:

- The existing residence structure and grounds would be maintained but not renovated or expanded.
- The existing driveway entrance would be widened and paved to accommodate two-way vehicle traffic. Parking for 15 vehicles would be provided near the existing residential complex.
- Outdoor interpretation and visitor service amenities would include paved and unpaved loop walking trails and trail-side interpretive panels. The Fort's historic location would be marked by a wayside exhibit. Other visitor service infrastructure may include information kiosks, park benches, directional signage, water fountains, and picnic tables.

As an aid for comparing the action alternatives, a hypothetical schematic design for Alternative B is shown in Figure 6.

Resource Preservation and Protection Strategy

The site's existing wooded landscape would remain predominantly unchanged. Pedestrian trails would be cleared of vegetation and lightly graded. Trees and other woody vegetation immediately surrounding the fort location would be thinned or removed for interpretive purposes. Non-contributing structures would be removed or adaptively reused.

Archeological resources would be monitored and protected. Archeological investigations would be conducted before any new construction activity within the park boundary. New archeological research studies could be conducted at the site by qualified archeologists/researchers only with permission of the park management authority. Research studies beyond what is necessary to place visitor infrastructure on the site would not be funded with park operational funds.

Existing trees, shrubs, groundcovers, and wildlife would be maintained at levels appropriate for safe use by the public. Fire, police, and emergency medical services would be provided by city and/or county agencies. Invasive exotic species would be controlled only when they threaten park resources, visitor safety, adjacent property, or other community values.

Park Boundary

The boundary would enclose the 37 acres currently designated as a National Historic Landmark. No additional property would be acquired.

Cost Estimate

Estimates of the development and long term operating costs associated with Alternative B are shown in Figure 7. In general, costs were developed using NPS conceptual-type (Class "C") estimates for Fiscal Year 2005. Development costs include allowances for design, project supervision, installation/construction, and contingencies. Annual Costs include estimates for maintenance, minor repairs, utilities, and staffing.

Development Phasing

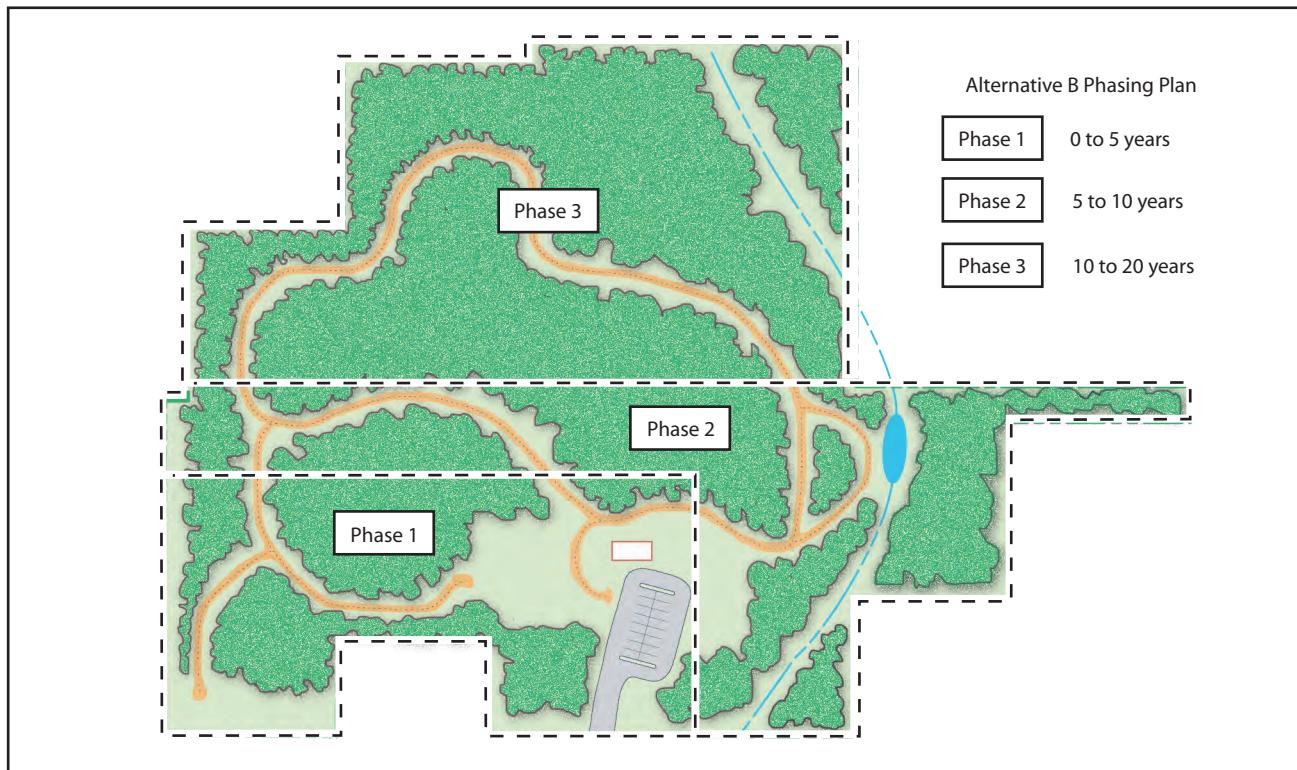
A 20 year phasing program would be developed and implemented. Figure 7 shows a hypothetical phasing plan for comparison purposes. A breakdown of estimated costs by phase is also provided.

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Figure 6. Hypothetical Schematic Design for Alternative B



Alternative B - Total Costs

Park Development or other Action	Infrastructure Cost @ 100% Implementation	Annual Operating Cost*
Pre-development archeological research and park planning	\$50,000 to \$75,000	n/a
Cultural resources research, planning, and design	\$50,000 to \$75,000	n/a
Visitor service and administrative infrastructure	\$100,000 to \$125,000	\$30,000 to \$50,000
Staffing and other annual operating costs	n/a	n/a
Property acquisition	n/a	n/a
Total	\$200,000 to \$275,000	\$30,000 to \$50,000

Alternative B - Phased Costs

Phases	Infrastructure Cost by Phase	Annual Operating Cost*
Phase I (years 0 to 5)	\$125,000 to \$150,000	\$20,000 to \$25,000
Phase II (years 5 to 10)	\$50,000 to \$75,000	\$30,000 to \$40,000
Phase III (years 10 to 20)	\$25,000 to \$50,000	\$40,000 to \$50,000
Total		\$200,000 to \$275,000

* Estimated cost per year at 100% implementation of scheduled improvements

Figure 7. Cost Tables and Phasing Plan for Alternative B

Alternative C

Management Strategy

Alternative C would explore a combination of archeological and historic themes. Existing site infrastructure would be used to quickly and efficiently provide initial public access and interpretive services. Alternative C takes a boot strap approach to park development that builds upon a modest initial investment that can be expanded over time as additional funding and resources are secured. The success of Alternative C hinges on strong local leadership, a shared entrepreneurial spirit among partners, an active cadre of volunteers, sustained political support from local and tribal governments, and sufficient funding for a small, but meaningful, start-up operation.

Potential Visitor Experience

It is assumed for the purposes of this study that visitors would be able to participate in a wider range of interpretation programs in Alternative C than Alternatives A and B. While self-guided interpretation experiences would still predominate, scheduled programs would occur during periods of high visitation. Additional and more complex historical themes would be explored at the park. Off-site interpretation, school outreach programming, and on-site special programs would be possible. Day-to-day park operations would be managed by a small on-site professional staff. Community volunteers would be trained by park staff to provide interpretive and outreach program activities. Interpretive program information would be developed in consultation with local and regional subject matter experts and culturally associated groups and individuals.

The following interpretive themes would be addressed in this alternative:

- Themes addressed in Alternative B plus...
- Human migration and settlement of central Florida
- Development of territorial Florida and the City of Ocala
- Ethnic homelands
- Military institutions and activities of the Seminole War

Potential Planning and Site Development

A park master plan would be prepared for the site by a qualified professional consultant. In consultation with local governments and park stakeholders, the master plan would establish standards and provide guidance about future site development and phasing. It is

assumed for the purposes of this study that future site development would include the following recommendations:

- The existing residence structure would be renovated and expanded to include a small classroom/multi-purpose meeting space, visitor contact area, exhibit area, outdoor interpretive program staging area and administrative office space.
- The existing driveway would be replaced by a two-way paved vehicle and pedestrian entranceway. A new paved parking lot would accommodate up to 15 vehicles near the contact station. An additional 55 space parking area would be constructed in the rear of the property as visitation increases over time.
- Outdoor interpretation infrastructure would include paved and unpaved loop walking trails, trail-side interpretive panels, and active or demonstration archeological research sites. An outline or footprint of (one of two) the fort's historic stockade(s) would be marked at the fort's historic location. Other visitor service infrastructure may include information kiosks, park benches, directional signage, water fountains, and picnic tables.

As an aid for comparing the action alternatives, a hypothetical schematic design for Alternative C is shown in Figure 8.

Resource Preservation and Protection Strategy

The park master plan would establish the overarching resource preservation goals for the site. It is assumed for the purposes of this study that future resource protection strategies would include the following recommendations:

- Most new visitor service development would occur in disturbed areas near the existing residence and near the rear of the property.
- Non-contributing structures would be removed or adaptively reused as appropriate.
- A 100-foot diameter area immediately surrounding the fort's historic location would be cleared of trees and other large woody vegetation and historic structure footprint(s) appropriately identified and interpreted upon the landscape.
- Removal of some existing vegetation and light grading would occur in localized areas to install paved surfaces and wayside exhibits.

- Archeological resources would be monitored and protected by local law enforcement agencies. Archeological investigations would be conducted at an appropriate level prior to all construction activity. Archeological research for other research purposes could be conducted as funds allow. Recovered artifacts would be documented and stored at an appropriate off-site facility. Although the potential for uncovering human remains or funerary objects associated with American Indian cultures is considered low, any remains or objects that might be discovered would be treated in accordance with applicable State and Federal laws and policies.
- Existing trees, shrubs, groundcovers, and wildlife would be maintained at levels appropriate for safe use by the public with the assistance of paid staff and volunteers. Invasive exotic species would be controlled if they threaten park resources, visitor safety, adjacent property, or other community values.

Park Boundary

For the purposes of this study, the existing boundary of the contiguous 3 tracts is recommended as the minimum park boundary. It is also recommended that the managing authorities acquire additional interest in one adjacent private property near the fort archeological site (on a willing seller-willing buyer basis without the exercise of eminent domain).

Cost Estimate

Estimates of the development and long term operating costs associated with Alternative C are shown in Figure 9. In general, costs were developed using NPS conceptual-type (Class "C") estimates for Fiscal Year 2005. Development costs include allowances for design, project supervision, installation/construction, and contingencies. Annual Costs include estimates for maintenance, minor repairs, utilities, and staffing.

Development Phasing

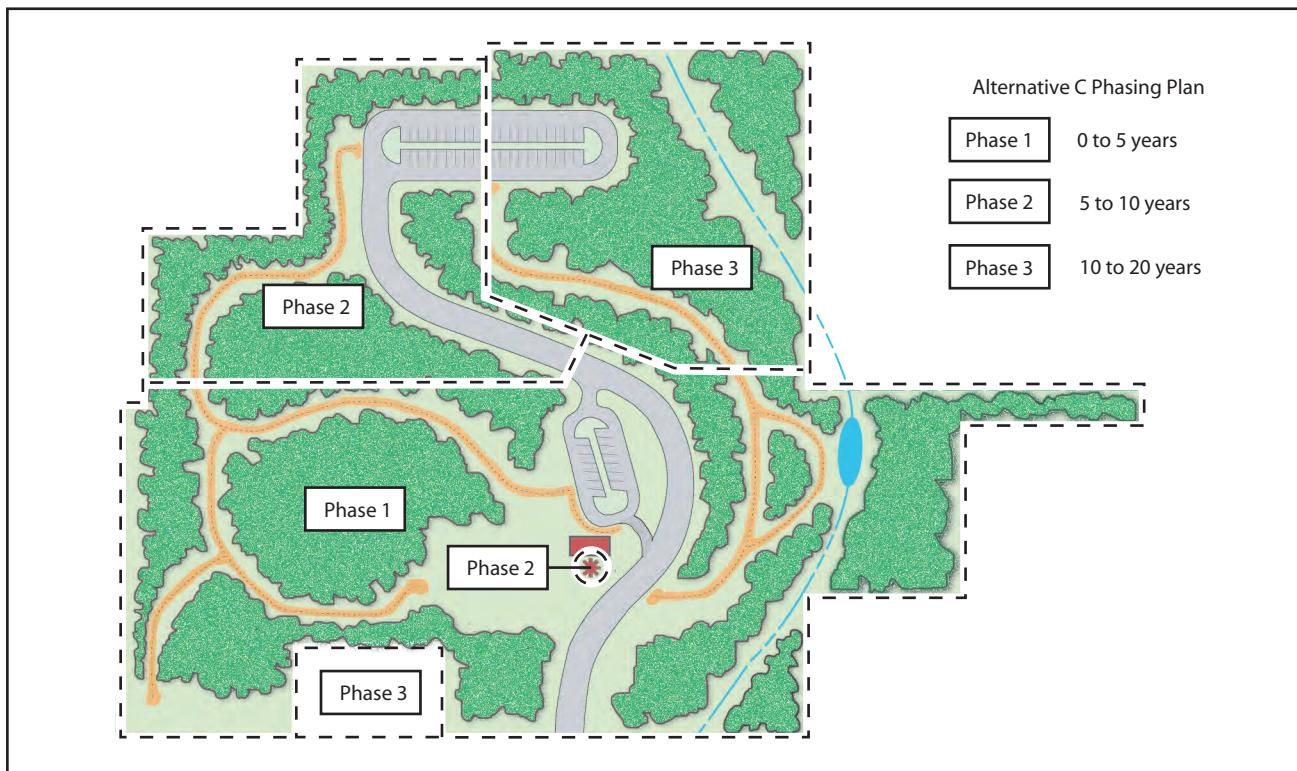
A 20 year phasing program would be developed and implemented. Figure 9 shows a hypothetical phasing plan. Basic visitor service facilities would be provided at first and improved over time. When possible, existing facilities would be renovated and expanded as funding is acquired.

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Figure 8. Hypothetical Schematic Design for Alternative C



Alternative C - Total Costs

Park Development or other Action	Infrastructure Cost @ 100% Implementation	Annual Operating Cost*
Pre-development archeological research and park planning	\$150,000 to \$200,000	n/a
Cultural resources research, planning, and design	\$75,000 to \$150,000	n/a
Visitor service and administrative infrastructure	\$1,500,000 to \$2,000,000	\$75,000 to \$100,000
Staffing and other annual operating costs	n/a	\$100,000 to \$150,000
Property acquisition	\$100,000 to \$150,000	n/a
Total	\$1,825,000 to \$2,500,000	\$175,000 to \$250,000

Alternative C - Phased Costs

Phases	Infrastructure Cost by Phase	Annual Operating Cost*
Phase I (years 0 to 5)	\$750,000 to \$1,000,000	\$75,000 to \$125,000
Phase II (years 5 to 10)	\$750,000 to \$1,000,000	\$125,000 to \$200,000
Phase III (years 10 to 20)	\$325,000 to \$500,000	\$175,000 to \$250,000
Total	\$1,825,000 to \$2,500,000	

* Estimated cost per year at 100% implementation of scheduled improvements

Figure 9. Cost Tables and Phasing Plan for Alternative C

Alternative D

Management Strategy

Alternative D highlights Fort King's strong association with nationally significant historical events and interpretive themes. The alternative takes an ambitious approach to site development. Its initial investment in cultural landscape rehabilitation and contemporary visitor service infrastructure is intended to quickly establish the name recognition and credibility necessary to attract higher profile partners and compete for private and public financing.

Potential Visitor Experience

Fort King would be managed primarily as a cultural resource. The landscape surrounding the fort location would be rehabilitated to reflect the historic spatial organization and land patterns of U.S. military occupation during the Second Seminole War.

A park master plan would document the overarching visitor experience goals for the site. It is assumed for the purposes of this study that visitors would be able to participate in a wider range of interpretation programs in Alternative D than Alternatives B and C. Guided programs would include living history demonstrations, ranger and volunteer led interpretive programs, park-in-classroom educational activities, and archeological research and demonstration programs. Most interpretation programs available at the site for school groups and special events would be provided by trained volunteers. Self-guided programs would include visitor center exhibits, multi-media exhibits (slide/video style in multi-use viewing area), and interpretive walking trails with wayside exhibits.

While self-guided interpretation experiences would predominate, many scheduled interpretive programs would occur during periods of high visitation. Additional and more complex themes would be explored in the park's interpretive programming. Off-site interpretation, school outreach programming, and on-site special programs would be possible. Day-to-day park operations would be managed by a small on-site professional staff. Community volunteers would be trained to provide interpretive and outreach program activities. Interpretive program information would be developed in consultation with local and regional subject matter experts and culturally associated groups and individuals.

The following interpretive themes would be addressed in this alternative:

- Themes addressed in Alternatives B and C plus...
- Ethnic encounters, conflicts, and colonization. Including but not limited to encounters

involving: pre and/or post contact American Indians, free and/or enslaved African Americans, Anglo-Europeans, and Anglo Americans.

- Jacksonian Democracy and related political ideas, cultures, and theories
- Expansionism and imperialism
- Immigration and emigration policies

Potential Planning and Site Development

A park master plan would be prepared for the site by a qualified professional consultant. In consultation with local governments and park stakeholders, the master plan would establish standards and provide guidance about future site development and phasing. A marketing and partnership development strategy would be included as an integral component of the master plan. It is assumed for the purposes of this study that future site development would include the following recommendations:

- An appropriately sized and designed visitor center and historic artifact preservation center would be constructed at a central location.
- Existing trees and other vegetation between the main archeological site and pond would be removed to reveal the fort's historic hill-top location, represent its defensive killing field, and protect archeological resources from further disturbance by tree roots. An appropriate vegetative ground cover would be planted in the open area to protect archeological resources and prevent soil erosion.
- A new entrance road on the site's western boundary would connect the new Visitor Center to SE Fort King Street.
- Parking for 70 vehicles.
- Paved and unpaved walking trail system with outdoor interpretive waysides.
- A maintenance supervisor will coordinate maintenance operation for the site. All other maintenance work will be contracted to outside public or private providers. No maintenance or maintenance equipment storage facilities will be placed on the site.
- A reconstructed Fort King structure will not be constructed on the site as in Alternative B.

As an aid for comparing the action alternatives, a hypothetical schematic design for Alternative D is shown in Figure 10.

Resource Preservation and Protection Strategy

A park master plan would be developed in consultation with all park stakeholders to establish future resource

protection and preservation goals. It is assumed for the purposes of this study that future resource protection strategies would include the following recommendations:

- Most new visitor service development would occur in areas near the western property boundary.
- All existing non-contributing structures would be removed.
- Natural resources would be intensely managed to maintain the historic character of the cultural landscape. Nonnative plant materials would be systematically removed from the buffer area. The existing woodland surrounding the proposed open field and between park facilities and adjacent park neighbors would be supplemented with native plant materials representative of the species that existed during the period of historic significance to enhance its buffering qualities.
- A 200-foot diameter area surrounding the fort's historic location would be cleared of trees and other large woody vegetation to represent the fort's historic killing field. Footprint(s) of the fort(s) would be appropriately identified and interpreted upon the cultural landscape.
- Removal of existing vegetation and light to moderate grading would occur in localized areas to install paved surfaces and wayside exhibits for interpretive walking trails.
- Archeological resources would be monitored and protected by park staff, trained volunteers, and local law enforcement agencies. Archeological investigations would be conducted at an appropriate level prior to all construction activity. Archeological research for other research purposes could be conducted as funds allow and state policy permits.
- Recovered artifacts would be documented and stored at an on-site museum preservation center or curatorial storage facility. Stored artifacts would be available for public exhibition and interpretation at the park visitor center.
- Although the potential for uncovering human remains or funerary objects associated with American Indian cultures is considered low, any remains or objects that might be discovered would be treated in accordance with state laws and policies.
- Prior to initiating any archeological investigations, park managers will consult with culturally associated federally recognized tribes to coordinate appropriate procedures should such remains or objects be discovered on the site.

Park Boundary

It should be noted that park neighbors and other local stakeholders are strongly opposed to using the government's power of eminent domain (condemnation) to acquire additional property for the park. It is assumed for the purposes of this study that any future property or easement would be acquired by donation or on a willing seller-willing buyer basis without the exercise of eminent domain. Acquisition of land outside the established park boundary would be generally limited with some exceptions for minor boundary changes and the acceptance of adjacent donated lands. For the purposes of this study, the existing boundary of the contiguous 3 tracts is recommended as the minimum park boundary. It is also recommended that the park acquire additional interest in one adjacent private property near the fort archeological site (on a willing seller-willing buyer basis without the exercise of eminent domain).

Cost Estimate

Estimates of the development and long term operating costs associated with Alternative D are shown in figure 11. In general, costs were developed using NPS conceptual-type (Class "C") estimates for Fiscal Year 2004. Development costs include allowances for design, project supervision, installation/construction, and contingencies. Annual Costs include estimates for maintenance, minor repairs, and utilities.

Partnerships and Cost Sharing Opportunities

The level of funding required to manage and develop Fort King would be more substantial than Alternatives A, B, and C. Substantial participation of local volunteers and cost sharing among non-federal and federal partners would be required for the site to reach its full potential.

Potential cost recovery opportunities include:

- Donations or grants from government, corporate, and/or tribal entities.
- Labor costs could be significantly reduced by using community volunteers and student interns.
- Security, and fire protection services would be substantially enhanced by partnerships between the park and local government agencies.
- Volunteer scholar and student led research activities related to archeology, African and American Indian ethnohistory, and ethnobotanical studies.
- User fees or entry fees could be charged to help offset operational expenses.

Development Phasing

Figure 11 shows a hypothetical phasing plan for comparison purposes. Specific phasing recommendations would be developed in a park master plan. It is important to note that a significant amount of planning and construction of visitor service infrastructure must occur before an effective and credible presence can be established on the site. Consequently, Alternative D assumes that more visitor service facilities and circulation infrastructure would be constructed in the initial phases of development than the other alternatives.

Summary and Comparison

Alternative Highlights

Figure 12 summarizes the differences between the alternatives by contrasting their major features and highlights.

Potential Environmental Impacts

NEPA regulations and NPS Policy require that this plan identify the environmentally preferred alternative. The reader is reminded that the environmentally preferred alternative should not be viewed as the NPS preferred alternative or as a positive or negative recommendation by the NPS or the DOI for any future management strategy or action.

Figure 13 summarizes the differences between the alternatives by contrasting their potential environmental impacts.

Environmentally Preferred Alternative

The environmentally preferred alternative is determined by applying criteria set forth in NEPA, as guided by direction from the Council on Environmental Quality (CEQ). The CEQ has stated that the environmentally preferred alternative is the alternative that will promote the national environmental policy as expressed in NEPA, Section 101. This includes alternatives that:

- Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations
- Assure for all generations safe, healthful, productive, and esthetically and culturally pleasing surroundings
- Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences
- Preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice

- Achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities
- Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources

Because the site is already largely in public ownership or otherwise protected from incompatible development, each of the alternatives would fulfill the responsibilities of this generation as trustee of the site for succeeding generations. Similarly, the other goals listed would be satisfied, only to a slightly greater or lesser degree by each of the alternatives. However, because it would require substantially less grading and vegetation removal than the other action alternatives and, in theory, disturb fewer archeological artifacts; Alternative B has been designated as the environmentally preferred alternative.

Most Effective and Efficient Alternative

The 1998 Omnibus Parks Management Act (Public Law 105-391 §303) mandates that each SRS identify the alternative or combination of alternatives which would, in the professional judgment of the Director of the National Park Service, be "most effective and efficient" in protecting significant resources and providing for public enjoyment.

For the purposes of this study, effectiveness and efficiency are defined as the capability to produce desired results with a minimum expenditure of energy, time, money, or materials. A comparison of costs associated with each alternative indicates that Alternative B would require the least expenditure of energy, time, money, and materials. Based on this reasoning, Alternative B is identified as the most effective and efficient.

National Park Service

Fort King National Historic Landmark, Ocala, Florida Draft Special Resource Study and Environmental Impact Statement

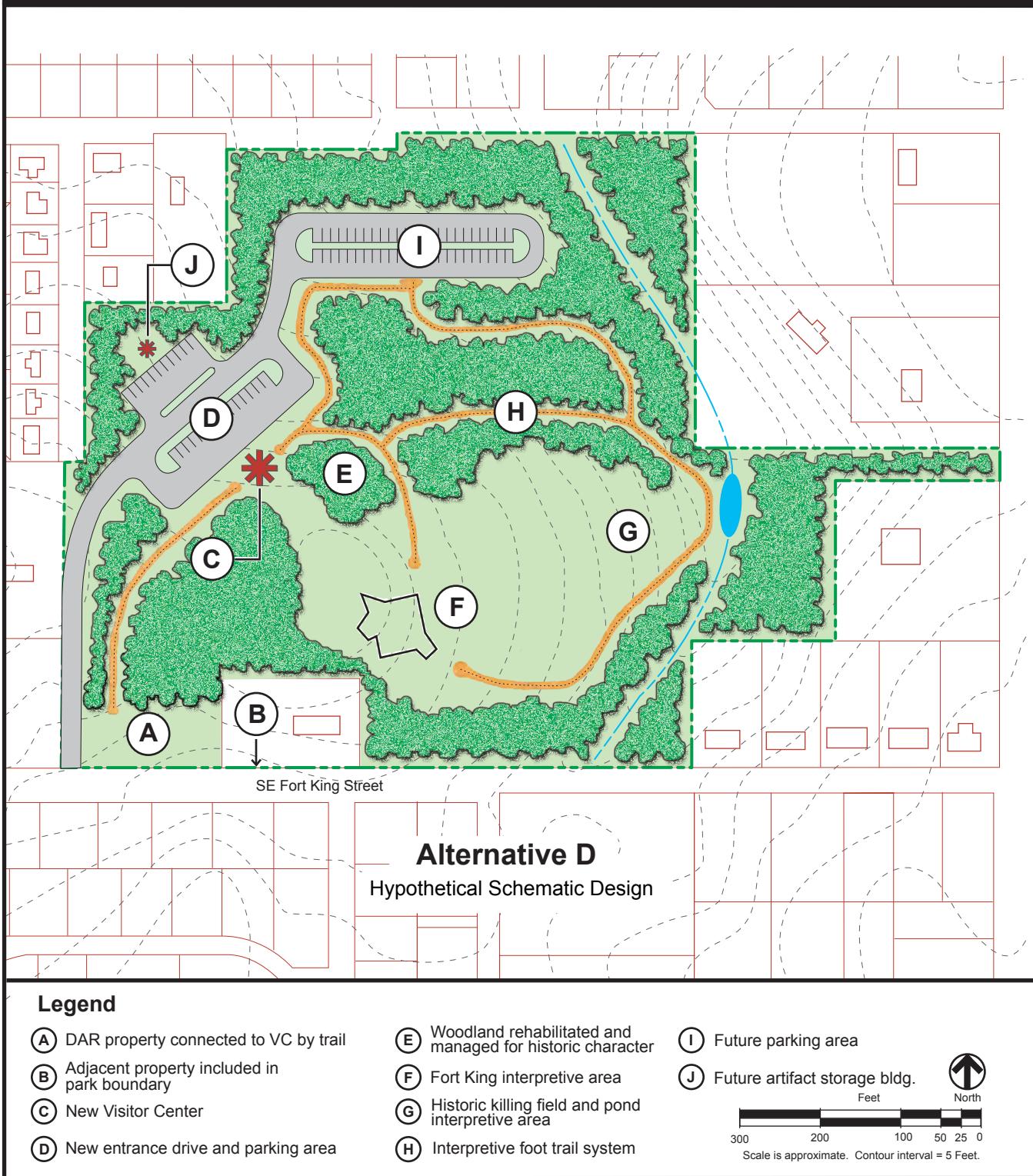
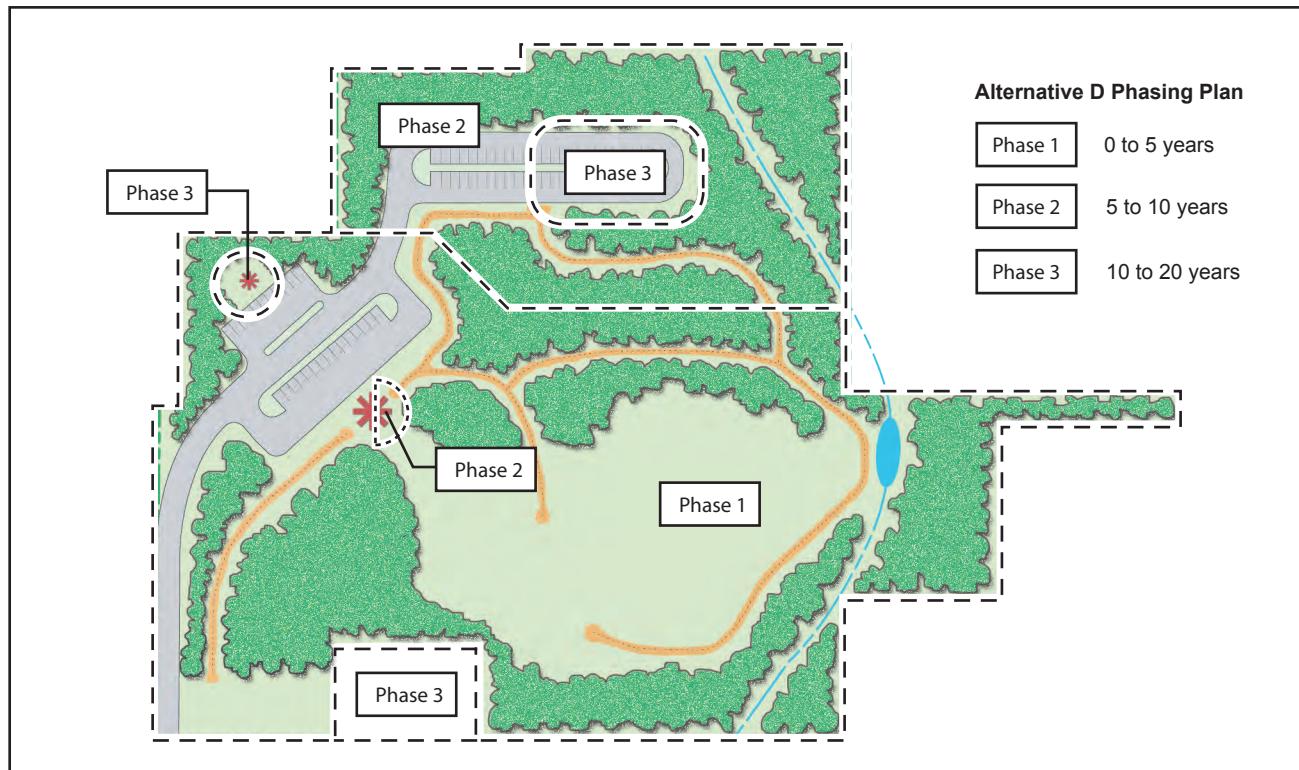


Figure 10. Hypothetical Schematic Design for Alternative D



Alternative D - Total Costs

Park Development or other Action	Infrastructure Cost @ 100% Implementation	Annual Operating Cost*
Pre-development archeological research and park planning	\$300,000 to \$500,000	n/a
Cultural resources research, planning, and design	\$200,000 to \$500,000	n/a
Visitor service and administrative infrastructure	\$3,750,000 to \$4,250,000	\$200,000 to \$250,000
Staffing and other annual operating costs	n/a	\$325,000 to \$400,000
Property acquisition	\$100,000 to \$150,000	n/a
Total	\$4,350,000 to \$5,400,000	\$525,000 to \$650,000

Alternative D - Phased Costs

Phases	Infrastructure Cost by Phase	Annual Operating Cost*
Phase I (years 0 to 5)	\$2,000,000 to \$2,500,000	\$300,000 to \$450,000
Phase II (years 5 to 10) - some VC costs included in phase II	\$2,000,000 to \$2,500,000	\$425,000 to \$550,000
Phase III (years 10 to 20)	\$350,000 to \$400,000	\$525,000 to \$650,000
Total	\$4,350,000 to \$5,400,000	

* Estimated cost per year at 100% implementation of scheduled improvements

Figure 11. Cost Tables and Phasing Plan for Alternative D

Alternative Highlights				
Highlights	Alternative A No Action Alternative	Alternative B	Alternative C	Alternative D
Protects archeological resources by minimizing need for site grading and earth-moving	No additional grading would occur	Some grading would be needed to construct entrance and parking area but substantially less would occur than Alternatives C and D	Significant grading would occur down-slope from fort location during construction of entrance road, parking, and visitor center	While Alternative D would require the most grading, most disturbance would occur in less sensitive areas than Alternative C
Minimizes sound and visual impacts on park neighbors	No impacts	Rarely	Occasional low levels of noise and visibility	Frequent low levels of noise and visibility during normal use periods
Provides walking trails and interpretive wayside exhibits	No trail system	Paved and unpaved trail system expands to meet visitor needs over time	Additional wayside exhibits added over time	
Preserves woodland and other vegetation	No wayside exhibits	3-5 interpretive wayside exhibits initially	Primarily woodland	Woodland used as visual screening element
Predominant character of landscape	Landscape dominated by woodland and thick understory vegetation	Primarily woodland	Mostly woodland with suggestions of historic cultural landscape	Strongly reflects historic cultural landscape conditions
Provides indoor facilities	No visitor service facilities on site	No indoor facilities provided	Existing residence renovated into small Visitor Center	Full service Visitor Center
Provides additional parking and vehicular access	Public access restricted	Improved entrance 15 paved parking spaces provided	Improved entrance 15 parking spaces initially with future potential of up to 70 spaces	Improved entrance 25 parking spaces initially with future potential of up to 70 spaces
Preserves existing vegetation and wildlife habitat	No additional vegetation would be removed	Some significant grading would be needed to construct entrance and parking area but substantially less would occur than Alternatives C and D	Alternative C removes fewer trees than Alternative D but more than A and B	Alternative D removes more trees than other alternatives
Estimated Development Cost	0	\$200-275,000	\$2-2.5 Million	\$4.5-5.5 Million
Estimated Annual Operating Cost	n/a	\$40-50,000	\$175-250,000	\$525-650,000

Figure 12. Comparison of Alternative Highlights

Overview of Potential Environmental Consequences				
Environmental Impact Categories	Alternative A No Action Alternative	Alternative B	Alternative C	Alternative D
Cultural Resources	Impacts minor; long-term, and potentially adverse. Limited funding available for archeological work and no on-site management facilities or staff.	Impacts would be minor; long-term, and potentially adverse or beneficial, depending on the availability of funding and location of buried archeological resources. The volume of earth moving associated with the construction of site infrastructure poses a greater risk of disturbing unknown archeological remains than Alternative A but less than Alternatives C and D. Archeological studies could be conducted as funding and state policy allows.	Impacts would be moderate, long-term, and potentially adverse or beneficial, depending on the availability of funding and location of buried archeological resources. The volume of earth moving associated with the construction of site infrastructure poses a greater risk of disturbing unknown archeological remains than Alternatives A, B, and C. Archeological studies could be conducted as funding and state policy allows.	Impacts would be moderate, long-term, and potentially adverse or beneficial. Depending on availability of funding and location of buried archeological resources. The volume of earth moving associated with the construction of site infrastructure poses a greater risk of disturbing unknown archeological remains than Alternatives A, B, and C. Archeological studies could be conducted as funding and state policy allows.
Natural Resources	Impacts minor to moderate, long-term, and potentially adverse. Absent funding, no monitoring of ecosystem health would occur. Site vulnerable to invasion by non-native species. No effort to restore the site's original plant communities as they existed at time of Seminole wars.	Impacts minor to moderate, long-term, and potentially adverse. Limited monitoring of ecosystem health would occur, with emphasis placed instead on assuring safe encounters by public with plants and animals. No efforts made to restore site's original plant communities. Some soils, vegetation, and wildlife would be disturbed by new site facilities. Some efforts made to combat invasion of non-native species, with impacts that would be long-term, moderate, and beneficial.	Impacts minor to moderate, long-term, and either adverse or beneficial. Most new developments would occur in areas of existing disturbance, but some natural resources would be displaced or destroyed by construction of new facilities. A 100-foot diameter area would be cleared of trees and other large woody vegetation at fort's historic location.	Impacts minor to moderate, long-term, and either adverse or beneficial. Ecosystem health monitored by on-site staff. Possible restoration of site's plant communities as they existed at the time of the Seminole wars. More extensive site development under this alternative would result in more loss or damage to natural resources. Twice as much disturbance of vegetation at fort's historic location than under Alternative C.
Visitor Experience	Impacts minor to moderate, long-term, and potentially adverse. Absent funding, no monitoring of ecosystem health would occur. Site vulnerable to invasion by non-native species. No effort to restore the site's original plant communities as they existed at time of Seminole wars.	Impacts moderate, long-term, and beneficial. Existing DAR monument would remain in place, complemented by new, basic visitor facilities, such as self-guided interpretive trails, wayside exhibits, and brochures. Active interpretation conducted by volunteers as demand warrants. Only limited outreach to local schools and other groups.	Impacts moderate to major, long-term, and beneficial. Local site managers, in conjunction with a professional consultant, would develop a park master plan for the site. Existing structures renovated and re-used for visitor use and site administration.	Impacts major, long-term, and beneficial. DAR monument would remain in place, to be supplemented by self-guided interpretive trails, wayside exhibits, and brochures. A visitor center/museum facility could be constructed to interpret site and house artifacts. Site interpretation conducted by trained staff, in consultation with interested tribes.

Figure 13. Summary Table of Potential Environmental Impacts

Overview of Potential Environmental Consequences (continued)				
Environmental Impact Categories	Alternative A No Action Alternative	Alternative	Alternative C	Alternative D
Facilities, Operations, and Administration	Impacts negligible. No facilities would be constructed, and visitor access to the site would be restricted, except for area around the DAR monument. No staff dedicated solely to management of the site would be hired.	Impacts long-term, moderate and beneficial. Day-to-day operation of site would be largely overseen by volunteers; no staff dedicated solely to management of site would be hired. Limited facilities and opportunities for site visitors would be provided.	Impacts moderate to major, long term, and beneficial. Existing residence would be renovated for use as a visitor contact station and administration building. Trails and other visitor service facilities would be installed. A small professional interpretive staff would handle routine site operations, thereby improving operations.	Impacts major, long term, and beneficial. New visitor center and administration building would allow improved site administration. Site would be managed by a management entity funded from local and other non-federal sources. This alternative would be the most expensive to implement.
Socioeconomic Environment	Impacts negligible. Opportunities for promoting site would not be pursued and possible increases in tourism and associated economic benefits would not be realized. Visitation to site would not increase by much, if at all. Maintaining current traffic levels might be perceived as benefit by residents of neighboring subdivisions.	Impacts negligible to minor, long-term, and beneficial. Site would remain a fundamentally local attraction having relatively few visitor services, with correspondingly small direct and indirect economic impacts. Traffic would increase slightly from current levels. Noise levels would increase somewhat during the day due to visitor use.	Impacts moderate to major, long-term, and beneficial. Having more development and a permanent staff, the site would likely attract larger numbers of long-distance travelers than it would under alternatives A and B, with correspondingly greater economic benefits. Site development and costs of annual operation would be borne primarily by local governments and/or a designated local entity. Traffic and noise levels would increase more than under Alternative B.	Impacts moderate to major, long-term, and beneficial. As an intensively managed historical site, Fort King would likely attract more regional and national attention than it would under the other alternatives, thereby generating greater economic benefits. Site development would most likely require the establishment of strong partnerships between local/tribal governments, private business enterprises, and non-governmental organizations. Traffic and noise levels would increase more than under alternatives B and C.

Figure 13 (Continued). Summary Table of Potential Environmental Impacts

CHAPTER FOUR: AFFECTED ENVIRONMENT

Chapter Overview

Chapters Four (Affected Environment) and Five (Environmental Consequences) comprise the Environmental Impact Statement (EIS) for this Special Resource Study. The descriptions, data, and analysis presented focus on the specific conditions or consequences that may result from implementing the alternatives. However, this EIS should not be considered a comprehensive description of all aspects of the human environment within or surrounding the site.

Chapter Four begins with a short description of how mandatory environmental impact topics required by the Council on Environmental Quality (CEQ) regulations and NPS policy are addressed in the EIS. A description of existing environmental conditions follows to give the reader a better understanding of planning issues and establish a benchmark by which the magnitude of environmental effects of the various alternatives can be compared. For easier cross-referencing, the information in Chapter Four is organized by the same impact groups used to organize the impact analysis in Chapter Five.

Mandatory Environmental Impact Topics

CEQ regulations and NPS policy require that certain environmental impact topics be addressed in every EIS. This document addresses the mandatory topics in one of two ways: either a rationale is provided for dismissing the topic from further consideration or the topic is included in the assessment and analysis process.

Mandatory environmental impact topics dismissed from further analysis

The following mandatory environmental impact topics were dismissed from further analysis:

Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations

Executive Order 12898, “General Actions to Address Environmental Justice in Minority Populations and Low-Income Populations,” requires that all Federal agencies address the effects of policies on minorities and low-income populations and communities. None of the alternatives analyzed in this EIS would have disproportionate effects on said populations as defined by the U.S. Environmental Agency’s 1996 guidance on environmental justice.

Floodplains and Wetlands

Executive Orders 11988 and 11990, “Floodplain Management” and “Wetlands,” respectively, require analysis of impacts on floodplains and regulated wetlands. None of the alternatives would occur within or affect a floodplain. There are no wetlands regulated under the provisions of Section 404 of the Clean Water Act, or areas designated as wetlands using the classification system of Cowardin *et al.* (1979), within any of the areas proposed for possible development under the three action alternatives. More detailed wetland surveys would need to be completed prior to any actual development activity.

Prime and Unique Agricultural Lands

Prime farmland has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. Unique agricultural land is land other than prime farmland that is used for production of specific high-value food and fiber crops. Both categories require that the land is available for farming uses. Lands within the Fort King site are not available for farming and therefore do not meet the definitions.

Endangered or Threatened Plants and Animals and their Habitats

Coordination with the U.S. Fish and Wildlife Service and the Florida Fish and Wildlife Conservation Commission revealed that no federally or state-listed threatened or endangered species are known to exist at the Fort King site, nor does any known critical habitat exist in the area. No further consultation pursuant to Section 7 of the Endangered Species Act is required.

Indian Sacred Sites

Executive Order 13007, “Indian Sacred Sites,” states that those with statutory or administrative responsibilities for the management of federal lands shall accommodate ceremonial use of and access to Indian sacred sites by Indian religious practitioners, as well as avoid affecting the physical integrity of the sacred site. There are no known Indian sacred sites at the Fort King site.

Indian Trust Resources

Indian trust assets are owned by American Indians but are held in trust by the United States. Requirements are included in the Secretary of the Interior’s Secretarial Order No. 3206, “American Indian Tribal Rites, Federal – Tribal Trust Responsibilities, and the Endangered Species Act,” and Secretarial Order No. 3175,

“Departmental Responsibilities for Indian Trust Resources.” No Indian trust assets occur within the Fort King site. Therefore, there would be no effects on Indian trust resources from any of the alternatives.

Energy Requirements and Conservation Potential; Natural or Depletable Resource Requirements and Conservation Potential

This special resource study presents only conceptual alternatives for managing and developing the Fort King site. Therefore, a detailed analysis of energy requirements and potential for energy conservation is not possible at this time. The same applies for natural or depletable resource requirements and conservation potential. These topics will be addressed in future compliance documents, as appropriate.

Ecologically Critical Areas

There are no ecologically critical areas or resources at the Fort King site. Accordingly, this impact topic was dismissed from further analysis.

In addition, a number of discretionary impact topics were dismissed from further analysis. For each of these topics, it was determined that the alternatives would have no discernible impact, or that any impacts would be negligible. The impact topics dismissed from further analysis are: air quality, water quality, geology, and lightscape management.

Mandatory Environmental Impact Topics Discussed in Study

The following mandatory topics warrant more detailed discussion within the body of the study and are addressed specifically or in association with a closely related factor in the analysis:

- Integration with local planning processes
- Urban quality, historic and cultural resources, and design of the built environment
- Important scientific, archeological, and other cultural resources, including historic properties listed or eligible for listing in the National Register of Historic Places
- Public health and safety

In addition, the following discretionary impact topics receive detailed treatment in Chapter Five:

- Cultural resources
- Natural resources
- Visitor use and experience
- Socioeconomic environment

Description of Existing Conditions

Cultural Resources

Cultural landscape

The site of Fort King is situated in the middle of Marion County in north-central Florida (Figure 1). The site is located in the eastern portion of the present-day City of Ocala in a low-density subdivision. More specifically, the Fort King site consists of 36.2 acres located in the northwestern quarter of Section 14 of Township 15 South, Range 22 East on the Ocala East (1991) USGS quadrangle map. The topography of the Fort King site can best be described as “rolling,” with vegetation consisting mostly of scattered oaks and pine.

The Fort King site contains the archaeological remains of the original Fort King (1827) destroyed by the Seminoles in 1836, the rebuilt Fort King (1837), and several outlying buildings associated with the fort, including the tentatively identified sutler’s store (1837). All of these elements have been identified through the presence of intact features, such as posts, refuse pits, stockade trenches, and artifact concentrations. These archaeological elements are all located on a sandy hill now partially vegetated with grass and oak and pine trees. Additionally, archaeological remains associated with many military groups and Seminole Indians who bivouacked and/or camped around Fort King have been recovered throughout the site (Neill 1955; Gallant 1968; Hunt and Piatek 1991; Piatek 1995b, c; Ellis 1995; GARI 1998, 1999).

The environmental setting of the Fort King site is significant as it directly affected the choice of the specific area used for the construction of the fort. Archaeological investigations have documented that Fort King was constructed on the top of a hill located near the south-central portion of the Fort King site. This location is surrounded on three sides by a natural slope. This topographic setting would have been strategically ideal. Attack from the east, north, or south upon this location would have required that the enemy progress uphill towards the palisade of the fort. The location would also have provided a commanding view once surrounding vegetation was cleared. The top of the hill is relatively level and roughly square in shape, measuring approximately 150 feet by 175 feet. This level area equates closely to the dimensions of the first Fort King, 152 feet by 162 feet, as documented by Glassell’s 1827 plan for Fort King (Hunt and Piatek 1991:186).

The Fort King site has been used for agriculture for much of the time since the end of the Second Seminole War. At one time agricultural activities extended to the top of the hill where the fort had been located.

However, an aerial photograph from 1955 (Hunt and Piatek 1991:199) demonstrates that the agricultural activities from the first half of the 20th century seem to have been limited to the approximate southwestern quarter of the Fort King National Historic Landmark as well as a relatively narrow strip in the north-central portion of the tract. No portions of the property have been used for agriculture for over 30 years.

Existing structures

In 1927, the Daughters of the American Revolution purchased a one-acre tract near the location of the two Fort Kings and erected a monument to honor those who died during the Second Seminole War. This small parcel is located in the extreme southwestern portion of the Fort King site (see Figure 2). Although this parcel is known as the Fort King Burial Grounds, to date, no archaeological evidence has been recovered to support an interpretation of this area as a cemetery.

In 1942, the McCall family constructed a rectangular, south-facing, one story cement block residence in the south-central portion of the site. The McCall family maintained the agricultural use of the previously mentioned farm fields. At some point, they also constructed a small swimming pool and undersized basketball court behind (to the north of) their house. Circa 1970, they constructed an open shed or “pole barn” a little to the northeast of their residence. Finally, circa 1991, they constructed a circular asphalt-paved driveway connecting SE Fort King Street to their residence.

All of the foregoing structures and features associated with the McCall family are still present on the Fort King site, although the swimming pool is now overgrown. Former agricultural fields and/or pastures are now covered with dense thickets of secondary growth. The spring that provided fresh water for Fort King still flows and serves to fill a small pond located along the northeastern edge of the property. Finally, some low density housing developments are now located near some of the edges of the site.

Thus, it is certain that some aspects of the current physical environment do not reflect the use of Fort King during the Second Seminole War and the period leading up to it. However, a number of aspects of the current environment are still reflective of the period of historic significance. For instance, the hill upon which the site is located remains relatively unchanged and is partially vegetated. The spring that served as the water supply for the fort is also still extant and is located on the edge of the property. Although some low-density housing is present along some of the edges of the Fort

King site, the site itself is large and wooded enough to minimize the visual effects of these intrusions.

Archeological resources

The archaeological resources at the Fort King site verify the existence of the fort. Archeological resources are important for understanding the nationally significant events that occurred here and the broader themes of the Second Seminole War, Indian removal, military life during this period, and the colonization and settlement of this area of the United States.

No above-ground physical remains of Fort King are present. Archaeological remains exist in the form of artifact concentrations and subsurface features, such as post molds, post fragments, refuse pits, and stockade trenches. As such, the Fort King site consists of the archaeological remains of two nineteenth-century U.S. military fortifications, various military and Seminole camps, and those outlying structures associated with the forts that have been located to date. The Fort King site has been subject to a number of natural and human processes that have impacted the archaeological record. Due to the natural slope of the property towards the streambed in the northern tract, down slope erosion has resulted in the displacement of some cultural material. Agricultural activity also was noted to the west of a fence line at 5275 East. Re-vegetation of the area following agriculture and animal burrowing disturbed cultural materials as well (Ellis 1995:6).

The site has also been subjected to looting and artifact hunting. Generally, the artifact hunters are reported to have concentrated their activities along the streambed where artifacts were most likely to be exposed due to erosion. There was also some evidence of digging into the stream banks for artifacts. According to Ellis (1995:50), most looting has been focused on the eastern third of the northern tract, although large looters' pits were also noted all the way to the western property line. Despite this activity, it is not believed that there has been a “profound loss of cultural information owing to the diffuse and deeply buried nature of the site contents (Ellis 1995:3).”

The vegetative cover on the top of the hill, where evidence indicates the forts were located, has protected the area from erosion (Ellis 1995:81). This area of the site, however, also has been subjected to agricultural activity. Piatek (1995c:214) notes that the property here, at grid coordinates 4700 North, 5325 East, was plowed to a possible depth of 18 to 24 inches. Nonetheless, Ellis' work has demonstrated that significant intact deposits and the buried remains of architectural structures remain preserved below the disturbed upper layers.

Thus, although there have been some impacts on the site affecting the archaeological record, the condition of

the site remains good. Indeed, compared to other archaeologically investigated Seminole War sites, it contains the greatest abundance of intact subsurface features documented to date (Hellmann and Prentice 2000).

Findings of past archeological investigations

The archeological investigations of the Fort King site (Neill 1955; Gallant 1968; Ellis 1995; Piatek 1995b, c; Hunt and Piatek 1991; GARI 1998, 1999) provide ample evidence that both Fort King components are located in the proposed boundary. Evidence includes concentrations of artifacts typical of a military fort assemblage dating to the Fort King time period. Such artifacts include an abundance of wrought and cut nails, military buttons, liquor bottles and bottle fragments, ceramic sherds, and gunflints. The best subsurface evidence for the fort's location is in the form of post molds and intact in-situ post fragments associated with the stockade walls of the fort. Burned materials indicative of the burning of the first Fort King in 1836 and refuse pits containing typical faunal remains from a frontier outpost, such as cattle, hogs, and wild game, also have been documented.

Archeological remains of palisades from at least one of the 19th century forts have been located on a small hill in the McCall Tract. The hill-top location is relatively level and roughly square in shape, measuring approximately 150 feet by 175 feet which equates closely to the 152 feet by 162 feet dimensions of the first Fort King as documented by Glassell's 1827 plan (Hunt and Piatek 1991:186).

Compared to other Second Seminole War sites, Fort King contains the greatest wealth of intact subsurface features and artifacts presently documented (Hellman and Prentice 2000:58). The archaeological investigations conducted over the last 50 years have produced subsurface architectural evidence of the fort stockade and a great many metal, ceramic, and glass artifacts. The types and distribution of architectural remains and artifacts overlaps the period of use (1827–1843) and strongly indicates that this location is indeed the site of the two Fort Kings rather than a site of some other civilian settlement or activity.

Subsurface Architectural Evidence

During the most recent investigations of the McCall Tract (GARI 1998, 1999), intact burned posts and postholes in linear and semi-circular alignments were documented on the summit of the hill. Such evidence indicates that at least one structure was located here and that this structure was destroyed by fire, as the first Fort King was in 1836. The semi-circular alignments documented in a few of the GARI excavations may locate portions of the first Fort King which apparently included several semi-circular or curved elements.

Metal Artifacts

Nails dominate the metal artifact assemblage. Many of the collected nails are spikes and other large- and medium-duty types typically used for the fabrication and repair of large wooden structures. Such nails would be an expected component of an early- to mid-eighteenth century fort, like Fort King. As detailed by GARI (1998, 1999), the distribution of these large- and medium-duty nails is centered on the summit of the hill in the McCall Tract. As Ellis points out, it is important to note that hand-wrought nails have been recovered almost exclusively from the highest portion of the Fort King tract (GARI 1999:56). Wrought nails are generally dated to before 1800, although late examples of wrought nails have been recovered from sites dating to about 1830 (Adams 1995:94; Noble 1973:127; Ferguson 1977).

A less numerous, yet important, component of the metal artifact assemblage consists of buttons. Almost all of the buttons recovered from the Fort King site to date are conclusively associated with military activity. They include buttons that would have been a standard component of artillery, dragoon, infantry, and officer uniforms during the time that Fort King was in use. The distribution of these military buttons is also centered on the summit of the hill in the McCall Tract (GARI 1998, 1999).

Ceramic Artifacts

Whereas whitewares, ironstones, and coarser earthenwares, especially lead glazed redwares and inexpensive stoneware crocks and jugs, would be expected to dominate the ceramic assemblage of a civilian site, the Fort King site contains a low density of domestic/utilitarian lead-glazed redware or salt-glazed stoneware, and no ironstones (GARI 1998, 1999).

The ceramic assemblage from the Fort King site has a military character heavily skewed towards mess/subsistence behaviors. The ceramics are generally of fairly high quality and are dominated by cream-bodied wares, especially variously decorated pearlwares. The distribution of pearlwares on the Fort King site is again centered on the summit of the hill in the McCall Tract.

Several types of pearlware have been recovered including Hand-Painted, Flow Blue, Blue Banded, Blue Shell-Edge, and Transfer-Printed specimens. Hand-painted pearlware specimens are generally considered to have been produced between 1720 and 1840 (Hamilton 2002). Flow Blue pearlwares were most popular in the middle of the nineteenth century, particularly between 1825 and 1862 (Sutton and Arkush 1996:208; Hamilton 2002). The Banded pearlware specimens, often called "annular ware," recovered from the Fort King site are almost exclusively Blue Banded. Blue Banded pearlware was manufactured from 1780 to

1830 (Grange 1977:70; Ferguson 1977). Blue Shell-Edge pearlware was produced from 1780 to the 1830s (Grange 1977:27-28, 70; Ferguson 1977; Hamilton 2002). The Transfer-Printed pearlware specimens recovered from the Fort King site are generally blue, most of which are Blue Willow. Dark Blue Transfer-Printed pearlware generally dates to between 1795 and 1840. Transfer-Printed pearlware in colors other than dark blue have a later range, generally spanning the period between 1818 and 1864 (Grange 1977:28, 70; Hamilton 2002). Only one pearlware sherd recovered from the Fort King site has a diagnostic maker's mark firmly dating its manufacture. The Lippert and Haas Company of Schlaggenwald, Germany, manufactured this specimen between 1832 and 1846 (GARI 1999:61).

Glass Artifacts

All archeological investigations of the Fort King site have recovered glass bottle fragments. However, the most intriguing discovery of glass artifacts was made in 1968 when a pine tree toppled during Hurricane Gladys exposed a large cache of stored glass bottles beneath its roots. Approximately 130 early 19th century wine, champagne, whiskey, and beer bottles were uncovered from a location very near the presumed Fort stockade. Much speculation has been made about whether the bottle cache marks the location of the Sutler's Store where Osceola is said to have killed Wiley Thompson. Until more detailed archeological research can be undertaken, this theory will remain one of the more colorful conjectures associated with the site.

Miscellaneous Military Artifacts

In addition to military buttons, several miscellaneous artifacts recovered from the Fort King site indicate a Second Seminole War military presence. These artifacts include gunflints, unfired and fired lead balls and shot, gun picks, lead flint crimps, lead slag, sheet lead, lead bar, and lead military seals. A single 1838 U.S. Liberty seated half-dime was also recovered (GARI 1999:58-60).

Ethnographic resources

Park ethnographic resources are the cultural and natural features of a park that are of traditional significance to traditionally associated peoples. These peoples are the contemporary park neighbors and ethnic or occupational communities that have been associated with a park for two or more generations (40 years), and whose interests in the park's resources began prior to the park's establishment. Living peoples of many cultural backgrounds—American Indians, Inuit (Eskimos), Native Hawaiians, African Americans, Hispanics, Chinese Americans, Euro-Americans, and farmers, ranchers, and fishermen—may have a traditional association with a particular park (NPS, Management Policies 2001§5.3.5.3.)

Fort King's cultural association with certain American Indian tribes is well documented in this study. A strong interest in participating in future efforts to protect and interpret the site has been expressed by the Seminole Tribe of Florida, the Seminole Nation of Oklahoma, the Miccosuki Tribe of Indians of Florida, the Muscogee (Creek) Nation, and the Thlophlocco Tribal Town. It is highly likely that other federally recognized tribes with cultural associations to the site would be likewise interested if Congress designated the site as a unit of the National Park System.

Fort King has ethnographic significance for Florida African Americans as a place commemorating events that shaped a political landscape allowing re-enslavement or perpetuation slavery in 19th century North Central Florida (Rivers 2000). The events that unfolded at the Fort King site influenced the peopling of the West by Floridian people of African origins as a corollary of the relocation and subsequent western dispersal of Black Seminole. The connections of 19th century Black Seminole and their contemporary African American descendants in Oklahoma, Bracketteville, Texas and El Nacimiento del los Negros in Coahuila, Mexico, is well documented (Porter 1996). Ethnographic research is needed to uncover the linkages between contemporary Florida African Americans, 19th century maroons, enslaved people, and Black Seminole. These lines of inquiry are of interest to Floridian African Americans.

One of the principle goals of National Park Service Research is to ensure appropriate protection, preservation, treatment, and interpretation of cultural resources, employing the best current scholarship (Management Policies 2001§5.1.1). There is considerable untapped potential for ethno-historical research into the events at Fort King that were associated with the re-enslavement of Florida African Americans. Further cultural knowledge of maroon communities in North Central Florida would be another productive direction for ethno-historical research that would enhance interpretation of the site.

Natural Resources

Physiography

Fort King lies within that part of Florida known as the Central Highlands. The Central Highlands were formed from the Florida Platform, which in turn is an extension of the Southeastern Coastal Plain. Over time, the Florida Platform was subjected to structural uplift, aggradations, and fluctuations in sea level, which have sculpted the topography of present day Florida (Schmidt 1997:4). Marine currents moving along Florida's shores have formed coastal beaches, barrier islands, tidal flats, marshes and coral reefs. Inland, the movement of water from the highlands to coastal areas has produced river systems that basically follow swales

between relict beach ridges, which are generally oriented north-to-south (Schmidt 1997:4). Two examples of these drainage systems, the Oklawaha and Withlacoochee rivers, are located immediately east and southwest, respectively, of the Fort King site and figure prominently in its history. Between these two river systems, the uplands around Ocala are primarily made up of clayey, phosphatic Miocene deposits. Soils are characterized as mostly Alfisols and Ultisols, over which lay pine flatwoods and temperate hardwood forests (Brown, Stone, and Carlisle 1990:41).

Climate

Florida's climate is marked by two main seasons – a cool dry season, and a warm rainy season (Chen and Gerber 1990:11). Because of Florida's great length from north to south and its extensive coastline, these two main seasonal conditions are somewhat variable throughout the state. For example, central Florida tends to be drier than either north or south Florida (Chen and Gerber 1990:19). Generally seasonal climatic events also tend to affect certain portions of the state more than others, such as freezing temperatures and tropical storms or hurricanes (Chen and Gerber 1990:12).

Springtime, the end of the dry season in Florida, begins in March and lasts through May. Spring weather patterns are affected by the occurrence of the Bermuda High out in the Atlantic. Normally, the presence of this system keeps precipitation away until May, when it begins to weaken and allows the beginning of summer rains. The rainy summer season, which lasts from June to September, has the least temperature variation along the peninsula, although inland areas tend to have slightly higher temperatures and less rain, particularly in central Florida. Autumn, and the onset of gradually cooler temperatures, begin in October and lasts through November, and is marked by decreasing rainfall, a trend which continues to the end of spring.

The greatest temperature variation across the state occurs in the winter, with temperatures naturally being cooler farther north. The average temperature and rainfall for Ocala in January is 57.5° F and 3.15 inches, respectively. In July, the average temperature is 81.5° F and rainfall is 7.79 inches (FLDNR 2000). Thus, for much of the year ambient mid-day temperatures in Ocala are high. For many people, particularly visitors to the area from other climates, indoor activities are favored, especially during the summer months.

Soils and Geology

The soils typical of the Fort King site are derived from the underlying limestone deposits which make up the Crystal River Formation, which is part of the larger physiographic region known as the Ocala Uplift (Brown et al. 1990:37). The two main types of soils in this region are Alfisols and Ultisols which are

"dominated by gently sloping, well-drained sandy soils with loamy subsoils underlain by phosphatic limestone" (Brown et al. 1990:45). Within the boundaries of the Fort King site and land adjacent to the site, the soil types consist of well-drained varieties of Arredondo, Gainesville, Kendrick, Hague, and Zuber series (Thomas et al. 1979:150). All of these soil types are described as being well to moderately suitable to most general farm crops and are located at the highest elevations on the site. Poorly drained soils of the Pompano and Wacahoota series are located in or adjacent to the stream bed to the east of the site. They are described as moderately or not well suited to most local crops (Thomas et al. 1979:53, 59).

Water Resources

Undoubtedly, the proximity to a source of fresh water would have been a necessary precondition for the final selection of the exact location of Fort King. Along the eastern edge of the Fort King site is a small gully which once held a spring-fed creek or stream. This was probably the freshwater source for the fort. The stream still flows and feeds a small pond located along the northeastern edge of the property.

Flora and Fauna

The botanical species normally found in the study area are those typically associated with pine flatwoods and southern hardwood forests. Southern hardwood forests, which are not extensive in the Central Highlands, are referred to locally as hammocks. Flatwoods tend to be dominated by various species of pine such as longleaf pine (*Pinus palustris*), and slash pine (*Pinus elliottii*) (Abrahamson and Hartnett 1990:105). Hardwood hammocks are dominated by live oak (*Quercus virginiana*), sweetgum (*Liquidambar styraciflua*), southern magnolia (*Magnolia grandiflora*), and different types of hickory such as mockernut hickory (*Carya alba*) and pignut hickory (*Carya glabra*). The understory of these hammocks contain minor tree species such as southern red cedar (*Juniperus silicola*), dogwood (*Cornus florida*), saw palmetto (*Serenoa repens*), wax myrtle (*Myrica cerifera*), and southern red maple (*Acer rubrum*) (Platt and Schwartz 1990:198).

Historically, the study area burned frequently and was much more open than is the case today. The following description from Lt. John T. Sprague gives an idea of how Fort King and environs appeared in 1839:

We find ourselves comfortably in camp upon the extended plain west of Fort King and in full sight of it. Two companies of Dragoons are encamped in a semicircular form in our rear. Upon our left is a thick Hammock, and upon our right is an undulating pine barren, representing a cultivated park. Fort King is immediately in front. The Fort is upon an eminence [sic] overlooking the forest

[sic] that surrounds it, and its peculiar construction and its flag contrasting with the wilderness around, gives it quite a picturesque appearance (White 1956:161).

Over time, and with the cessation of agriculture, the site gradually became covered in a thick growth of secondary forest. However, recent storms and pine beetle outbreaks have killed a number of trees at the site, opening it up considerably.

Animal species common to southern hardwood hammocks, although not necessarily found on the Fort King site itself, are also generally found throughout Florida. These include: opossum (*Didelphis virginiana*), raccoon (*Procyon lotor*), gray squirrel (*Sciurus carolinensis*), cotton mouse (*Peromyscus gossypinus*) white-tailed deer (*Odocoileus virginianus*), black bear (*Ursus americanus*), wild turkey (*Meleagris gallopavo*), red cockaded woodpecker (*Picoides borealis*), great horned owl (*Bubo virginianus*), pine woods snake (*Rhadinaea flavigaster*), and eastern diamond rattlesnake (*Crotalus adamanteus*), to name just a few. Some animal species having a direct impact on the archeological record are burrowing animals such as the southeastern pocket gopher (*Geomys pinetis*), gopher tortoise (*Gopherus polyphemus*), and the relatively recent non-native arrival, armadillo (*Dasyurus novemcinctus*).

Soundscape

The Fort King site is located in a residential neighborhood in the City of Ocala. The existing soundscape exhibits a mixture of natural and human-caused sounds typical of such areas. Natural sounds such as those of birds, insects, wind, and weather are punctuated by the sounds of light traffic, yard maintenance, car doors slamming, and people talking. While not entirely consistent with the historic soundscape, the existing soundscape exhibits a relatively high degree of natural quiet that does not detract from the historic character of the Fort King site.

Visitor Use and Experience

The Fort King site is cooperatively managed by the City of Ocala, Marion County, and the DAR. At present the site remains essentially undeveloped for visitor use. The monument tract is maintained by the City of Ocala for the DAR, and public access to the remainder of the site is allowed by appointment only. Apart from the driveway to the former McCall family dwelling, no roads exist to the interior of the site and no public parking areas have been constructed. No formal interpretive plan for site visitors has been developed.

Socioeconomic Conditions

The City of Ocala is located in central Marion County, Florida. At the time of the 2000 census, Ocala had a population of 45,943. In that same year the total population of Marion County was 258,916. From 1990 to 2000 the population of the county grew 32.9%, ranking it in the top 20 percent for growth nationwide.

The population of Marion County is predominantly white (84%) and African American (12%). Most industrial workers in the county are employed in manufacturing, health care, retail and government. In 2002, average annual earnings per worker in selected occupations ranged from \$19,788 for agricultural/forestry workers to \$40,000 for workers in insurance and finance. The county is also one of four major centers in the world for breeding and training thoroughbred horses. In 1997, Marion County led all U.S. counties in the number of horses and ponies in residence. Nearly 29,000 residents are employed in the county's thoroughbred industry.

Ocala actively promotes historic preservation within its city limits. The city has included a Historic Preservation Element in its Comprehensive Plan, has revitalized the downtown area, and has designated three historic districts. In addition, the city has nominated a portion of west Ocala to the National Register of Historic Places.

Diverse recreational opportunities are available to residents and visitors. Besides city and county parks, Silver River State Park and nearly three-quarters of Ocala National Forest are located within the county.

CHAPTER FIVE: ENVIRONMENTAL CONSEQUENCES

Chapter Overview

NEPA requires that federal agencies, before taking an action, discuss the environmental impacts of that action, feasible alternatives to that action, and any adverse environmental effects that cannot be avoided if the proposed action is implemented. This section of the EIS describes the potential environmental impacts of implementing each of the alternatives (i.e., the No Action alternative and the three action alternatives) on natural and cultural resources, visitor use and experience, and the socioeconomic environment. These impacts provide a basis for comparing the advantages and disadvantages of the three action alternatives.

This analysis of environmental consequences consists largely of a qualitative assessment of the effects of the four alternatives with respect to 4 major impact topics. The first part of this section discusses the methodology used to identify impacts and includes definitions of terms. The impact topics are then analyzed with reference to each of the four alternatives. The discussion of each impact topic includes a description of the positive and negative effects of the alternatives, a discussion of cumulative effects, if any, and a conclusion. The conclusion includes a discussion of whether, and to what extent, the alternative would impair site resources and values.

Assessment Methodology

Generally, the methodology for resource impact assessments follows direction provided in the Council on Environmental Quality (CEQ) Regulations for Implementing the National Environmental Policy Act, Parts 1502 and 1508. The impact analysis and the conclusions in this part are based largely on a review of existing literature, information provided by experts within the NPS and other agencies, and professional judgment.

The impacts from the four alternatives were evaluated in terms of the context, duration, and intensity of the impacts, as defined below, and whether the impacts were considered beneficial or adverse to site resources and values.

Context

Each impact topic addresses effects on resources inside and outside the landmark boundary; to the extent those effects are traceable to the actions set forth in the alternatives.

Duration and Intensity of Impacts

Impacts are analyzed in terms of their intensity (negligible, minor, moderate, or major) and duration (short- or long-term). The criteria used to define the duration and intensity of impacts associated with the analyses are presented in Figure 14.

Impact Types

Impacts would be beneficial or adverse. In some cases, impacts would be both beneficial and adverse.

CEQ regulations and the NPS's *Conservation Planning, Environmental Impact Analysis and Decision-making* (Director's Order #12) call for a discussion of the appropriateness of mitigation, as well as an analysis of how effective the mitigation would be in reducing the intensity of a potential impact, e.g. reducing the intensity of an impact from major to moderate or minor. The preferred alternative assumes that site managers would apply mitigation measures to minimize or avoid impacts. If appropriate mitigation measures were not applied, the potential for resource impacts would increase and the magnitude of those impacts would rise.

Direct versus Indirect Impacts

Direct effects would be caused by an action and would occur at the same time and place as the action. Indirect effects would be caused by the action and would be reasonably foreseeable but would occur later in time, at another place, or to another resource.

Cumulative Impacts

Regulations implementing NEPA issued by the CEQ require the assessment of cumulative impacts in the decision-making process for federal actions.

Cumulative impacts are defined as "the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or non-federal) or person undertakes such other actions" (40 CFR 1508.7). Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

The cumulative impacts analyzed in this document consider the incremental effects of the four alternatives in conjunction with past, current, and future actions at the site. Cumulative impacts were determined by

Impact Threshold Definitions					
Impact Topic	Negligible	Minor	Moderate	Major	Duration
Cultural Resources	The impact is at the lowest levels of detection – barely perceptible and not measurable.	For archeological resources, the impact affects an archeological site(s) with high data potential and no significant ties to a living community's cultural identity. The impact does not affect the character defining features of a National Register of Historic Places eligible or listed structure, district, or cultural landscape.	For archeological resources, the impact affects an archeological site(s) with high data potential and no significant ties to a living community's cultural identity. For a National Register eligible or listed structure, district, or cultural landscape, the impact changes a character defining feature(s) of the resource but does not diminish the integrity of the resource to the extent that its National Register eligibility is jeopardized.	For archeological resources, the impact affects an archeological site(s) with exceptional data potential or that has significant ties to a living community's cultural identity. For a National Register eligible or listed structure, district, or cultural landscape, the impact changes a character defining feature(s) of the resource, diminishing the integrity of the resource to the extent that it is no longer eligible to be listed in the National Register.	Short term - Treatment effects on the natural elements of a cultural landscape may be comparatively short-term (e.g., three to five years until new vegetation grows or historic plantings are restored, etc.) Long term - Because most cultural resources are non-renewable, any effects on archaeological, historic, or ethnographic resources, and on most elements of a cultural landscape would be long term.
Natural Resources	Soils, vegetation, and wildlife would not be affected or the effects would be at or below the level of detection, would be short-term, and the changes would be so slight that they would not be of any measurable or perceptible consequence to populations of plants and animal species. Any effects to soil productivity or fertility would be small, as would the area affected.	Effects to soils, vegetation, and/or wildlife would be detectable, long-term and localized, with consequences at the population level for plants and/or animals. The effect on soil productivity or fertility would be readily apparent, long-term, and result in a change to the soil character over a relatively wide area.	Effects to soils, vegetation, and/or wildlife would be readily detectable, long-term and localized, with consequences to populations of plants and animals in the region. The effect on soil productivity or fertility would be readily apparent, long-term, and substantially change the character of the soils over a large area in and out of the site.	Effects to soils, vegetation, and/or wildlife would be obvious, long-term, and would have substantial consequences to populations of plants and animals in the region. The effect on soil productivity or fertility would be readily apparent, long-term, and substantially change the character of the soils over a large area in and out of the site.	Short term - Effects last less than 1 year Long term - Effects last more than 1 year
Visitor use and experience	Visitors would not be affected or changes in visitor use and/or experience would be below or at the level of detection. Any effects would be short-term. The visitor would not likely be aware of the effects associated with the alternative.	Changes in visitor use and/or experience would be detectable, although the changes would be slight and likely short-term. The visitor would be aware of the effects associated with the alternative, but the effects would be slight.	Changes in visitor use and/or experience would be readily apparent and likely long-term. The visitor would be aware of the effects associated with the alternative and would likely be able to express an opinion about the changes.	Changes in visitor use and/or experience would be readily apparent and have important long-term consequences. The visitor would be aware of the effects associated with the alternative and would likely express a strong opinion about the changes.	Short term - occurs only during the treatment effect. Long term - occurs after the treatment effect.

Figure 14. Impact Threshold Definitions

Impact Threshold Definitions					
Impact Topic	Negligible	Minor	Moderate	Major	Duration
Facilities, Operations, and Admin.	Site operations would not be affected or the effect would be at or below the lower levels of detection, and would not have an appreciable effect on site operations.	The effect would be detectable and likely short-term, but would be of a magnitude that would result in a substantial change in site operations in manner noticeable to staff and the public.	The effects would be readily apparent, be long-term, and would result in a substantial change in site operations in a manner noticeable to staff and the public.	The effects would be readily apparent, long-term, would result in a substantial change in site operations in a manner noticeable to staff and the public and be markedly different from existing operations.	Short term - effects lasting for the duration of the treatment action. Long term - effects lasting longer than the duration of the treatment action.
Socio-economic environment	No effects would occur or the effects to socioeconomic conditions would be below or at the level of detection. The effect would be slight and no long-term effects to socio-economic conditions would occur.	The effects to socioeconomic conditions would be detectable. Any effects would be small.	The effects to socioeconomic conditions would be readily apparent and likely long-term. Any effects would result in changes to socioeconomic conditions on a local scale.	The effects to socioeconomic conditions would be readily apparent, long-term, and would cause substantial changes to socioeconomic conditions in the region.	Short term - occurs only during the treatment effect Long term - occurs after the treatment effect

Figure 14 (Continued). Impact Threshold Definitions

combining the effects of a given alternative with other past, present, and reasonably foreseeable future actions. Cumulative impacts were assessed in the context of the Fort King site itself and the immediately surrounding residential portion of the City of Ocala. This portion of Ocala is largely built-out and no major land use changes are anticipated in the reasonably foreseeable future. Traffic on area streets is typical of residential areas, but appears to be increasing due to growth in the Ocala area overall. Any additional changes to traffic loads would likely be noticeable by neighborhood and city residents.

The cumulative impact analysis and conclusions in this document are based on information available in the literature, data from NPS studies and records, and information provided by experts within the National Park Service and other agencies. Unless otherwise stated, all impacts are assumed to be direct and long-term.

Impacts of Alternative A: No Action

Impacts on Cultural Resources

Impacts would be minor, long-term, and potentially adverse. The site would remain in public ownership (apart from the DAR tract) and would continue to be protected and managed by the City of Ocala and Marion County. However, funding for archeological investigations, research and curatorial activities would likely be extremely limited. In addition, there would be no management buildings located at the site apart from the existing home structure and no full time staff available to monitor site resources. Archeological resources would be monitored and protected primarily by local law enforcement agencies on routine patrols. As a result, the risk of looting and other loss or damage to site resources is greater under this alternative than under the three action alternatives.

Impacts to Natural Resources

Impacts would be minor to moderate, long-term, and potentially adverse. In the absence of full-time staff and a dedicated funding source, monitoring of the health of natural systems would be virtually non-existent. The site would continue to be vulnerable to invasion by exotic (i.e., non-native) species from neighboring subdivisions. No efforts would be made to rehabilitate the site's original plant communities as they existed at the time of the Seminole wars.

Impacts on Visitor Experience

Impacts to existing visitor use and experience would be negligible. The DAR monument site and surrounding area would continue to be open for public visitation. A small wayside exhibit describing the monument and its relation to Fort King would remain in place. Access to

the remainder of the site would remain restricted. Opportunities for meaningful interpretation of the site would be very limited.

Impacts on Facilities, Operations, and Administration

Impacts would be negligible given that no changes from current management would be implemented. No facilities would be constructed, and visitor access to the site would be restricted, except for the area around the DAR monument. No staff dedicated solely to management of the site would be hired.

Impacts on Socioeconomic Conditions

Impacts would be negligible so long as access to the site remains restricted. Under this alternative, opportunities for promoting the site would not be pursued and possible increases in tourism and associated economic benefits would not be realized. Visitation to the site would not increase by much, if at all. Maintaining current traffic levels might be perceived as a benefit by residents of neighboring subdivisions.

Cumulative Impacts

This alternative would maintain the status quo and would not result in additional, cumulative impacts.

Conclusions

Alternative A would not result in additional permanent impacts to the site and its natural resources. Because no additional major facilities are proposed under this alternative, future action would not be foreclosed and there would be no irreversible or irretrievable commitment of resources. Cultural resources would receive less intensive oversight and protection under this alternative than under the action alternatives. Thus, some cultural resources could be lost at a future date. Impacts to socioeconomic conditions would not change.

Impacts of Alternative B

Impacts on Cultural Resources

Impacts would be minor, long-term, and potentially adverse or beneficial, depending on the availability of funding and location of buried archeological resources. The volume of earth moving associated with the construction of site infrastructure poses a greater risk of disturbing unknown archeological remains than Alternative A but less than Alternatives C and D.

Archeological resources would be monitored and protected by local law enforcement agencies. No full time staff would be available to monitor site resources but the presence of walking trails and the possibility of chance encounters with visitors could serve to deter

looters, resulting in minor beneficial impacts to cultural resources.

No new construction of trails, parking areas, or structures would go forward until a thorough study had been made of the affected areas for previously undiscovered cultural resources. Archeological studies for other research purposes could be conducted as funding and state policy allows. All of these measures, taken together, would result in increased protection of cultural resources at the site.

The undeveloped site may be an attractive resource for higher education institutions in the State of Florida to conduct archeological investigations, research and curatorial activities in partnership with the park's management authority. Potential to receive technical assistance or funding from other federal and non-federal sources would be enhanced.

Impacts on Natural Resources

Impacts would be essentially the same as under the No Action alternative, i.e., minor to moderate, long-term, and adverse or beneficial, depending on the particular action being taken. In the absence of full-time staff and a dedicated funding source, monitoring of the health of natural systems would be limited, with emphasis placed instead on monitoring existing plants and animals to assure safe use by the public. Some soils, vegetation, and wildlife would be disturbed by new hiking trails, an expanded driveway, and minimal parking facilities. Additional soils, plants and animals would be destroyed in the vicinity of the fort location due to the thinning of vegetation to enhance interpretation of the site. Because this alternative involves less construction of visitor service infrastructure and, consequently, less ground disturbing activity than the other action alternatives, more vegetation would likely be preserved in an undisturbed condition. Efforts would be made to combat invasion of the site by exotic (i.e., non-native) species from neighboring areas, with impacts that would be long-term, moderate, and beneficial.

Impacts on Visitor Experience

Impacts to visitor use and experience would be moderate, long-term, and beneficial. The existing DAR monument would be complemented over time by new, basic visitor facilities, such as self-guided interpretive trails, wayside exhibits, and brochures. Active interpretation would be conducted by trained volunteers as demand warrants. The resulting impacts to visitor use and experience would be beneficial in that the visiting public would have free access to the site and better understanding of the site's history. However, outreach to local schools and other groups would be very limited. This alternative would likely result in increased visitation to the site, with an attendant increase in "non-historic" sounds such as those from

traffic, school buses, car doors slamming, children laughing, and the like. However, such sounds would be less prevalent under this alternative than under the other action alternatives.

Impacts on Facilities, Operations, and Administration

Impacts would be long-term, moderate and beneficial. In contrast to Alternative A, the site would be made directly available to visitors and certain basic visitor service facilities would be constructed. The existing driveway entrance would be expanded and paved, and a 15-vehicle parking lot would be constructed. However, day-to-day operation of the site would be largely overseen by volunteers and no staff dedicated solely to management of the site would be hired. Impacts would thus be beneficial, but moderate in intensity.

Impacts on Socioeconomic Conditions

Impacts would be negligible to minor, long-term, and beneficial. As a fundamentally local park with relatively few visitor services, the site would be unlikely to attract large numbers of long-distance travelers – the types of visitors who patronize hotels, restaurants, and other commercial establishments. Most visitors would likely come from the Ocala area and nearby region. Accordingly, direct and indirect economic impacts to the area would likely be negligible to minor. However, the park would provide a new amenity to the local area and thereby beneficially impact local community life. Traffic would increase from current levels, but impacts would be minimized since access to the site would be from East Fort King Avenue, a major connecting artery. Noise levels would increase somewhat during the day due to visitor use, resulting in impacts that some could perceive as adverse.

Cumulative Impacts

This alternative would result in slightly increased visitation levels over those experienced under Alternative A. The resulting automobile traffic could combine with increasing traffic counts on East Fort King Avenue to result in somewhat greater congestion. Increased traffic, as well as visitor activities at the site itself, could result in slightly higher noise levels for neighboring residents.

Conclusions

Alternative B would result in permanent impacts to the site in the form of a widened paved driveway and a small parking area. Other than these facilities, no additional major facilities are proposed under this alternative. Thus, to a limited extent, this alternative would foreclose future action and result in irreversible or irretrievable commitment of resources. Cultural resources would receive more intensive oversight and

protection under this alternative than under alternative A, but less than under alternatives C and D. On the other hand, alternatives C and D would have greater impacts on natural resources than would this alternative. Impacts to socioeconomic conditions would be beneficial, but less intense than under alternatives C and D. However, the relatively minor impacts to socioeconomic conditions would be counterbalanced by lower operating and maintenance costs for local governing authorities.

Impacts of Alternative C

Impacts on Cultural Resources

Impacts would be moderate, long-term, and potentially adverse or beneficial, depending on the availability of funding and location of buried archeological resources. The volume of earth moving associated with the construction of site infrastructure poses a greater risk of disturbing unknown archeological remains than Alternative A and B but less than Alternative D.

The site would remain in public ownership (apart from the DAR tract) and would be protected and managed by the City of Ocala and Marion County. As with Alternative B, archeological resources would be monitored and protected primarily by local law enforcement agencies, but a small professional interpretive staff would be present on-site during the day. Technical assistance may be available from NPS under the National Historic Landmark program, to the extent federal funds are available. This funding, or funding from other sources, would guide the care of artifacts, which would be stored at an off-site facility, resulting in an increased level of protection for cultural resources than may be available under Alternative B.

No new construction of trails, parking areas, or structures would go forward until a thorough study had been made of the affected areas for previously undiscovered cultural resources. Archeological studies for other research purposes could be conducted as funding and state policy allows. All of these measures, taken together, would result in increased protection of cultural resources at the site.

Impacts on Natural Resources

Impacts would be minor to moderate, long-term, and either adverse or beneficial, depending on the particular action being taken. Most new developments, such as renovation of the existing residence into a visitor contact station, would occur in areas of existing disturbance. However, some soils, plants, and animals would be displaced or destroyed by the construction of trails, parking areas, and a new entranceway. Somewhat more extensive disturbance of vegetation and wildlife would occur at the fort's historic location, where a 100-foot diameter area would be cleared of

trees and other large woody vegetation. On the whole, these impacts would be long-term, minor to moderate, and adverse. Efforts would be made to control exotic species if they threaten park resources, visitor safety, adjacent properties, or community values. Impacts from controlling exotic vegetation would be minor to moderate, long-term and beneficial.

Impacts on Visitor Experience

Impacts to visitor use and experience would be moderate to major, long-term, and beneficial. Local site managers, in conjunction with a professional consultant, would develop a park master plan for the site, which would provide for renovation and re-use of existing structures for visitor use and site administration. As with Alternative B, this alternative could result in an increase in "non-historic" sounds such as those from traffic, school buses, car doors slamming, children laughing, and the like. Such sounds would be more prevalent under this alternative than under Alternative B, but less prevalent than under Alternative D.

Impacts on Facilities, Operations, and Administration

Impacts would be moderate to major, long term, and beneficial. The existing residence would be renovated for use as a visitor contact station and administration building. The entranceway would be paved and expanded and parking for 15 vehicles would be provided, with the understanding that a 55-space parking area could be constructed in the rear of the property as visitation increases over time. Trails and other visitor service facilities would be installed. Day to day operation of the site would be entrusted to a small professional interpretive staff, which would be responsible for providing interpretive services to visitors and patrolling the grounds. As a result, improved visitor facilities would be made available and protection of site resources would be enhanced.

Impacts on Socioeconomic Conditions

Impacts would be moderate to major, long-term, and beneficial. This alternative, with its call for more intensive development and permanent staff, could attract larger numbers of long-distance travelers than would alternatives A and B, assuming the site was effectively marketed to a broad audience. These visitors would be more likely than local residents to need hotels, restaurants, and other commercial services, thereby generating economic benefits for the local community. On the other hand, development and day-to-day operation of the site would place significant economic demands on the local community in the long term because costs of site development and annual operation costs would be borne primarily by local governments and/or a management entity set up to

operate the site. The park would provide a major new amenity to the local area and could provide some limited recreational opportunities in the form of walking trails. Traffic would increase from current levels, but impacts would be minimized since access to the site would be from East Fort King Avenue, a major connecting artery. Noise levels would increase somewhat during the day due to visitor use, resulting in impacts that some could perceive as adverse.

Cumulative Impacts

Cumulative impacts would generally be the same as under Alternative B. Impacts could be somewhat higher due to higher levels of visitation under this alternative than Alternative B.

Conclusions

Alternative C would result in permanent impacts to the site in the form of a widened paved entranceway and parking areas. In addition, the existing on-site residence structure would be renovated and expanded. These facilities are more extensive than the facilities called for under Alternative B and would, to a proportionately greater extent, foreclose future action and result in irreversible or irretrievable commitment of resources. Cultural resources would receive more intensive oversight and protection under this alternative than under alternatives A and B, but less than under Alternative D. However, the construction of facilities to protect and interpret these resources for the public would result in greater impacts to natural resources than would occur under alternatives A and B. Beneficial impacts to socioeconomic conditions would be greater under this alternative than under alternatives A and B, but operation and maintenance costs would be substantially higher for local communities and/or the managing entity.

Impacts of Alternative D

Impacts on Cultural Resources

Impacts would be moderate, long-term, and potentially adverse or beneficial, depending on the availability of funding and location of buried archeological resources. The volume of earth moving associated with the construction of site infrastructure poses a greater risk of disturbing unknown archeological remains than Alternatives A, B, and C.

Ownership of the site (except for the DAR tract) would be retained by the City of Ocala and Marion County. These entities would retain a professional consultant to develop a park master plan for the site, which most likely would include on-site facilities for visitor use, site administration, and artifact storage and curation. Full-time trained staff would be employed to protect the site's cultural resources. These steps, together with

increased site visitation, would considerably reduce the risk of looting and other loss or damage to site resources. Existing and newly-discovered artifacts would be stored in accordance with accepted standards for artifact storage and museum collections.

No new construction of trails, parking areas, or structures would go forward until a thorough study had been made of the affected areas for previously undiscovered cultural resources. Archeological studies for other research purposes could be conducted as funding and state policy allows. All of these measures, taken together, would result in increased protection of cultural resources at the site.

Impacts on Natural Resources

Impacts would be minor to moderate, long-term, and either adverse or beneficial, depending on the particular action being taken. On-site staff would be able to monitor the health of natural systems and recommend treatments as necessary, resulting in improved conservation of natural resources. Over time, studies could be completed of the site's original vegetative communities and efforts could be made to rehabilitate the site's plant communities as they existed at the time of the Seminole wars. Exotic species would be systematically removed from the buffer area around the fort location and existing vegetation would be supplemented with native plant materials representative of species that existed during the period of historic significance. However, this alternative would result in more destruction or displacement of soils, plants, and animals than the other alternatives due to construction of larger parking areas, an entrance road, and a visitor center. In addition, substantially more disturbance of vegetation and wildlife would occur at the fort's historic location under this alternative than Alternative C because twice as much land area (an area 200 feet in diameter) would be cleared of trees and other large woody vegetation. Impacts to natural resources from construction and clearing activities would be long-term, minor to moderate, and adverse.

Impacts on Visitor Experience

Impacts to visitor use and experience would be major, long-term, and beneficial. The existing DAR monument would remain in place, but would be supplemented in the short term by new visitor facilities such as self-guided interpretive trails, wayside exhibits, and brochures. In the intermediate term, a visitor center/museum facility would be constructed to interpret the site and its role in the Seminole wars. A dedicated interpretive facility would result in greater understanding of the site by park visitors, especially local schools and other groups. Active interpretation of the site would be conducted by trained staff members, and these interpreters would interpret more complex

themes than would be offered under Alternatives B and C. Visitors would be able to participate in a wider range of interpretive programs as well, including living history demonstrations and archeological research and demonstration programs. As with Alternatives B and C, this alternative could result in an increase in “non-historic” sounds such as those from traffic, school buses, car doors slamming, children laughing, and the like. Such sounds would be more prevalent under this alternative than under Alternatives A, B, or C.

Impacts on Facilities, Operations, and Administration

Impacts would be major, long term, and beneficial. A new visitor center and administration building would allow enhanced interpretation for visitors as well as improved site administration. The building would be served by a new paved entrance road and parking for 70 vehicles. This alternative assumes that the managing entity will have secured a more or less predictable level of base funding from year to year prior to constructing extensive park infrastructure, thereby permitting greater management stability. Assuming adequate annual funding remains in place over time, Alternative D would make available the most extensive visitor facilities of all the alternatives and would afford the greatest protection of site resources. It would also be the costliest to administer for local governments and/or the managing entity.

Impacts on Socioeconomic Conditions

Impacts would be moderate to major, long-term, and beneficial. As an intensively managed historical site, with specially-designed facilities and substantial interpretive services, the site would likely attract more regional and national attention than would the other alternatives, assuming an aggressive marketing effort to a wide audience. This greater level of publicity could very well attract a greater number of long-distance travelers (including travelers on Interstate 75) than would the other three action alternatives. These visitors would be more likely than local residents to need hotels, restaurants, and other commercial services, thereby generating economic benefits for the local community. Development and operation of the site would place increased economic demands on the local community in the short and long terms because site development and operation would entail partnerships between and among local governments, interested Indian tribes, and organizations. These partnerships

would necessitate significant financial contributions from local interests. Given that Alternative D calls for more intensive development than Alternative C, long-term costs to the local community in the form of annual operating expenses would be proportionately higher. The park would provide a major new amenity to the local area and could provide some limited recreational opportunities in the form of walking trails. As with Alternative C, traffic would increase from current levels, but impacts would be minimized since access to the site would be from East Fort King Avenue, a major connecting artery. Noise levels would increase somewhat during the day due to visitor use, resulting in impacts that some could perceive as adverse.

Cumulative Impacts

Cumulative impacts would generally be the same as under Alternatives B and C. Impacts could be somewhat higher due to higher levels of visitation under this alternative than alternatives B and C.

Conclusions

Alternative D would result in permanent impacts to the site in the form of a new paved entrance road, parking for 70 vehicles, and a new visitor center/administration building. These facilities are more extensive than the facilities called for under alternatives B and C, and would, to a proportionately greater extent, foreclose future action and result in irreversible or irretrievable commitment of resources. Cultural resources would receive more intensive oversight and protection under this alternative than under any of the other alternatives; however, of all the alternatives, this alternative would have the most intense adverse impacts on natural resources. Beneficial impacts to socioeconomic conditions would likewise be greater under Alternative D than the other alternatives, but operations and maintenance costs would be greater as well. The need to supply funding for these functions could have important long-term impacts on local governments and/or the managing entity for the site.

CHAPTER SIX: CONSULTATION AND COORDINATION

Chapter Overview

Solicitation of public comment on EISs is required under NEPA and by NPS policy. More importantly however, public input helps the NPS shape and improve its preliminary ideas to better meet the mission of the NPS, the goals of NEPA, and the interests of the American public.

This chapter describes the public involvement program employed during this project and documents the role public participation played in identifying and refining the management alternatives included in the FSRS/EIS.

Questions about the FSRS/EIS

Persons wishing to submit written comments about the Fort King FSRS/EIS should forward them to:

National Park Service, Southeast Region
Attn: Tim Bemisderfer / Fort King SRS
100 Alabama Street, 6th Floor, 1924 Building
Atlanta, GA 30303

Comments may be sent via E-mail to:
tim_bemisderfer@nps.gov

Additional copies of the FSRS/EIS and the exact dates of the official waiting period may be obtained by:

- writing the NPS at the above address
- telephone request - please call 404-562-3124 ext. 693
- visiting the project website www.nps.gov/sero/planning/fortking or the NPS park planning website: <http://parkplanning.nps.gov>

NPS Policy on Disclosure and Anonymity

It is the policy of the NPS not to consider anonymous comments. Please note that it is the practice of the NPS to make comments, including names and addresses of respondents available for public review following the conclusion of the NEPA process. Individuals may request that the NPS withhold their name from public disclosure. If you wish to do this, you must state this prominently at the beginning of your comment. NPS will honor such requests to the extent allowable by law, but you should be aware that NPS may still be required to disclose your name and address pursuant to the Freedom of Information Act.

History of Public Involvement

This document culminates a 5-year planning process. Public participation has been thorough and comprehensive throughout the scoping, NHL nomination, alternative development, DSRS/EIS, and FSRS/EIS phases of the project.

Much of the credit for bringing this final plan to completion must be attributed to our planning partners. The NPS planning team would like to extend its sincere appreciation to those park neighbors, local government officials, tribal governments, academics, local politicians, business leaders, FL State Historic Preservation Office, USFWS, and other public interest groups who freely shared their thoughts and concerns about the site.

Public participation during the scoping and management alternatives development phases of this FSRS/EIS has been thorough and comprehensive. The program was initiated with a series of open house and focus group meetings in May 2001. Ongoing consultations and briefings with a wide variety of stakeholders occurred regularly thereafter.

Extensive peer review and public comment was solicited in association with the NPS Archeological Overview and Assessment (5/2000 through 12/2000) and the National Historic Landmark nomination processes (5/2001 through 12/2003). NPS distributed a newsletter and hosted an additional series of public meetings in April 2002 to solicit input about its preliminary management alternatives. More than 20 special presentations were delivered to a wide variety of public and private audiences through May 2004. Recommendations and comments provided by stakeholders contributed substantially to the overall analysis of site resources and development of management alternatives at Fort King.

The study has been covered extensively in the local print media and a project internet site was created to facilitate a dialogue with persons outside of the local area.

A Summary of how public input influenced the development of management alternatives can be found in Chapter 2. Public comments received about the DSRS/EIS and how they influenced preparation of the FSRS/EIS are discussed in the following section.

Public Review of the DSRS/EIS

A Notice of Availability for the DSRS/EIS was published in the Federal Register on November 21, 2005. The official comment period closed on January 30, 2006.

Comment Summary

Public concern about the draft document was expressed primarily in four ways:

- by personal and public oral statements made during two public meetings in Ocala, Florida on January 18, 2006
- through written letters submitted by individual citizens or citizen groups
- through written letters by Federal, State, or Local government agencies

Approximately 250 written letters and 25 oral statements constitute the extent of public response to the DSRS/EIS. The relatively small number of responses is attributed to the extensive public involvement and consultation that occurred during the NHL nomination and alternative development phases of the project. An analysis of the public response to the draft plan resulted in several general observations.

- Broad public support exists for protecting and interpreting the cultural resources of the Fort King site.
- Over 90% of the stakeholder responses were submitted for the sole purpose of expressing support for designating Fort King site as a unit of the National Park System. While most stakeholders understand the financial concerns expressed by the NPS in the DSRS/EIS, there is still a strong desire among them to pursue a legislative initiative for designation.

Comment Analysis Methodology

After closure of the official comment period, the NPS performed a 5-step content analysis of all written and oral responses to the DSRS/EIS.

Step One: Each letter was carefully read in its entirety. Oral responses were reviewed on audio tape.

Step Two: Written responses were analyzed by physically highlighting identifiable concerns on a copy of each correspondence. Concerns derived from oral responses were paraphrased and documented in writing. When responses contained multiple concerns, each was documented separately.

Step Three: Multiple concerns about similar topics were consolidated by paraphrasing a single concern statement to reflect the common viewpoint.

Step Four: Each concern was classified into one of three response categories:

- Out-of-scope
- In-scope and substantive
- In-scope but nonsubstantive

Out-of-scope

Concerns were classified as falling within the scope (in-scope) of decision making or falling outside that scope (out-of-scope). The Council of Environmental Quality (CEQ) regulations define “scope of decision making” as the range of connected, cumulative, or similar actions, the alternatives and mitigation measures, and the direct, indirect, and cumulative impacts to be considered in the EIS.

Generally, concerns considered out-of-scope are those that:

- Do not address the purpose, need, or goals of the SRS. For example, comments related to day-to-day operational issues, maintenance techniques, or the content of interpretive programs would be considered out-of-scope.
- Address issues or concerns that are already decided by law or policy
- Suggest an action not appropriate for the current level of planning. For example, suggestions about architectural details or construction materials would be more appropriately considered in a park master plan or implementation level plan
- Recommend only minor editorial corrections

In-scope and substantive

Concerns identified as within the scope of decision making were further classified as in-scope and substantive or in-scope but nonsubstantive. NPS policy and NEPA guidelines define substantive comments as those that:

- Question, with reasonable basis, the accuracy or the information in the EIS
- Question, with reasonable basis, the adequacy of the environmental analysis
- Present reasonable alternatives other than those presented in the EIS
- Cause changes or revisions in the proposal

In-scope but nonsubstantive

In-scope but nonsubstantive concerns include those that simply state a position in favor of or against an alternative, merely agree or disagree with NPS policy, or otherwise express an unsupported personal preference or opinion.

Step Five: The list of in-scope and substantive concerns was reexamined and appropriate responses prepared. Responses to in-scope and substantive comments most often resulted in changes to text in the FSRS/EIS for the purposes of clarification.

While the NPS is required to respond only to in-scope and substantive concerns, responses were also prepared for selected out of scope and in-scope but nonsubstantive concerns if by providing a response public understanding of the decision making process was enhanced. Responses were not prepared for all out-of scope or in-scope but nonsubstantive concerns.

Concerns and Responses

The agency, organization, or individual that voiced the concern is identified in parenthesis immediately following the concern statement. In instances where a number of similar concerns were made by different persons, one or two individual's names are listed to represent the entire group.

1. **Concern:** Both Marion County and the City of Ocala partnered in the acquisition of the property, revealed on the ownership papers enclosed. As a result of this joint ownership, I would like to request the first column, fourth paragraph and second column second paragraph on page 11 be updated include the joint ownership of the 22 acre tract. (Dr. Lee A. Niblock, CPRP, Director, Marion County Parks and Recreation Department)

Response: We agree. The referenced text has been changed in the final document.

2. **Concern:** Please note a small historical inaccuracy in your report. The document indicates on page 3, column two, paragraph 3 and page 21, column 1, paragraph 5 that only one Federal soldier survived Dade's Massacre. In fact, historical records indicate that two soldiers survived the attack. (Tom Brady, Micanopy FL)

Response: We agree. The referenced text has been changed in the final document.

3. **Concern:** Fort King was designated a National Historic Landmark in 2004. The site received this prestigious designation because of its significance to the people of the United States, associated American Indian tribes, the State of Florida, Marion County, and the City of Ocala. It is a national treasure that needs to be preserved in perpetuity. Our community is committed to the site's designation as a National Park. We will continue to urge our local Federal and State elected officials to support designation of Fort King as a new Unit of the National Park Service. (Paul Nugent, City Manager, City of Ocala; Gerald Ergle, former Mayor, City of Ocala)

Response: We agree with your assessment that the Fort King site is a nationally significant resource and worthy of preservation. This study does not recommend adding Fort King to the National Park System because the associated development and operational costs make such an addition unfeasible in light of current budgetary constraints and other NPS priorities.

Distribution of the Draft and Final Documents

The Draft and Final SRS/EIS were distributed to following agencies and organizations.

Florida Congressional Delegation

- Honorable Cliff Stearns
- Honorable Ric Keller
- Honorable Bill Nelson
- Honorable Mel Martinez

Federal Departments, Agencies, and Offices

- U.S. Department of Agriculture
 - Ocala National Forest
- U.S. Department of Defense
 - Army Corps of Engineers
- U.S. Department of Interior
 - Bureau of Indian Affairs
 - U.S. Fish and Wildlife Service
 - National Park Service
 - Washington Office
 - Southeast Region
 - Castillo de San Marcos NM
 - Fort Sumter NM
- U.S. Environmental Protection Agency

State of Florida

- Honorable Jeb Bush, Governor
- Florida State Legislature
 - Honorable Nancy Argenziano
 - Honorable Carey Baker
 - Honorable Dennis Baxley
 - Honorable Larry Cretul
 - Honorable Hugh Gibson
 - Honorable Edward “Ed” Jennings
 - Honorable Evelyn J. Lynn
 - Honorable Joe Pickens
 - Honorable Rod Smith
- Governor’s Council on Indian Affairs
- Department of Community Affairs
 - Florida State Clearinghouse

- Department of Environmental Protection
 - Recreation and Parks Division
 - Water Resource Management Division
 - St. Johns River WMD
 - Greenway and Trails Division
- Secretary of State
 - Division of Historical Resources
 - State Historic Preservation Officer
 - Bureau of Historic Preservation
 - Bureau of Archeological Research
- Fish and Wildlife Conservation Commission Marion County
- Board of County Commissioners
- Community Resources Bureau
 - Parks and Recreation Department
 - Public Libraries
- Growth Management Bureau
 - Planning Department
 - Zoning Department
- Life Safety Bureau
- Public Works Bureau
 - Transportation Department
- Marion County Public Schools
- Withlacoochee Regional Planning Council

City of Ocala

- Mayor and City Council
- Police Department
- City Manager
 - Recreation and Parks
 - Planning Department
 - Public Libraries
 - Public Affairs
 - Community Programming
- Metropolitan Planning Organization

Federally Recognized Indian Tribes Engaged in Government to Government Consultations

- Seminole Tribe of Florida
- Seminole Nation of Oklahoma
- Miccosukee Tribe of Indians of Florida
- Muscogee (Creek) Nation
- Thlophlocco Tribal Town

Organizations

- Daughters of the American Revolution, Ocala Chapter
- Ocala Historic Preservation Advisory Board (OHPAB)
- Seminole Wars Historic Foundation
- Historic Ocala Preservation Society (HOPS)
- Marion County Museum of History
- Silver River Museum

- Recreation Commission
- Municipal Arts Commission
- Marion County Historical Commission
- Ocala Chamber of Commerce
- Veterans Park
- Economic Development Council
- Silver Springs Natural Theme Park

Individuals

The DSRS/EIS and FSRS/EIS were also distributed to individuals on a mailing list maintained at the Southeast Regional Office and through the project internet site.

Preparers and NPS Planning Team Personnel

NPS Personnel contributing to this project function as planning team members or technical advisors. Generally, the responsibility of planning team members includes active participation in the analysis, development, and decision making processes of the project. It entails a higher level of commitment in time and resources than being a technical advisor. The planning team relies on technical advisors to provide in-depth professional and technical consultation on specific topics identified during the planning process.

NPS Planning Team Members

- Tim Bemisderfer – Planning Team Leader, Planning and Compliance Division, Southeast Region, NPS
- Mark Kinzer – Environmental Specialist, Planning and Compliance Division, Southeast Region, NPS
- Erika K. Martin-Seibert – Archeologist, National Historic Landmarks Survey, Washington Office, NPS
- John Sprinkle, Jr., Ph.D. – Supervisory Historian National Historic Landmarks Survey, Washington Office, NPS

NPS Technical Advisors

- Mark Barnes, Ph.D. – Senior Archeologist, Cultural Resources Division, Southeast Region, NPS
- John Beck – Interpretive Planner, Interpretation Division, Southeast Region, NPS
- Robert W. Blythe – Supervisory Historian, Cultural Resources Division, Southeast Region, NPS
- Audrey L. Brown, Ph.D. – Cultural Anthropologist, Ethnography Program, National Center for Cultural Resources, Washington Office, NPS

- John Fisher – Park Planner (Retired), Planning and Compliance Division, Southeast Region, NPS
- Jami Hammond – Environmental Specialist, Planning and Compliance Division, Southeast Region, NPS
- Robert Hellman – Archeological Technician, Southeast Archeological Center, NPS
- David Libman – Park Planner, Planning and Compliance Division, Southeast Region, NPS
- Richard McCollough – Chief, Partnership Program, Southeast Region, NPS
- Anthony Paredes, Ph.D. – Chief, Ethnography Program; Southeast Region, NPS
- Guy Prentice, Ph.D. – Archeologist, Southeast Archeological Center, NPS
- Carol D. Shull – Past Keeper of the National Register of Historic Places, National Historic Landmark Survey, Washington Office, NPS
- Michael Stanley – Architect and Landscape Architect, Facilities Management and Engineering Division, Southeast Region, NPS
- Amy Wirsching – Outdoor Recreation Planner, Planning and Compliance Division, Southeast Region, NPS

APPENDIX A: COMMENTS FROM FEDERAL, STATE, AND LOCAL GOVERNMENT AGENCIES



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 4
ATLANTA FEDERAL CENTER
61 FORSYTH STREET
ATLANTA, GEORGIA 30303-4860

January 30, 2006

National Park Service, Southeast Regional Office
ATTN: Tim Bernsdsrfer/Fort King SRS
100 Alabama Street, 6th Floor, 1924 Building
Atlanta, GA 30303

**RE: EPA Review Comments on
Draft Environmental Impact Statement (DEIS)
Fort King National Historic Landmark,
Special Resource Study, Implementation, Second Seminole War Site
CEQ No. 20050515**

Dear Mr. Bernsdsrfer:

The U.S. Environmental Protection Agency (U.S. EPA) Region 4 reviewed the subject Draft Environmental Impact Statement (DEIS) pursuant to Section 309 of the Clean Air Act, and Section 102 (2)(C) of the National Environmental Policy Act (NEPA). The purpose of this letter is to provide you with EPA's comments.

The DEIS assesses the potential environmental impacts of three management alternatives and the no-action alternative for the preservation of the Fort King National Historic Landmark located in Ocala, Marion County, Florida. While future funding and/or subsequent action are not guaranteed and a preferred NPS course of action is not identified, the DEIS does identify Alternative B as the environmentally preferred alternative and the "most effective and efficient" in protecting significant resources and providing for public enjoyment.

The three action alternatives relate to preserving and interpreting archaeological and historic themes for public enjoyment of the site. Alternative B involves a simple and low cost strategy approach to site development, while providing public access and visitor service infrastructure.

Based on EPA's review of the DEIS, the document received an "LO" rating, meaning that the EPA review did not identify any potential environmental impacts requiring changes to the alternatives. We support your efforts in preserving this national historic landmark.

Thank you for the opportunity to comment on this project. If we can be of further assistance, please contact me or Ramona McConney of my staff at (404) 562-9615.

Sincerely,

A handwritten signature in black ink, appearing to read "Heinz J. Mueller".

Heinz J. Mueller, Chief
NEPA Program Office

United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
Eastern Regional Office
545 Marriott Drive, Suite 700
Nashville, TN 37214



In REPLY REFER TO:
Trust Services
Environment, Safety, and Cultural Resources Division

MAR 02 2006

Mr. Tim Bernsderfer
National Park Service
Southeast Regional Office
100 Alabama Street SW
1924 Building, 6th floor
Atlanta, Georgia 30303

Dear Mr. Bernsderfer:

Thank you for inviting the Bureau of Indian Affairs, Eastern Regional Office, to comment on the *Draft Special Resources Study and Environmental Impact Statement (DEIS) for Fort King National Historic Landmark, a Second Seminole War site in Ocala, Florida*. Of the four alternatives discussed in the DEIS, it is our understanding that Alternative B is preferred by the National Park Service if acquisition and development funding becomes available. Our Regional Archaeologist, David Saunders, has one comment about Alternative B. Although Fort King is inland, it is susceptible to hurricane damage. If trees are uprooted during a hurricane, an adverse effect, there is potential for irreplaceable loss of archaeological information. Careful removal of the trees may be beneficial for the preservation of Fort King. Please contact Mr. Saunders at (615) 564-6840 if you have questions.

Sincerely,

ACTING Director, Eastern Region



United States Department of the Interior

FISH AND WILDLIFE SERVICE
6620 Southpoint Drive, South
Suite 510
Jacksonville, Florida 32216-0912

IN REPLY REFER TO:

FWS Log No. 41916-2006-1-4396

February 7, 2006

Mr. Tim Bernsderfer
National Park Service
Atlanta Federal Building
1924 Building
100 Alabama Street, S.W.
Atlanta, GA 30303

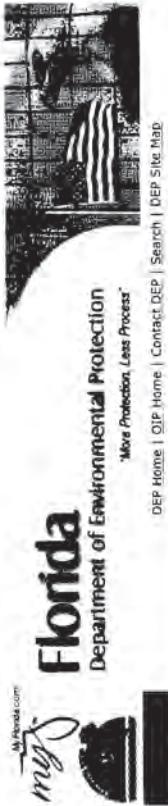
Dear Mr. Bernsderfer:

Thank you for your request to review the Draft Special Resource Study and Draft Environmental Impact Statement (DEIS) for Fort King in Ocala, Marion County, Florida. In 2004 the Fort King was designated as a National Historic Landmark, and planning continues to determine the site's suitability and feasibility as part of the National Park System. In May 2004, Don Palmer of this office, who is now retired, visited the site with you for a field inspection and Section 7 consultation. Mr. Palmer determined that no federally listed species occurred in the project area, but no formal reply was provided to your office by the U.S. Fish and Wildlife Service (Service).

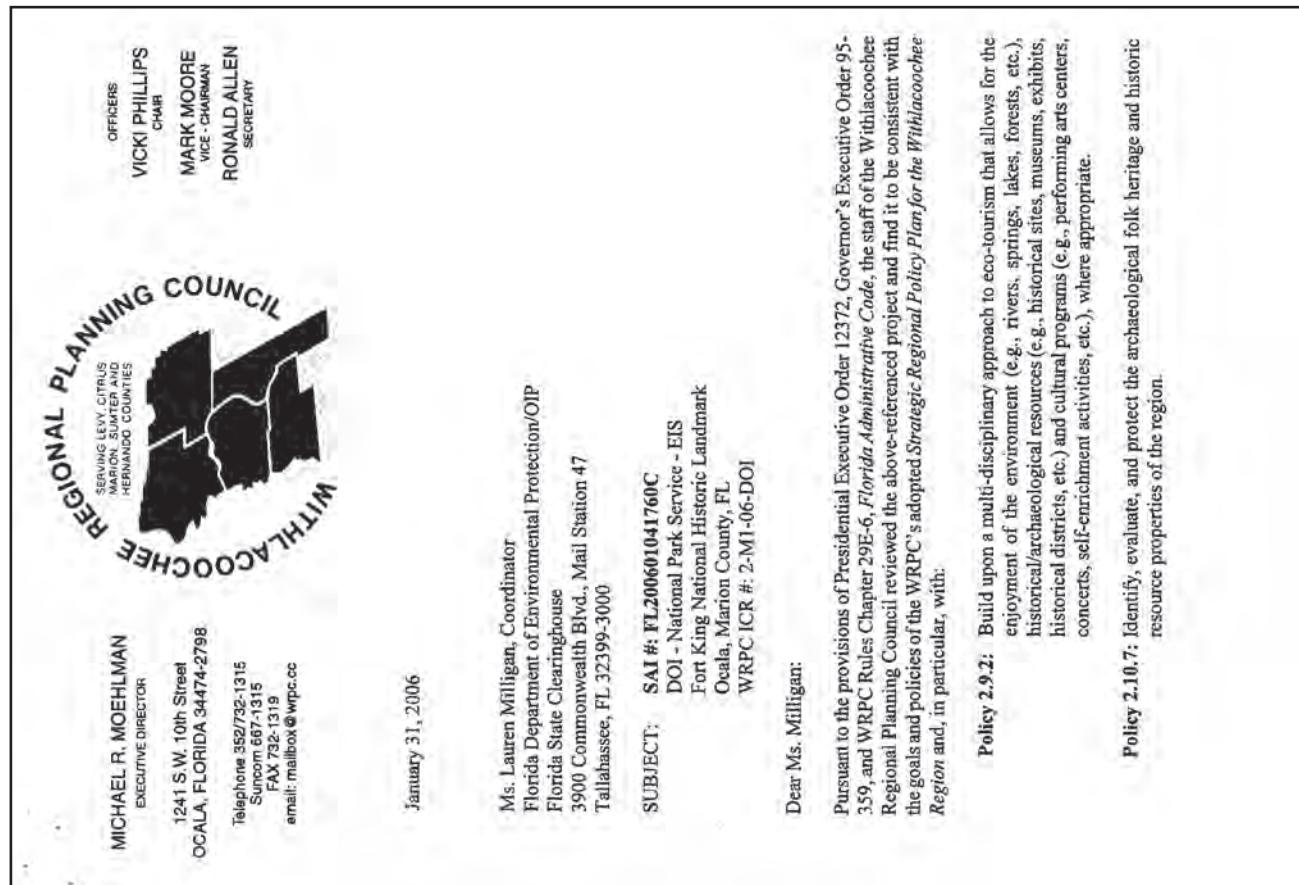
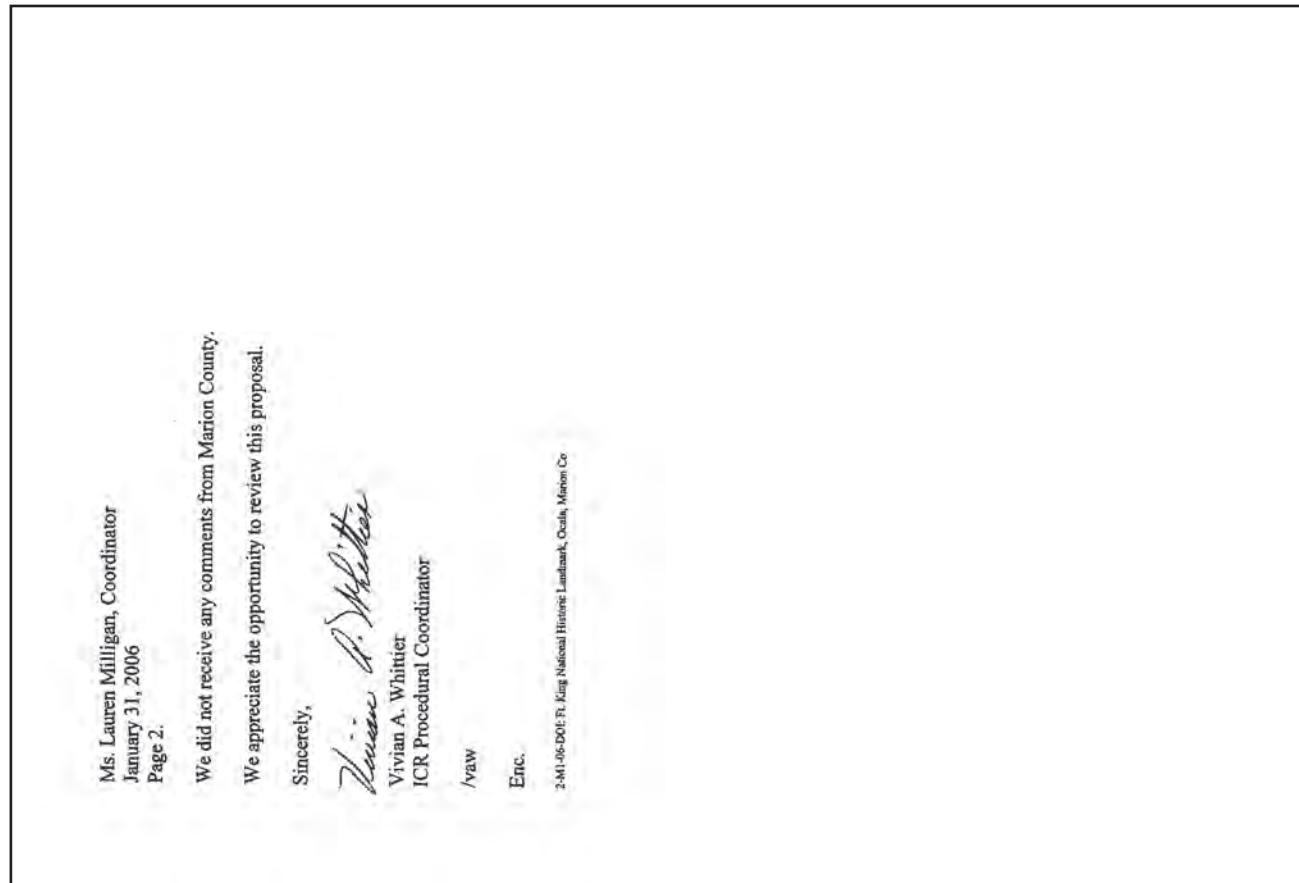
The Service has reviewed the Special Resource Study and the DEIS, and has determined that the proposed development of the Fort King site will have no effect on federally listed threatened or endangered species. This concludes the consultation process and fulfills the requirements of the Endangered Species Act, as amended (16 U.S.C. 1531 *et seq.*). Should additional information indicate that a federally listed species may be affected by the proposed activity, the Service requests that the National Park Service reinitiate consultation. Thank you for your cooperation in this matter, and should you have any questions, please contact Rob Bittner at 904/232-2580 ext 120.

Sincerely,

Stephen R. Bittner
David L. Hankla
Field Supervisor

 <p>Florida Department of Environmental Protection More Protection. Less Process. DEP Home DEP Home Contact DEP Search DEP DEP Site Map</p>	<p>Project Information</p> <table border="1"><tr><td>Project:</td><td>FL200601041760C</td></tr><tr><td>Comments</td><td>02/03/2006</td></tr><tr><td>Due:</td><td></td></tr><tr><td>Letter Due:</td><td>02/15/2006</td></tr><tr><td>Description:</td><td>DEPARTMENT OF THE INTERIOR NATIONAL PARK SERVICE - FORT KING NATIONAL HISTORIC LANDMARK DRAFT SPECIAL RESOURCE STUDY AND ENVIRONMENTAL IMPACT STATEMENT - OCALA, MARION COUNTY, FLORIDA.</td></tr><tr><td>Keywords:</td><td>NPS - FORT KING NATIONAL HISTORIC LANDMARK DEIS - OCALA, MARION CO.</td></tr><tr><td>CFDA #:</td><td>15.912</td></tr></table> <p>Agency Comments:</p> <table border="1"><tr><td>WITHLACOOCHEE RPC - WITHLACOOCHEE REGIONAL PLANNING COUNCIL Staff finds the project consistent with the WRPC's adopted Strategic Regional Policy Plan for the Withlacoochee Region.</td></tr><tr><td>MARION - No Comment</td></tr><tr><td>COMMUNITY AFFAIRS - FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS</td></tr><tr><td>FISH AND WILDLIFE COMMISSION - FLORIDA FISH AND WILDLIFE CONSERVATION COMMISSION No Comments Received</td></tr><tr><td>STATE - FLORIDA DEPARTMENT OF STATE No Comments Received</td></tr><tr><td>TRANSPORTATION - FLORIDA DEPARTMENT OF TRANSPORTATION No Comment</td></tr><tr><td>ENVIRONMENTAL PROTECTION - FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION No Comment</td></tr><tr><td>ST. JOHNS RIVER WMD - ST. JOHNS RIVER WATER MANAGEMENT DISTRICT From the information provided, District staff can make a detailed permit determination. However, from the information provided for the preferred alternative, District staff note that the proposed project will require a Standard General or Individual Environmental Resource Permit (ERP). Please contact Mr. Chou Fang, Supervising Professional Engineer, at (386) 312-2313 or cfang@sjrwmd.com for further ERP information and assistance.</td></tr></table>	Project:	FL200601041760C	Comments	02/03/2006	Due:		Letter Due:	02/15/2006	Description:	DEPARTMENT OF THE INTERIOR NATIONAL PARK SERVICE - FORT KING NATIONAL HISTORIC LANDMARK DRAFT SPECIAL RESOURCE STUDY AND ENVIRONMENTAL IMPACT STATEMENT - OCALA, MARION COUNTY, FLORIDA.	Keywords:	NPS - FORT KING NATIONAL HISTORIC LANDMARK DEIS - OCALA, MARION CO.	CFDA #:	15.912	WITHLACOOCHEE RPC - WITHLACOOCHEE REGIONAL PLANNING COUNCIL Staff finds the project consistent with the WRPC's adopted Strategic Regional Policy Plan for the Withlacoochee Region.	MARION - No Comment	COMMUNITY AFFAIRS - FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS	FISH AND WILDLIFE COMMISSION - FLORIDA FISH AND WILDLIFE CONSERVATION COMMISSION No Comments Received	STATE - FLORIDA DEPARTMENT OF STATE No Comments Received	TRANSPORTATION - FLORIDA DEPARTMENT OF TRANSPORTATION No Comment	ENVIRONMENTAL PROTECTION - FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION No Comment	ST. JOHNS RIVER WMD - ST. JOHNS RIVER WATER MANAGEMENT DISTRICT From the information provided, District staff can make a detailed permit determination. However, from the information provided for the preferred alternative, District staff note that the proposed project will require a Standard General or Individual Environmental Resource Permit (ERP). Please contact Mr. Chou Fang, Supervising Professional Engineer, at (386) 312-2313 or cfang@sjrwmd.com for further ERP information and assistance.
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Keywords:	NPS - FORT KING NATIONAL HISTORIC LANDMARK DEIS - OCALA, MARION CO.																						
CFDA #:	15.912																						
WITHLACOOCHEE RPC - WITHLACOOCHEE REGIONAL PLANNING COUNCIL Staff finds the project consistent with the WRPC's adopted Strategic Regional Policy Plan for the Withlacoochee Region.																							
MARION - No Comment																							
COMMUNITY AFFAIRS - FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS																							
FISH AND WILDLIFE COMMISSION - FLORIDA FISH AND WILDLIFE CONSERVATION COMMISSION No Comments Received																							
STATE - FLORIDA DEPARTMENT OF STATE No Comments Received																							
TRANSPORTATION - FLORIDA DEPARTMENT OF TRANSPORTATION No Comment																							
ENVIRONMENTAL PROTECTION - FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION No Comment																							
ST. JOHNS RIVER WMD - ST. JOHNS RIVER WATER MANAGEMENT DISTRICT From the information provided, District staff can make a detailed permit determination. However, from the information provided for the preferred alternative, District staff note that the proposed project will require a Standard General or Individual Environmental Resource Permit (ERP). Please contact Mr. Chou Fang, Supervising Professional Engineer, at (386) 312-2313 or cfang@sjrwmd.com for further ERP information and assistance.																							

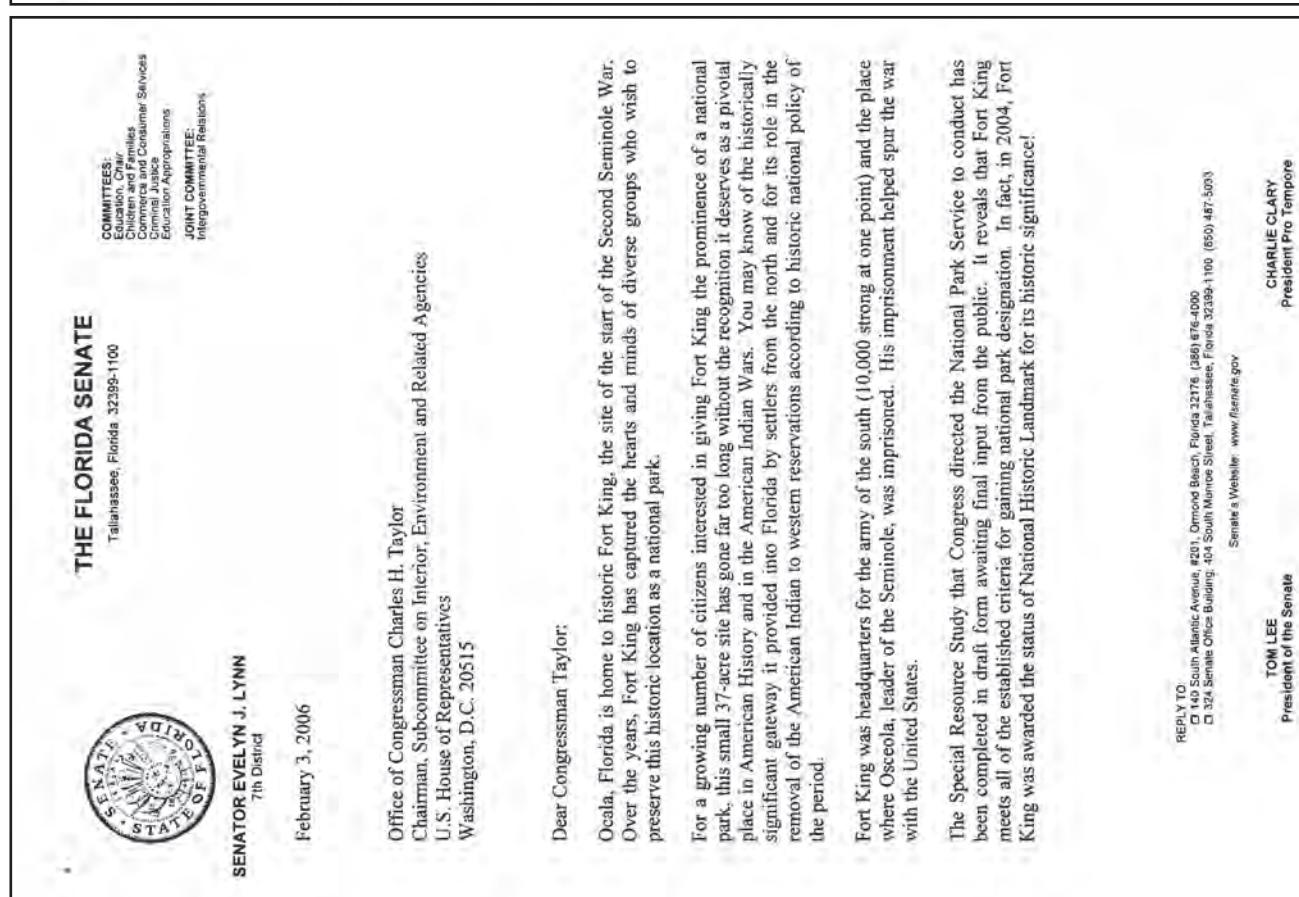
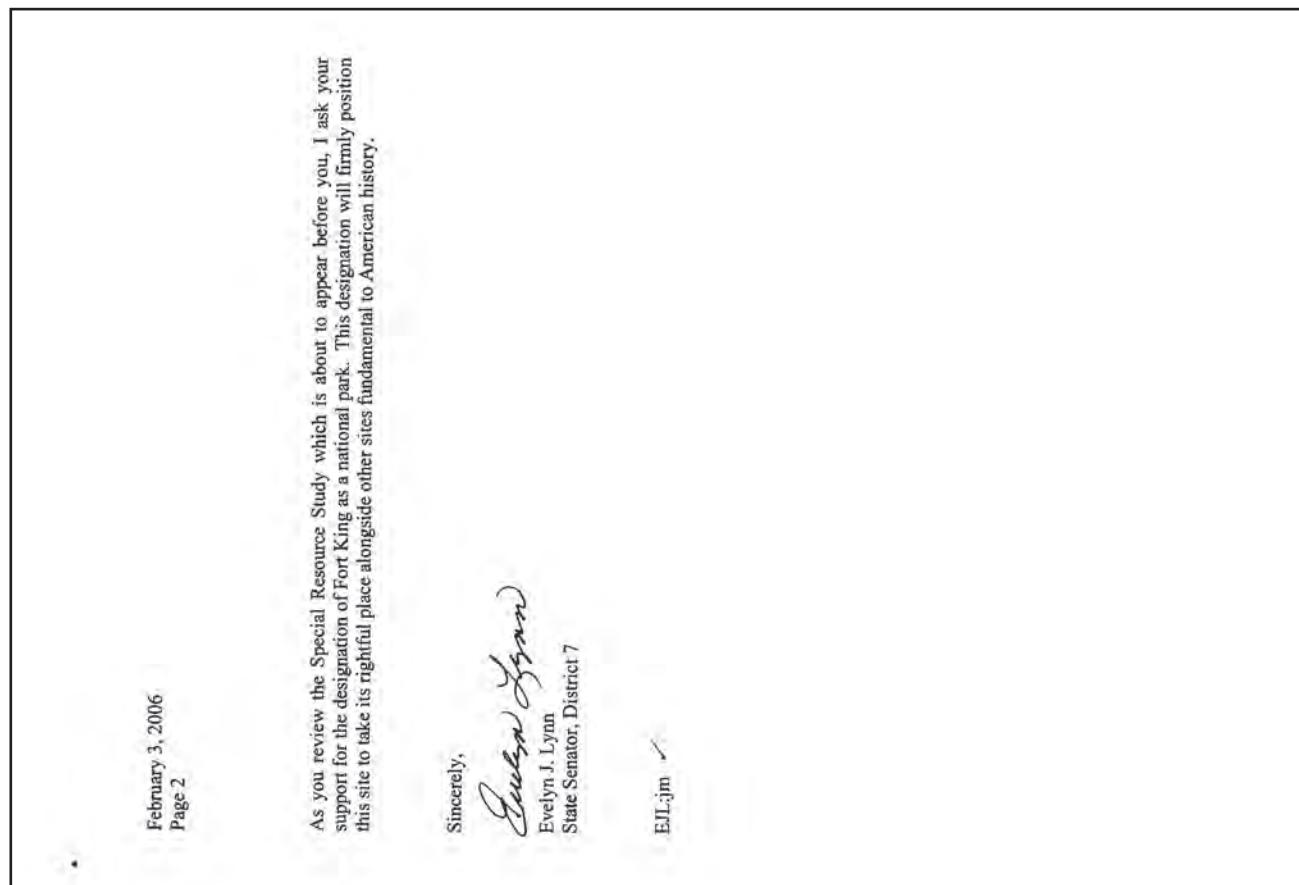
<p>Department of Environmental Protection</p> <p>Marion Stoneman Douglas Building 3900 Commonwealth Boulevard Tallahassee, Florida 32399-3000</p> <p>Colleen M. Cartille Secretary</p> <p>February 15, 2006</p> <p>Mr. Tim Bernisderfer Division of Planning and Compliance National Park Service, SE Regional Office 100 Alabama Street, SW, 6th Floor Atlanta, GA 30303</p> <p>RE: Department of the Interior National Park Service – Fort King National Historic Landmark, Draft Special Resource Study and Environmental Impact Statement – Ocala, Marion County, Florida. SAI # FL200601041760C</p> <p>Dear Mr. Bernisderfer:</p> <p>The Florida State Clearinghouse, pursuant to Presidential Executive Order 12372, Gubernatorial Executive Order 85-359, the Coastal Zone Management Act, 16 U.S.C. §1451-1464, as amended, and the National Environmental Policy Act, 42 U.S.C. § 4321, 4331-4335, 4341-4347, as amended, has coordinated a review of the referenced project.</p> <p>The St. Johns River Water Management District (SJRWMD) notes that the site development proposed in the preferred project alternative will require a Standard General or Individual Environmental Resource Permit (ERP) from the SJRWMD. Please contact Mr. Chou Fang, Supervising Professional Engineer, at (386) 312-2313 or cfang@sjrwmd.com for further ERP information and assistance.</p> <p>Based on the information contained in the documentation submitted and the enclosed state agency comments, the state has determined that, at this stage, the proposed activity is consistent with the Florida Coastal Management Program (FCMP). The applicant must, however, address the concerns identified by the reviewing agencies prior to project implementation. The state's final concurrence of the project's consistency with the FCMP will be determined during the environmental permitting stage.</p> <p>Thank you for the opportunity to review this proposal. Should you have any questions regarding this letter, please contact Ms. Lauren P. Milligan at (850) 245-2170.</p> <p>Sincerely,</p> <p><i>Sally B. Mann</i> Sally B. Mann, Director Office of Intergovernmental Programs</p> <p>SBM/in Enclosures cc: Geoff Sample, SJRWMD</p> <p><small>Printed on recycled paper.</small></p>	<p>For more information please contact the Clearinghouse Office at:</p> <p>3900 COMMONWEALTH BOULEVARD MS-47 TALLAHASSEE, FLORIDA 32399-3000 TELEPHONE: (850) 245-2161 FAX: (850) 245-2190</p> <p>Visit the Clearinghouse Home Page to query other projects</p> <p>Copyright and Disclaimer Privacy Statement</p>
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<p>MEL MARTINEZ FLORIDA (202) 224-3641</p> <p>United States Senate WASHINGTON, DC 20510-0905</p> <p>BILL NELSON FLORIDA</p> <p>United States Senate WASHINGTON, DC 20510-0905</p> <p>January 17, 2006</p> <p>Ms. Patricia Hooks National Park Service 100 Alabama Street, 6th Floor 1924 Building Atlanta, Georgia 30303</p> <p>BILL NELSON FLORIDA</p>	<p>COMMITTEE: AGING BANKING ENERGY AND NATURAL RESOURCES FOREIGN RELATIONS</p> <p>March 22, 2006</p> <p>The Honorable Gale Norton Secretary U.S. Department of the Interior 1849 C Street, NW Washington, D.C. 20240</p> <p>Dear Secretary Norton:</p> <p>It has come to my attention that Fort King National Landmark located in Ocala, Florida, is under consideration by the National Park Service to be included as a national park. Fort King would be a welcomed addition to our national park system that would preserve the history of the Seminole wars and provide the backdrop to the founding of Florida.</p> <p>On February 24, 2004, the Department of the Interior officially designated Fort King as a National Landmark that was the culmination of 15 years of collaborative work by the people of Ocala as well as federal, state, local leaders and preservationists. The Fort King site is approximately .59 acres and consists of the archaeological remains of the original fort (1827), the rebuilt fort (1837) and several outlying buildings.</p> <p>I encourage the National Park Service to designate Fort King as a National Park. Please keep me apprised of developments as decisions are made pertaining to Fort King.</p> <p>Sincerely,</p> <p><i>Bill Nelson</i></p>
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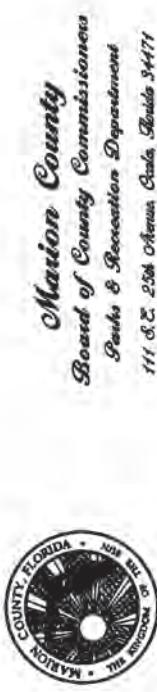
<p>MEL MARTINEZ FLORIDA (202) 224-3641</p> <p>United States Senate WASHINGTON, DC 20510-0905</p> <p>January 17, 2006</p> <p>Ms. Patricia Hooks National Park Service 100 Alabama Street, 6th Floor 1924 Building Atlanta, Georgia 30303</p> <p>BILL NELSON FLORIDA</p>	<p>COMMITTEE: AGING BANKING ENERGY AND NATURAL RESOURCES FOREIGN RELATIONS</p> <p>March 22, 2006</p> <p>The Honorable Gale Norton Secretary U.S. Department of the Interior 1849 C Street, NW Washington, D.C. 20240</p> <p>Dear Secretary Norton:</p> <p>It is a pleasure for me to join officials from the City of Ocala and from Marion County in asking the National Park Service to consider Fort King as a future addition to our National Park system.</p> <p>Already recognized as a National Landmark, Fort King is one of our country's most important sites from the Second Seminole War era. Archaeologists have found it contains a wealth of intact subsurface features and artifacts. It deserves to be protected and developed as an educational, archaeological and historic resource for our nation.</p> <p>I encourage the National Park Service to designate Fort King as a National Park. Please keep me apprised of developments as decisions are made pertaining to Fort King.</p> <p>Sincerely,</p> <p><i>Bill Nelson</i></p>
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<p> Congress of the United States House of Representatives Washington, DC 20515-0906</p> <p>RIC KELLER 8TH DISTRICT, FLORIDA 419 CANNON HOUSE OFFICE BUILDING WASHINGTON, DC 20515-0906 PHONE: (202) 225-2176 FAX: (202) 225-0999</p> <p>DISTRICT OFFICE: 605 EAST ROBINSON STREET ORLANDO, FL 32801 PHONE: (407) 872-1994 FAX: (407) 872-1944 www.house.gov/keller</p> <p>January 24, 2006</p> <p>Mr. Paul Nugent, City Manager City of Ocala P. O. Box 1270 Ocala, FL 34478</p> <p>Dear Mr. Nugent:</p> <p>I write this letter as a strong advocate for the naming of Fort King as a National Park, operated and managed by the National Park System.</p> <p>Fort King's historic significance to this nation is immeasurable, and this site has resources and history that are not matched at any site in the United States. From the time Fort King was constructed in 1827, significant historic events that took place there have placed it among a rare group of national treasures that we need to ensure are protected for generations to come.</p> <p>I appreciate your efforts to preserve this site, and will continue to work with you to protect this site's wealth of artifacts and ensure its place in history.</p> <p>With kind regards, I am,</p> <p>Cliff Stearns United States Representative</p> <p>CS/jm</p>	<p>COMMITTEE: EDUCATION AND THE WORKFORCE SUBCOMMITTEES: EDUCATION REFORM 21ST CENTURY COMPETITIVENESS WATERFORD PROTECTIONS</p> <p>COMMITTEE: JUDICIARY SUBCOMMITTEES: CRIME, TERRORISM, AND HOMELAND SECURITY COURTS, JUDICIARY, AND INTELLECTUAL PROPERTY</p> <p>COMMITTEE: SMALL BUSINESS SUBCOMMITTEE: TAX, FINANCE, AND EXPORTS</p> <p>March 2, 2006</p> <p>City of Ocala 151 SE Osceola Ave. Ocala, FL 34471</p> <p>Dear City of Ocala,</p> <p>I am writing to you today to lend enthusiastic support for the conversion of Fort King from a National Historic Landmark to a National Park. As your representative to the United States Congress, I am reminded often of how important the site is to not only the City of Ocala, but to the United States as a whole.</p> <p>Fort King is the most significant site in the nation related to the Second Seminole War. Westward Expansion and Manifest Destiny are just two of the many related themes that can be illustrated at the site. Whether the focus is on Chief Osceola or the first stop for many of the graduates of West Point at the time, this proposed National Park will have something for everyone.</p> <p>I can assure you that as this process moves forward, I will work with the National Park Service, Congressman Stearns, and the City of Ocala to make this project a reality. Feel free to contact me as needed and know that you have my ongoing support.</p> <p>Sincerely,</p> <p> Ric Keller Member of Congress</p> <p>COMMITTEE: ORANGE PARK 1726 KINGSLY AVENUE ORLANDO, FL 32807 (407) 269-3203</p> <p>COMMITTEE: GAINESVILLE 5700 S.W. 44TH STREET #425 GAINESVILLE, FL 32608 (352) 337-0003 PRINTED ON RECYCLED PAPER</p>
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Florida House of Representatives Representative Ed Jennings, Jr. District 23		December 22, 2005	
Post Office Box 5546 Gainesville, FL 32627-5546 352/955-6232 352/955-6234 - fax		218 House Office Building 400 South Monroe Street Tallahassee, Florida 32399-1300 850/488-5794	
February 1, 2006		Dave Pritchard, Director Recreation and Parks Department City of Ocala Post Office Box 1270 Ocala, Florida 34478-1270	
Office of Congressman C.W. Bill Young Member, Committee on Appropriations U.S. House of Representatives Washington, D.C. 20515		Subject: Special Resource Study and Environmental Impact Statement Fort King National Historic Landmark FCT Project No. 98-043-PBA	
<p>Dear Mr. Pritchard:</p> <p>Thank you for allowing us to review the National Park Service's Special Resource Study and Environmental Impact Statement (EIS) for the Fort King National Historic Landmark. We understand from the EIS that the National Park Service has recommended the City pursue Alternative B as the preferred option for the project. We have reviewed this Alternative and have found it consistent with the site's approved management plan and Grant Award Agreement.</p> <p>Once the City finalizes a conceptual site plan for the project, please submit it to FCT for our review and approval. If this site plan requires additional revision to the approved management plan, please forward any specific word changes (using underline for additions and strikethrough for deletions) for our review and approval as well.</p> <p>If you have any questions, please call Hank Vinson (850) 922-1703.</p> <p>Sincerely,</p> <p>Grant Gehhardt Environmental Administrator</p> <p>cc: Tim Bernsederer, NPS Southeast Regional Office</p> <p>GJ/hv</p>			

		Florida House of Representatives Representative Ed Jennings, Jr. District 23	
Post Office Box 5546 Gainesville, FL 32627-5546 352/955-6232 352/955-6234 - fax		218 House Office Building 400 South Monroe Street Tallahassee, Florida 32399-1300 850/488-5794	
February 1, 2006		Dear Congressman Young:	
Ocala, Florida, a city of nearly 48,000 people in north central Florida, needs your help to gain national park status for its Fort King. Fort King, a small 37-acre natural site, is the official Second Seminole War Site and served as the site for many events which were considered a prelude to the American Indian Wars. The Seminole, Black Seminole, military and Florida settlers lived, fought and lost their lives in and around Fort King in their respective pursuits to gain and hold lands for future generations.		This site, purchased by local government to safeguard it for the future, served as a military post, negotiation point, and place where removal of The Seminole and Black Seminole was planned and carried out in accordance with national policy of the period.	
Fort King was headquarters for the army of the south (10,000 strong at one point) and the place that imprisoned Osceola, leader of the Seminole. His imprisonment helped spur the war with the United States.		The Special Resource Study that Congress directed the National Park Service to conduct has been completed in draft form awaiting final public input. It reveals that Fort King meets all of the established criteria for gaining national park designation. In fact, in 2004, Fort King was designated as a National Historic Landmark because of its historic significance.	
As you review the Special Resource Study which is about to appear before you, I ask your support for the designation of Fort King as a national park. This designation is critical to maintain Fort King in perpetuity alongside other sites fundamental to American history.		Sincerely,	
		Ed Jennings, Jr. Gainesville/Ocala	
Commerce Council; Community Colleges & Workforce Committee – Vice Chair; Transportation and Economic Development Appropriations Committee; Insurance Committee			



**Marion County
Board of County Commissioners**



January 31, 2006

National Park Service, Southeast Region
Attn: Tim Benisifer/ Fort King SRS
100 Alabama Street, 6th Floor, 1924 Building
Atlanta, GA 30303

Dear Mr. Benisifer:

On behalf of the Marion County Board of County Commissioners, I would like to thank you and the National Park Service for your detailed report and presentation on the Fort King site. As you are aware, the citizens of Marion County are elated about the possibility of this property becoming a National Park location. The residents have done a phenomenal job preserving the archaeological and historical character of the property.

Both Marion County and the City of Ocala partnered in the acquisition of the property, revealed on the ownership papers enclosed. As a result of this joint ownership, I would like to request the first column, fourth paragraph and second column, second paragraph on page 11 be updated to include the joint ownership of the 22 acre tract by Marion County and the City of Ocala. Marion County provided \$473,585 from our voter approved Pennies for Parks bond referendum for the acquisition of these properties to ensure that future generations have access to the Fort King site.

I was pleased but not at all surprised to hear that this property has the support of our Congressional Legislative Delegation including Congressman Keller, Congressman Stearns, Senator Martinez and Senator Nelson for option D. While in Washington D.C. next month, I will provide the attached position paper and talking points to our elected officials to gain their support of this very worthwhile investment.

Thank you again, for your efforts to provide a comprehensive account of the historical and cultural significance of the Fort King property and its association with the Second Seminole War. I welcome you to contact me at 352-671-8560 to provide additional information.

Sincerely,

Lee A. Niblock, CPRP
Director

LAN/gp

Enclosures

February 2, 2006

Office of Congressman Steve Pearce
Chairman, Subcommittee on National Parks, Recreation and Public Lands
U.S. House of Representatives
Washington, D.C. 20515

Dear Congressman Pearce:

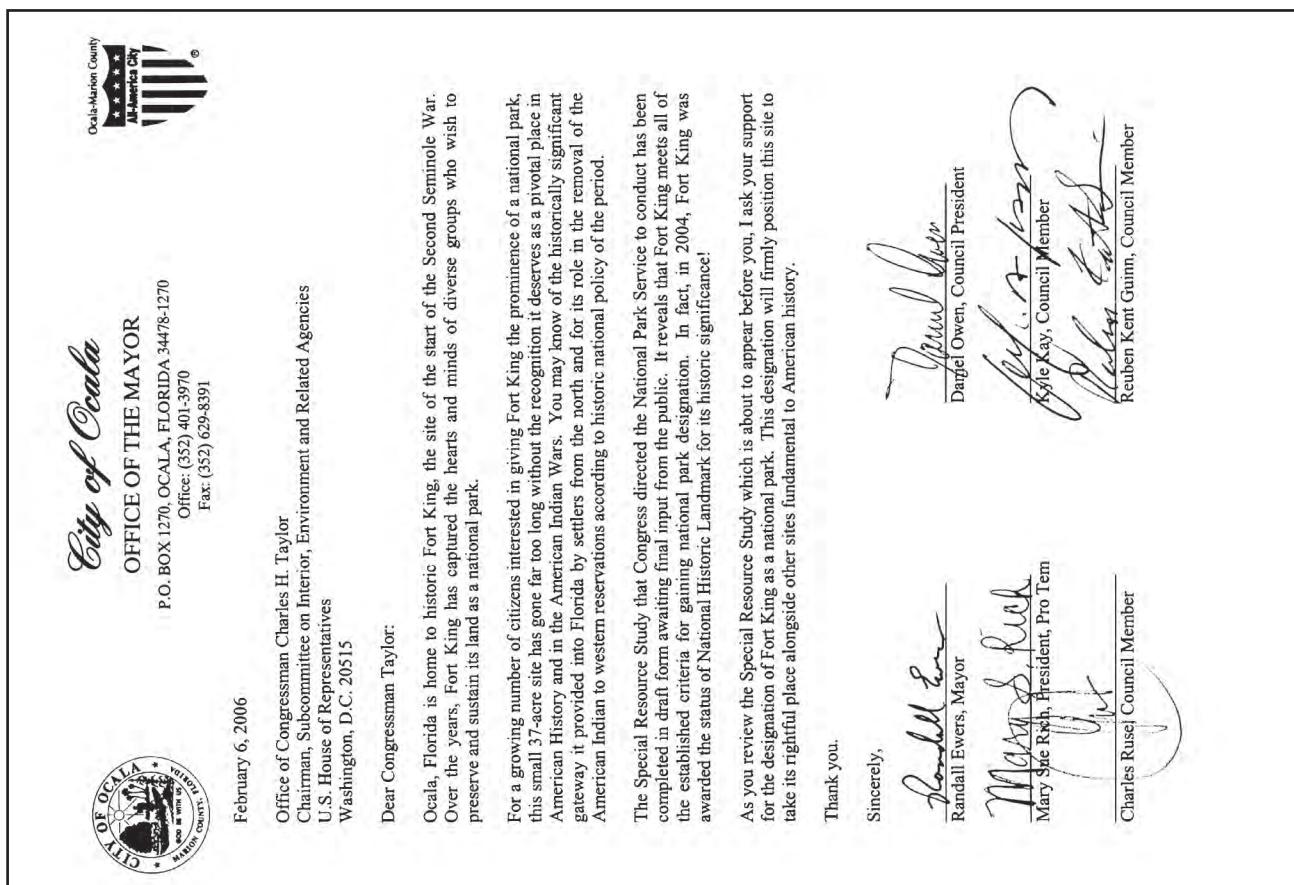
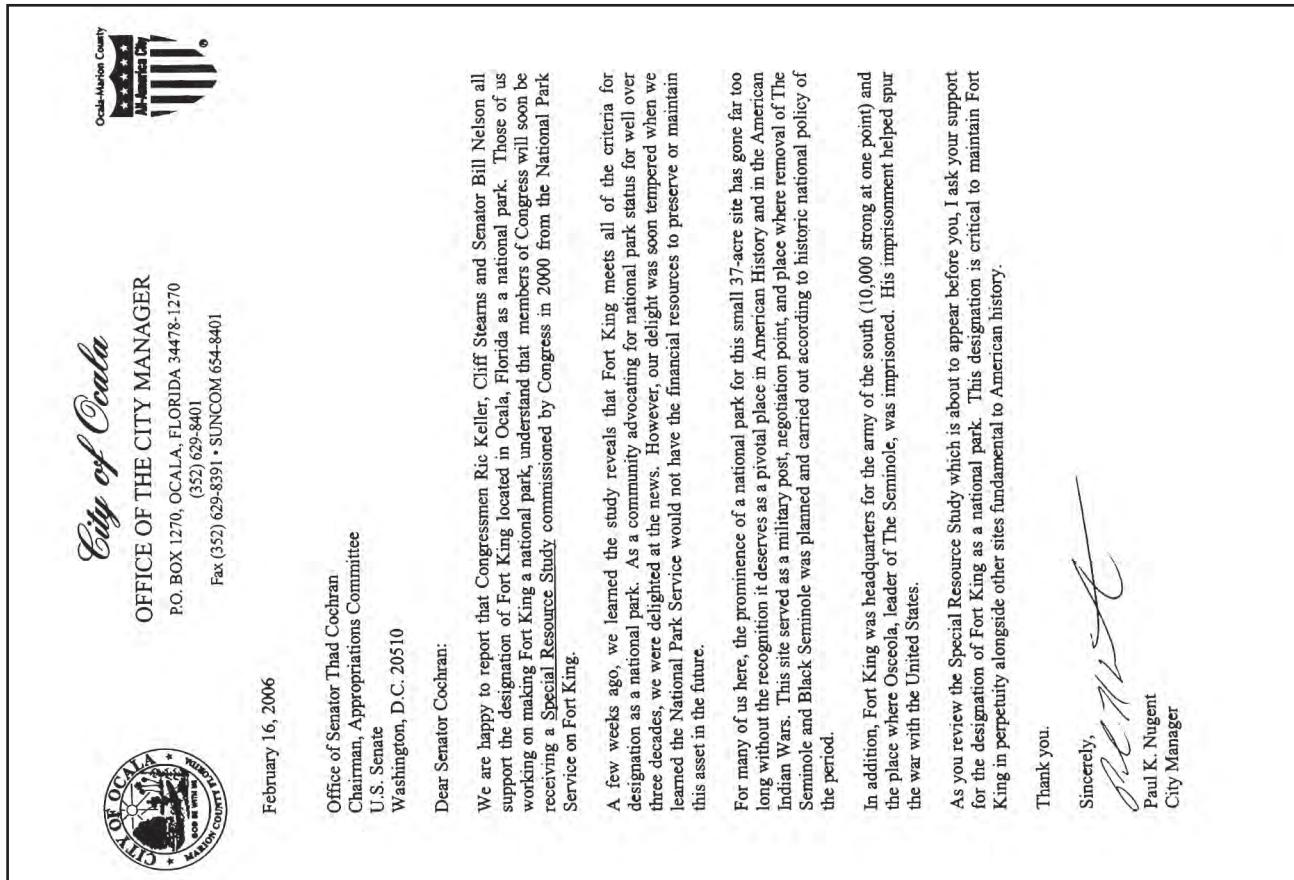
Ocala, Florida is home to historic Fort King, the site of the start of the Second Seminole War. Over the years, Fort King has captured the hearts and minds of diverse groups who wish to preserve and sustain its land as a national park.

For a growing number of citizens interested in giving Fort King the prominence of a national park, this small 37-acre site has gone far too long without the recognition it deserves as a pivotal place in American History and in the American Indian Wars. You may know of the historically significant gateway it provided into Florida by settlers from the north and for its role in the removal of the American Indian to western reservations according to historic national policy. Fort King was headquarters for the army of the south (10,000 strong at one point) and the place where Osceola, leader of the Seminole, was imprisoned. His imprisonment helped spur the war with the United States.

The Special Resource Study that Congress directed the National Park Service to conduct has been completed in draft form awaiting final public input. It reveals that Fort King meets all of the established criteria for gaining national park designation. In fact, in 2004, Fort King was awarded the status of National Historic Landmark for its historic significance!

As you review the Special Resource Study which is about to appear before you, I ask your support for the designation of Fort King as a national park. This designation will firmly position this site to take its rightful place alongside other sites fundamental to American history. Thank you.

Sincerely,
Jimmy Keeler-Ming
County Commissioner
District 1



GLOSSARY

Access: how visitors get to the park and to the features therein, including roads and trails.

Acquisition: the act or process of acquiring through purchase or donation fee title to or other interest in real property (including development rights or remainder interest). Also applies to museum property.

Adaptive use: a use for a structure or landscape other than its historic use, normally entailing some modification of the structure or landscape.

Administrative facility: a facility that contains office and/or storage space for park staff.

Alternative: a possible course of action, one of several different ways to achieve an objective or vision.

Archival collection: an accumulation of manuscripts, archival documents, or papers having a shared origin or provenance, or having been assembled around a common topic, format or record, or association. The term also refers to the total archival and manuscript holdings of the park.

Archives: the non current records of an organization or institution preserved for their historic value. The term archives is often used to refer to the repository where archives and other historic documents are maintained.

Association: the relationship between a historic event, activity or person and a cultural resource.

Best Management Practices: practices that apply the most current means and technologies available to not only comply with mandatory environmental regulations, but also maintain a superior level of environmental performance.

Carrying Capacity: the type and level of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions in a park.

Circulation: how visitors move through the facilities and grounds of the park.

Consultation: a discussion, conference, or forum in which information, advice, and ideas are exchanged.

Cultural landscape: 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 aesthetic values.

Cultural resource: an aspect of a cultural system that is valued by or significantly representative of a culture or that contains significant information about a culture. A cultural resource may be a tangible entity or cultural practice. Tangible cultural resources are categorized as

districts, sites, buildings, structures, and objects for the National Register of Historic Places and as archeological resources, cultural landscapes, structures, museum objects, and ethnographic resources for NPS management purposes.

Design: the combination of elements that create form, plan, space, structure, and style.

Ecosystem: interrelated living entities, including humans, and their physical environment.

Eminent domain: the power of the government to take private property for public use upon compensating the owner.

Environmental Assessment (EA): a brief NEPA document that is prepared (a) to help determine whether the impact of a proposed action or its alternatives could be significant; (b) to aid the NPS in compliance with NEPA by evaluating a proposal that will have no significant impacts, but may have measurable adverse impacts; or (c) as an evaluation of a proposal that is either not described on the list of categorically excluded actions, or is on the list, but exceptional circumstances apply.

Environmental Impact Statement (EIS): a detailed NEPA analysis document that is prepared when a proposed action or alternatives have the potential for significant impact on the human environment.

Feeling: a properties expression of the aesthetic or historic sense of a particular period of time.

General Management Plan (GMP): a plan which clearly defines direction for resource preservation and visitor use in a park and serves as the basic foundation for decision making. GMP's are developed with broad public involvement.

Historic character: the sum of all visual aspects, features, materials, and spaces associated with a property's history.

Historic landscape: a cultural landscape associated with events, persons, design styles or ways of life that are significant in American history, landscape architecture, archeology, engineering, and culture; also a landscape listed in or eligible for the National Register of Historic Places.

Historic scene: the overall appearance of all cultural resources and their interrelationships that provide the context for understanding and interpreting the events, ideas, or persons associated with a park.

Historic site: the site of a significant, prehistoric occupation or activity, or structure or landscape whether extant or vanished, where the site itself possesses historical, cultural, or archeological value apart from the value of any existing structure or landscape.

Historical significance: the meaning or value ascribed to a structure, landscape, object, or site based on the National Register criteria for evaluation. It normally stems from a combination of association and integrity.

Impact: the likely effects of an action or proposed action upon specific natural, cultural, or socioeconomic resources. Impacts may be direct, indirect, cumulative, beneficial, or adverse.

Impairment: an impact so severe that, in the professional judgment of a responsible NPS manager, it would harm the integrity of park resources or values and violate the 1916 NPS Organic Act.

Implementation plan: a plan that focuses on how to implement an activity or project needed to achieve a long-term goal. An implementation plan may direct a specific project or an ongoing activity.

Integrity: the authenticity of a property's historic identity, evidenced by the survival or physical characteristics that existed during its historic or prehistoric period; the extent to which a property retains its historic appearance.

Manuscript collection: a group of textual, electronic, sound, or visual documents assembled most commonly for its historical or literary value.

Museum collection: assemblage of objects, works of art, historic documents, and/or natural history specimens collected according to a rational scheme and maintained so they can be preserved, studied, and interpreted for public benefit. Museum collections normally are kept in park museums, although they may also be maintained in archeological and historic preservation centers.

Museum object: a material thing possessing functional, aesthetic, cultural, symbolic, and/or scientific value, usually moveable by nature or design. Museum objects include prehistoric and historic objects, artifacts, works of art, archival material, and natural history specimens that are part of a museum collection.

National Historic Landmark (NHL): a district, site, building, structure, or object of national significance, designated by the Secretary of the Interior under the authority of the Historic Sites Act of 1935 and entered in the National Register of Historic Places.

National Register of Historic Places: the comprehensive list of districts, sites, buildings, structures, and objects of national, regional, state, and local significance in American history, architecture, archeology, engineering, and culture kept by the NPS under authority of the National Historic Preservation Act of 1966.

National Environmental Policy Act (NEPA) process: the objective analysis of a proposed action to determine the degree of its environmental impact on the natural and physical environment; alternatives and mitigation that reduce the impact; and the full and candid presentation of the analysis to, and involvement of, the interested public. Required of federal agencies by the National Environmental Policy Act of 1969.

Park: any one of the hundreds of areas of land and water administered as part of the National Park System. The term is used interchangeably in this document with "unit," "park unit," "park area," and "National Historic Site."

Park operations: the activities, programs, and staffing necessary to manage and operate the park.

Period of Significance: the span of time in which a property attained the significance for which it meets the National Register criteria.

Planning Partner: similar to stakeholder, a planning partner is an individual, group, or other entity that is actively engaged in the park planning process and has a strong interest in decisions concerning park resources or values.

Preservation: the act or process of applying measures to sustain the existing form, integrity, and material of a historic structure, landscape, or object. Work may include preliminary measures to protect and stabilize the property, but generally focus upon the ongoing preservation maintenance and repair of historic materials and feature other than extensive replacement and new work.

Productive Life and Productive Period: the years in which the person engaged in the activities which made him or her a person of national significance.

Protection: action to safeguard a historic property by defending or guarding it from further deterioration, loss, or attack or shielding if from danger or injury. In the case of structures and landscapes such action is generally of a temporary nature and anticipates future preservation treatment. Protection in its broadest sense also includes long term efforts to deter or prevent vandalism, theft, arson, and other criminal acts against cultural resources.

Rehabilitation: the act or process of making possible an efficient compatible use for a historic structure or landscape through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, and architectural values.

Reconstruction: the act or process of depicting, by means of new work, the form, features, and detailing of a non-surviving historic structure or landscape, or any part thereof, for the purpose of replicating its appearance at a specific time and in its historic location.

Rehabilitation: the act or process of making possible an efficient compatible use for a historic structure or landscape through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, and architectural values.

Reproduction (of objects): the construction or fabrication of an accurate copy of an object.

Secretary of the Interior's Standards for the Treatment of Historic Properties: the Secretary of the Interior's Standards for the Treatment of Historic Properties are common sense principles in non-technical language. They were developed to help understood that the Standards are a series of concepts about maintaining, repairing and replacing historic materials, as well as designing new additions or making alterations; as such, they cannot, in and of themselves,

be used to make essential decisions about which features of a historic property should be saved and which might be changed. But once an appropriate treatment is selected, the Standards provide philosophical consistency to the work protect our nation's irreplaceable cultural resources by promoting consistent preservation practices.

The Standards may be applied to all properties listed in the National Register of Historic Places: buildings, sites, structures, objects, and districts.

Significance: the meaning or value ascribed to an historic property or cultural landscape based upon the National Register criteria for evaluation.

Stakeholder: an individual, group, or other entity that has a strong interest in decisions concerning park resources and values. In the broadest sense, all Americans are stakeholders in the national parks.

State Historic Preservation Officer (SHPO): an official within each state appointed by the governor to administer the state historic preservation program and carry out certain responsibilities relating to federal undertakings within the state.

Superintendent: the senior on-site NPS official in a park.

Treatment: work carried out to achieve a particular historic preservation goal.

Willing seller-willing buyer: a mutually voluntary sale or exchange of goods or services.

Vassal: a person acknowledging dependency on another as protector to whom he owes servitude, homage, and loyalty.

Viewshed: the area that can be seen from a particular location, including near and distant views.

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