

ASSESSMENT OF EFFECTS

Selma Interpretive Center
Selma to Montgomery National Historic Trail
Dallas County, Alabama

PMIS: SEMO 218940

Prepared for:
National Park Service
Selma to Montgomery National Historic Trail

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EXECUTIVE SUMMARY

1.1 Overview

The National Park Service is proposing to acquire properties in downtown Selma, Dallas County, Alabama to expand the Selma Interpretive Center (Center) of the Selma to Montgomery National Historic Trail (SEMO). The proposed project consists of two primary components: 1) the acquisition of the properties at 2–10 Broad Street and 1119 Water Avenue and 2) the expansion of the current Center at 2 Broad Street through the rehabilitation of the acquired properties for interpretation purposes. The proposed project would rehabilitate 2 Broad Street and the two vacant, adjacent commercial buildings at 4 and 6 Broad Street to expand the interpretive center. It would also restore and stabilize the façade of 8–10 Broad Street and rehabilitate the vacant parcel at 1119 Water Avenue into a site garden for events and interpretation. The properties are currently owned by the City of Selma (City), which leases space in 2 Broad Street for the current Center to the National Park Service (NPS).

The buildings at 2, 4, and 6 Broad Street and the façade at 8–10 Broad Street contribute to the Old Town Historic District (#78000486) and are adjacent to the Water Avenue Historic District (#72000160), both listed in the National Register of Historic Places (NRHP or National Register). The periods of significance for the Old Town Historic District include 1825; 1829-1830; 1933; 1837; and 1839-1952. The period of significance for the Water Avenue Historic District is 1837-1952. The buildings at 2, 4, and 6 Broad Street, as well as the façade at 8-10 Broad Street, are examples of the typical brick masonry commercial buildings found throughout downtown Selma, built during the city's growth in the decades following the Civil War and Reconstruction. Most of the city block was destroyed by a fire following the Battle of Selma and the architecture of the block reflects the aesthetic of Reconstruction.

Additionally, the streetscapes along Broad Street and Water Avenue within the project area are significant for their role in the 1965 Civil Rights marches and their connection to the Edmund Pettus Bridge (#13000281), a National Historic Landmark, as identified in the Montgomery to Selma National Historic Trail Cultural Landscape Report, the National Register Multiple Property Documentation Form *Civil Rights Movement in Selma, Alabama 1865-1972*, and/or the recently updated Water Avenue Historic District nomination.

The NPS is the lead agency for Section 106 compliance under the National Historic Preservation Act of 1966 (NHPA), 54 U.S.C. § 306108, and its implementing regulations (36 CFR Part 800). This Assessment of Effects report evaluates the potential effects to historic properties from the proposed development of the Selma Interpretive Center (“undertaking”) as outlined in 36 CFR 800.5(a).

1.2 Project Background and Goals

The site for the proposed Selma Interpretive Center sits at the foot of the Edmund Pettus Bridge, built in 1940, which gained national attention during the Bloody Sunday beatings of citizens attempting to peacefully cross the bridge during the 1965 Voting Rights March. The events that took place in Selma, Alabama have long been recognized as critically important to the history of our nation's voting rights and civil rights movements. In recognition of their significance, the first floor of the commercial building at 2 Broad Street opened in 2011 as the Selma Interpretive Center, a small contact station designated as the starting point of the Selma to Montgomery National Historic Trail, established by Congress in 1996. In 2017, the National Park Service expanded the interpretive center to include the second and third floors of the building. Currently, the three-story building at the corner of Broad Street and Water Avenue includes a small exhibit space, restrooms, and retail on the first floor, and a meeting room and office space on the upper floors. Although the renovation was thoughtfully considered, the resulting space does not meet the commemorative and interpretive goals of the National Park Service, nor does it provide a space that mirrors the magnitude of the voting rights movement. The overarching goal of this project is to expand the Selma Interpretive Center to create a world-class facility that reflects the impact of the voting rights movement on our nation's history.

The expanded Selma Interpretive Center will host a generous exhibit space that shows a broader range of narratives and interactive experiences, a range of visitor amenities and services, facilities that can comfortably accommodate space for ranger-led discussions, school events and screenings, and a Voting Rights Center that will inspire the next generation to continue the important work of maintaining voting rights. With an anticipated completion date in Fiscal Year 2025, coinciding with the 60th anniversary of the March, the Selma Interpretive Center will commemorate the connection between the community of Selma and the voting rights movement that played a major role in shaping and defining our nation's democracy.

1.3 Finding of Effect

Based on the schematic design (refer to Appendix D) for the expanded Selma Interpretive Center and the application of the criteria of adverse effect, this assessment finds that the undertaking will have no adverse effect on the Old Town Historic District, the Water Avenue Historic District, the Edmund Pettus Bridge NHL, or the Selma to Montgomery National Historic Trail Cultural Landscape. The proposed undertaking will not alter, directly or indirectly, any of the characteristics that qualify the properties for inclusion in the National Register in a manner that would diminish the integrity of their location, design, setting, materials, workmanship, feeling, or association.

For the new interpretive center, the proposed rehabilitation of 2 Broad Street, 4–6 Broad Street, and the rehabilitation/stabilization of 8–10 Broad Street, contributing elements of the National Register-listed Old Town Historic District, would meet the Secretary of the Interior's Standards for Rehabilitation. The façades of the buildings that face Broad

Street would be preserved and their overall historic character would not be altered. The new two-story addition on the rear of 6 Broad Street would be of compatible size, massing, and materials with other buildings in the historic district, but would be distinguishable as a non-historic addition. The buildings would retain integrity and their proposed rehabilitation would not diminish the overall integrity of the historic district.

The proposed expansion of the Center will not result in a visual adverse effect to historic properties in the APE. The façades of the buildings would be preserved, and the proposed undertaking would not change the historic character of the Broad Street streetscape. The introduction of a site garden at 1119 Water Avenue would create a visual continuum of the streetscape that was there historically but was lost due to the collapse of the building at 1119 Water Avenue. The addition to 6 Broad Street would be set back from Water Avenue and would be similar in height, massing, and materials to other buildings and rear additions within the historic district. The introduction of the site garden and the addition to 6 Broad Street would not diminish the integrity of adjacent historic properties.

The undertaking has the potential to affect archeological deposits within the project area. Sites associated with nineteenth- and early twentieth-century development in Selma and sites dating to the pre-contact period may be present; however, because of the nature of the undertaking, limited subsurface disturbances associated with project activities, and extent of past disturbance, it is anticipated that undertaking would result in no adverse effect to significant archeological deposits.

1.4 Preparers

Patti Kuhn Babin – Architectural Historian/Principal Investigator, Quinn Evans
Megan Zidar – Architectural Historian, Quinn Evans
Ellen Brady – Archeology: Cultural Resource Practice Leader, Stantec

2.0 EXISTING CONDITIONS

2.1 Project Location

Selma is located high on the banks of the Alabama River in Dallas County, of which it is the county seat. The Selma Interpretive Center (Center) is in downtown Selma north of the Alabama River. The project area is located at the base of the Edmund Pettus Bridge and the northeast corner of the intersection of Broad Street and Water Avenue (Figure 1).

The Center is part of The Selma to Montgomery National Historic Trail that was established by Congress in 1996 to commemorate the events, people, and route of the 1965 Voting Rights March in Alabama. The march route is a component of the National Trails System and is administered by the National Park Service (NPS). The route is also designated as a National Scenic Byway/All-American Road, awarded by the U.S. Department of Transportation. The Selma Interpretive Center is the first of three along the trail. The second, the Lowndes Interpretive Center, is located on U.S. Hwy 80 approximately midway between Selma and Montgomery. The third Interpretive Center is in Montgomery on the campus of Alabama State University.

The project area includes approximately three-fifths of an entire city block located in the historic city core of Selma, Alabama (Figure 2). The block is bounded on the north by Hinton Alley, on the east by Washington Street, on the south by Water Avenue, and on the west by Broad Street. Broad Street runs north–south and is the primary transportation route and principal commercial corridor for the city. The site contains a row of existing buildings at 2, 4, 6, and 8–10 (façade only) Broad Street. The property at 1119 Water Avenue is currently vacant.

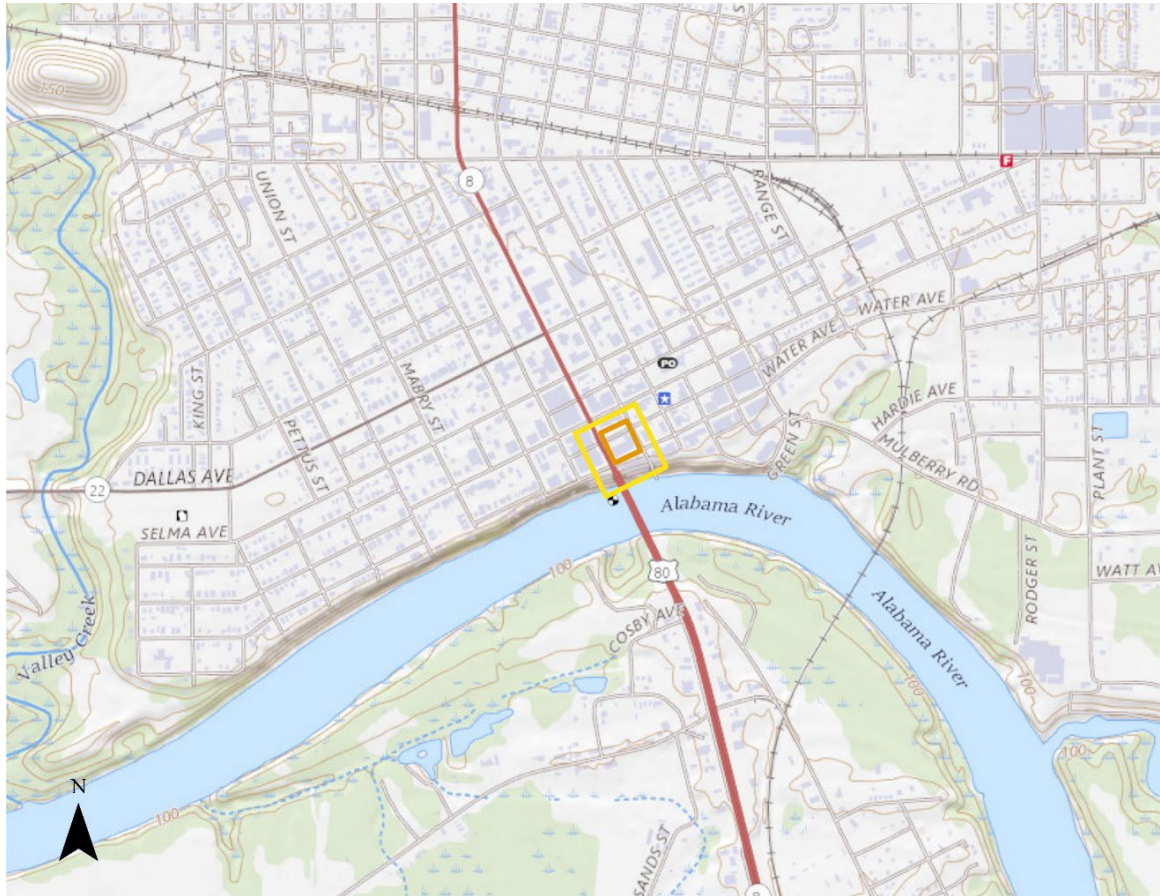


Figure 1: Project location map (Selma, AL USGS 7.5-minute Topographic Quadrangle Map).



Figure 2. Aerial showing project area outlined in red.



Photo 1. From left: 8-10 Broad Street, 6 Broad Street, 4 Broad Street, and 2 Broad Street, looking east (QE 2022).



Photo 2. From left: 2 Broad Street and 1119 Water Avenue, looking northwest (QE 2022).

2.2 2 Broad Street

2.2.1 Existing Condition

The building at 2 Broad Street, also known as the Old People's Bank Building, was constructed circa 1870. It is a three-story, two-part commercial block building constructed of brick and clad in stucco scored to look like ashlar masonry on the first story and smooth stucco on the second and third story. The Italian Renaissance Revival-Style building has a curved corner (southwest) and a belt course between the first and second story. A wood main entry door with full vision glass and an arched transom is centered on the west elevation. Two secondary entries are on the south elevation and mimic the style and material of the main entry. Arched and segmental arched fixed and double-hung windows fenestrate the building on all three stories. The building is capped by a parapeted flat roof with a wide simple cornice below the roof line. The building is a contributing resource to the National Register-listed Old Town Historic District.

The building was renovated between 2009 and 2011 for use as the Selma Interpretive Center and the first floor opened to the public in March 2011. A 2015 renovation added an elevator and egress stair to provide accessible access to the upper floors. The elevator and egress stair reside within the footprint of 4 Broad Street with access only to 2 Broad Street. In 2017, the NPS opened the second and third floors of the building, which contain offices and meeting space, to the public.

At the ground floor, the existing interpretive center has a bookstore at the west (front) and southwest corner of the building that is visible through the Broad Street storefront windows. Public restrooms, exhibit space, and access to vertical circulation make up the remainder of the ground floor. The existing second floor serves as NPS office space as well as exhibit space located at the front/corner of 2 Broad Street. The existing third floor contains additional park support and staff space, as well as a multi-purpose room at the front of the building, with views toward the Edmund Pettus Bridge.

2.2.2 Historical Overview

Historic photographs (found in Appendix C) indicate that in the late 19th century the building at 2 Broad Street had a two-story cast iron porch that wrapped around the south and west elevations. The building's brick cornice featured arched and square corbelling and tripartite blind arches decorated the building's curved corners. By the early 20th century, the building was similar to its appearance today: the street-facing elevations covered in stucco, the first floor scored to appear as ashlar masonry, and the brick ornamental cornice removed and replaced with a simple, classical cornice. Sanborn Fire Insurance Maps (found in Appendix E) indicate that the two-story porch was removed between 1907 and 1913. Photographs from the 1965 Civil Rights March, found in Appendix C, indicate that at this time the third story windows were enclosed/covered.

From at least 1884 to 1893, according to Sanborn Fire Insurance Maps, a commercial bank occupied the first floor with the Masonic Hall on the third floor. The Masonic Hall remained on the third floor through 1903, while the first-floor occupant changed to the

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Post Office in 1898 and to Bicycles & Willow-ware in 1903. Hardware Bicycles & Willow Ware is shown as the only occupant in 1907 and by 1913, the building reverted back to a bank tenant.¹ According to Polk City Directories, 2 Broad was occupied by the People's Bank and Trust Company from 1926 to 1959 with other various tenants, presumably on the upper floors, including multiple different insurance agents, lawyers, accountants, multi-tenant residential (1926), the Selma Hardware Lumber Co. (1939), the Coffee Printing Co. (1939), and the Central Lodge No. 18 Independent Order of Odd Fellows (IOOF) Hall (1931-1945). Thompsons Dry Goods/Thompsons Department Store occupied the building from at least 1965 to 1981. More recent occupants of 2 Broad include Shamrock Rentals in 1986, Jane's Past-Loved Treasures in 1991, and Ridge Broadcasting Cable in 1996.²

¹ *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, De, 1893. Map. https://www.loc.gov/item/sanborn00091_003/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, July 1889. Map. https://www.loc.gov/item/sanborn00091_002/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, May 1898. Map. https://www.loc.gov/item/sanborn00091_004/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Jan. 1913. Map. https://www.loc.gov/item/sanborn00091_007/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Oct. 1884. Map. https://www.loc.gov/item/sanborn00091_001/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Jun. 1903. Map. https://www.loc.gov/item/sanborn00091_005/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, May 1907. Map. https://www.loc.gov/item/sanborn00091_006/.

² R.L. Polk and Company, *1926 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1926; R.L. Polk and Company, *1931 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1931; R.L. Polk and Company, *1939 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1939; R.L. Polk and Company, *1945 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1945; R.L. Polk and Company, *1950 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1950; R.L. Polk and Company, *1955 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1955; R.L. Polk and Company, *1959 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1959; R.L. Polk and Company, *1967 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1967; R.L. Polk and Company, *1971 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1971; R.L. Polk and Company, *1976 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1976; R.L. Polk and Company, *1981 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1981; R.L. Polk and Company, *1986 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1986; R.L. Polk and Company, *1991 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1991; R.L. Polk and Company, *1996 City Directory: Selma, Alabama*, Selma, Alabama: R. L. Polk and Company, 1996.



Photo 3. 2 Broad Street, looking northeast (QE 2022).



Photo 4. View of the interior of 2 Broad Street, bookstore (QE 2021).



Photo 5. 2 Broad, interior, third floor multi-purpose room (QE 2021).

2.3 4 Broad Street

2.3.1 Existing Condition

Constructed circa 1880, 4 Broad Street is a two-story, two-part brick commercial block building with a parapeted flat roof. The first story consists of three bays with a double-leaf, two-paneled door with two bisected lites and a bisected transom in the central bay. The north bay consists of two large display windows with a horizontal panel below and a bisected transom above. In the south bay is a double-leaf, two-paneled door with two lites and a bisected transom above that provides access to the egress core for 2 Broad Street. The second story has three six-over-six, double-hung, wood-sash windows. The building features brick corbeling above the windows and a brick dentil cornice. The façade has an attached one-story curved metal and wood awning, sheathed in standing seam metal panels, with fluted cast iron posts that is not original to the building. Adjacent to the rear (east) elevation's north bay is a metal two-story exterior stair structure that sits on a concrete slab foundation within the footprint of 1119 Water Avenue. The building at 4 Broad Street contributes to the Old Town Historic District.

As part of the 2015 renovation of 2 Broad Street, an elevator and stair were added to 4 Broad Street to provide vertical circulation within 2 Broad Street. The intervention extended into the basement with new foundations and an oil basin to serve the hydraulic elevator. With the exception of this space, the entirety of 4 Broad Street is vacant, and while some original features are visible (e.g., pressed metal ceilings and flat plaster wall finish), the interior of the space retains few interior partitions or ornate finishes.

2.3.2 Historical Overview

Circa 1890 photographs (found in Appendix C) of 4 Broad Street³ show a one-story wood awning that extended the full length of the building façade and projected out the width of the sidewalk. The awning had a shed roof with either wood or metal sheathing and square wood columns. Sometime between circa 1915 and circa 1955, the awning was removed. Photos from circa 1955 (found in Appendix C) show a fabric and metal frame retractable awning over the front façade's full length.

According to Sanborn Fire Insurance Maps (found in Appendix E), the building was home to the Post Office from 1884 to at least 1893. The building was divided in half in 1898–1903 with Cotton Office listed on the south half of the building and dry goods boots and shoes listed on the north half. In 1907, “moving pictures” occupied the first floor of the building. A tenant selling dry goods, clothing, and notions occupied the building in 1913.⁴ By 1926 and through at least 1967, the building was the home of the Levy Bros. Department Store/Levy's Inc. Department Store. More recent tenants include Cynthia Kay Women Fashions (1971), Fantasy Mall Gifts (1976), Slone's Inc. (1986), and Margie's Dance Center (1991).⁵

³ Historically, the address for the building was 902 Broad Street in 1884 and 1025 Broad Street in 1889 to 1907. The final address change to 4 Broad Street occurred between 1907 and 1913.

⁴ *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, De, 1893. Map. https://www.loc.gov/item/sanborn00091_003/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, July 1889. Map. https://www.loc.gov/item/sanborn00091_002/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, May 1898. Map. https://www.loc.gov/item/sanborn00091_004/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Jan. 1913. Map. https://www.loc.gov/item/sanborn00091_007/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Oct. 1884. Map. https://www.loc.gov/item/sanborn00091_001/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Jun. 1903. Map. https://www.loc.gov/item/sanborn00091_005/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, May 1907. Map. https://www.loc.gov/item/sanborn00091_006/.

⁵ 1926 City Directory: Selma, Alabama; 1931 City Directory: Selma, Alabama; 1939 City Directory: Selma, Alabama; 1945 City Directory: Selma, Alabama; 1950 City Directory: Selma, Alabama; 1955 City Directory: Selma, Alabama; 1959 City Directory: Selma, Alabama; 1967 City Directory: Selma, Alabama; 1971 City Directory: Selma, Alabama; 1976 City Directory: Selma, Alabama; 1981 City Directory: Selma, Alabama; 1986 City Directory: Selma, Alabama; 1991 City Directory: Selma, Alabama.



Photo 6. 4 Broad Street (right) and 6 Broad Street (left), looking east (QE 2022).



Photo 7. 4 Broad Street interior, first floor looking east toward rear of the building (QE 2022).



Photo 8. 4 Broad Street interior, second floor looking west toward the front of the building (QE 2022).

2.4 6 Broad Street

2.4.1 Existing Condition

Built circa 1880,⁶ 6 Broad Street is a two-story, two-part commercial block building. The brick building has a flat, parapeted roof with a decorative corbelled brick cornice. The first story has three double-leaf and one single-leaf, two-paneled doors each with two lites and a transom. The doors are sheltered by a one-story awning with a standing-seam metal roof and fluted cast iron posts. The awning was erected in the 1970s. Although not historic, the current awning is a compatible feature. Historic photographs show a similar awning on the front of the building in the early twentieth century. The second story has four six-over-six double-hung wood-sash windows with wood lintels. The building contributes to the Old Town Historic District.

The building at 6 Broad Street is currently vacant and retains few interior partitions and extant finishes, with some limited exceptions including interior portions of the storefront assembly and potential flat plaster walls on the first floor and wood slat ceiling, flat plaster walls, wood plank flooring, simple baseboards, simple interior window and door surrounds, office partitions, and interior wood windows on the second floor. The majority of the interior spaces are in poor condition, including some areas that are entirely

⁶ The inventory list for the Old Town Historic District nomination states 6 Broad was constructed circa 1890. The building also appears on the 1884 Sanborn Fire Insurance Map.

inaccessible due to structural failure. The Old Town Historic District nomination notes that the buildings at 4 and 6 Broad Street are among those in the district that retain their original wood storefronts.⁷

2.4.2 Historical Overview

Circa 1890 photographs (found in Appendix C) of 6 Broad Street⁸ show a wood awning on the building front façade that extended the full length of the façade and extended out the width of the sidewalk. The awning consisted of a shed roof with either wood or metal sheathing and square wood posts. Sometime between circa 1915 and circa 1955, the wood awning and columns were removed. By the 1920s, the back wall between 6 Broad Street and 1119 Water Avenue was removed on the first story to connect the two buildings. With 1119 Water Avenue razed in 2019–2020, a temporary metal panel wall was installed to enclose the back wall of 6 Broad Street.

By 1884, the building is shown on Sanborn Fire Insurance Maps (found in Appendix E) as furniture storage on the first and second floors. Between 1889 and 1913, the building was used as a furniture store.⁹ From the beginning of the twentieth century, 6 Broad was the home of Tissier's Hardware, with its name across the pediment. The second floor of the building served as the company's storerooms and also held offices. In 1952, the company vacated the building, and it became the home of the Rives Appliance Company, which remained at this location until between 1981 and 1986.¹⁰ City directories list the building as being vacant in 1986 and a Goodwill store occupying the

⁷ Susan A. Besser and Christy Anderson, *Old Town Historic District National Register of Historic Places Nomination Form* (Washington, DC: National Park Service, 2001), 5.

⁸ Historically, the address for the building was 903 Broad Street in 1884 and 1023 Broad Street in 1889 to 1907. The final address change to 6 Broad Street occurred between 1907 and 1913.

⁹ *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, De, 1893. Map. https://www.loc.gov/item/sanborn00091_003/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, July 1889. Map. https://www.loc.gov/item/sanborn00091_002/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, May 1898. Map. https://www.loc.gov/item/sanborn00091_004/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Jan. 1913. Map. https://www.loc.gov/item/sanborn00091_007/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Oct. 1884. Map. https://www.loc.gov/item/sanborn00091_001/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Jun. 1903. Map. https://www.loc.gov/item/sanborn00091_005/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, May 1907. Map. https://www.loc.gov/item/sanborn00091_006/.

¹⁰ "Tissier's Leaves Retail Field And Shifts Quarters, Rives Firm To Occupy Present Building," *The Selma Times-Journal*, 30 July 1952; 1981 City Directory: Selma, Alabama; 1986 City Directory: Selma, Alabama.

building by 1991.¹¹ 6 Broad Street is not listed in the city directories after 1991 but was occupied by Goodwill until at least 2002.



Photo 9. 6 Broad Street interior, first floor looking west toward the front of the building (QE 2022).

¹¹ 1991 City Directory: Selma, Alabama.



Photo 10. 6 Broad Street Interior, first floor looking east toward the rear of the building (QE 2022).



Photo 11. 6 Broad Street interior, second floor looking west toward the front of the building (QE 2022).

2.5 8-10 Broad Street

2.5.1 Existing Condition

The property at 8–10 Broad Street consists of a two-story historic façade in poor condition. The façade of the building is brick. The first story is divided symmetrically into seven bays with large segmental arched openings separated by cast iron pilasters. The second story has seven segmental arched windows each with an arched brick drip molding. The façade's parapet is gabled with molding at the top and bottom, a square brick detail at the peak, and elongated arched brick corbelling under the bottom parapet molding. Centered above the central second story bay is a wooden sign that reads "CAHABA FURNITURE."

The 2003 Old Town Historic District National Register Nomination states:

An important gabled façade, with an arcaded corbel table, at [8-10] Broad Street has been stabilized with the aid of funds from the Alabama Historical Commission with the intention of building a parking garage behind the façade in the future. Although technically not a building, the façade is contributing to the continuity of the streetscape and should be considered a contributing feature of the first block of Broad Street.¹²

2.5.2 Historical Overview

Plaques on the pilasters indicate that the cast iron storefront came from the Bennett & Lurges Foundry in New Orleans in 1860, suggesting that the façade may date from before the Civil War. Historic photos of 8–10 Broad Street¹³ from circa 1890, found in Appendix C, show a wood awning and square columns on the full length of the façade, and extended out the width of the sidewalk, slightly past the awnings at 4 and 6 Broad Street. The awning consisted of a shed roof with either wood or metal sheathing and square wood columns. Sometime between circa 1915 and circa 1955, the wood awning and columns were removed. A circa 1955 historic photograph (Appendix C) shows the building with a cantilevered wall mounted sign at the south end between the first and second floor. Additionally, a covered walkway with a flat roof extends out perpendicular to the north bay of the building's façade with support columns at the western end of the sidewalk. It is unknown when the covered walkway was removed. Sanborn Fire Insurance Maps (Appendix E) show the second story of the building was accessed via a central stair with an entrance from the exterior.

The Sanborn Fire Insurance Map for 1884 shows the building being occupied by a dry goods and clothing store (8 Broad), a clothing and furnishings store on the first floor, and

¹² Besser and Anderson, *Old Town Historic District National Register Nomination*, 6.

¹³ Historically, the address for the building was 904-905 Broad Street in 1884 and 1019-1021 Broad Street in 1889 to 1907. The buildings address changed to 8-12 Broad Street between 1907 and 1913. It is unknown when the address for the building was changed to remove 12 Broad Street.

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a tailor (10 Broad) and offices (8–10 Broad) on the second floor. The southern portion of the building remained a dry goods and clothing/boots and shoes retailer through 1898. The northern portion of the building was vacant in 1893 and housed a cigar retailer and a jewelry retailer in 1898 with a hand printing company on the second story. By 1903 to 1907, the southern portion of the building was occupied by a buggies retailer and the northern portion by a jewelry store. According to the Sanborn Fire Insurance Map for 1913, both sides of the building were occupied by a variety of tenants with no specifics on the occupants.¹⁴ In 1926, Tissier Hardware Company is listed as occupying the southern portion of the building.¹⁵ By 1955, Ware Furniture Company was in the north half of the building and between 1967 and 1991, 10 Broad Street was occupied by Cahaba Furniture Incorporated.¹⁶ The building behind the façade burned down on September 6, 1992.¹⁷

¹⁴ *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, De, 1893. Map. https://www.loc.gov/item/sanborn00091_003/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, July 1889. Map. https://www.loc.gov/item/sanborn00091_002/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, May 1898. Map. https://www.loc.gov/item/sanborn00091_004/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Jan. 1913. Map. https://www.loc.gov/item/sanborn00091_007/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Oct. 1884. Map. https://www.loc.gov/item/sanborn00091_001/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, Jun. 1903. Map. https://www.loc.gov/item/sanborn00091_005/; *Sanborn Fire Insurance Map from Selma, Dallas County, Alabama*. Sanborn Map Company, May 1907. Map. https://www.loc.gov/item/sanborn00091_006/.

¹⁵ 1926 City Directory: Selma, Alabama.

¹⁶ 1955 City Directory: Selma, Alabama; 1959 City Directory: Selma, Alabama; 1967 City Directory: Selma, Alabama; 1971 City Directory: Selma, Alabama; 1976 City Directory: Selma, Alabama; 1981 City Directory: Selma, Alabama; 1986 City Directory; 1991 City Directory: Selma, Alabama.

¹⁷ Cheryl Graffo, "Burned building history varied," *The Selma Times-Journal*, 09 September 1992.



Photo 12. 8-10 Broad Street, looking east (QE 2022).



Photo 13. View of 8-10 Broad Street looking west (QE 2022).

2.6 1119 Water Avenue

2.6.1 Existing Condition

The property at 1119 Water Avenue¹⁸ consists of a concrete slab of the former Goodwill building that collapsed in 2019–2020. The available building/green space area is approximately 7,228 sf. The brick wall of 1119 Water Avenue, between 6 and 8 Broad Street, remains extant. Additionally, the brick wall originally shared with 1137 Water Avenue/11 Washington Street and a small brick room with metal door frame at the center of the brick wall remain.

The block of Water Avenue between Broad Street and Washington Street that includes 1119 Water Avenue and 1137 Water Avenue/11 Washington Street as well as 2 Broad Street is excluded from the National Register boundaries of the Water Avenue Historic District. In 2003 and prior to its demolition, 1119 Water Avenue was listed as a non-contributing resource in the Old Town Historic District.

2.6.2 Historical Overview

The building that formerly stood on the property was a one-story commercial building constructed in 1900 with a façade that was modified post-1950.¹⁹ The one-story brick building abutted the sidewalk along Water Avenue and had corrugated metal siding on the parapet wall. The entrance on the west side of the façade consisted of display windows splayed to glass double doors with a transom and two full-height storefront windows to either side. A flat metal cantilevered awning was located on the east half of the building. The east entry consisted of glass double-doors with a bisected full-height storefront window east of the entry.

The building was connected to 6 Broad Street by the 1920s when it served as additional space for Tissier's Hardware Store.²⁰ The building continued this purpose beginning in the 1980s when 6 Broad Street was occupied by Goodwill until at least 2002.²¹

¹⁸ Historically, the building consisted of three separate commercial spaces with the address of 1115–1119 Water Avenue.

¹⁹ Besser and Anderson, *Old Town Historic District National Register Nomination*, 97.

²⁰ 1115–1119 Water Avenue is not listed in city directories until 1991 but is instead listed as 1113 Water Avenue between 1926 and 1945. Specifically, in 1945, it is listed as a side entrance for Tissier's Hardware Co.

²¹ "Goodwill has a Yard Sale Every Day," *The Selma Times-Journal*, Ad, 31 July 2002.



Photo 14. Property at 1119 Water Avenue, looking north (QE 2022).



Photo 15. From left: 1137 Water Avenue/11 Washington Street, 1119 Water Avenue, and 2 Broad Street, looking northwest (QE 2022).



Photo 16. View looking south from 1119 Water Avenue (QE 2022).

3.0 DESCRIPTION OF UNDERTAKING

3.1 Summary

The NPS proposes to acquire and develop a portion of a city block for an expanded Selma Interpretive Center (Center) in downtown Selma, Dallas County, Alabama. The proposed project would expand the existing Center, currently located in a renovated historic building at 2 Broad Street, to include half of the adjoining city block in order to develop an interpretive center that is adequate to convey, interpret, and preserve sites associated with the significance of the historic Selma to Montgomery Voting Rights March of 1965. The current Center, a small contact station, is located just north of the Edmund Pettus Bridge, a National Historic Landmark (NHL). The proposed expanded Center would deliver critical visitor engagement at the most iconic structure along the National Historic Trail. The purpose of the project is to develop a modern, accessible, and visitor-oriented facility that will feature a Voting Rights Center that honors the legacy of the Civil Rights Movement and its leaders, including that of the late Representative John Lewis. The expanded facility would provide interpretive, educational, monumental, and recreational spaces serviced by modern utilities.

The proposed undertaking would include the acquisition of 2–10 Broad Street and 1119 Water Avenue. It would expand and rehabilitate the existing Center at 2 Broad Street and repurpose the footprints of three adjacent properties at 4 Broad Street, 6 Broad Street, and 1119 Water Avenue. Additional work will focus on new exhibits for the

facility. The proposed undertaking would also restore and stabilize the façade of 8–10 Broad Street and rehabilitate the lot at 1119 Water Avenue into a finished outdoor space/site garden for events and interpretation. The properties are currently owned by the City of Selma (City), which leases space in 2 Broad Street for the current Center to the NPS.

Modifications to the existing building at 2 Broad Street include the enlargement and relocation of restrooms on the first floor. The proposed project also includes combining the three adjacent buildings into one cohesive space. To accomplish this, new openings would be made in the buildings' connecting/party walls. A small addition on the rear of 6 Broad Street would house restrooms, storage, and a stairwell. The proposed undertaking is limited to the property boundaries of 2–10 Broad Street and 1119 Water Avenue. It does not include site work or other activities on adjacent sidewalks/roads owned by the City of Selma.

The following description is based on the February 2022 Basis of Design Report and Schematic Design drawings prepared for the project²² (See Appendix D for the Schematic Design drawings).

3.2 Treatment Approach and Preservation Goals

The overall treatment approach for the project, following the Secretary of the Interior's Standards for the Treatment of Historic Properties, is rehabilitation. "Rehabilitation" is defined as "the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values."²³

The goal of the to the project is to enliven Broad Street and Water Avenue with active façades that are compatible with the commercial scale of the surrounding historic districts. The project would identify, retain, and reinforce features of the streetscape that are important in defining its overall historic character. This effort would be constrained by the footprint of the National Park Service project area, which is limited to the property to be acquired by the federal government.

Specific preservation goals of the project include:

- Retain and reuse the extant historic buildings to the greatest extent feasible.
- Treat the historic building façades as the visible expression of a functioning building, with spaces behind the façade that relate to the scale and character of the building.

²² Quinn Evans, *Selma to Montgomery National Historic Trail, Develop Selma Interpretive Center, Basis of Design Report*, 100% Final Submittal, February 2022.

²³ Kay D. Weeks and Anne E. Grimmer, *The Secretary of the Interior's Standards for the Treatment of Historic Properties* (Washington, DC: 1995, revised 2017), 27-30.

- Stabilize, preserve, and restore extant historic building façades within the National Park Service project footprint to reinforce the integrity of the Old Town Historic District and anchor the new project within its historic context.
- Develop a place-specific interior design treatment for rehabilitated historic buildings.
- During design development, carry out an inventory of the historic features of the historic buildings for purposes of incorporating them into the final design.
- Consider color, wall finishes, ceiling finishes, trims, doors, windows, stairs, and other historic features identified.
- Incorporate these features in the final interior detailing through preservation of the elements or reproduction of the elements as part of the overall building character.
- At 1119 Water Avenue, respect the existing scale of the Old Town and Water Avenue historic districts and consider the design, color, texture, craftsmanship, and scale of its surroundings and incorporate these elements into the design to the greatest extent feasible.

3.3 Project Description

3.3.1 2 Broad Street

The proposed undertaking would not include work on the existing façades along Broad Street (west) and Water Avenue (south) or the rear elevation (east). Exterior work on the Broad Street and Water Avenue elevations is limited to the replacement of the existing glazing on the first-story windows and doors with forced entry resistant glazing.

The first floor of the building would continue to house the bookstore. The current exhibit space in the center of the first floor would become expanded restrooms. The second floor of the building would hold exhibit space, a recording studio, a research room, an office, and restrooms. The third floor would provide space for a classroom, NPS offices, staff breakrooms, and a workroom. Large openings would be added to the north party wall of the building on the first and second floors to connect the interior of the building to 4 Broad Street.

3.3.2 4 Broad Street

The proposed undertaking would preserve the existing façade (west) at 4 Broad Street. Proposed work to the exterior façade includes the repointing of the existing brick masonry, the repainting of the existing brick, and the in-kind replacement of the existing doors and windows. Window glazing would be replaced with forced entry resistant glazing. The existing awning would remain and would be cleaned and painted. The existing flat wood-framed roof would be replaced in kind. The existing exterior stair located on the rear (east) elevation of 4 Broad Street would be removed.

The interior of the building would include a reception area and lobby on the first floor, and exhibit space and a gallery on the second floor. The lobby would lead to a central, two-story circulation area (elevator and stairwell) that would provide access to the upper floors of the Center. Doors at the rear of the building on the first floor would provide

access to the site garden at 1119 Water Avenue. In order to connect 4 Broad Street with 2 Broad Street and 6 Broad Street, large openings would be made in the buildings' party walls on the first and second floors.

3.3.3 6 Broad Street

The proposed undertaking would preserve the existing façade (west) at 6 Broad Street. Proposed work to the exterior façade includes the repointing of the existing brick masonry, the repainting of the existing brick, and the in-kind replacement of the existing doors and windows. Window glazing would be replaced with forced entry resistant glazing. The existing awning would remain and would be cleaned and painted. The existing flat wood-framed roof would be replaced in kind.

The interior of the existing building at 6 Broad Street would hold office space, a Voting Rights Center, and a multipurpose room on the first floor. The second floor of the building would primarily serve as exhibit space, with storage and mechanical areas at the rear (east) of the building. New interior partitions would be constructed as part of the rehabilitation and reuse of the building. New openings on the building's party wall (south) would occur to connect the building to 4 Broad Street.

The undertaking would construct a two-story, 27'-2" by 29'-3" brick-faced addition on the rear (east) elevation of 6 Broad Street. A new stair will be housed in the addition and would provide vertical access within 6 Broad Street. The southeast corner of the addition's first floor would contain two restrooms with exterior access from the site garden at 1119 Water Avenue. The second floor would house an exhibit staging area and a small storage area. The addition would have a foundation of shallow spread footings and continuous concrete wall footings.

3.3.4 8–10 Broad Street

The existing freestanding façade at 8–10 Broad Street would remain. The proposed undertaking would involve the stabilization of the façade and the replacement of the steel framing behind (east) of the façade that supports the façade. The open greenspace would remain as is.

3.3.5 1119 Water Avenue

The proposed site garden in the vacant lot at 1119 Water Avenue would serve as an exterior flexible multipurpose space for the proposed expanded Center. The site garden would meet the following objectives:

- Orientation space for queuing/staging for group arrivals
- Gathering space for NPS Ranger led and walking tours
- Overflow space for the building during special events
- Hardscape that can accommodate up to 60 visitors
- Extension of the visitor experience—green space to create a series of outdoor rooms/spaces
- Outdoor seating and shaded or covered areas during inclement weather

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- Exterior space that is closely coordinated with the building flow and layout to accommodate up to 60 visitors at a time
- Contemplative garden for 10 to 15 people where visitors can reflect on their visit to the Center
- Appropriate landscape plantings that extend the season and complement the space
- Space that meets ABAAS accessibility and compliance requirements
- Space for future expansion or connectivity
- Space to showcase exhibits and interpretive features
- Drainage improvements by small area catch basins and trench drains. Existing stormwater systems to be utilized at outlet connections. Green infrastructure considerations would be made to improve stormwater discharge water quality.

Along Water Avenue, a 6' high metal ornamental fence, with the marchers' silhouettes on the streetscape side of the fence, would secure the garden. The fence, along with a 4' high metal façade treatment/screen set 2' above the fence, would continue the feeling of a one-story façade across the streetscape side of the property. The fence and façade treatment would be set back from the sidewalk and similar in height to the adjacent building at 1137 Water Avenue/11 Washington Street. A centered gate would lead into the garden from Water Avenue. A service area, located on the east side the garden and along the east end of the 6 Broad Street parcel, would be accessed via a gate in the fence from Water Avenue.

The proposed site garden would consist of a mixture of hardscape, softscape, and planting areas to meet the objectives above. Specifically, the garden would include the following (also see Appendix D: Schematic Design Drawings):

- Trees symbolizing the Courageous Eight
- Pavement banding with inscriptions (Courageous Eight)
- Entrance portal
- Hardscape corridor and gathering area
- Central pedestrian spine
- Timeline and orientation graphic of the three marches
- Symbolic bridge crossing of the Alabama River
- Connections with community
- Secondary entrance through 4 Broad Street
- Contemplative areas
- Variety of spaces—exhibits, statues, local artwork, etc.
- Softscape pathway symbolizing the march from Selma to Montgomery
- Connections with nature—low maintenance landscape plantings with variety and interest
- Wall treatments—greenscreen, masonry with graphics
- Access to restrooms behind 6 Broad Street

The construction of the site garden would require the removal of the concrete slab from the former building on the property, a concrete slab located in the northwest corner of

the property, the removal of a small storage area along the north side of the property that was part of the building at 1119 Water Avenue, the removal of the existing staircase and concrete pad behind 4 Broad Street, the removal of a concrete pad behind 2 Broad Street, and the removal of an existing tree and planter adjacent to 2 Broad Street. Ground disturbance on the property would occur during the installation of stormwater pipes and inlets, the construction of a river path and trench drains, and for the construction of foundations for proposed seating walls.

3.3.6 Construction Staging

Both vacant sites at 8–10 Broad Street and 1119 Water Avenue are proposed as potential staging areas during construction. The use of 8–10 Broad Street as a staging area would require the protection of an existing transformer on the site and coordination with Alabama Power.

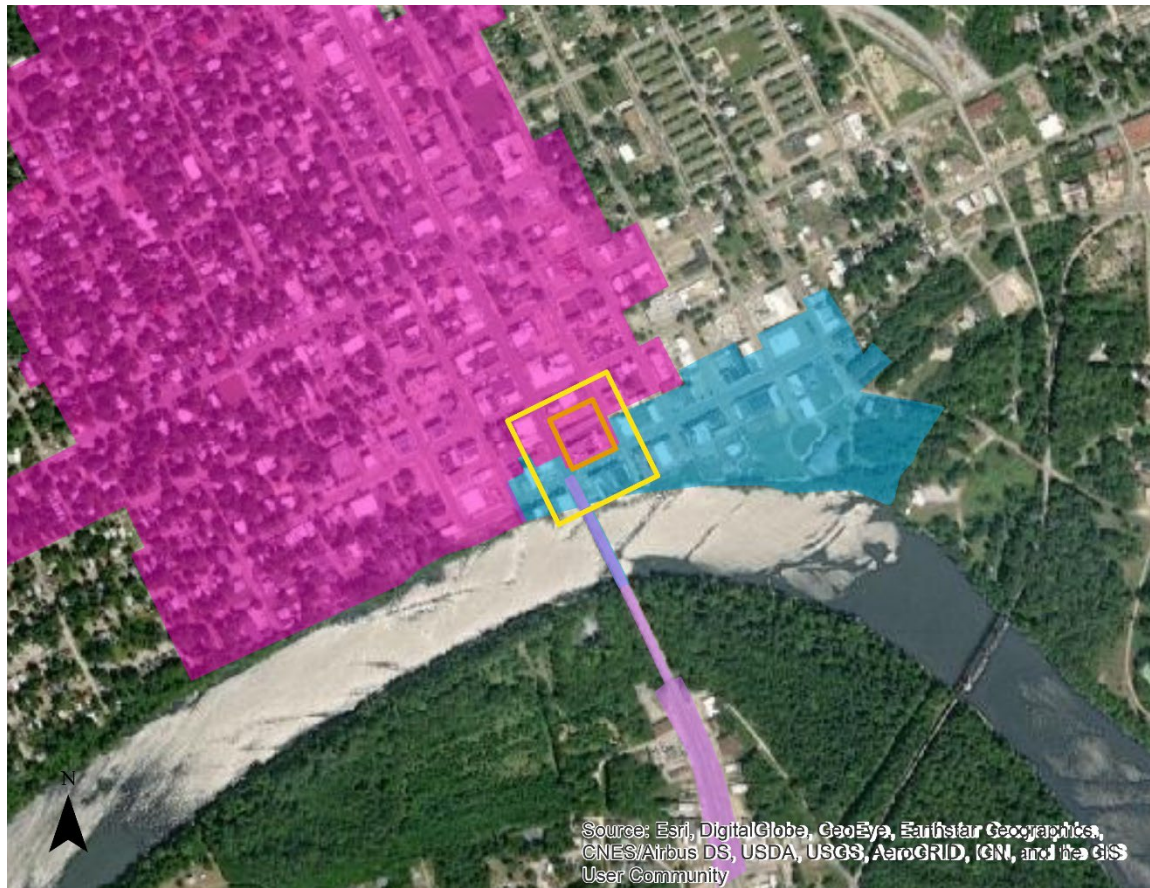
4.0 IDENTIFICATION OF HISTORIC PROPERTIES

4.1 Area of Potential Effects

The NPS defined the Area of Potential Effects (APE) to account for all possible effects of the proposed acquisition and development on historic properties (36 CFR 800.16). As stated in 36 CFR 800.2(c), a project's APE is the geographic area or areas within which the undertaking may cause changes in the character or use of historic property.

Because of the nature of the proposed undertaking, which involve the rehabilitation, stabilization, or adaptive re-use of several buildings and new construction at the core of the central business district, the Area of Potential Effects (APE) includes both direct effects to the project area for archeological resources and standing structures, as well as secondary and visual effects to the buildings that immediately surround the site. Thus, the area of potential for direct effects (direct APE) includes all areas that may be subject to ground disturbance or direct material effects, including all possible work staging areas and areas through which construction equipment would access the site, and is largely confined to the real property of the subject tracts.

The indirect APE includes areas with a direct visual relationship to the direct APE where the federal undertaking could change the setting in a manner that would affect any historic properties that are present. Because the project area is in a dense central business district, the indirect APE extends one-half city block in all directions, forming a slightly irregular square encompassing the direct APE and accounting for visual effects to proximate resources, including the Edmund Pettus Bridge. The direct APE and the indirect APE together form the project APE (Figure 3 and Figure 4). The Alabama SHPO concurred with the project APE on October 26, 2021.



Legend






- | | |
|--|--|
|  Direct APE Boundary |  Water Avenue Historic District |
|  Indirect APE Boundary |  Edmund Pettus Bridge |
|  Old Town Historic District | |

Figure 3 Map of the Direct (orange) and Indirect (yellow) Area of Potential Effect (APE) and their relationship to Historic Properties.



Figure 4. Map of the Direct (orange) and Indirect (yellow) Area of Potential Effect (APE).

4.2 Identified Historic Properties in the APE

The identification of historic properties within the APE was conducted through a review of existing documentation and consultation with the Alabama SHPO. The project is in an urban setting of primarily commercial buildings and properties that has been well documented through historic resource surveys and National Register documentation.

4.2.1 Old Town Historic District (National Register-listed)

The Old Town Historic District (#78000486) was first listed in the National Register of Historic Places (NRHP) in 1978 under Criteria A and C, and subsequently expanded in 2003 to include 510 contributing buildings, one contributing site and two contributing objects over an approximately 305-acre area. The 2003 nomination form establishes the period of significance as 1825, 1829, 1830, 1833, 1837, and 1839–1952. The district encompasses buildings that were central to the early development of Selma and the downtown commercial center. Following Reconstruction and between 1880 and 1920, Selma's downtown commercial district experienced tremendous growth and its commercial architecture "represents a timeline in the evolution of storefronts." The National Register nomination particularly calls attention to the architectural character of Broad Street with its "prevailing Italianate" buildings that are found in 19th-century commercial districts in the United States.²⁴ Properties in the direct APE (2 Broad Street, 4 Broad Street, 6 Broad Street, 8–10 Broad Street) and properties within the indirect

²⁴ Besser and Anderson, *Old Town Historic District National Register Nomination*, 5.

APE are contributing elements (see Appendix B for a full list of properties in the APE). The building at 1119 Water Avenue was not considered contributing in the 1978 nomination or in the 2003 expansion.

4.2.2 Water Avenue Historic District (National Register Listed)

The Water Avenue Historic District (#72000160) was listed in the National Register of Historic Places on December 26, 1972, with a resurvey and boundary increase on July 7, 2005, and additional documentation and boundary increase on June 2, 2021. The Water Avenue Historic District includes five contributing buildings, four contributing sites, one contributing structure, and two contributing objects over a 37-acre area. The 2021 nomination updated the National Register documentation to reflect the current appearance of the district and expanded the boundary of the Water Avenue Historic District to encompass related adjacent resources. It also established significance under Criterion A in the areas of Social History: Civil Rights and Ethnic Heritage: Black under the Civil Rights Movement in Selma, Alabama, 1865–1972 Multiple Property Documentation Form, extending the period of significance from 1837–1952 to 1837–1965. Finally, it added Criterion D significance in the areas of Military, Commerce, and Archeology: Historic–Non-Aboriginal. Several buildings in the indirect APE and the Edmund Pettus Bridge are contributing elements (see Appendix B). The block in the direct APE containing 2 Broad, 1119 Water Avenue, and 1137 Water Avenue/11 Washington Street is not included in the boundaries of the historic district.²⁵

4.2.3 Edmund Pettus Bridge (National Historic Landmark)

The Edmund Pettus Bridge (#13000281), located in the indirect APE, was designated a National Historic Landmark (NHL) in 2013 for its association with the civil rights movement, particularly the events of March 7, 1965, now known as “Bloody Sunday.”²⁶ The bridge also contributes to the Water Avenue Historic District. The setting and approach to the west side of the river is a critical aspect for the bridge’s integrity. The historic property boundary for the NHL extends to the middle of the intersection of the Broad Street and Water Avenue, just outside the Direct APE.

4.2.4 The Civil Rights Movement in Selma, Alabama, 1865-1972 Multiple Property Documentation Form

The National Register of Historic Places Multiple Property Documentation Form (MPDF) *The Civil Rights Movement in Selma, Alabama, 1865-1972* identifies five associated historic contexts: 1) Emancipation, Reconstruction and the roots of the Civil Rights Movement, 1863-1900; 2) Strengthening African American Bonds of Community in a Jim

²⁵ David B. Schneider, Deborah E. Marx, and James P. Delgado, *The Water Avenue Historic District (Additional Documentation & Boundary Increase)*, *National Register of Historic Places Nomination Form* (Schneider Historic Preservation LLC, SEARCH Inc., Alabama Historical Commission, 2021).

²⁶ Cynthia Walton, *The Edmund Pettus Bridge, National Historic Landmark Nomination* (Atlanta: National Park Service Southeast Regional Office; Washington, DC: National Historic Landmark Program, 2012).

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Crow era, 1900-1940; 3) Civil Rights in a Cold War Era, 1940-1954; 4) Massive Resistance in Wake of Brown v. Board of Education, 1954-1962; 5) The Push for Voting Rights, 1962-1972. Associated property types are Strategy Centers, Conflict Centers, Reconciliation Centers, Properties Associated with Prominent Persons, and Historic Districts.²⁷ In 2021, the Water Avenue Historic District was updated to include significance identified in the MPFD (see 3.1.2 above).

In downtown Selma and within the project area, Jim Crow resulted in separate facilities, neighborhoods, and commercial areas for Black and White residents. As explained by historian Abigail Gautreau, “Segregation was more than law and custom; it was a way of life that embedded itself firmly in the built environment. . . Though Selma has been predominantly black since the 20th century, the downtown area was designed for the convenience and use of the white minority. Though blacks did patronize some businesses, black citizens also owned their own businesses, some yards from the white section of downtown, others scattered through black neighborhoods. . .²⁸ Specifically, the section of Broad Street between Alabama Avenue and the Edmund Pettus Bridge within the Old Town Historic District, served as the route of the marchers on March 7, 1965 (Bloody Sunday) and the civil rights march on March 21, 1965. Thus, the project area within the Old Town Historic District has the potential for additional significance under National Register Criterion A identified in the MPDF because it is the location “where important people and institutions carried out significant activities directly linked to the Civil Rights Movement, where strategy centers, conflict centers, resolution centers, and institutions associated with key individuals and/or key community and ethnic groups exist in historical relationship to each other.”²⁹

4.2.5 Selma to Montgomery Historic Trail Cultural Landscape (National Register-Eligible)

In 2021, the National Park Service prepared a Cultural Landscape Report (CLR) for the Selma to Montgomery National Historic Trail. The study boundaries of the CLR include the marchers’ routes through the streets within the City of Selma. Portions of the routes along Water Avenue and Broad Street are within the Indirect APE.

The Selma to Montgomery National Historic Trail is administratively listed in the National Register of Historic Places through P.L. 104-333; development documentation for the listing is pending. In 2000, in conjunction with the NPS, the Alabama Historical Commission determined that the section of the march route from the west side of the

²⁷ Carroll Van West, Amber Clawson, Jessica French, and Abigail Gautreau, *The Civil Rights Movement in Selma, Alabama, 1865-1972, National Register of Historic Places Multiple Property Documentation Form* (Middle Tennessee State University Center For Historic Preservation and the National Park Service, Washington, DC, 2013).

²⁸ Abigail Gautreau, “Finding the Segregated Past in a Civil Rights Landscape in Selma (AL),” *Living Landscape Observer*, June 2013, accessed 6 April 2022 at <https://livinglandscapeobserver.net/civil-rights-landscape/>.

²⁹ Van West et al, *The Civil Rights Movement in Selma, Alabama, 1865-1972*, 54.

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Edmund Pettus Bridge to the Montgomery Airport was eligible under Criteria A for its association with the civil rights events of 1965. For purposes of the CLR, the Selma to Montgomery National Historic Trail is understood to be significant under Criterion A in the areas of Ethnic Heritage: Black, Politics/Government, and Social History. Differing from the determination of eligibility for the route, the CLR finds that the entire length of the Trail—from Brown Chapel African Methodist Episcopal (A.M.E.) Church in Selma to the State Capitol in Montgomery—is significant under this criterion.

In order to assess cultural landscape features and significance, the CLR identifies the Selma March Route Character Area, which extends from the Brown Chapel A.M.E. Church to the Edmund Pettus Bridge and includes the two routes used by marchers in 1965 (Figure 5). Contributing features include the downtown streetscapes in Selma and viewsheds. Significant views identified in the CLR within the APE are the view south from Broad Street toward the Edmund Pettus Bridge, the view west along Water Avenue toward the Broad Street, and the view west along Alabama Avenue toward Broad Street.³⁰

³⁰ WLA Studio, *Selma to Montgomery National Historic Trail Cultural Landscape Report* (National Park Service, 2021).

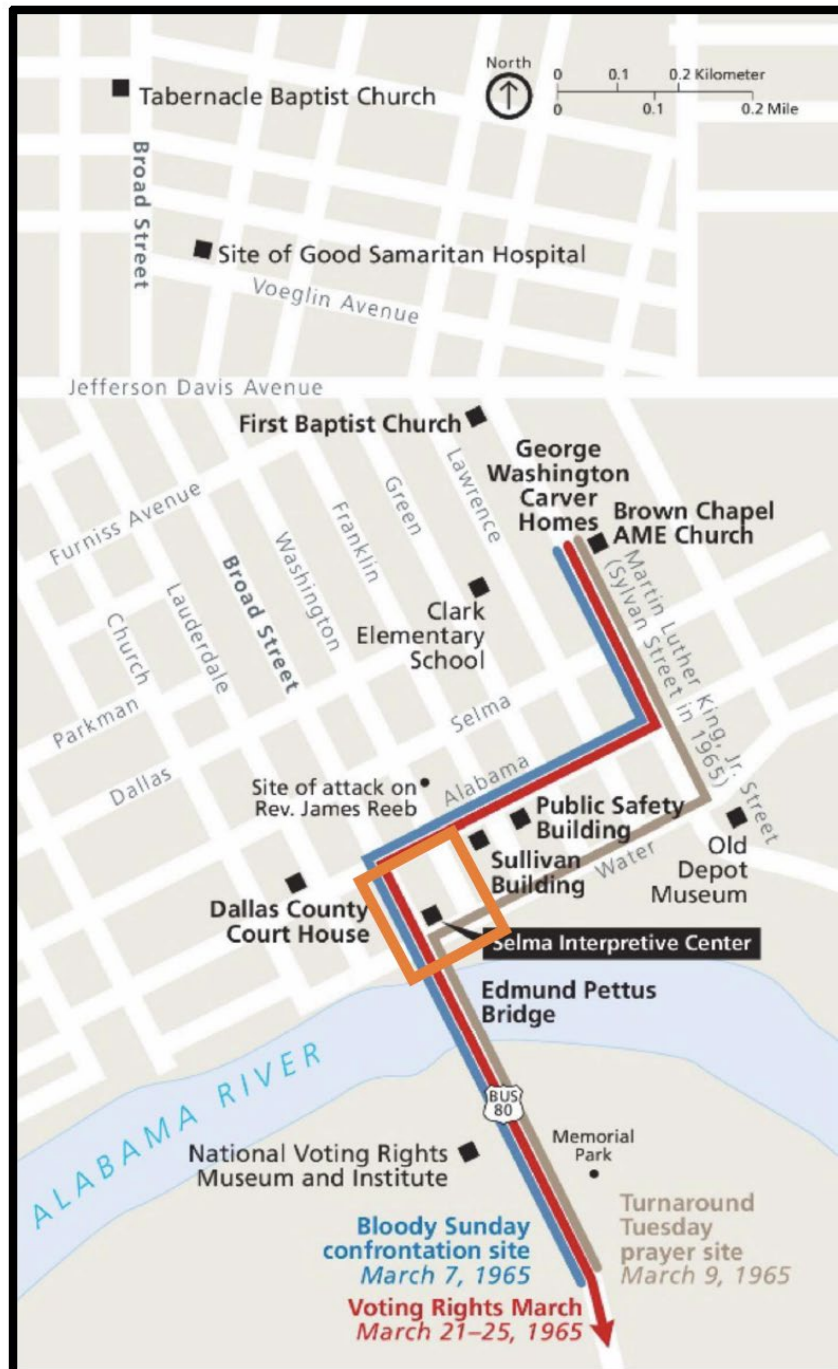


Figure 5. Map of the Selma to Montgomery National Historic Trail showing the relationship of the APE (orange) to the three march routes through Selma.

4.3 Archeological Resources

As described in Section 4.2, the APE for potential direct effects to historic properties is defined as all areas that may be subject to ground disturbance or direct material effects. Therefore, in the context of the potential for the project to effect archeological deposits, the APE includes all possible work staging areas, areas of proposed improvements requiring ground disturbance including the exterior interpretive spaces, and areas through which construction equipment would access the site. The Direct APE is largely confined to the real property of the subject tracts.

To assess the project's potential to affect archeological resources, background research was conducted utilizing records available from the Alabama State Site File – Office of Archaeological Research, reviews of the NRHP nominations for the Old Town and Water Avenue historic districts, reviews of historic maps including Sanborn Insurance Maps, topographic maps, and other historic maps as available through online resources, and reviews of historic aerial photography, prepared historic contexts, and general environmental data. The purpose of this review was to assess the APE for its archeological potential and identify if previously documented archeological resources were present within the project's Direct APE.

4.3.1 Results of the Background Research

A records search request was initiated with the Alabama State Site File in February 2022. The results of the record search identified no previously recorded archeological sites within the direct APE [REDACTED] (Figure 6). None of these three sites would be affected by the project; however, the information collected from their investigation does provide insight into the potential for archeological deposits to remain within the project footprint. Table 1 summarizes details available for each of the three previously recorded sites as reported in the Alabama State Site File records.



Figure 6. Archeological Site Location Map

Table 1. Previously Recorded Archeological Resources within the Project Area

| Site Number | Date | Description | Date Recorded | NRHP Status |
|-------------|------------|-------------|---------------|-------------|
| [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |
| | [REDACTED] | [REDACTED] | [REDACTED] | [REDACTED] |

4.3.2 Archeological Context

Prior to historic settlement in Selma and what is now Alabama, Native American populations inhabited the region utilizing the abundance of natural resources that would have been available to them. The pre-contact periods in Alabama can be generally divided into four broad time periods including the Paleoindian Period (10,000 BC–7,000 BC), the Archaic Period (7,000 BC–1,000 BC), the Woodland Period (300 BC–1000 AD) and the Mississippian Period (700 AD–1540 AD). The historic period dates from 1540,

the time of the first significant European contact associated with the Hernando de Soto Expedition.

The Paleoindian Period is often associated with the Clovis and Folsom cultures. The 1927 discovery of a fluted point in the ribs of an extinct species of bison at Folsom, New Mexico proved that ancient North Americans had immigrated during the Pleistocene, the geological epoch often referred to as the Ice Age. Clovis culture was first discovered in 1936 in Clovis, New Mexico furthering the documentation for Paleoindian habitation in North America and providing evidence for occupation nearly 1,000 years older than previously discovered at Folsom. However, more recent research suggests that Paleoindian peoples were present in the Americas well before the traditionally accepted timeframe associated with Clovis technology. Although to date, no Pre-Clovis sites have been discovered in Alabama, there are numerous sites dating to the Pre-Clovis time periods throughout the Americas, three of which are in the Southeastern, United States: Cactus Hill, in Virginia³¹ dated to between 18,000 and 22,000 BP; the Topper site, in South Carolina dated to between 15,000 and 50,000 BP³², and the Page-Ladson site in Florida, dated to 14,500 BP.³³ These sites provide evidence that a Pre-Clovis era people existed, slowly eroding the long-held theory by archaeologists that man arrived in North America around 13,000 years ago, the start of the Clovis, Folsom, and other Paleoindian cultures. The Paleoindians are generally regarded as nomadic hunter gatherers, living in small groups. Paleoindian subsistence is often associated with big game hunting; however, it is likely that Paleoindian populations also took advantage of small game and the gathering of plant resources.³⁴ Evidence for Paleoindian sites is usually limited to distinctive stone tool types, primarily the fluted point.

During the Holocene, which is the current geological epoch and dates to approximately 9,700 BC (or 11,650 calendar years before present), humans responded to emerging differences in the availability of resources over the course of the year via increasing

³¹ Daniel P. Wagner, "Cactus Hill, Virginia," *Encyclopedia of Geoarchaeology*. Ed. Gilbert, Allan S. Dordrecht: Springer Netherlands, 2017. 95-95. Print.

³² Michael R. Waters, et al., "Geoarchaeological Investigations at the Topper and Big Pine Tree Sites, Allendale County, South Carolina," *Journal of Archaeological Science* 36.7 (2009): 1300-11.

³³ Ramlagan, Nadia "Stone Tools, Butchered Mastodon at Prehistoric Site in Florida Confirm Pre-Clovis Peopling of the Americas." *American Association for the Advancement of Science*. Washington DC, May 13, 2016. Available on-line at [Stone Tools, Butchered Mastodon at Prehistoric Site in Florida Confirm Pre-Clovis Peopling of the Americas | American Association for the Advancement of Science \(aaas.org\)](https://www.aaas.org/news/stone-tools-butchered-mastodon-at-prehistoric-site-in-florida-confirm-pre-clovis-peopling-of-the-americas)

³⁴ D. K. Grayson and D. J. Meltzer, "A requiem for North American overkill," in *Journal of Archaeological Science* 30, no. 5 (May 2003): 585–593, [https://doi.org/10.1016/S0305-4403\(02\)00205-4](https://doi.org/10.1016/S0305-4403(02)00205-4).

seasonal mobility.³⁵ It is during the early part of the Holocene that the transition between the Paleoindian and Archaic periods took place. The beginning of the Archaic period is often equated with the climate shifts and also marked by the introduction of ground stone tool technology and evidence for larger groups of people utilizing seasonal camps. The Archaic period peoples were nomadic, moving seasonally to take advantage of natural resources in a variety of locations. Archaic groups focused on hunting small game and the gathering of nuts and vegetables for sustenance. Soapstone vessels are also characteristic of this period.³⁶ The Woodland period is marked by the introduction of ceramic technology, population growth, and evidence for cultural complexity. During this period, horticulture was widely adopted by Native American peoples, and settlements became more permanent. Toward the end of the Woodland period in Alabama, the transition to the Mississippian period is marked by the establishment of ceremonial centers.³⁷ At the time of European Contact, Mississippian peoples were living in larger villages, practicing large scale horticulture, and living within a complex social framework.

The first European explorations into what would become Alabama took place in the early sixteenth century with Spanish explorations into the vicinity of Mobile Bay. It was not until Hernando de Soto arrived in the region that extensive interactions among Native American groups and the European explorers occurred. The first permanent European settlement in Alabama was established by the French in the early eighteenth century, eventually settling in the current location of Mobile in 1711. In the years that followed, the French established an outpost called Fort Toulouse at the intersection of the Tallapoosa and Coosa rivers and from that point on, European explorers from Spain, France, and England vied for control of the region. During the next 100 years, conflicts ensued among European settlers and Native American populations culminating in the Treaty of Fort Jackson in 1814 which forced the Creek Nation, the primary inhabitants of the region, to relinquish claims to 14 million acres west of the Coosa River. By 1837, the Creek, along with the Choctaw, Chickasaw, and Cherokee, had been virtually stripped of all landholdings in Alabama and were forced to relocate to reservations in Oklahoma.³⁸

The City of Selma was first identified on a 1732 French map as *Ecor Bienville*, named for the French provincial governor Jean-Baptiste Le Moyne, Sieur de Bienville. However, it was not until the early nineteenth century that European explorations began to frequent

³⁵ Daniel S. Amick and Philip J. Carr, "Changing Strategies of Lithic Technological Organization," in *Archaeology of the Mid-Holocene Southeast*, ed. Kenneth E. Sassaman and David G. Anderson (Gainesville: The University Press of Florida, 1996), 41–56.

³⁶ Steven M. Meredith, "Archaic Period," in *Encyclopedia of Alabama*, last modified November 19, 2015, <http://encyclopediaofalabama.org/article/h-1163>.

³⁷ Ashley Dumas, "Woodland Period," in *Encyclopedia of Alabama*, published May 9, 2007, last modified October 7, 2015, <http://encyclopediaofalabama.org/article/h-1166>.

³⁸ Wayne Flynt, "State of Alabama," in *Encyclopedia of Alabama*, published July 8, 2008, last modified May 1, 2017, <http://encyclopediaofalabama.org/article/h-1598>.

the site known at this time as High Soapstone Bluff.³⁹ In 1815, the location became known as Moore's Bluff, named for a Tennessee settler named Thomas Moore who settled there. Several years later, the Selma Town Land Company was formed to purchase land and establish a town in this location above the Alabama River. Selma was incorporated as a town on December 4, 1820.⁴⁰

Selma's establishment and success was fostered largely by the emergence of cotton throughout Alabama's Black Belt, named for the region's rich, black soil which was conducive to agricultural pursuits. The city's location on the Alabama River further bolstered the local economy with increasing steamboat traffic in the 1820s and 1830s and the establishment of the Selma and Tennessee Rivers Railroad in 1836.⁴¹ In the 1840s cotton became a major agricultural crop and by 1852 cotton was the primary economic staple. By 1859, Alabama, along with Georgia, Mississippi, and Louisiana, produced approximately 79 percent of the nation's cotton. A steady increase in cotton production demanded an increase in labor force which was largely populated by enslaved people. In each decade from 1810 to 1860 approximately 100,000 new enslaved people were brought into these regions.⁴² The term "Alabama Fever" began to catch on in states heavily populated with enslaved people such as Virginia and the Carolinas and many enslaved people were sent to the Alabama Black Belt to work.⁴³ As a result, Alabama's enslaved population reached 45 percent by of the entire state population by the 1860s and half were concentrated within the Black Belt.⁴⁴ The Black Belt region was the most densely populated are in the state of Alabama and the majority of residents were Black. However, in the Antebellum and Jim Crow eras, the White minority of the Black Belt dominated Alabama state politics. The White-dominated state legislature of Alabama passed laws and a constitution that established barriers to voter registration, marginalizing most Blacks and many poor Whites; a trend also present in other southern states at this time.⁴⁵

By the time of the Civil War, Selma was well on its way as a transportation center with the city population having doubled by 1860. At the beginning of the Civil War, Selma was identified as one of the main military manufacturing centers supporting the Confederate army. Because of its importance for supplying the Confederate troops, Selma was the target of Union General James H. Wilson's raid into Alabama in 1865. Wilson attacked

³⁹ City of Selma, "The History of Selma," accessed March 2022, <https://bgf.7da.myftpupload.com/about-us/>.

⁴⁰ Besser and Anderson, *Old Town Historic District National Register Nomination*.

⁴¹ City of Selma, "The History of Selma."

⁴² Peter Kolchin, *American Slavery 1619-1877* (New York: Hill and Wang, 1993).

⁴³ Kenneth M. Stampp, *The Peculiar Institution: Slavery in the Ante-Bellum South* (New York: Vintage Books, 1956).

⁴⁴ Allen Tullos, "The Black Belt," *Southern Spaces*, April 19, 2004, <https://southernspaces.org/2004/black-belt/>, accessed, April 7, 2022.

⁴⁵ William Warren Rogers and Robert David Ward, Leah Rawls Atkins, and Wayne Flynt, *Alabama: The History of a Deep South State* (Tuscaloosa, University of Alabama Press, 1994).

forces defending Selma on April 2, 1865. Severely outnumbered forces, under the direction of Confederate General Nathan Bedford Forrest, attempted to garrison Selma's defenses. The city fortifications had been designed to be manned by 10,000 soldiers; however, Forrest could muster no more than about 3,000 soldiers, many of whom were older men and boys with little to no military experience. Forrest knew the city could not be defended. Wilson captured the designer of the Selma defenses and learned more about the battlements which enabled him to flank the under-manned, weak Confederate defenses. Knowing that the Confederate defenses could not sustain the Union attack, Forrest set fire to more than 25,000 bales of cotton and used the distraction to escape the fallen city in the night while others swam the Alabama River to escape capture. The Union Army occupied Selma taking over 2,700 Confederate soldiers' prisoner.⁴⁶ Following the battle, Wilson's troops destroyed all the city's manufacturing facilities and equipment, including the arsenal, the ordnance center, the gunpowder works, the nitre works, and numerous ironworks and foundries. The Union troops destroyed 15 siege guns, 10 heavy carriages, 10 field pieces, 10 caissons, 63,000 rounds of artillery ammunition, 3 million feet of lumber, and 10,000 bushels of coal.⁴⁷ Wilson had issued orders against looting of personal property, however, Union forces were caught by Forrest and his troopers who circled back to Selma after the Union occupation looting and committing "outrages" on the citizenry.⁴⁸ Much of the city of Selma was burned as a result of the Union occupation and the destruction of military and personal property. Little remains today of Selma's Confederate defenses and wartime industries other than some earthworks near the Alabama River.⁴⁹ The Union Army also burned many of Selma's businesses and residences, including buildings within the vicinity of the current project location, on the eve of the end of the war, an event that would take years to recover from. During the period following the Civil War through 1920, the Selma business district went through a period of reconstruction.⁵⁰

Selma would again become a center of attention during the 1960s for its role in the Civil Rights Movement. Selma was the location of some of the first voter-registration drives and in 1965 became the location of one of the most pivotal events of the movement. On Sunday, March 7, which was quickly dubbed Bloody Sunday by the press, approximately 600 marchers set out from Selma on U.S. Highway 80 for Montgomery to petition legislators for voter-registration reform. The marchers were met by state and local law enforcement who utilized force and tear gas to turn back the marchers. Nearly two weeks later on March 25, 1965, the Selma to Montgomery March was authorized by order of U.S. District Judge Fran M. Johnson.⁵¹ Today, Selma has a population of over 20,000 people with an economy grounded in agriculture and industry.

⁴⁶ Jack Hurst, *Nathan Bedford Forrest: A Biography* (New York: Vintage Books, 1993).

⁴⁷ James Pickett Jones, *Yankee Blitzkrieg: Wilson's Raid through Alabama and Georgia*. (Athens: University of Georgia Press, 1976).

⁴⁸ Hurst, Ibid. p. 252

⁴⁹ Jones, Ibid.

⁵⁰ Besser and Anderson, *Old Town Historic District National Register Nomination*.

⁵¹ City of Selma, "The History of Selma."

4.3.3. Assessment of Archeological Potential

In the context of a cultural resource assessment, a review of the environmental setting in addition to a review of the historic and cultural contexts informs the process by which preliminary conclusions regarding the potential for the presence of archeological or historic sites are developed. Native American and historic archeological sites and resources are often found in proximity to major water sources, such as those identified through the review of historic topographic maps, along terraces or ridges and in locations where soils are well drained. Sites are often identified in locations where natural resources abound and would have provided seasonal procurement opportunities.

The project is located on the northern shore of the Alabama River. The Alabama River in the vicinity of Selma measures approximately 460 feet in width with banks of up to 40 feet in height. The project and the City of Selma are located in the Gulf Coastal Plain which is characterized by gently rolling, and in some locations, hilly terrain. Soils in the project vicinity are characterized as Urban Land; however, the natural stratigraphy includes sandy clays and clays intermixed with varying amounts of gravel.⁵² The project area is generally level and is at an elevation of approximately 130 feet above mean sea level (amsl). A review of flood data indicates that the project area has not been frequently flooded despite its proximity to the Alabama River. Flood hazard maps available from the Federal Emergency Management Agency Flood Hazard Layer Viewer indicates that the project area is not, in fact, located within a flood zone. The area south of Water Avenue is identified as Flood Zone AE (1% chance of annual flooding and 26% chance within a 30-year period). Flooding does occur to the east of the project area where the riverbanks are lower creating opportunity for rising water levels to exceed the height of the bank during a flood event.⁵³

The location of the project area on a bluff above the Alabama River would be considered high probability for the identification of pre-contact archeological sites. However, the probability for the identification of intact pre-contact period archeological sites is recommended as moderate to low. Although Native American populations most certainly utilized the area for seasonal and possibly more permanent settlement for thousands of years prior to European contact, the disturbances associated with the historic development of the project area have likely affected the integrity of pre-contact sites. Archeological deposits would be expected in near surface contexts or in soil layers buried by historic fill related to the historic development of Selma. However, archeological deposits may exist in various depths below the surface.

A review of historic Sanborn Insurance Maps, retrieved online from the Library of Congress Map Collection, indicates the project area was occupied by commercial

⁵² United States Army Corps of Engineers (USACE), "City of Selma, Alabama Flood Risk Management Study, Project Management Plan," last modified July 2020, https://www.sam.usace.army.mil/Portals/46/docs/planning_environmental/docs/Selma/Selma%20SMART%20PMP%2008Sep2020_Sponsor%20signature.pdf?ver=2P2RUwQIU_4Q-KVeyXQV7Q%3D%3D.

⁵³ <https://www.alabamaflood.com/map>

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enterprises since at least 1884. Sanborn Maps for 1889, 1893, 1898, 1903, 1907, and 1913 all show a nearly identical configuration for the lot layouts and buildings located in the project area. The primary buildings are noted as brick construction; however, several frame additions are represented on the maps as are what are assumed to be frame awnings or covered walkways on both the Broad Street and Water Avenue façades. Businesses identified, include hardware stores, a warehouse, a plumber, a commercial bank on the first floor and a Masonic Hall on the third floor of 2 Broad Street, a furniture store, one vacant building, and a tin shop. On the Washington Street side of the block, four individual buildings are identified as grocers.

The lot located at 1119 Water Avenue was occupied by three businesses; a hardware store, plumber, and one noted as general merchandise, on the 1893 Sanborn maps. By 1913, the buildings at 1119 Water Avenue are described as a hardware store, carriage house, and an auto display.

The project is in an area that has been defined by the SHPO as retaining high historic archeological potential. A review of the historic context for the project area also concludes that the potential for archeological deposits within the project area is high for sites dating to the nineteenth and twentieth centuries in conjunction with the more intense settlement of the City of Selma. Although Selma was first identified on historic maps in the eighteenth century, more concentrated development did not occur until the early decades of the nineteenth century, with more intense development and population growth in the 1830s and 1840s. Since much of Selma's downtown was burned in the Civil War, there is potential for pre-Civil War period historic fill deposits associated with the destruction of buildings dating to the earlier decades of the nineteenth century. There is also potential for later nineteenth and early twentieth century archeological deposits associated with the reconstruction period and later commercial occupations.

5.0 ASSESSMENT OF EFFECTS

5.1 Criteria of Adverse Effect

This effect assessment is based on the criteria of adverse effect as defined in the National Historic Preservation Act regulations (36 CFR 800.5). The criteria of adverse effect are defined as follows:

An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative. [36 CFR 800.5(a)(1)]

Examples of adverse effects may include:

- Physical destruction of or damage to all or part of the property;
- Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's standards for the treatment of historic properties (36 CFR part 68) and applicable guidelines;
- Removal of the property from its historic location;
- Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;
- Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property's significant historic features;
- Neglect of a property which causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization; and
- Transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.

5.2 Methodology

Two main categories of potential adverse effects on historic properties are applicable to the proposed undertaking:

- Direct physical effects that remove, damage, or alter a historic property (Direct APE)

- Visual effects that change the character of a historic property's setting or alter significant views (Indirect APE).

5.3 Determination of Effect

The following analysis is an assessment of the effects of the project on historic properties and is based upon the Section 106 criteria of adverse effect.

5.3.1 Direct Effects

The proposed undertaking will directly affect the Old Town Historic District due to physical changes to 2, 4, 6, and 8–10 Broad Street, which are contributing resources to the historic district and from construction staging areas at 8–10 Broad Street and 1119 Water Avenue, which are within the boundaries of the historic district and adjacent to contributing resources.

Examples of direct physical effects that are applicable to this undertaking include:

- Physical destruction of or damage to all or part of the property;
- Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's standards for the treatment of historic properties (36 CFR part 68) and applicable guidelines;
- Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance

5.3.1.1 2, 4, 6, and 8–10 Broad Street

The proposed rehabilitation of 2 Broad Street, 4–6 Broad Street, and the rehabilitation/stabilization of 8–10 Broad Street, contributing elements of the National Register-listed Old Town Historic District, for the new interpretive center would meet the Secretary of the Interior's Standards for Rehabilitation. The façades of the buildings that face Broad Street would be preserved and their overall historic character would not be altered. All features that need replacement due to their condition would be replaced in kind. The buildings would retain integrity and their proposed rehabilitation would not diminish the overall integrity of the historic district.

The two-story addition to 6 Broad Street would not result in an adverse effect to the Old Town Historic District. The two-story addition would be on the rear elevation of the building and would meet the Secretary of the Interior's Standards for Rehabilitation. The addition would be faced in brick, similar to other buildings in the historic district, but would be distinguishable as a non-historic addition. The addition would be of compatible height and scale with adjacent buildings. Therefore, the construction of the addition would not result in an adverse effect as it would not alter the character of historic properties or diminish the integrity of the building or the historic district.

Interior changes to the buildings at 2, 4, and 6 Broad Street would meet the Secretary of the Interior's Standards for Rehabilitation. The storefronts would remain and would

continue to provide views into the interior of the buildings. The project will develop a place-specific interior design treatment for rehabilitated historic buildings, incorporating surviving historic floor, wall, and ceiling features where feasible and avoiding the design of a generic modernist interior that would erase all historic references from the buildings' interiors. The rear elevation of 6 Broad Street, at the location of the proposed addition, was altered within the historic district's period of significance to connect to the adjacent building at 1119 Water Avenue. Therefore, the proposed alterations to the interiors of the buildings to accommodate the expanded interpretive center would not result in an adverse effect to the Old Town Historic District.

Construction staging areas within the Direct APE, which potentially include 8–10 Broad Street and 1119 Water Avenue, would be temporary and precautions would be taken to protect and avoid damage to or destruction of adjacent historic properties.

5.3.1.2 Other Properties in the Direct APE

The proposed undertaking would not result in a direct physical effect to other historic properties in the Direct APE. The project would not physically alter or change the historic character of 14 Broad Street or 1137 Water Avenue/11 Washington Street, both of which contribute to the Old Town Historic District.

The building at 1119 Water Avenue (no longer extant) was a non-contributing resource to the Old Town Historic District and the property is located outside the boundaries of the Water Avenue Historic District. Through adopting a design approach that is compatible with the historic district, constructing a site garden in this location will not result in a direct physical effect to historic properties in the APE. While the site garden will not affect any known historic properties within the lot at 1119 Water Avenue, there is potential for the presence of currently unknown archeological deposits dating to both the historic and pre-contact periods. However, depths of disturbance associated with the site garden components does not appear to exceed approximately two feet. Modern and historic fill deposits may be identified under the concrete slab currently present within the lot (see 5.3.1.4 Archeology).

5.3.1.3 Construction Staging

Construction staging areas within the Direct APE, which potentially include 8–10 Broad Street and 1119 Water Avenue, would be temporary and precautions would be taken to protect and avoid damage to or destruction of adjacent historic properties.

5.3.1.4 Archeology

A desktop review was conducted to assess if the project area retained the potential to contain significant archeological deposits that would be adversely affected by the project activities within the Direct APE. The desktop review utilized prepared historic contexts, historic maps, aerial photographs, and information available from the Alabama State Site File to assess the potential for archeological deposits in the APE and identify the potential for the project to affect significant archeological deposits should they exist.

The buildings at 2, 4, and 6 Broad Street all date to the third quarter of the nineteenth century and it is reasonable to anticipate that archeological materials associated with the construction of these buildings, and possibly remains of earlier construction periods, may be present. Downtown Selma was impacted by events of the Civil War resulting in the burning and demolition of many of its buildings and structures. Evidence for this destruction dating to the Civil War period may be present in the context of historic fill related to the demolition. Pre-Civil War deposits could also be present, capped by a demolition layer. The former building at 1119 Water Avenue is documented in the National Register Nomination for the Old Town Historic District as a commercial building dating to 1900 with alterations to the building façade dating post-1950.⁵⁴ This building was the former site of a Goodwill store that was razed ca. 2019. Currently, the building's concrete slab remains within a portion of the lot, and it is likely that the construction of this slab disturbed potential archaeological deposits below it. The depth of the slab is currently unknown and additional historic fill layers may be present below it. The potential for late nineteenth- and early twentieth-century archeological materials is also considered high within this lot. Pre-contact period archeological deposits may also be present, however the historic activity within the project area has likely affected the integrity of these deposits.

Archeological deposits dating to the mid-nineteenth century through the early twentieth century could be expected in the direct effects APE. The potential for significant, intact pre-contact period archeological deposits would appear to be low largely in part due to disturbances associated with the later historic development within Selma and the APE. Pre-contact sites in this area would likely have been affected by historic period construction activities. Modern and historic fill layers related to the demolition of the buildings at 1119 Water Avenue and within the footprint of the former building at 8–10 Broad Street may be present.

A review of the proposed design plans for the project improvements indicated that ground disturbing activities will take place in association with the construction of the planned addition to 6 Broad Street; the demolition of the concrete slab, removal of stub walls, air conditioning units, and existing vegetation within the footprint of 1119 Water Avenue; the installation of walkways, plantings, and interpretive displays; and the installation of seat walls within the exterior interpretive spaces. Depth of disturbance for these activities would not likely exceed two feet (24 inches) with exception of the foundation for the addition to 6 Broad Street. Depth of disturbance for this addition may exceed two feet for the foundation thus increasing the potential for impacts to potentially intact historic or pre-contact period archeological deposits. Activities associated with construction staging areas that require surface grading or leveling would have less potential to affect significant archeological deposits. Improvements planned within the footprints of the existing buildings associated with the project would not affect potential archeological resources. To further document potential archeological deposits, it is

⁵⁴ The building is recorded in the nomination as 1119 Water Avenue and 1119A Water Avenue. Besser and Anderson, *Old Town Historic District National Register Nomination*, 97.

recommended that archeological monitors be present during all construction activities and in particular those activities that may extend below two feet in depth. Archaeological excavations that may take place or accompany a monitoring program should be completed to a depth of at least 50 cm.

Based upon the desktop background review, it appears that the project would have the potential to affect archeological deposits within the Direct APE that are associated with nineteenth- and early twentieth-century development in Selma and potentially contribute to the National Register-listed Old Town Historic District. Pre-contact period archeological deposits may also be present; however, the integrity of these deposits may have been compromised by ground disturbance associated with the historic development in the project area. However, because of the nature of the undertaking and limited subsurface disturbances associated with project activities, it is anticipated that undertaking would result in no adverse effect to archeological deposits.

5.3.2 Visual Effects

The proposed undertaking will affect the Old Town Historic District, the Water Avenue Historic District, the Selma March Route Character Area (part of the Selma to Montgomery National Historic Trail Cultural Landscape) and the Edmund Pettus Bridge NHL due to proposed work on the exteriors of the buildings and through the introduction of new elements to the properties that were not there historically. Potential adverse visual effects that are applicable to this undertaking include:

- Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property's significant historic features.

The sections below analyze potential adverse effects by specific view corridors within identified historic properties in the Indirect APE.

5.3.2.1 View north and south along Broad Street

The proposed undertaking would not cause an adverse effect to historic properties on Broad Street, which is part of the Selma March Route Character Area and the Old Town Historic District. The façades of the buildings would be preserved, and the proposed undertaking would not change the historic character of the Broad Street streetscape. The overall visual character of the district and cultural landscape as well as views north and south along Broad Street would remain intact (Photo 17 and 18).



Photo 17. View southeast on Broad Street toward the Edmund Pettus Bridge showing the properties in the Direct APE (QE 2022).



Photo 18. View looking northwest from the intersection of Broad Street and Water Avenue (QE 2022).

5.3.2.2 Views to and from the Edmund Pettus Bridge

Views to the Edmund Pettus Bridge from points along Broad Street as well as views south toward Broad Street and Water Avenue from the bridge would not be altered in a manner that impacts the integrity of the Edmund Pettus Bridge NHL. The project area is for the most part obscured from views from the Edmund Pettus Bridge (Photo 20 and 21). The property at 1119 Water Avenue is only visible near the intersection of the bridge approach and Water Avenue looking north-northeast, the opposite direction of the march route. In addition to views south on Broad Street and west on Water Avenue, the Selma to Montgomery National Historic Trail CLR identifies the view from the Edmund Pettus Bridge south toward Selmont and the Bloody Sunday site as a principal view, not views north. The proposed two-story addition on 6 Broad would not be prominent in the view due to its setback from Water Avenue. Additionally, while the proposed fence along Water Avenue would be visible from certain vantage points on the bridge, the proposed fence, particularly from a distance, would create a visual continuum of the streetscape that was there historically, but was lost due to the collapse of the building at 1119 Water Avenue.



Photo 19. View looking south on Broad Street (intersection of Alabama Avenue) toward Edmund Pettus Bridge (QE 2022).



Photo 20. View north toward project area from east side of Edmund Pettus Bridge (QE 2022).



Photo 21. View southeast toward project area from west side of Edmund Pettus Bridge (QE 2022).



Photo 22. View southwest toward the Edmund Pettus Bridge from the project area (QE 2022).

5.3.2.3 Views East and West on Water Avenue

While the block bounded by Broad Street, Water Avenue, Washington Street, and Hinton Alley is not within the boundaries of the Water Avenue Historic District and the property at 1119 Water Avenue is non-contributing to the Old Town Historic District, the introduction of new visual elements along Water Avenue has the potential to impact the integrity of the districts and the Selma March Route Character Area. Currently, the lot is vacant due to the loss of the building at 1119 Water Avenue, which continued the commercial block from 1137 Water Avenue/11 Washington Street west toward 2 Broad Street.

The current vacant state of 1119 Water Avenue impacts the integrity of the historic districts and the cultural landscape as it lessens the constrained sense of space along the street that helps to reinforce the linear nature of the commercial blocks and in particular the march route. The proposed fence along Water Avenue to enclose the site garden would be of a similar height to the adjacent commercial building at 1137 Water Avenue/11 Washington Street, creating a visual continuation of the streetscape, a feature that is currently lacking. While the introduction of a site garden would introduce vegetation to the property and streetscape that was not there historically, the addition of these features would lessen the void that is currently present. The two-story rear addition on 6 Broad Street is set back from Water Avenue and would be of the same size and scale as the adjacent buildings and other typical rear additions within the historic district. Therefore, the introduction of the site garden and addition would not diminish the integrity of the properties' significant historic features and would result in no adverse effect to historic properties.



Photo 23. View looking west on Water Avenue (QE 2022).



Photo 24. View looking northeast on Water Avenue (QE 2022).



Photo 25. View looking east toward 1119 Water Avenue near the intersection of Broad Street and Water Avenue (QE 2022).

3.3.24 Short Term and Temporary Visual Effects

Short-term effects would occur during construction due to the visual impact of construction equipment and materials staging. These would not generate adverse effects to historic properties in the APE.

5.3.3. Summary of Effect

Based on the schematic design (refer to Appendix D) for the expanded Selma Interpretive Center and the application of the criteria of adverse effect, this assessment finds that the undertaking will have no adverse effect on the Old Town Historic District, the Water Avenue Historic District, the Edmund Pettus Bridge NHL, or the Selma to Montgomery National Historic Trail Cultural Landscape. The proposed undertaking will not alter, directly or indirectly, any of the characteristics that qualify the properties for inclusion in the National Register in a manner that would diminish the integrity of their location, design, setting, materials, workmanship, feeling, or association.

For the new interpretive center, the proposed rehabilitation of 2 Broad Street, 4–6 Broad Street, and the rehabilitation/stabilization of 8–10 Broad Street, contributing elements of the National Register-listed Old Town Historic District, would meet the Secretary of the Interior's Standards for Rehabilitation. The façades of the buildings that face Broad Street would be preserved and their overall historic character would not be altered. The new two-story addition on the rear of 6 Broad Street would be of compatible size, massing, and materials with other buildings in the historic district, but would be

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distinguishable as a non-historic addition. The buildings would retain integrity and their proposed rehabilitation would not diminish the overall integrity of the historic district.

The proposed expansion of the Center will not result in a visual adverse effect to historic properties in the APE. The façades of the buildings would be preserved, and the proposed undertaking would not change the historic character of the Broad Street streetscape. The introduction of a site garden at 1119 Water Avenue would create a visual continuum of the streetscape that was there historically but was lost due to the collapse of the building at 1119 Water Avenue. The addition to 6 Broad Street would be set back from Water Avenue and would be similar in height, massing, and materials to other buildings and rear additions within the historic district. The introduction of the site garden and the addition to 6 Broad Street would not diminish the integrity of adjacent historic properties.

The undertaking has the potential to affect archeological deposits within the project area. Sites associated with nineteenth- and early twentieth-century development in Selma and sites dating to the pre-contact period may be present; however, because of the nature of the undertaking, limited subsurface disturbances associated with project activities, and extent of past disturbance, it is anticipated that undertaking would result in no adverse effect to significant archeological deposits.

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