



General Management Plan

Birmingham Civil Rights National Monument

Alabama



October 2022

Table of Contents

Chapter 1: Introduction	5
NATIONAL PARK SERVICE GENERAL MANAGEMENT PLANNING	5
Rationale for General Management Planning	5
Other Laws and Policies Related to NPS Management	6
Compliance with the National Environmental Policy Act	7
MONUMENT BACKGROUND	8
Geographic Description	9
Park Purpose and Significance	11
Fundamental Resources and Values	12
Special Mandates and Administrative Commitments	13
SCOPE OF THE GENERAL MANAGEMENT PLAN	14
Purpose and Need for the General Management Plan, Planning Issues and Opportunities	14 - 15
RELATIONSHIP OF THE GENERAL MANAGEMENT PLAN TO OTHER PLANNING PORTFOLIO DOCUMENTS	16
Birmingham Civil Rights National Monument Foundation Document (2018)	17
A.G. Gaston Motel Historic Structure Report (2016)	17
A.G. Gaston Motel Cultural Landscape Report (2019)	18
Chapter 2: Proposed Management Concept	19
KEY COMPONENTS OF THE MANAGEMENT CONCEPT	19
Desired Conditions	19

Management Strategies	19
MONUMENT-WIDE MANAGEMENT CONCEPT	20
Monument-Wide Desired Conditions	20
Monument-Wide Management Strategies	21
Proposed Boundary Adjustment	27
A.G. GASTON MOTEL MANAGEMENT CONCEPT	29
Gaston Motel Desired Conditions	27
Gaston Motel Management Strategies	27
Proposed Site Plan	31
FRAMEWORK FOR VISITOR USE MANAGEMENT	34
Desired Conditions for Visitor Experience	35
Indicator Topics	36
Chapter 3: Assessment of NPS Statutory Planning Requirements	37
RESOURCE PRESERVATION	37
Summary Finding	37
Proposed Next Steps	40
TYPES AND INTENSITIES OF DEVELOPMENT	41
Summary Finding	41
Proposed Next Steps	41
VISITOR CAPACITY AND IMPLEMENTATION COMMITMENTS	42
Summary Finding	42
Proposed Next Steps	43
BOUNDARY MODIFICATIONS	44
Summary Finding	44
Proposed Next Steps	44
NEXT STEPS IN THE PLANNING PROCESS	44
Finalizing the General Management Plan	44
Implementing the General Management Plan	44
Chapter 4: Public and Stakeholder Engagement	45

CONSULTATION AND COORDINATION WITH OTHER AGENCIES, OFFICES AND TRIBES	46
--	-----------

List of Figures

Figure 1: Birmingham Civil Rights National Monument Boundary	10
Figure 2: Proposed Birmingham Civil Rights National Monument Visitor Services and Access	26
Figure 3: Proposed Birmingham Civil Rights National Monument Boundary Adjustment	28
Figure 4: Proposed Site Plan for First Floor of A.G. Gaston Motel	32
Figure 5: Proposed Site Plan for Second Floor of A.G. Gaston Motel	33
Figure 6. Overview of Visitor Use Management Planning Process	34

List of Tables

Table 1: Visitor Experiences	21
Table 2: Cultural Resources	23
Table 3: Community and Partner Engagement	24
Table 4: A.G. Gaston Motel	30
Table 5: Character-defining Features of the 1954 Motel	38
Table 6: Contributing Features of the A.G. Gaston Motel Site	39

List of Appendices

Appendix A – Park Legislation
Appendix B – Civic Engagement Comment Analysis Report
Appendix C – List of Preparers
Appendix D – References

A dark, vertical photograph of a neon sign for the A.G. Gaston Motel. The sign is illuminated with a warm, orange-yellow light. The letters are in a classic, slightly stylized font. The top part of the sign reads 'A.G. GASTON' and the bottom part reads 'MOTEL'. The sign is set against a dark background, possibly a building or a night sky.

Introduction

1

NATIONAL PARK SERVICE GENERAL MANAGEMENT PLANNING

RATIONALE FOR GENERAL MANAGEMENT PLANNING

The National Parks and Recreation Act of 1978 and National Park Service (NPS) Management Policies 2006, require each unit of the national park system to have a general management plan (GMP). Director's Order 2: Park Planning specifies that a GMP refers to (1) a stand-alone GMP, or (2) the planning documents in a park's planning portfolio that collectively meet the statutory requirements for a GMP. These statutory requirements, as described in the National Parks and Recreation Act, include the following:

- Measures for resource preservation
- Indications of the types and general intensities of development (visitor circulation and transportation patterns, systems, and modes), including general locations, timing of implementation, and anticipated costs
- Identification of and implementation commitments for visitor carrying capacities
- Indications of potential boundary modifications.

The purpose of general management planning is to ensure that a national park system unit has a clearly defined direction for resource preservation and visitor use to best achieve the NPS mandate to preserve resources unimpaired for the enjoyment of future generations. In addition, general management planning makes the NPS more effective, collaborative, and accountable by:

- Providing a balance between continuity and adaptability in decision-making by defining the desired conditions to be achieved and maintained in a park unit and providing a touchstone that allows NPS managers and staff to adapt their actions to changing situations, while staying focused on what is most important about the park unit.
- Analyzing the park unit in relation to the surrounding ecosystem, cultural setting, and community, which helps NPS managers and staff understand how the park unit can interrelate with neighbors and others in ways that are ecologically, socially, and economically sustainable. Decisions made within such a larger context are more likely to be successful over time.

- Affording everyone who has a stake in decisions affecting a park unit an opportunity to be involved in the planning process and to understand the decisions that are made. Park units are often the focus of intense public interest and public involvement throughout the planning process. Involving all interested stakeholders in GMP development provides opportunities for NPS managers and staff to interact with the public to learn about their concerns, expectations, and values and to share information about the park unit's purpose and significance and the opportunities and constraints for management of park lands.

The ultimate outcome of general management planning for park units is an agreement among the NPS, its partners, and the public on why each area is managed as part of the national park system, what resource conditions and visitor experiences should exist, and how those conditions can best be achieved and maintained over time.

GMPs are intended to be long-term documents that establish and articulate a management philosophy and framework for decision-making and problem solving in national park system units. GMPs usually provide guidance for 15 to 20 years.

Birmingham Civil Rights National Monument (national monument or monument) was established in 2017 by presidential proclamation to commemorate, preserve, and interpret to the public the struggle for human and civil rights that played out in Birmingham, Alabama, in the 1950s and 1960s. As a recently established unit of the national park system, this document represents the first GMP for the new park unit.

OTHER LAWS AND POLICIES RELATED TO NPS MANAGEMENT

The National Parks and Recreation Act of 1978 and National Park Service (NPS) Management Policies This section discusses some of the most pertinent NPS-wide laws and policies related to planning and managing the national monument. It is important to note that the monument must comply with these laws and policies regardless of this GMP planning effort.

The NPS must comply with laws and policies to protect environmental quality and resources, preserve cultural resources, and provide public services. Applicable laws and policies related to resource management include the Clean Water Act of 1972; the Endangered Species Act of 1973; the National Historic Preservation Act of 1966, as amended; the Native American Graves Protection and Repatriation Act of 1990; and Executive Order 11990, "Protection of Wetlands." Laws and policies related to public services and access include the Americans with Disabilities Act of 1990, the Architectural Barriers Act Accessibility Act Standards (ABAAS), the Final Outdoor Developed Area Guidelines, the Rehabilitation Act of 1973, and the Fair Housing Act.



Some of these laws and policies are applicable solely or primarily to units of the national park system. These include the 1916 Organic Act that created the NPS; the General Authorities Act of 1970; the act of March 27, 1978, relating to the management of the national park system; and the National Parks Omnibus Management Act of 1998. Other laws and policies have much broader application, such as the Endangered Species Act; the National Historic Preservation Act; and Executive Order 11990 that addresses the protection of wetlands.

The NPS Organic Act (16 United States Code [USC] 1) provides the central management direction for all units of the national park system:

“

[P]romote and regulate the use of the Federal areas known as national parks, monuments, and reservations. . . by such means and measure as to conform to the fundamental purpose of said parks, monuments and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

The national park system General Authorities Act (16 USC 1a-1 et seq.) affirms that while all national park system units remain “distinct in character,” they are “united through their inter-related purposes and resources into one national park system as cumulative expressions of a single national heritage.” The act makes it clear that the NPS Organic Act and other protective mandates apply equally to all units of the system. Further, amendments state that NPS management of park units should not “derogate. . . the purposes and values for which these various areas have been established.”

The NPS also has established policies for all units under its stewardship. These are identified and explained in a guidance manual entitled NPS Management Policies 2006. This GMP incorporates and complies with the provisions of these mandates and policies.

COMPLIANCE WITH THE NATIONAL ENVIRONMENTAL POLICY ACT

This GMP is subject to the requirements of the National Environmental Policy Act (NEPA), which requires an assessment and public disclosure of the environmental impacts, both adverse and beneficial, of actions proposed by the federal government before those actions are implemented. When there are actions that could have a significant





impact on the natural or human environment, the agency is required to prepare an environmental impact statement.

The NPS has prepared an environmental assessment (EA) for this GMP in accordance with NEPA, implementing regulations found in 40 Code of Federal Regulations (CFR) Parts 1500–1508, Director’s Order 12 (NPS 2011), and the NPS NEPA Handbook (NPS 2015). The plan addresses desired conditions for the national monument that are not mandated by laws and policies and must be determined through a planning process. Desired conditions and management strategies are identified and further discussed under the “Proposed Management Concept” in chapter 2 and are analyzed in the EA (NPS 2022).

MONUMENT BACKGROUND

In 1963, images of snarling police dogs unleashed against nonviolent protestors, and of children being sprayed with water from high-powered pressure hoses, appeared in print and television news across the world. These dramatic scenes from Birmingham, Alabama, of violent police aggression against civil rights protestors were vivid examples of segregation and racial injustice in America. The events shocked many, including President John F. Kennedy, and elevated civil rights from a southern issue to a pressing national concern.

The confrontation between protestors and police in Birmingham was a product of the direct-action campaign that came to be known as “Project C.” Project C—for confrontation—challenged unfair laws that were designed to limit freedoms of African Americans and ensure racial inequality. Leaders from the Southern Christian Leadership Conference (SCLC), along with Reverend Fred L. Shuttlesworth of the Alabama Christian Movement for Human Rights (ACMHR), took up residence at the Black-owned A.G. Gaston Motel (Gaston Motel) from April through May 1963 to direct Project C. From the motel, which served as their headquarters and as an area to stage events and hold press conferences, the movement’s leaders strategized and made critical decisions that shaped national events and significantly advanced the cause of the modern civil rights movement.

Public outrage over the events in Birmingham produced political pressure that helped to ensure passage of the Civil Rights Act of 1964. The struggle for equality is illustrated by places throughout Birmingham, like the Gaston Motel, where civil rights activists organized, protested, and clashed with segregationists. Also visible throughout the city are African American institutions and businesses that tied together Birmingham’s Black community and laid a critical foundation for the fight for civil and political rights.

The monument was established by presidential proclamation on January 12, 2017 (see appendix A). Within the monument are several prominent historic structures and landscapes that were pivotal to these events and to the continued historic significance and relevance of the monument. Further background on the history of this site is provided in the EA,

under the “Affected Environment, Cultural Resources” section and in the presidential proclamation (NPS 2022).

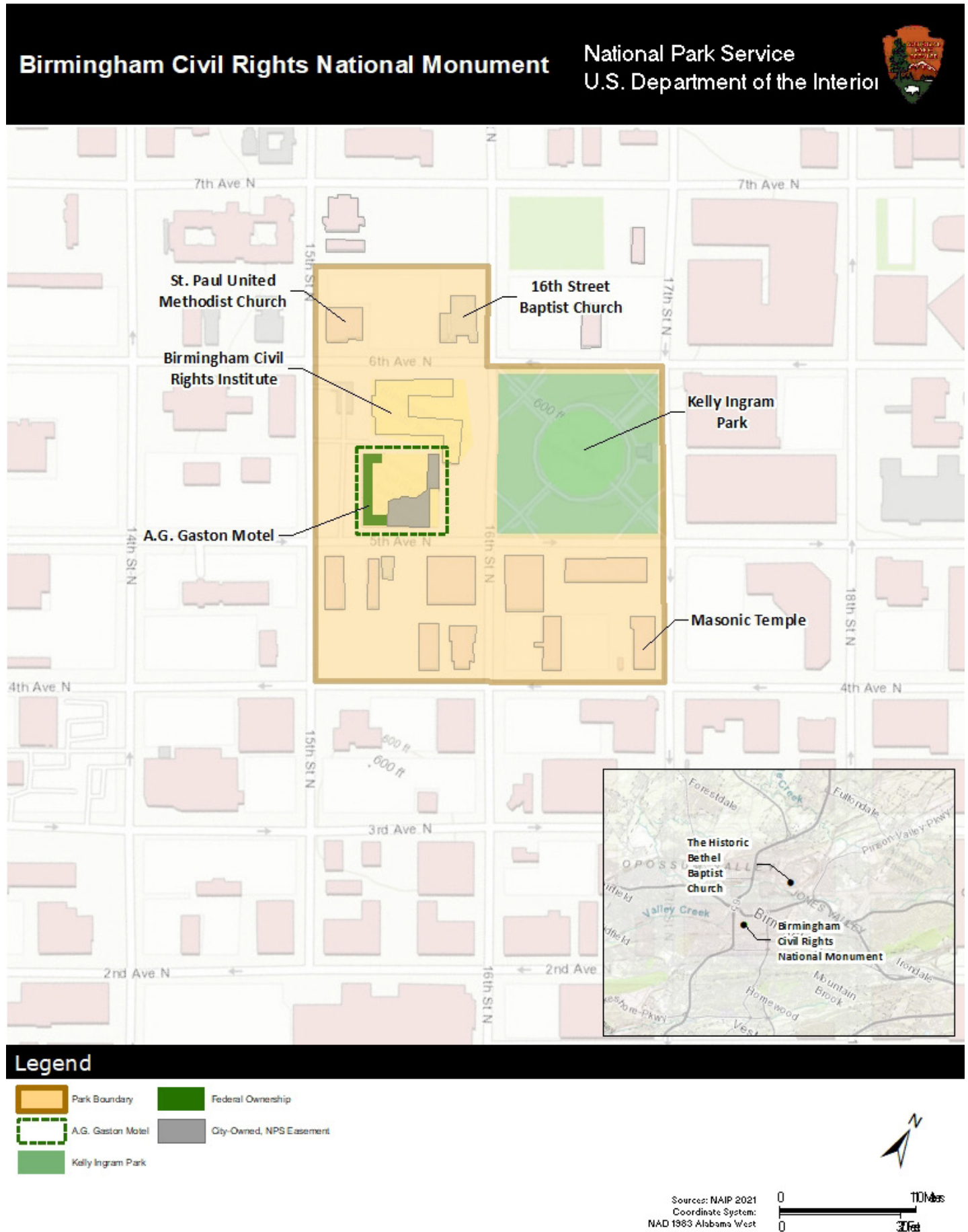
GEOGRAPHIC DESCRIPTION

The national monument boundary encompasses approximately five blocks in downtown Birmingham, Alabama, including federal lands, city property, and privately held sites associated with the nonviolent struggle against racial segregation in the city. Federal ownership in the area is centered around the lands associated with the Gaston Motel, which served as the headquarters for the direct-action campaign of 1963, approximately 0.23 acres in fee simple ownership, and 0.65 acres in a historic preservation easement. The fee simple ownership area includes the original, 1954 two-story motel and one-story lobby constructed in 1954, and a portion of the courtyard. The city of Birmingham owns the rest of the motel and courtyard, including the two-story 1968 addition. The federal government holds a preservation easement on the city-owned portion of the site. Within the national monument boundary are other downtown sites and institutions that were pivotal to the struggle for human and civil rights that played out in Birmingham in the 1950s and 1960s—the 16th Street Baptist Church, St. Paul United Methodist Church, Kelly Ingram Park, and the Masonic Temple (see figure 1). These landmarks were “part of ‘Black Birmingham,’ a term used by scholars for the geographic location of the collection of businesses, social clubs, churches, and other community fixtures that served the needs of African Americans during the period of segregation in the city” (WLA Studio 2019).

In 1992, the city of Birmingham designated a six-block area of downtown Birmingham, including the landmarks listed above as well as the 4th Avenue Business District and the Carver Theatre, as the Birmingham Civil Rights District. At this same time within the heart of this district, the Birmingham Civil Rights Institute (BCRI) was built by the city of Birmingham to be a cultural and educational research center to promote a comprehensive understanding of the significance of civil rights developments in Birmingham. The national significance of this area was recognized with the listing of the Birmingham Civil Rights Historic District (historic district) on the National Register of Historic Places (national register) in 2006 (National Register Information System [NRIS] #06000940). Within the historic district are two designated national historic landmarks (NHLs): Bethel Baptist Church, Parsonage, and Guard House, designated April 5, 2005 (NRIS #05000455), and the 16th Street Baptist Church (NRIS #80000696), designated February 20, 2006. The 16th Street Baptist Church NHL is within the national monument’s boundary. The Birmingham Civil Rights Heritage Trail, which begins at Kelly Ingram Park and follows the routes of 1963 civil rights marches, also crosses the historic district. The national monument sits within the historic district, bounded by 6th Avenue North and 6th Alley North, 17th Street North, 4th Avenue North, and 15th Street North, shown in figure 1.



Figure 1. Birmingham Civil Rights National Monument Boundary



PARK PURPOSE AND SIGNIFICANCE

The purpose statement identifies the specific reason(s) for establishment of a particular park unit (in this case, the Birmingham Civil Rights National Monument). The purpose statement for the monument was drafted through a careful analysis of its enabling presidential proclamation and the legislative history that influenced its development. The following purpose statement lays the foundation for understanding what is most important about the monument.

Through collaboration with partners, Birmingham Civil Rights National Monument preserves and interprets the events, stories, and places associated with the nonviolent struggle against racial segregation in Birmingham, Alabama, during the mid-20th century; events in 1963 propelled human and civil rights to the forefront of the American conscience.

Significance statements express why a park or monument's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Birmingham Civil Rights National Monument and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Birmingham Civil Rights National Monument. The sequence of the statements does not reflect the level of significance.

1. Birmingham Civil Rights National Monument contains a collection of buildings and places that stand as a reminder of the violent opposition to integration in Birmingham's segregated past. These places became a battleground for freedom during nonviolent protests that climaxed in 1963 and directly influenced the passage of the Civil Rights Act of 1964.
2. The A.G. Gaston Motel was a significant site of Birmingham's 1963 civil rights activities, serving as the headquarters for the launch of the Birmingham Campaign. The Southern Christian Leadership Conference (SCLC) and Alabama Christian Movement for Human Rights (ACMHR)—organizations leading the deployment of "Project C"—rented rooms, held regular strategy sessions, organized protest marches, and held press conferences at the site.
3. Birmingham Civil Rights National Monument highlights the importance of a free press in a democracy. Journalists documented the violence and dramatic scenes of brutal police aggression against nonviolent protestors, including children, which shocked the nation and resulted in a public outcry that spurred political action.
4. Birmingham Civil Rights National Monument commemorates the power of community organizing and the contributions of national civil rights leaders and foot soldiers, especially youth, and the coordinated efforts of the local African American churches, businesses, and educational institutions to bring about social change and end injustice.





5. Reverend Fred L. Shuttlesworth was a pioneer of the direct action movement and founded the Alabama Christian Movement for Human Rights (ACMHR) in response to the State of Alabama prohibiting the operation of the National Association for the Advancement of Colored People (NAACP). From its headquarters at Bethel Baptist Church between 1956 and 1961, the ACMHR confronted institutional racism in Birmingham and Alabama and was later pivotal to the success of the Birmingham Campaign.
6. On September 15, 1963, white supremacists bombed the 16th Street Baptist Church, killing four young girls and injuring 22 parishioners. Media reports of the terrorist act outraged the nation and world as one of the most egregious events in opposition to the modern civil rights movement, elevating the tragedies of racism and segregation from a southern issue to one of national concern.
7. Within a culture of systemic racism and segregation, African American business and civic leaders were able to develop a successful network of social, cultural, and commercial establishments within the 4th Avenue Business District. These institutions along 4th Avenue, in the Colored Masonic Temple and elsewhere, provided essential support for the civil rights movement in Birmingham.

FUNDAMENTAL RESOURCES AND VALUES

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park unit and maintaining its significance. FRVs are closely related to a park's legislative purpose and are more specific than significance statements.

FRVs help focus planning and management efforts on what is truly significant about the park unit. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If FRVs are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following FRVs have been identified for Birmingham Civil Rights National Monument:

- **The A.G. Gaston Motel.** The Black-owned A.G. Gaston Motel was built by A.G. Gaston to provide African Americans a place to go for first-class hotel and dining accommodations in segregated Birmingham. The motel was designed by Birmingham architect Stanley B. Echols and originally constructed by Steel City Construction Company, also of Birmingham, in 1954. National and local leaders of Birmingham's nonviolent civil rights movement chose this site as the headquarters to launch "Project C." Journalists, activists, and celebrities from around the world converged here to document and support these efforts. At the height of civil rights activities in Birmingham, the motel became a target of the Ku Klux Klan and was bombed on Mother's Day, May 11, 1963.

- **Partnerships.** Partnering with the city of Birmingham, local churches, universities, friend groups, and other organizations to commemorate and preserve the history of Birmingham’s struggle for civil rights is essential to the monument. Preservation and interpretation of the A.G. Gaston Motel and related sites in Birmingham are dependent on these partnerships.
- **Archives and Museum Collections.** Numerous organizations in and around Birmingham, such as the BCRI, the Birmingham Public Library, and religious institutions, hold archival materials and museum objects that are crucial to telling the story of the struggle for civil rights in Birmingham. Of particular importance are oral histories that document firsthand accounts of efforts to end racial segregation.

SPECIAL MANDATES AND ADMINISTRATIVE COMMITMENTS

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park unit that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of a park unit, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park unit. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memoranda of agreement. Examples include easements, rights-of-way, and arrangements for emergency service responses. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Birmingham Civil Rights National Monument.

Special Mandates

- » **Presidential Proclamation 9565** – Establishment of the Birmingham Civil Rights National Monument. The presidential proclamation establishing the monument contains unique language that directs the NPS to “use applicable authorities to seek to enter into agreements with others to promote management efficiencies and coordinate visitor experience. This directive to create partners is imperative for the interpretation and appreciation of a national monument with a variety of private and public owners.”
- » **Preservation and Conservation Easement Deed between the City of Birmingham and the National Trust for Historic Preservation.** This easement deed (which was reassigned from the National Trust for Historic Preservation to the NPS with the property transfer) describes the historic preservation roles of the dual owners



of the Gaston Motel and obligations for preservation by both the city of Birmingham and the NPS.

Administrative Commitments

- » Framework Agreement between the National Park Service and the City of Birmingham, Alabama. This memorandum of understanding between the city of Birmingham and the NPS outlines the financial commitments to the restoration and rehabilitation of the Gaston Motel, as well as roles for interpretation, staffing, management, and operations of the property. A specific obligation is the commitment to provide visitors with a seamless experience when visiting the site such that dual ownership is not apparent. This memorandum of understanding is not legally binding and will end upon execution of a full cooperative agreement.

SCOPE OF THE GENERAL MANAGEMENT PLAN

As the national monument is a new unit of the national park system with limited planning guidance, NPS management has determined that a comprehensive stand-alone GMP would be the best planning tool to meet the statutory planning requirements for the monument. This document provides guidance regarding all statutory requirements as well as a general framework with recommendations for how some could be further addressed in the future. Chapter 3 of this document outlines how the provided guidance addresses each of the requirements and any further planning that may be needed. Specifics about the scope of the plan are articulated in the following sections.

PURPOSE AND NEED FOR THE GENERAL MANAGEMENT PLAN

The purpose of this GMP is to help the national monument improve visitor experience, management capabilities, and facilities in a way that is consistent with the character-defining aspects of the associated historic district and cultural landscape and protects the resources within the monument boundary in collaboration with partners. The plan addresses administrative uses of existing NPS facilities, visitor use, historic and non-historic structures, parking, roads, walkways, and associated infrastructure, including any future development or rehabilitation on park lands within the national monument.

The GMP is needed because current facilities do not meet the goals of the national monument or its partner organizations or the needs of visitors. The primary physical resource under direct management of the NPS is the Gaston Motel, including the two-story motel block and courtyard constructed in 1954, which is in a state of disrepair and requires treatment before it can be opened to the public. A historic structure report (HSR) and cultural landscape report (CLR) were completed that outline a plan for treatment for the motel (Lord Aeck Sargent 2016; WLA Studio 2019). A GMP is needed to incorporate the recommendations within these reports, address future development needs, and serve as the implementation plan for the desired conditions and management strategies identified during the plan development process. Furthermore, the national monument



has many community partners, and the NPS needs to formalize these partnerships with agreements to coordinate and accomplish shared goals and the purpose of the national monument, including consistent visitor experiences, accessibility, interpretation strategies and programming, transportation and wayfinding, connectivity between resources, security issues, collections management, and economic development opportunities within the national monument and neighboring community. The GMP would serve as one of the guiding documents for engaging the community, formalizing partnership agreements, facilitating collaboration, and coordinating future activities.

PLANNING ISSUES AND OPPORTUNITIES

Many aspects of management for the national monument are defined in Presidential Proclamation 9565, the national monument's purpose and significance statements, and existing laws and policies. The resolution of questions or issues that have not already been addressed by the enabling legislation or laws and policies are the basis for developing different alternatives or approaches to managing the monument. As with any decision-making process, there are key decisions that, once made, would dictate the direction of subsequent management strategies.

Based on internal and external comments received and information supported by research and management experience, the following management issues and opportunities were identified for Birmingham Civil Rights National Monument. The bulleted items following each issue reflect the goal to be addressed through proposed actions in the GMP.

Issues and Opportunities to be Addressed

Visitor Experiences

- » Expand interpretive opportunities at the national monument.
- » Ensure the monument's interpretive resources and programs are relevant to the public and visitors and provide a national platform for telling Birmingham's civil rights story.
- » In cooperation with partner organizations, determine an appropriate range of interpretive and visitor resources that is coordinated between the NPS and partner organizations.
- » Determine appropriate levels and types of access to provide for an enhanced visitor experience across the national monument.
- » Determine the primary programs, facilities, and services to be made accessible to visitors of all ability levels.

Cultural Resources

- » Rehabilitate and restore the NPS-owned 1954 portion of the Gaston Motel and courtyard cultural landscape to support interpretation of their historical significance and appropriate types and levels of access.
- » Coordinate with partner organizations to restore and preserve historic structures and cultural landscapes



within the national monument to appropriately reflect the historic period of significance.

- » Develop management practices to curate, protect, and appropriately interpret museum collections across national monument sites.
- » Protect cultural resources from damage by impacts from visitor use and from looting and other illegal activities.

Community/Partner Engagement

- » Expand and support partnership opportunities as appropriate to enhance education, interpretation, and visitor experiences.
- » Work effectively with partner organizations, neighbors, agencies, and other stakeholders to address factors within and outside the national monument boundary that have the potential to encroach on monument resources or operations.
- » Engage members of the community in interpretive programs and stewardship of national monument resources.
- » Determine a management program in coordination with the city of Birmingham to preserve and interpret the Gaston Motel.

ISSUES AND OPPORTUNITIES NOT ADDRESSED

This GMP does not provide management guidance to address issues or opportunities at sites that are not currently within the monument boundary.

Stakeholders in the planning process suggested needs for enhanced management, maintenance, and treatment of resources not managed by the NPS within the national monument boundary. The GMP includes management strategies for the NPS to support partner organizations in restoring, maintaining, and providing interpretation and visitor services at these sites. Because the NPS's direct management authority extends only to the portions of the Gaston Motel that are under federal ownership, any strategies or recommendations that are articulated in this plan for sites outside NPS management would be implemented in collaboration with monument partners.

RELATIONSHIP OF THE GENERAL MANAGEMENT PLAN TO OTHER PLANNING PORTFOLIO DOCUMENTS

As described in NPS Director's Order 2: Park Planning, general management planning for units of the national park system is conducted through a "portfolio planning" approach. Rather than relying on one regularly revised comprehensive document to meet a park's statutory requirements for park planning, parks may instead meet individual requirements through more targeted planning efforts that focus on specific sites, uses, or resources. These targeted efforts can either provide entirely new guidance or can update existing guidance. This GMP will provide comprehensive guidance for all aspects of park management at Birmingham Civil Rights National Monument, but it



is not the only document within the monument's planning portfolio.

The existing guiding documents in the planning portfolio for the monument include the Birmingham Civil Rights National Monument Foundation Document, the A.G. Gaston Motel HSR, and the A.G. Gaston Motel CLR. These documents identify current conditions, treatment needs, and facility requirements related to the national monument. The long-term management guidance in this GMP is consistent with these existing portfolio documents, and relevant recommendations have been incorporated as part of the proposed management concept in chapter 2 and analyzed in the EA. More detailed descriptions of the monument's planning portfolio documents are provided below.

BIRMINGHAM CIVIL RIGHTS NATIONAL MONUMENT FOUNDATION DOCUMENT (2018)

The foundation document for the national monument, published in 2018, provides basic guidance for planning and management decisions at the monument. The document identifies what is most important about the monument through an examination of the enabling legislation, including its purpose, significance, FRVs, and interpretive themes. It also identifies key monument-wide issues and future planning and data needed to support monument management. This GMP was informed by the information provided in the foundation document and incorporates and builds on the identified planning and data needs.

A.G. GASTON MOTEL HISTORIC STRUCTURE REPORT (2016)

The A.G. Gaston Motel HSR, completed in 2016, describes the historical background and context for the motel, a chronology of its development and use, and a summary of character-defining features. The HSR also describes the motel's current physical condition and provides recommendations for restoring and reconstructing features significant to the motel's primary period of significance (1954–1963). The treatment and use of the Gaston Motel ultimately would follow the Secretary of the Interior's Standards for the Treatment of Historic Properties. The standards are a set of advisory principles that promote best practices in maintaining, repairing, or replacing historic materials, as well as designing new additions or alterations (Lord Aeck Sargent 2016).

Recommendations for treatment, including restoration and reconstruction, provided in the HSR include:

- Preserving and restoring the extant exterior and structural portions of the 1954 motel.
- Reconstructing the interior spaces significant to the motel and civil rights movement, including the Master Suite, lobby, coffee shop, restaurant, and at least one additional guest room.
- Reconstructing the damaged and missing 5th Avenue elevations of the coffee shop and restaurant.



- Rehabilitating all portions of the 1968 buildings and the interior spaces of the 1954 motel's rooms, excluding the historically significant Master Suite and other spaces that would be reconstructed (Lord Aeck Sargent 2016).

A.G. GASTON MOTEL CULTURAL LANDSCAPE REPORT (2019)

The A.G. Gaston Motel CLR, completed in 2019, is a companion report to the HSR. Historical data and treatment recommendations for the structures in the HSR were used and incorporated into the CLR. The CLR follows guidelines established in the Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes. Findings and treatment recommendations are based on observations during the site visit, historical research, and the analysis and evaluation of this information. An assessment was made of character-defining landscape features to inform future management decisions that may affect significant cultural landscape features.

Treatment recommendations were created to guide future management decisions related to the Gaston Motel's historic landscape resources. The landscape treatment recommendations work in concert with the treatments prescribed in the HSR, including restoration of the 1954 building and rehabilitation of the 1968 addition. Treatment recommendations prescribed in the CLR include:

- Reconstructing the courtyards and elements within the former footprint of the one-story garage removed between 1960 and 1962.
- Restoring the balance of the parking court on the southwest side recommendations:
 - » Restoration will complement the reconstructed area by completing the original scene from 1963. Restoration is the treatment for the front facade of the 1954 building, facing 5th Avenue North.
- Rehabilitating the east section of the parking court:
 - » Includes the former footprint of the two-story garage and apartment buildings noted for removal in the construction plans for the 1982 conversion to A.G. Gaston Gardens; the architecture of the 1968 additions; and the open spaces between. Restoration applies to the front facade of the 1968 addition, facing 5th Avenue North.



Proposed Management Concept | 2

KEY COMPONENTS OF THE MANAGEMENT CONCEPT

DESIRED CONDITIONS

Desired conditions are the cornerstone of general management planning. Desired conditions statements provide a foundation for future decision-making by defining end-state goals that support the management vision for the national monument—“what” should be achieved, rather than “how” it should be achieved. They are defined as statements of aspiration that describe resource conditions, visitor experiences and opportunities, and facilities and services that an agency strives to achieve and maintain in a particular area. Desired conditions describe what conditions, outcomes, and opportunities are to be achieved and maintained in the future, not necessarily what exists today.

Desired conditions can apply to an entire park unit or specific areas or resources. Typically, desired conditions statements are not changed in future planning processes, unless new management directives are introduced (e.g., legislation) or circumstances at the park unit greatly change and a new management approach is needed to effectively protect resources and provide for visitor experiences.

MANAGEMENT STRATEGIES

Another important component of the management concept is management strategies. Management strategies are specific actions that park management intends to implement to achieve the desired conditions over the life of the plan—in this case 15 to 20 years. In instances where a park unit is managed collaboratively with partners, there is a clear indication of the responsible party. This is particularly important at park units that employ a partnership park model—where various sites are owned and operated by park partners. It is important to note, while a GMP may identify a range of actions to be taken outside the direct authority of park management, the NPS is only directly responsible for actions on federal property. All other strategies express the interests of park management and a willingness to support partners through a combination of technical and financial assistance, where feasible, to implement identified management strategies for non-federal areas within the park boundary.

The NPS would continue to follow existing agreements, service-wide laws,

and policies in implementing the GMP. Therefore, these laws and policies are not repeated in this chapter.

MONUMENT-WIDE MANAGEMENT CONCEPT

MONUMENT-WIDE DESIRED CONDITIONS

Desired conditions for the national monument were developed with partner organizations during the planning process for the GMP. This section identifies desired conditions that apply to the monument as a whole, organized around specific topics or resource areas. Since the NPS does not have direct management authority over the entirety of the monument, these desired conditions statements serve to meet the zoning requirement for the monument, providing a similar level of guidance and meeting the intent of NPS management zoning policy.

Visitor Experiences

- » Visitors to the national monument have a seamless experience between NPS and partner sites, including a coordinated approach to interpretation, branding, and promotion.
- » Visitors can access all monument sites during operating hours that are coordinated and published appropriately.
- » Visitors can access all NPS and partner sites through a variety of travel modes, including car, bus, bicycle, and pedestrian means.
- » Sites throughout the monument can safely and effectively host visitors, including provision of any needed interpretive materials, exhibits, etc.
- » Visitors understand the connection of the national monument to the broader civil rights movement.
- » African American storytelling traditions and methods, such as oral storytelling, intergenerational activities, and media, are reflected through interpretation.

Cultural Resources

- » Preservation and rehabilitation of historic structures and cultural landscapes directly associated with the national monument (NPS and partner sites) are conducted in a manner consistent with the Secretary of the Interior's standards.
- » Improvements to historic structures and cultural landscapes directly associated with the national monument are coordinated through the NPS and partner organizations.
- » The historic neighborhood character within the monument boundary is preserved to the extent practicable, inclusive of the streetscape and building form and scale.
- » Both NPS and partner organization museum collections are adequately protected and managed to industry standards and support interpretation of key themes.
- » Oral histories and written historical documentation of people associated with the history of the national monument are collected,



preserved, and appropriately interpreted in collaboration with partner organizations.

Community/Partner Engagement

- » A strong partnership with the city of Birmingham is sustained in the cooperative management of the Gaston Motel.
- » Collaboration with stakeholder partner organizations provides technical and other assistance where appropriate as partners implement projects, programs, and other efforts.
- » Residents and youth are engaged in the active preservation, interpretation, and stewardship of national monument sites.
- » The goals and mission of the NPS and its partners are enhanced through philanthropic partnerships.

MONUMENT-WIDE MANAGEMENT STRATEGIES

Tables 1 through 3 detail monument-wide management strategies to achieve desired conditions for visitor experiences, cultural resources, and community and partner engagement. These strategies would be executed in coordination with partner organizations. The text notes if a strategy is primarily the responsibility of the NPS or a partner organization.

TABLE 1: VISITOR EXPERIENCES

ACCESS

Parking: Parking for overall monument visitation would be provided at partner sites, on the street, or in public parking lots in the neighborhood. Parking would continue to be provided at existing partner site lots, as feasible, and coordinated with the city. Existing parking areas within the monument and environs are shown on figure 2.

Pedestrian/Bike Trails: Pedestrian and bicycle access throughout the monument would be provided on city sidewalks according to a Universal Design Plan and streetscape guidelines. City of Birmingham pedestrian and bicycle improvements within the monument and environs would occur primarily within the pedestrian priority corridor and would be coordinated with NPS and other partner sites. Improvements would include bike lines, wayfinding/graphics, bike parking, and water stations. The locations of planned streetscape enhancements and the pedestrian priority corridor are shown on figure 2.

Wayfinding Systems: NPS markers and branding would be located at all sites, and the primary national monument marker would be located at the primary visitor contact station. Wayfinding between partner sites in the national monument would be provided. A map would be provided to visitors.

An interpretive plan (discussed below) would be developed for the monument that would integrate the Heritage Trail into the wayfinding signage between monument partner sites.

Access to Other Sites: Access from the national monument to the Historic Bethel Baptist Church and other civil rights sites outside the monument boundary would be coordinated through a separate process to evaluate shuttle, trolley, or other transportation options. The NPS would coordinate with the city on existing/planned transportation options.

TABLE 1: VISITOR EXPERIENCES

UNIVERSAL DESIGN	<p>The NPS would develop a universal access plan for the monument to ensure compliance with the ABAAS throughout the monument and to identify access needs for visitors with vision, hearing, mobility, cognitive, and other impairments. The NPS would provide technical assistance to its partners in meeting these standards.</p> <p>At the Gaston Motel, the ABAAS would be applied to the rehabilitation treatments (see detailed site plan) and to streetscape guidelines developed by the city of Birmingham. The NPS would provide technical assistance to provide equitable and inclusive access to facilities and sites.</p>
EQUITY AND INCLUSION	<p>Equity and inclusion themes would be woven into interpretation and themes throughout the monument, including involving and engaging the city, local community businesses, contractors, residents, and partner organizations in future interpretation, concession, and contracting opportunities.</p>
PRIMARY VISITOR CONTACT STATION, TICKETING, AND FEES	<p>Primary Visitor Contact Station: The Gaston Motel would serve as the primary visitor contact station and “point of arrival” for the monument as a whole.</p> <p>Ticketing/Fees: There would be no fee charged at the Gaston Motel, and a ticket/reservation for entry would not be required. Ticketing for other sites that require tickets or reservations would occur at the primary visitor contact station and at the individual sites.</p> <p>Visitor Counts: The NPS would maintain visitor counts at the Gaston Motel following NPS guidelines for such procedures. Individual partner sites would be responsible for their own visitor counts. The NPS would provide guidelines for how to conduct consistent counts between sites.</p>
VISITOR SERVICES	<p>The following full information and visitor services would be provided at the primary visitor contact station:</p> <ul style="list-style-type: none"> • Monument map and brochure directing visitors to other monument sites • Tour and program schedule information • Ranger-led and/or self-guided tours • Coordinated ticketing, as applicable to sites requiring a fee and/or reservation • Access/wayfinding to other sites (including the Historic Bethel Baptist Church) • Restrooms, water, weather protection • Gift shop/bookstore <p>Basic information and visitor services would be provided at each partner site including:</p> <ul style="list-style-type: none"> • Monument map and brochure directing visitors to other monument sites • Restrooms, water, weather protection • Passport stamp • Access/wayfinding to other sites (including the Historic Bethel Baptist Church) <p>Additional information and visitor services could be provided at partner sites to the extent feasible, including site-specific information, merchandise, and refreshments.</p> <p>Food service would be provided at the Gaston Motel in the restored coffee shop.</p>

TABLE 1: VISITOR EXPERIENCES

VISITOR SERVICE CONCESSIONS	Visitor services that are not provided directly by the NPS or partner organizations would be provided by one or more concessionaires. Concession contracts for food service, tours, parking lots, transportation, and a gift shop or bookstore would be contracted separately by partner sites and coordinated among all partner sites to avoid redundancy and ensure equitable business opportunities.
SECURITY	The NPS would work with partners, including the city of Birmingham to address ongoing safety concerns.
COORDINATED INTERPRETIVE PLAN	<p>The NPS would develop a coordinated strategic interpretive plan that outlines how the overall national monument story is told and what part of the story is emphasized at each site. Partner organizations would participate in plan development. The plan would also define an umbrella graphics guide for branding and signage at individual sites and on websites, social media, and other publications and identify the roles and responsibilities of each site in providing visitor contact stations and information services, programming, and special events. The interpretive plan would detail the public programs to be provided at the Gaston Motel per the Preservation and Conservation Easement Deed.</p> <p>The NPS would provide cohesive interpretive support and resources for partner organizations and others in the national monument boundary, such as training and technical assistance on interpretation and branding/promotion.</p> <p>The NPS would develop a website and interpretive materials to provide information on key experiences at the national monument, including NPS sites, partner sites, and other associated resources, such as the Heritage Trail. The NPS would assist partner organizations in the further development, marketing, and maintenance of the Heritage Trail. Potential joint marketing efforts would be identified.</p> <p>Tours:</p> <p>The NPS would act as a resource to coordinate interpretation between sites, including providing a ticketing mechanism for each site. There would be a combination of ranger-led, site-led, and self-guided tours throughout the national monument.</p> <p>The NPS and partner organizations would identify clear roles and responsibilities for operations and interpretation through agreements, including guidelines for the extent of NPS involvement in interpretive delivery.</p>

TABLE 2: CULTURAL RESOURCES

COMPATIBLE DEVELOPMENT	<p>The NPS would support any city of Birmingham-led efforts to develop Character-based Design Guidelines to ensure consistent development within the national monument boundary. Development would follow city ordinances and cultural resource surveys and assessments. Streetscaping would be compatible with the current city plans.</p> <p>The NPS would encourage and provide technical assistance and preservation guidance to the city and other partners regarding the development of controls and design standards related to the form and type of development in areas within the viewsheds of historic structures and landscapes within the national monument boundary.</p>
-------------------------------	--

TABLE 2: CULTURAL RESOURCES

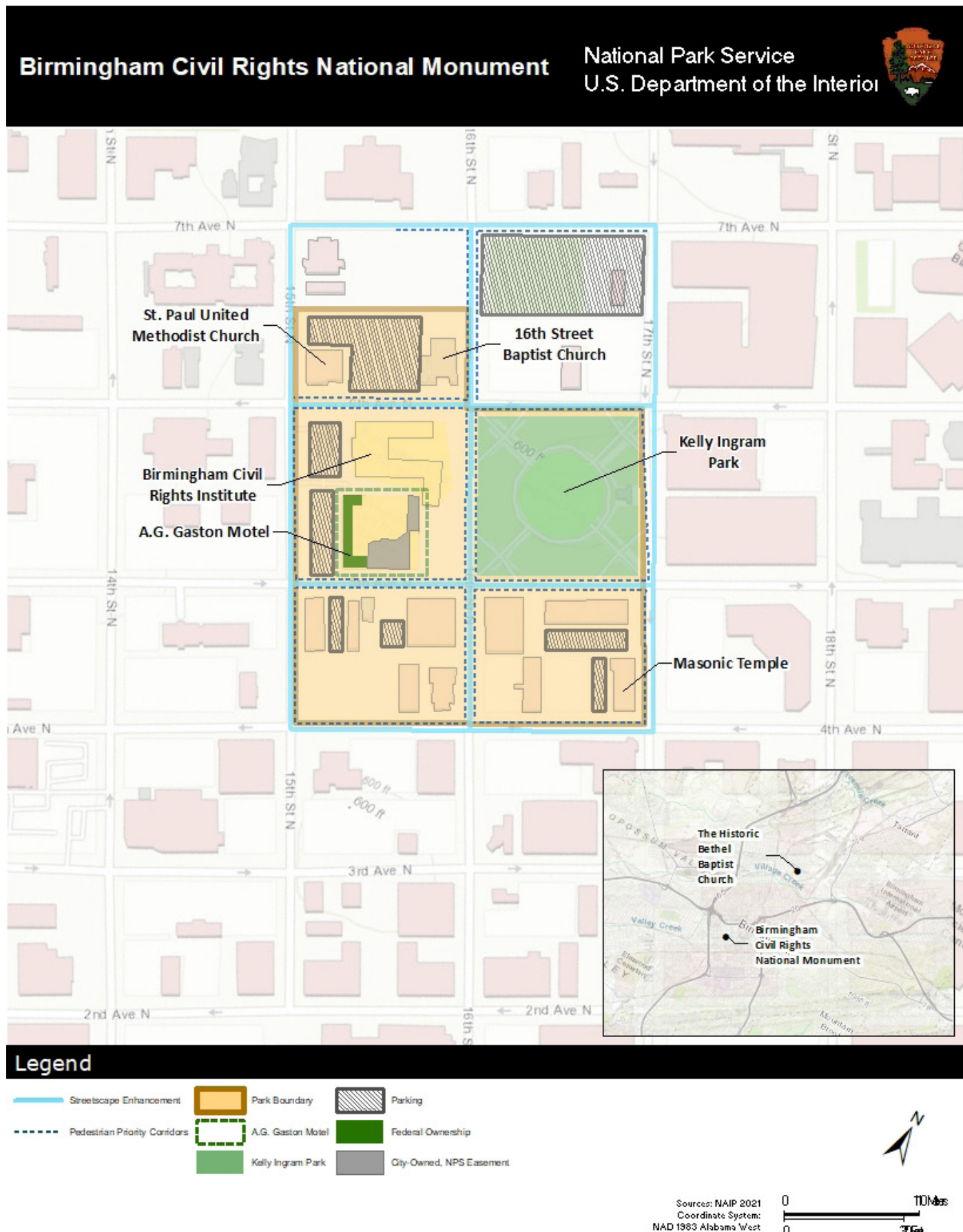
CULTURAL RESOURCES DOCUMENTATION	The NPS would provide technical expertise and preservation guidance in the preparation of baseline cultural resource documentation for key resources at the monument, such as HSRs, CLRs, and historic resource studies.
PRESERVATION OF ORAL HISTORY	The NPS would provide technical assistance and preservation guidance in the development of an oral history collection to be housed at BCRI or Ballard House. This could include engaging community members and family members through stories, song, film, primary source documents, and interviews. The NPS could coordinate with BCRI and other partners external to the national monument, such as Ballard House and the Alabama African American Civil Rights Heritage Sites Consortium, to digitize existing libraries to increase access and equity.
MUSEUM COLLECTION	<p>The NPS would develop a scope of collections plan for a physical and oral history collection related to the Gaston Motel.</p> <p>The NPS would provide technical assistance and preservation guidance for physical and oral history collections at partner sites.</p>
COLLECTION STORAGE STRATEGY	<p>The NPS would develop a collection storage strategy for facilities that meet professional standards and offer capacity for future collections for the Gaston Motel.</p> <p>The NPS would provide technical assistance and preservation guidance for a collection storage strategy for facilities that meet professional standards and offer capacity for future collections for partner sites.</p>
COLLECTIONS STORAGE FACILITY	The NPS would identify an off-site storage facility to house collections associated with the Gaston Motel.



TABLE 3: COMMUNITY AND PARTNER ENGAGEMENT

NATIONAL MONUMENT ADMINISTRATION	<p>A Visitor Services Leadership team, comprising a representative from each partner organization, would facilitate collaboration and information sharing among all partners. The team would meet regularly and abide by a charter and strategic plan that clearly defines the roles of each partner, how the roles of various partners relate to each other, and how the NPS and partners would support one another. Formal agreements may be pursued between the NPS/the city and individual partner sites, as appropriate.</p> <p>The NPS would act as a consultant on partner site and city projects and provide assistance in the form of grant writing/collaboration or training and technical assistance. The cooperative management agreement would identify where the NPS could contribute financially to projects and improvements within the general vicinity of the monument.</p>
NPS PARTICIPATION IN PARTNER PROJECTS AND PROGRAMS	<p>The NPS would develop a monument map and brochure for use at all partner sites. Each site, including the Gaston Motel, would have a passport stamp for the national monument.</p> <p>The NPS would provide input to partner sites for the further development, marketing, and maintenance of the Heritage Trail.</p> <p>NPS staff would facilitate relationships with larger NPS programs such as the Centennial Challenge, Find Your Park, African American Civil Rights Network activities, and civil rights grants that support community efforts for neighborhood preservation and revitalization.</p> <p>The NPS would coordinate with partners to evaluate other statewide and national initiatives related to the civil rights story and the role, if any, the national monument can play in these larger efforts.</p> <p>The NPS would participate in information sharing on small business opportunities for contracting at the monument, grant opportunities, and technical assistance available for preservation and restoration of historic resources within the monument and the historic district.</p> <p>The NPS would participate in local and national fundraising initiatives and act as a liaison with national donor and philanthropic organizations (e.g., National Park Foundation or Friends group).</p>
VOLUNTEER ENGAGEMENT	<p>The NPS would work with local partners to establish a volunteer program at the national monument to engage the local community and other stakeholders in long-term stewardship.</p>
YOUTH ENGAGEMENT	<p>BCRI Legacy Youth Leader program, NPS interpretation internships, and other partners youth engagement activities would be coordinated to provide training in interpretation and internships that open a career pathway for youth from the local community.</p> <p>NPS interpretive programming would be coordinated with partners to include youth engagement/activism.</p>

Figure 2. Proposed Birmingham Civil Rights National Monument Visitor Services and Access



PROPOSED BOUNDARY ADJUSTMENT

NPS Management Policies 2006 states that “boundary adjustments may be recommended to:

- Protect significant resources and values, or to enhance opportunities for public enjoyment related to park purposes;
- Address operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads; or
- Otherwise protect park resources that are critical to fulfilling park purposes.”

The NPS would expand the boundary of the national monument to include the Historic Bethel Baptist Church site, which is listed in the national register as an NHL (NRIS #05000455). The proposed boundary adjustment would include the Historic Bethel Baptist Church, Parsonage, and Guard House, consistent with the site boundary included in the NHL application (see figure 3).

The presidential proclamation for the national monument directs the NPS to “use applicable authorities to seek to enter into agreements with others, including the city of Birmingham, the Birmingham Civil Rights Institute, the Sixteenth Street Baptist Church, and the Historic Bethel Baptist Church, to address common interests and promote management efficiencies, including provision of visitor services, interpretation and education, establishment and care of museum collections and preservation of historic objects.”

The integrity and story of the Historic Bethel Baptist Church and its role in the events leading up to the direct-action campaign of 1963 is vital to the purpose and integrity of the national monument as a whole. In 1956, Reverend Shuttlesworth formed the ACMHR and established the group’s headquarters at his church, Bethel Baptist. The ACMHR and Shuttlesworth established ties with other civil rights organizations and developed reputations as serious forces in the civil rights movement. As the primary Birmingham contact during the 1961 Freedom Rides, Shuttlesworth and his deacons rescued multiple Freedom Riders and sheltered them at the Historic Bethel Baptist Church and its parsonage. Starting in early 1963, Shuttlesworth was a key figure in the development of the Birmingham Campaign, intended to capture the attention of the nation and the Kennedy administration and pressure Birmingham’s leaders to desegregate. Inclusion of the Historic Bethel Baptist Church in the national monument boundary would provide additional opportunities for interpretation and education related to the establishment of civil rights activism and one of the movement’s key figures in Birmingham in the years leading up to 1963. Figure 3 shows the proposed monument boundary with the Historic Bethel Baptist Church included.



Figure 3. Proposed Birmingham Civil Rights National Monument Boundary Adjustment



A.G. GASTON MOTEL MANAGEMENT CONCEPT

GASTON MOTEL DESIRED CONDITIONS

The desired conditions listed below are specific to the Gaston Motel historic structure and cultural landscape. As noted above, desired conditions were developed cooperatively with partner organizations.

- The rehabilitation of the Gaston Motel historic structure and cultural landscape provides for uses that support a consistent experience for visitors and reinforce the larger interpretive and preservation goals for the site.
- The rehabilitation of the Gaston Motel historic structure and cultural landscape is consistent with the Secretary of the Interior's standards.
- The NPS-owned 1954 portion of the Gaston Motel historic structure is rehabilitated to accommodate interpretation, visitor support, and administration.
- The motel courtyard cultural landscape is rehabilitated for interpretation and visitor services with operations such as parking, trash collection, and food delivery provided outside the main interpretive landscape.
- The Gaston Motel and its interpretation support a vibrant and cohesive neighborhood.
- Any original historic features and finishings would be maintained in good condition with impacts from visitor use minimized.
- In certain areas of the Gaston Motel, such as the lobby, interior interpretive spaces, and the courtyard, encounters with other visitors would be frequent. These areas would provide a more social setting, where the experience would be a shared one with other visitors.
- The Master Suite, the site of the 1963 "War Room," where leaders of the direct-action campaign held most of their strategy sessions, would provide an opportunity for a quieter, more contemplative, and less-social experience.

GASTON MOTEL MANAGEMENT STRATEGIES

The management strategies for the Gaston Motel incorporate the restoration treatment recommendations detailed in the HSR and CLR (table 4). These treatment recommendations were assessed as part of the preferred alternative in the EA prepared for the GMP (NPS 2022).



TABLE 4: A.G. GASTON MOTEL

COOPERATIVE MANAGEMENT	<p>A cooperative management agreement between the NPS and the city of Birmingham would detail roles and responsibilities in the management of the Gaston Motel. Areas in this agreement could include, but would not be limited to:</p> <ul style="list-style-type: none"> • Short- and long-term care and management per the Preservation and Conservation Easement Deed • Public access, security, and common areas • Public programs and interpretation • Consultation and approval procedures for site development, facility restoration, and uses • Maintenance requirements, scheduling, and responsibilities • Hours of operation, visitor capacity, and visitor capacity monitoring • Special event and public access permitting • Implementation planning, timing, and investment prioritization • Concessionaire contracting
PROGRAM OF USES FOR THE REHABILITATED/ RESTORED NPS- OWNED PORTION OF THE GASTON MOTEL	<p>The first floor of the NPS-owned part of the motel would be rehabilitated and restored to provide orientation and information, interpretive, administrative, and visitor services spaces, as shown on figure 4. The motel lobby would be restored to orient visitors to the motel. A check-in and information desk would be installed in the lobby and staffed by a park ranger. On the first floor, interpretive spaces would include the restored lobby and courtyard. Visitor services would be located in the restored lobby and the northern end of the first floor and include restrooms, drinking fountains, a first aid station, and a souvenir shop. First floor guest rooms would be rehabilitated to provide administrative offices for monument staff, storage, a maintenance/custodial closet, and staff restrooms.</p> <p>Guest rooms and the Master Suite on the second floor would be restored to provide approximately 1,500 square feet of interpretive spaces, as shown on figure 5. Some guest rooms would be rehabilitated to host permanent or changing exhibits. NPS administration spaces on the second floor would include an approximately 300-square-foot classroom or multi-purpose space and a custodial closet. Support spaces would include public restrooms and the elevator accessing the second level.</p>
PROGRAM OF USES FOR THE REHABILITATED/ RESTORED CITY- OWNED PORTION OF THE GASTON MOTEL	<p>The program of uses for the city-owned part of the motel would be determined by the city of Birmingham in coordination with the NPS.</p>
INTERPRETIVE PLAN	<p>An interpretive plan and exhibit design would be developed to include the A.G. Gaston Motel and courtyard, with specific guidance for desired interpretive experience.</p>
COURTYARD TREATMENT	<p>The character-defining features of the courtyard would be restored and reconstructed to the 1963 condition, including spatial definition, period furniture, and cars. These features would be used for the orientation and interpretation of the context of the events of the spring 1963 that are the basis of the designation of the Gaston Motel and environs as a national monument.</p>

TABLE 4: A.G. GASTON MOTEL

COURTYARD USAGE	The two-story garage would not be reconstructed. Mobile interpretive panels would be used to restore the spatial definition of the cultural landscape interpretive area and could be moved to allow the full extent of the 1963-1968 courtyard to be used for events or to provide separation for events and day-to-day functioning of the 1963 cultural landscape. Special events would be held in the city-owned portion of the hotel. Coordination with the city for special events would be addressed in the cooperative agreement.
SERVICES ACCESS	It is anticipated that all non-visitor access would be provided via a services entrance on the back alley between the Gaston Motel and the BCRI. Operational details would be determined through an agreement between the NPS and the city.
ACCESSIBILITY (ABAAS)	A minimum number of doorways would be modified to meet interpretive program needs. One elevator would be installed to allow access to the second floor.

SITE PLAN

To support the desired conditions and management strategies articulated for the Gaston Motel, the GMP prescribes the site plan presented in figures 4 and 5 below. The site plan initially was developed in the HSR. Subsequently, the NPS facilitated a robust, partner-driven process to discuss the rehabilitation and use of interior portions of the Gaston Motel. Meetings occurred over two years to refine the site plan. The following figures show the site plan developed through these discussions, which varies from the HSR in some locations and reflects modifications made to improve accessibility and visitor flow and reduce impacts on historic features of the NPS-owned building.

The site plan identifies specific uses to support operations and visitor use for NPS-managed portions of the Gaston Motel. It also outlines the proposed circulation plan for visitors. The uses in the site plan effectively identify difference in resource conditions, visitor experiences, and management activities for all federally owned portions of the national monument, and as such, also serve as management zoning for the park unit consistent with zoning requirements articulated in NPS Management Policies 2006.



Figure 4. Proposed Site Plan for First Floor of A.G. Gaston Motel

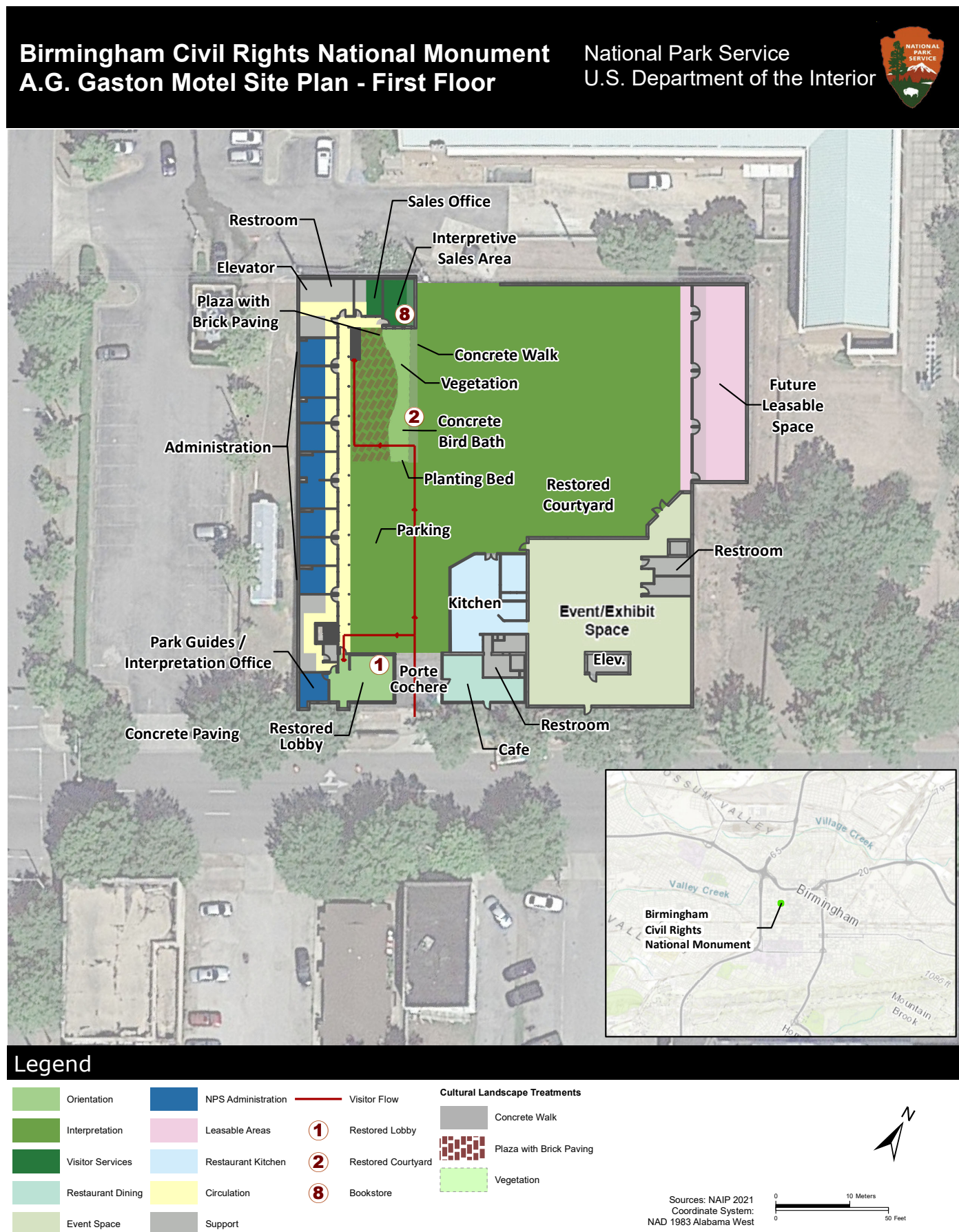
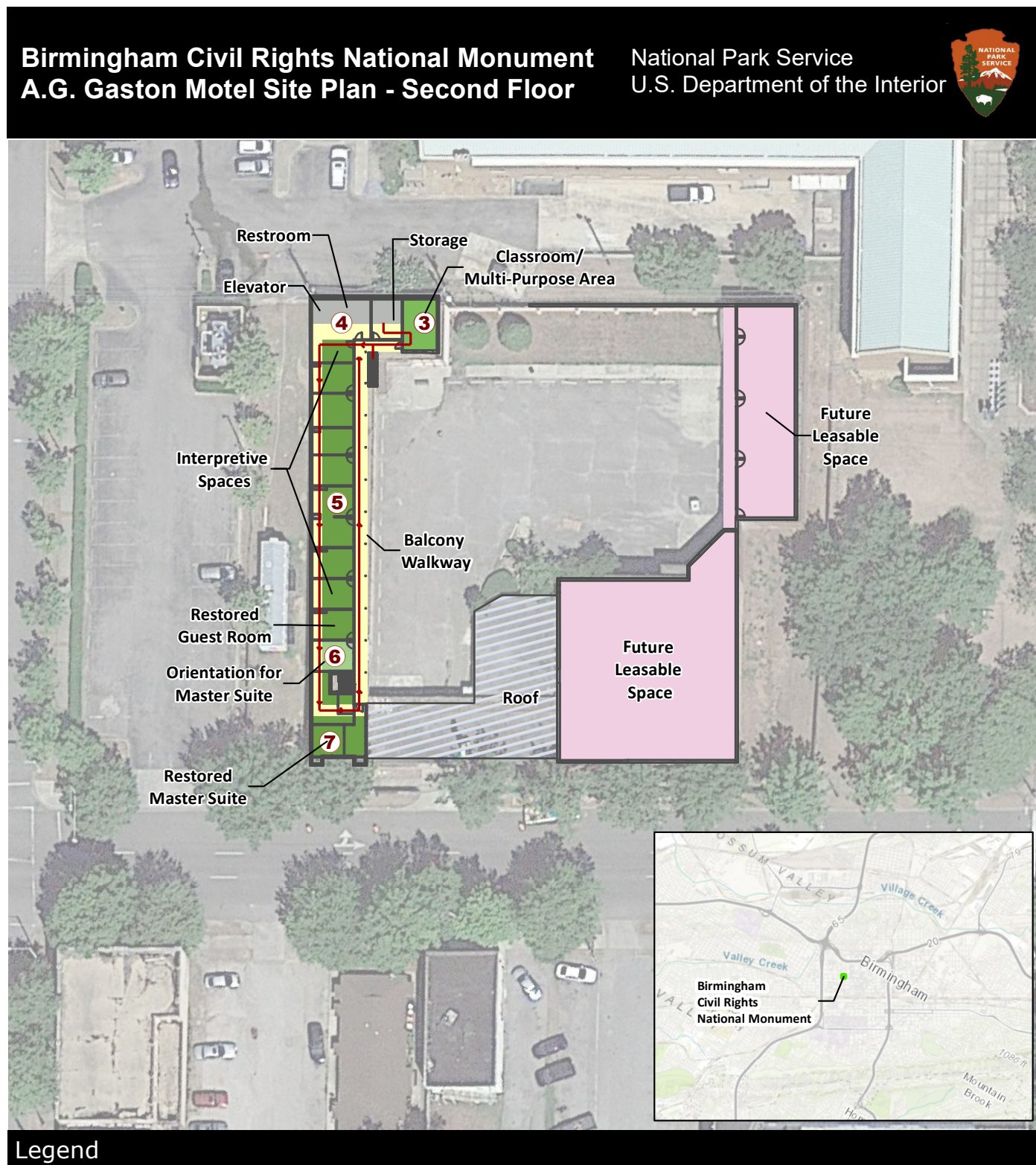


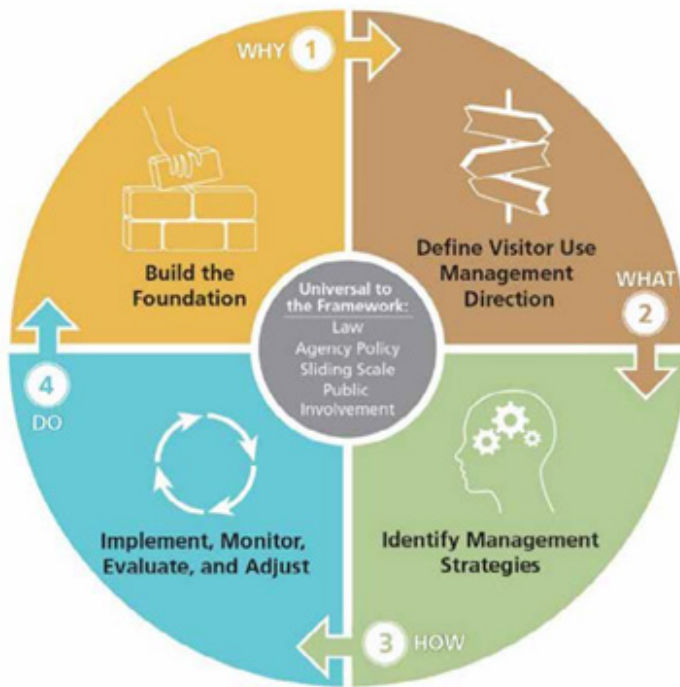
Figure 5. Proposed Site Plan for Second Floor of A.G. Gaston Motel



FRAMEWORK FOR VISITOR USE MANAGEMENT

Visitor use management (VUM) is the proactive and adaptive process of planning for and managing characteristics of visitor use and its physical and social setting and using a variety of strategies and tools to sustain desired resource conditions and visitor experiences. VUM is important because the NPS strives to maximize opportunities and benefits for visitors while achieving and maintaining desired conditions for resources and visitor experiences in a particular area. Managing visitor access and use for visitor enjoyment and resource protection is inherently complex. It requires NPS managers to analyze not only the number of visitors but also where they go, what they do, their impacts on resources and visitor experiences, and the underlying causes of those impacts. Managers must

Figure 6. Overview of Visitor Use Management Planning Process



acknowledge the dynamic nature of visitor use, the vulnerabilities of natural and cultural resources, and the need to be responsive to changing conditions.

This plan employs the VUM framework and the VUM planning process to begin developing a long-term strategy for managing visitor use in the monument (see figure 6). The general planning process used for this plan is described below. The planning process is consistent with the guidance outlined by the Interagency Visitor Use Management Council (IVUMC, www.visitorusemanagement.nps.gov) and addresses the portions of the 1978 National Parks and Recreation Act related to visitor capacity.

Director's Order 2 states that, "A GMP provides broad direction for park management" (NPS 2021). As previously explained, more detailed analysis and decision-making is completed during implementation plans done as a part of a park's planning portfolio. This stand-alone GMP

incorporates more broad aspects of the VUM framework, including desired conditions related to amount and type of visitor use and indicator topics. Other elements of the framework (specific indicators with accompanying thresholds, management and monitoring strategies, and visitor capacity) will be identified in the monument's subsequent implementation plans.

In order to meet the 1978 National Parks and Recreation Act requirement for identifying visitor capacity, both of the following must be addressed: the identification of visitor capacity and the identification of additional management strategies and actions to implement the capacity (see chapter 4 and 5 of the Visitor Capacity Guidebook). Because the monument is relatively new, with little indication of current or future visitation, NPS management does not have sufficient information to identify a specific visitor capacity at this time. The identification of a visitor capacity, along with any management strategies needed to manage visitation, will occur in the future. More information about this planning requirement and future planning needs is provided in "Chapter 3: Assessment of NPS Statutory Planning Requirements."

Rather than identify a specific capacity, this plan seeks to establish a framework by which the monument will begin to understand potential impacts of visitor use and determine in advance any points of conflict that monument staff should be monitoring. Accordingly, this plan includes qualitative statements about the types and levels of visitor use (desired conditions) that the monument should seek to accommodate while achieving and maintaining desired resource conditions and visitor experiences consistent with the monuments purpose and in consideration of FRVs. It also identifies indicator topics that monument staff can use to understand impacts of visitor use on the visitor experience and monument resources.

DESIRED CONDITIONS FOR VISITOR EXPERIENCE

These qualitative statements are directly informed by the assessment of existing information and current conditions. This step provides a baseline understanding from which management and staff can assess the opportunities, activities, and levels of use that an area can accommodate given an area's resources.

For the purposes of this GMP, the desired conditions focus on the cultural resources, visitor experience, and community/partner engagement. Detailed descriptions of desired conditions were developed in discussions with monument staff and using information provided in the foundation document. The desired conditions for the entire site are listed within the "Monument-Wide Management Concept" section above. For the purposes of initiating the visitor capacity process, however, the following desired conditions for the Gaston Motel were further developed into qualitative statements about the types and levels of visitor use:

- In certain areas of the Gaston Motel (such as the lobby, interior interpretive spaces, and the courtyard), encounters with other visitors would be frequent. These areas would provide a more social setting, where the experience would be a shared one with other visitors. The lobby would serve as a portal to transport visitors back in time to the period when the motel provided first-class lodging for African American travelers. The Negro Motorist Green Book, a resource for African Americans that provided information about lodging and dining locations and other information necessary to stay safe and comfortable during the era of segregation, recommended the motel. The lobby would be the launchpad and orientation for the visitor experience at the Gaston Motel and throughout the entire monument. The interior interpretive spaces would provide visitors with the opportunity to experience the full range of activities and lifestyle that would have occurred at the Gaston Motel in 1963, from civil rights organizing, the role of A.G. Gaston in the community, and the complexities of traveling as an African American. The courtyard would also have a more social setting, with a relaxed, less structured feel. Interpretation would focus on the large organizing activities and press events that occurred within the courtyard. Special events or events for large groups could be held here. These areas would be self-guided, where visitors could wander and experience the Gaston Motel at their leisure.
- In contrast, the Master Suite would provide an opportunity for a quieter, more contemplative, and less-social experience. Visitors could reflect on the struggles of the movement, the hours that were logged strategizing, and the meeting of people striving for equal opportunity. The Master Suite may be a place where visitors could have more interaction with monument staff, either in the form of a guided tour or where staff would be available to answer questions.
- Many of the collections and exhibits would likely be reproductions and



could therefore withstand more impacts from visitor use, which would make the motel feel more like a “place of activity” than a museum lined with velvet ropes. Any original historic features and finishings would be maintained in good condition with impacts from visitor use minimized.

INDICATOR TOPICS

Indicators are specific resource or experiential attributes that can be measured to track changes in conditions so that progress toward achieving and maintaining desired conditions can be assessed. Indicators translate the broad description of desired conditions into measurable attributes that can be tracked over time to evaluate changes in conditions. Therefore, indicators must correlate directly with desired conditions. In addition, indicators must be capable of being assessed objectively over time, so that managers can determine whether conditions have changed and, if so, how. Because the monument is relatively new and the impacts to the resources and visitor experience from visitor use remains to be seen, this plan only identifies indicator topics. Indicators, thresholds, and management and monitoring strategies will be developed during subsequent planning efforts. In the interim, monument staff would watch for potential impacts from and collect basic data related to visitor use using a simple monitoring form that tracks the number of people per room where congestion occurs, the number of times per day certain rooms become congested, the number of complaints received about congestion or parking, other impacts (e.g., vandalism, looting) on historic features, and other indicators, as appropriate.

Monument staff identified the following indicator topics:

- Congestion
 - » **Rationale:** The monument envisions that certain physically smaller areas of the Gaston Motel may result in pinch points that would disrupt the flow of people, which could create short periods of congestion that would affect the visitor experience. While the desired visitor experience includes more social interaction among visitors, congested areas could preclude visitors from being able to experience the exhibits and be a detriment to the overall experience of the motel.
- Visitor impacts on original historic features and finishings in the Gaston Motel
 - » **Rationale:** While most of the collections and exhibits are likely to be reproductions, there are some historic remnants that need to be protected (such as the bathroom tiles in the Master Suite and the location of the May 11, 1963, bombing). In these areas of more sensitive historic resources, impacts from visitor use would be minimized.
- Visitor complaints
 - » **Rationale:** Like many urban sites, the monument has limited parking. Visitors may access the site using personal vehicles, public transportation, or on foot. By monitoring complaints received about the lack of access, monument staff can determine whether the desired conditions of “Visitors are able to access all NPS and partner sites during operating hours that are coordinated and published appropriately” and “Visitors are able to access all NPS and partner sites through a variety of travel modes, including car, bus, bike, and pedestrian access” are being maintained or achieved.



Assessment Of NPS Statutory Planning Requirements

3

NPS Management Policies 2006 states that “[GMPs] will meet all statutory requirements contained in 16 USC 1a-7(b) and will include:

- The types of management actions required for the preservation of park resources;
- The types and general intensities of development (including visitor circulation and transportation patterns, systems, and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and anticipated costs;
- Visitor carrying capacities and implementation for all areas of the parks; and
- Potential modifications to the external boundaries of the park—if any—and the reasons for the proposed changes.”

The following sections discuss the extent to which this stand-alone GMP document contributes to meeting these statutory requirements and, where applicable, identifies future needs to better address them as part of the park’s planning portfolio.

RESOURCE PRESERVATION

SUMMARY FINDING

The NPS has an interest in and responsibility for preservation of the entire A.G. Gaston Motel. Discussion of resource preservation in the GMP focuses on the 0.23 acres of the motel owned by the NPS, including the 1954 two-story motel block and courtyard. The historic preservation easement covering the remaining 0.65 acres of the motel site defines resource preservation guidance for the city-owned portion of the motel.

Detailed descriptions of the 1954 motel building’s character-defining features, current physical condition, and recommended treatment strategies are included in the 2016 HSR (see summary of features in table 5). The HSR notes that “the 1954 motel is significantly intact with the exception of the reconfiguration of some interior spaces. With access to the extant original building drawings, period photographs, and other historical material, the 1954 motel can be restored to its original character and condition” (Lord Aeck Sargent 2016). The GMP provides guidance for applying the appropriate treatments such as restoration and rehabilitation

of the 1954 motel. It also incorporates the treatment recommendations from the HSR to ensure preservation of the federally owned portions of the motel.

TABLE 5: CHARACTER-DEFINING FEATURES OF THE 1954 MOTEL

EXTERIOR

- Exposed steel structure
- Wood fascia at roof above single-loaded corridor
- Steel fascia at second level of guest room single-loaded corridor
- Woven wire railings at second level of the guest room wings
- Concrete surface of single-loaded corridor in guest room wings
- Metal pan stairs with concrete topping treads
- Selective wood paneling at exterior of guest room wings
- Plaster ceiling profiles at guest room single-loaded corridor, including upward curve profile
- Roman brick finish of exterior walls on the east elevation of the motel lobby and restaurant
- Common brick exterior west and north wall of the two-story motel block
- Wood-framed windows in simple modern profile of the lobby, coffee shop, and restaurant
- Structural and framing members from 1954
- Plaster finishes of the porte-cochere, balcony, breezeway, and stairwell ceilings
- Embedded sections of downspout in the north wall

INTERIOR

- Volumetric qualities of the lobby, Master Suite, and typical guest room
- Plate glass window assembly at the former restaurant and kitchen wall
- 9-inch x 9-inch asbestos-containing tile (observed in some locations)
- Roman brick finish in former coffee shop
- Tile and toilet paper holder of one of the coffee shop's original bathrooms

Source: Lord Aeck Sargent 2016

The condition assessment conducted in 2016 during preparation of the HSR found structural and other issues in the 1954 motel building, including in the building foundation; structural system; roofing; stairs and railings; doors; windows; exterior materials and features; interior finishes, materials, and features; fixtures and furnishings; building systems; and site characteristics. The building envelope has been compromised in several areas, leaving the interior open to the elements. In addition, building systems are not functional, and asbestos and lead paint containing materials have been identified in various building materials and finishes (NPS 2018). Identified issues and specific treatment recommendations are discussed in the HSR. Since the completion of the HSR, many external renovations have been completed under phase 1 of the restoration process. Restoration of the motel's interior, consistent with the treatment recommendations of the HSR and the proposed site plan, is still pending.

The 2019 CLR catalogues the existing condition, including cultural resources, at the Gaston Motel site and provides guidance and treatment recommendations for future management of the site's historic landscape resources (WLA Studio 2019). The CLR notes that "aside from the motel buildings and select other resources, the majority of the historic landscape features present on the site in 1968, the end of the [Gaston Motel's] period of significance, are no longer present" (WLA Studio 2019). Despite the loss of original materials, the cultural landscape of the Gaston Motel retains sufficient physical integrity to convey its significance according to the criteria of the national register. A summary of landscape features identified in the CLR that contribute to the site's historic significance is

provided in table 6. Since completion of the CLR, the city of Birmingham has implemented some of the treatment recommendations included in the report for the courtyard and other landscape elements in the course of its initial work to repair and stabilize portions of the motel exterior, including removing vegetation around the exterior of the motel, replacing some of the planters on the front façade, and repaving the courtyard.

TABLE 6: CONTRIBUTING FEATURES OF THE A.G. GASTON MOTEL SITE

VIEWS AND VISTAS

- Views into site from 5th Ave North
- Views into site from elevated walkways
- Views upward from parking court to elevated walkways
- Views across parking court

SPATIAL ORGANIZATION AND CLUSTERING

- Open character with removal of one-story garage
- Enclosed parking lot formed by U-shaped arrangement of buildings and north wall
- Orientation of site to 5th Ave North and porte-cochere

TOPOGRAPHY AND HYDROLOGY

- Flat topography
- Drainage structures (steel drains and gutter system downspouts)

BUILDINGS AND STRUCTURES

- 1954 (NPS-owned) motel building
- 1968 (city-owned) building, including the kitchen expansion, banquet hall/meeting space, and guest room wing

SMALL SCALE FEATURES

- Ground-mounted motel sign
- Planting box 1 – brick
- Planting box 2 – stone
- Planting box 3 – stone
- Planting box 4 – stone

CIRCULATION

- Covered concrete walkway at 1954 guest room wing
- Elevated walkway at 1954 guest room wing
- Covered concrete walkway at 1968 guest room wing
- Elevated walkway at 1968 guest room wing
- Metal stairs at 1954 guest room wing
- Metal stairs at 1968 guest wing and banquet hall/meeting space
- Sections of concrete paving
- Asphalt parking court

Source: WLA Studio 2019

While full restoration and/or rehabilitation of the Gaston Motel has not been completed, the NPS has all relevant planning guidance to complete the work in accordance with agency law and policy. Accordingly, with the completion of this GMP, the park unit has adequate management guidance for the Gaston Motel, which is one of the identified FRVs for the national monument. The GMP additionally describes how the NPS would coordinate

with and provide technical assistance to partner organizations to preserve properties they own and operate within the national monument boundary, which relates to the Partnerships FRV.

The last FRV for the national monument is Archives and Collections, many of which are held by partner organizations, but some of which would likely be held and administered by the NPS. The monument has a Scope of Collection and Collection Management Plan to articulate guidelines for managing those resources.

PROPOSED NEXT STEPS

Restoration of the Gaston Motel is being accomplished in phases. The first phase, restoration of the building exterior, has been completed. The second phase includes restoration of the interior spaces consistent with the site plans and recommendations in this document. Prior to this second phase, the monument should complete any additional studies needed to inform the treatment of the building structure and fixtures and restoration of the character-defining features of the 1954 motel, including additional research to identify the specific makes and models of furniture and fixtures used during the motel's period of significance and additional detailed investigations to inform specific treatment approaches. Detailed investigations may be needed that were outside the scope of the HSR.

The foundation document identifies additional information and planning needs related to oral histories and documentation. Oral histories, photographs, and other personal effects and archives associated with the civil rights movement in Birmingham during the 1940s, 1950s, and 1960s are likely extensive and available in the community. However, the availability of these materials and recollections will diminish with the passage of time. The NPS has completed a project to collect oral histories covering the events leading up to and during 1963 and establishment of the national monument. Collection of oral histories will be an ongoing endeavor, and the NPS will regularly seek to collect oral histories from partner organizations. In addition, there is a significant need to digitize and transcribe existing oral histories maintained by partner organizations to be accessible to the public and scholars. Priorities for collection of oral histories and other archival materials are detailed in the Scope of Collection Statement.

The appropriate repository for such items may or may not be with the NPS. BCRI—as well as some of the local churches—have been collecting resources, particularly oral histories for many years. The NPS must determine together with its partner organizations the materials that are appropriate for the national monument to collect and preserve and where these materials would be housed.

Additional planning needs identified in the foundation document that may be useful to inform resource preservation include:

- Cooperative agreement between the city of Birmingham and the NPS
- Historic furnishings report
- Asset management plan



- Structural fire management plan
- Security plan
- Integrated pest management plan.

TYPES AND INTENSITIES OF DEVELOPMENT

SUMMARY FINDING

The GMP outlines the visitor services and administrative facilities that the NPS would develop at the Gaston Motel, as well as visitor services that would be provided in collaboration with partner organizations within the national monument boundary. Visitor circulation and parking would be accommodated by existing transportation facilities in the area, including pedestrian and bike routes, existing partner site lots, and public parking lots in the surrounding neighborhood. Improvements to transportation and parking are recommended in this plan and would be coordinated with the city. Recommended improvements within the monument and environs include safe pedestrian crossings, bike lanes, wayfinding/graphics, bike parking, water stations, and other pedestrian amenities.

The GMP also recommends improvements to wayfinding within the national monument boundary. The NPS markers and branding would be located at all sites, and the national monument marker would be located at the primary visitor contact station. The NPS would develop a map of landmarks and visitor services within the national monument boundary.

The suite of strategies proposed in the GMP contribute to meeting the statutory requirement to identify types and general intensities of development associated with public enjoyment and use of the park. The plan identifies recommended actions on federal lands and throughout the monument boundary, as well as a determination of responsible parties. It also includes anticipated costs for any federal actions proposed in the plan.

PROPOSED NEXT STEPS

While not required, an access, circulation, and streetscape plan is recommended to create a coordinated design, develop an approach to wayfinding, and offer specific recommendations for transportation and pedestrian improvements within the monument boundary and surrounding environs. The city would be responsible for leading the development of this plan, and the NPS would participate in plan development and provide technical assistance as requested.

The NPS would coordinate with partner organizations to determine additional needs for visitor services and document these needs in future revisions to the GMP.



Additional planning needs identified in the foundation document include:

- Partnership strategy
- Tourism plan (developed with the NPS as a partner, not primary author)
- Economic development plan (developed with the NPS as a partner, not primary author)
- Wayfinding and transportation plan.

VISITOR CAPACITY AND IMPLEMENTATION COMMITMENTS

SUMMARY FINDING

As a new NPS unit, the Birmingham Civil Rights National Monument has not conducted visitor counts or specific planning for visitor capacities. This GMP provides guidance for maintaining visitor counts at the Gaston Motel. Additionally, the NPS would provide guidelines for individual partner organizations to conduct their own consistent visitor counts. BCRI has indicated a need for a system to record where visitors are coming from and other demographic data; other partner organizations do not have consistent methods for recording visitor counts.

Estimated annual visitation for sites within the national monument is provided below, based on information provided by partner organizations in 2020:

- BCRI – An estimated 150,000 people visit the institute annually, and an additional 80,000 students are reached through different school outreach activities. BCRI has noted a spike in attendance since establishment of the national monument.
- 16th Street Baptist Church – Annual visitation is an estimated 30,000 people, with tours booked via telephone and the church’s website. Walk-in visitors also are welcome.
- St. Paul United Methodist – The church receives few visitors and does not keep a visitor count. Tours are provided by appointment only.

Additionally, the Historic Bethel Baptist Church receives an estimated 2,000 to 3,000 visitors annually, including tour groups, families, and individuals. Visits are scheduled by appointment.

Because the national monument itself is not open for visitation, it is too early to develop a well-informed visitor capacity or specific implementation commitments. However, as described under the “Framework for Visitor Use Management” section in chapter 2, this GMP outlines a structure by which the monument will begin to understand potential impacts of visitor use and determine in advance any points of conflict that monument staff should be monitoring.

PROPOSED NEXT STEPS

A visitor capacity analysis is needed to establish a specific visitor capacity and implementation commitments.



Broadly, this analysis would include the following four steps: (1) determine the analysis area(s), (2) review existing direction and knowledge, (3) identify the limiting attribute(s), and (4) identify capacity. The future steps of this process would be guided by the desired conditions and indicator topics identified in this GMP. To meet the legal definition for identifying capacity, the specific number of the maximum amount of visitor use an area under NPS management can accommodate while achieving and maintaining desired conditions, and management strategies and actions to implement the visitor capacity must be identified. The visitor capacity analysis will rely on applicable law and policy for the monument, prior planning and guidance, existing conditions in the analysis area, and indicators and thresholds.

As a basis for conducting this process for the national monument, additional data are needed to determine the amount of visitor use that occurs at the Gaston Motel. These data can be collected through “visitor surveys, field observations, monitoring data, relevant research, and formal and informal conversations with visitors and other stakeholders” (IVUMC 2019). Currently, visitor counts are available from some partner organizations and could be used to assess current conditions. Additionally, the monument is undertaking a visitor use survey to provide information about visitor demographics and use patterns and serve as a resource for planning for future visitor services. Once the monument has sufficient data to understand its visitor use patterns, the visitor capacity analysis should be conducted. The monument could use any or all the following standard methods to collect visitor use data to determine the existing use in the area:

- Official visitation data statistics identified by the NPS VUStats program, including annual monument visitation, monthly public use report, and total visitation by month and year
- Sidewalk counters
- Manual and automated counts at the entrance to the motel
- Number of tickets sold, or number of permits issued, if applicable
- Excel spreadsheet with an entry for each day
- Manual counts of the number of visitors per room or for the entire top floor

BOUNDARY MODIFICATIONS

SUMMARY FINDING

Consistent with the requirement to identify potential modifications to the external boundaries of a park unit, this GMP recommends expanding the boundary of the national monument to include the Historic Bethel Baptist Church. The proposal is fully described in the “Proposed Boundary Adjustment” section of chapter 2. As noted in that section, the Historic Bethel Baptist Church contributes to the purpose and integrity of the national monument as a whole and is consistent with the policy framework for boundary adjustments articulated in NPS Management Policies 2006. No additional boundary modifications are proposed at this time.

PROPOSED NEXT STEPS

Monument-wide desired conditions and strategies included in this plan would apply to any partner sites in an expanded monument boundary, including the Historic Bethel Baptist Church. Any further planning needs would be determined at that time.

NEXT STEPS IN THE PLANNING PROCESS

FINALIZING THE GENERAL MANAGEMENT PLAN

After distribution of the GMP, there will be a 30-day public review and comment period on the GMP and EA, after which the NPS planning team will evaluate comments from other federal agencies, organizations, businesses, and individuals regarding the GMP and make revisions as appropriate. After this public review, the plan may be approved with a “Finding of No Significant Impact” (FONSI) on the EA, assuming there are no significant impacts identified during public review. If significant impacts are identified, a notice of intent to initiate an environmental impact statement may be prepared. A FONSI would document the NPS selection of one of the alternatives evaluated in the EA for implementation. Once the FONSI is signed, the planning process is complete, and the selected alternative would become the management plan for the national monument and would be implemented over the next 15 to 20 years. It is important to note that not all the management strategies and treatment recommendations outlined in the GMP and supporting plans would necessarily be implemented immediately.

IMPLEMENTING THE GENERAL MANAGEMENT PLAN

Estimated costs to implement the management strategies for renovation of the Gaston Motel outlined in this GMP are \$5.5 million. This cost estimate includes costs to rehabilitate and restore the NPS-owned 1954 portion of the Gaston Motel and courtyard, costs to install an elevator and other accessibility improvements, and other costs associated with construction. The approval of this GMP does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Implementation of the approved plan would depend on future NPS funding levels; service-wide priorities; and on partnership funds, time, and effort. It could be affected by factors such as changes in NPS staffing, visitor use patterns, and unanticipated environmental changes. The NPS may conclude, after analysis of the best information available, that certain elements of the GMP requiring significant financial investment need to be modified or not pursued. Regardless, full implementation of the GMP could be many years in the future. Once the GMP has been approved, additional studies and more detailed planning, cultural resources documentation, and consultation would be completed, as appropriate, before certain management strategies can be carried out. Ongoing and future consultation with the Alabama state historic preservation officers, associated tribes, and other concerned parties would occur, in accordance with section 106 of the National Historic Preservation Act regarding undertakings affecting historic properties, including the NPS-owned historic Gaston Motel structure and landscape.

Future program and implementation plans describing specific actions that managers intend to undertake and accomplish would tier from the desired conditions and management strategies set forth in this GMP.



Public and Stakeholder Engagement | 4

This GMP represents the thoughts and input of the NPS, its partners, other agencies, and the public. Consultation and coordination among partner organizations and the public were vitally important to the planning process. The NPS began the process of developing the GMP for Birmingham Civil Rights National Monument in fall 2019 and completed a series of stakeholder meetings with its partner organizations and other key stakeholders in spring 2020. During these meetings, the NPS gathered input on desired conditions for partnership and visitor experience, which informed the desired conditions statements and management strategies included in the plan. Meetings were held with the following partner organizations and stakeholders:

- Bethel Baptist Church
- BCRI
- City of Birmingham
- Saint Paul United Methodist Church
- 16th Street Baptist Church
- Urban Impact

The planning process subsequently was put on hold due to multiple factors and was reinitiated in spring 2021. The public was notified of this planning effort via distribution of the first newsletter in June 2021 and a press release announcing a public comment opportunity, including virtual public meetings for the GMP. The first newsletter provided background information on the national monument and the need for a GMP, discussed the need for visitation management, and invited the public to provide feedback on the planning process. The NPS solicited feedback on a series of questions included in the newsletter to assist with planning for the national monument's future and to identify preferred visitor experiences. Initial public commenting on the GMP ran from June 7, 2021, to July 10, 2021, and included opportunities to be involved in the planning process for the new monument and to submit written comments. The NPS held two virtual public meetings on June 16, 2021, from 1:00 to 3:00 p.m. (Central Time), and on June 17, 2021, from 6:30 to 8:30 p.m. (Central Time) to provide the public the opportunity to learn more and ask questions about the GMP. A summary of public comments may be found in appendix B.

Using input received from partner organizations, stakeholders, and members of the public and considering the probable environmental consequences and costs of the alternatives, the NPS developed a preliminary preferred alternative at a workshop held in February 2022. The GMP was then produced. After the GMP is distributed, a public comment period will be held to provide the public an opportunity to review the preferred alternative and provide comments and suggestions.

CONSULTATION AND COORDINATION WITH OTHER AGENCIES, OFFICES, AND TRIBES

The EA describes consultation and coordination with other federal agencies, offices, and federally recognized Tribes (NPS 2022).



APPENDIX A - PARK LEGISLATION

Presidential Documents

Proclamation 9565 of January 12, 2017

Establishment of the Birmingham Civil Rights National Monument

By the President of the United States of America

A Proclamation

The A.G. Gaston Motel (Gaston Motel), located in Birmingham, Alabama, within walking distance of the Sixteenth Street Baptist Church, Kelly Ingram Park, and other landmarks of the American civil rights movement (movement), served as the headquarters for a civil rights campaign in the spring of 1963. The direct action campaign—known as “Project C” for confrontation—challenged unfair laws designed to limit the freedoms of African Americans and ensure racial inequality. Throughout the campaign, Dr. Martin Luther King, Jr., and Reverend Ralph David Abernathy of the Southern Christian Leadership Conference (SCLC), Reverend Fred L. Shuttlesworth of the Alabama Christian Movement for Human Rights (ACMHR), and other movement leaders rented rooms at the Gaston Motel and held regular strategy sessions there. They also staged marches and held press conferences on the premises. Project C succeeded in focusing the world’s attention on racial injustice in America and creating momentum for Federal civil rights legislation that would be enacted in 1964.

The Gaston Motel, the highest quality accommodation in Birmingham in 1963 that accepted African Americans, was itself the product of segregation. Arthur George (A.G.) Gaston, a successful African American businessman whose enterprises addressed the needs of his segregated community, opened the motel in 1954 to provide “something fine that . . . will be appreciated by our people.” In the era of segregation, African Americans faced inconveniences, indignities, and personal risk in their travels. The conveniences and comforts of the Gaston Motel were a rarity for them. The motel hosted many travelers over the years, including business and professional people; celebrities performing in the city; participants in religious, social, and political conferences; and in April–May 1963, the movement leaders, the press, and others who would bring Project C to the world stage. During Project C, King and Abernathy occupied the motel’s main suite, Room 30, located on the second floor above the office and lobby, and they and their colleagues held most of their strategy sessions in the suite’s sitting room.

The events at the Gaston Motel drew attention to State and local laws and customs that—a century after the Civil War—promoted racial inequality. In January 1963, incoming Alabama Governor George Wallace declared, “Segregation now! Segregation tomorrow! Segregation forever!” Birmingham, Alabama’s largest city, was a bastion of segregation, enforced by law, custom, and violence. The city required the separation of races at parks, pools, playgrounds, hotels, restaurants, theaters, on buses, in taxicabs, and elsewhere. Zoning ordinances determined where African Americans could purchase property, and a line of demarcation created a virtual wall around the Fourth Avenue business district that served the African American community. Racial discrimination pervaded housing and employment. Violence was frequently used to intimidate those who dared to challenge segregation. From 1945 to 1963, Birmingham witnessed 60 bombings of African American homes, businesses, and churches, earning the city the nickname “Bombingham.”

By early 1963, civil rights activism was also well established in Birmingham. Civil rights leaders had been spurred into action in 1956 when the State of Alabama effectively outlawed the National Association for the Advancement of Colored People (NAACP). A sheriff served Shuttlesworth, Membership Chairman of the NAACP's Alabama chapter, with an injunction at the organization's regional headquarters in Birmingham's Masonic Temple, where many African American professionals and organizations had their offices. In swift response, Shuttlesworth formed the ACMHR in June 1956, and established its headquarters at his church, Bethel Baptist. Shuttlesworth and the ACMHR spearheaded a church-led civil rights movement in Birmingham: they held mass meetings every Monday night, pursued litigation, and initiated direct action campaigns. The ACMHR and Shuttlesworth established ties with other civil rights organizations, and developed reputations as serious forces in the civil rights movement. As the primary Birmingham contact during the 1961 Freedom Rides, Shuttlesworth and his deacons rescued multiple Freedom Riders, sheltering them at Bethel Baptist Church and its parsonage. Shuttlesworth also worked to cultivate other local protest efforts. In 1962, he supported students from Miles College as they launched a boycott of downtown stores that treated African Americans as second class citizens. A year later some of the same students would participate in Project C.

Shuttlesworth encouraged the SCLC to come to Birmingham. By early 1963, King and his colleagues decided that the intransigence of Birmingham's segregationist power structure, and the strength of its indigenous civil rights movement, created the necessary tension for a campaign that could capture the Nation's—and the Kennedy Administration's—attention, and pressure city leaders to desegregate. In the words of King, "As Birmingham goes, so goes the South."

The plan of the Birmingham campaign was to attack Birmingham's segregated business practices during the busy and lucrative Easter shopping season through nonviolent direct action, including boycotts, marches, and sit-ins. On April 3, 1963, Shuttlesworth distributed a pamphlet entitled "Birmingham Manifesto" to announce the campaign to the press and encourage others to join the cause. Sit-ins at downtown stores began on April 3, as did nightly mass meetings. The first march of the campaign was on April 6, 1963. Participants gathered in the courtyard of the Gaston Motel and started to march toward City Hall, but the police department under the command of Commissioner of Public Safety T. Eugene "Bull" Connor stopped them within three blocks, arrested them, and sent them to jail. The next day, Birmingham police, assisted by their canine corps, again quickly stopped the march from St. Paul United Methodist Church toward City Hall, containing the protesters in Kelly Ingram Park.

Over the next few days, as the possibility of violence increased, some local African American leaders, including A.G. Gaston, questioned Project C. In response, King created a 25-person advisory committee to allow discussion of the leaders' different viewpoints. The advisory committee met daily at the Gaston Motel and reviewed each day's plan.

On April 10, the city obtained an injunction against the marches and other demonstrations from a State court, and served it on King, Abernathy, and Shuttlesworth in the Gaston Motel restaurant at 1:00 a.m. on April 11. During the Good Friday march on April 12, King, Abernathy, and others were arrested. King was placed in solitary confinement, drawing the attention of the Kennedy Administration, which began to monitor developments in Birmingham. While jailed, King wrote his famous "Letter from a Birmingham Jail." His letter was a response to a statement published in the local newspaper by eight moderate white clergymen who supported integration but opposed the direct action campaign as "unwise and untimely." They believed that negotiations and legal processes were the appropriate means to end segregation, and without directly naming him, portrayed King as an outsider

trying to stir up civil unrest. In response, King wrote, "I am in Birmingham because injustice is here."

While King was in jail, the campaign lost momentum. Upon King's release, James Bevel, a young SCLC staffer, proposed what would become known as the "Children's Crusade," a highly controversial strategy aimed at capturing the Nation's attention. On May 2—dubbed D-Day—hundreds of African American teenagers prepared to march from the Sixteenth Street Baptist Church to City Hall. With a crowd of bystanders present, police began arresting young protesters in Kelly Ingram Park. Overwhelmed by the number of protesters, estimated at 1,000, Commissioner Connor called for school buses to transport those arrested to jail. On May 3—Double-D Day—Connor readied his forces for another mass march by stationing police, canine units, and firemen at Kelly Ingram Park. As the young protesters entered the park, authorities ordered them to evacuate the area; when they did not leave, firemen trained their water cannons on them. The high-pressure jets of water knocked them to the ground and tore at their clothing. Connor next deployed the canine corps to disperse the crowd. Police directed six German shepherds towards the crowd and commanded them to attack. Reporters documented the violence, and the next day the country was confronted with dramatic scenes of brutal police aggression against civil rights protesters. These vivid examples of segregation and racial injustice shocked the conscience of the Nation and the world.

The marches and demonstrations continued. Fearing civil unrest and irreparable damage to the city's reputation, on May 8 the Birmingham business community and local leaders agreed to release the peaceful protesters, integrate lunch counters, and begin to hire African Americans. On May 10, 1963, the Gaston Motel served as the site to announce this compromise between local white leaders and civil rights advocates. The motel was bombed around midnight. The bomb blasted a door-sized hole into the reception area below King's second story suite and damaged the water main and electrical lines. King was not in Birmingham at the time. His brother, A.D. King, whose own home in Birmingham had been bombed earlier in the day, worked to calm outraged African Americans and avoid an escalation of violence.

Despite the negotiated peace, African Americans in Birmingham continued to face hostile resistance to integration. That fall, Governor Wallace, in violation of a Federal court order, directed State troopers to prevent desegregation of Alabama public schools. When a Federal court issued injunctions against the troopers, the Governor called out the National Guard. To counter that action, President John F. Kennedy federalized and withdrew the National Guard, thereby allowing desegregation. In response, on September 15, 1963, white supremacists planted a bomb at the Sixteenth Street Baptist Church. Addie Mae Collins, Carole Robertson, and Cynthia Wesley, all of whom were 14, and Denise McNair, 11, were killed. The explosion injured 22 others and left significant damage to the church. King traveled to Birmingham to deliver the eulogy for the little girls. This act of domestic terrorism again shocked the conscience of the Nation and the world.

Public outrage over the events in Birmingham produced political pressure that helped to ensure passage of the Civil Rights Act of 1964, which President Lyndon Johnson signed into law on July 2, 1964. Later that year, the U.S. Supreme Court affirmed the constitutionality of the public accommodation provisions (Title II) of the Act. Several Southern politicians announced that laws must be respected, and across the South outward signs of segregation began to disappear.

Partially as a result of the Federal legislation outlawing discrimination in public accommodations, business at the Gaston Motel suffered. African Americans had more choices in motels and dining. When King returned to Birmingham for an SCLC conference in 1964, he and three dozen colleagues checked into the Parliament House, then considered Birmingham's finest hotel. A.G. Gaston modernized and expanded his motel in 1968, adding

a large supper club and other amenities, but business continued to fall through the 1970s. In 1982, Gaston announced that the motel would be converted into housing for the elderly and handicapped. The use of the property for this purpose ceased in 1996, and the former Gaston Motel has sat vacant ever since.

Although some people continued to resist integration following the events of the early 1960s, the passage of the Civil Rights Act of 1964, and its enforcement by the Department of Justice, had the effect of eliminating official segregation of public accommodations. Today, the Gaston Motel, the Birmingham Civil Rights Historic District in which the motel is located, the Bethel Baptist Church, and other associated resources all stand as a testament to the heroism of those who worked so hard to advance the cause of freedom.

Thus, the sites of these events contain objects of historic interest from a critical period in American history.

WHEREAS, section 320301 of title 54, United States Code (known as the “Antiquities Act”), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Federal Government to be national monuments, and to reserve as a part thereof parcels of land, the limits of which shall be confined to the smallest area compatible with the proper care and management of the objects to be protected;

WHEREAS, the Birmingham Civil Rights Historic District (Historic District) was listed in the National Register of Historic Places (NRHP) in 2006, as a nationally significant property associated with the climax of the civil rights struggle during the 1956–63 period; and the Historic District contains three key areas and the streets that connect them, covering 36 acres throughout the city; and the Gaston Motel, located in the African American commercial and cultural area known as Northside, is deemed a “major significant resource” in the Historic District;

WHEREAS, many other Birmingham places have been listed and recognized for their historic roles in the Birmingham civil rights story, including by designation as National Historic Landmarks;

WHEREAS, the City of Birmingham has donated to the National Trust for Historic Preservation fee and easement interests in the Gaston Motel, totaling approximately 0.23 acres in fee and 0.65 acres in a historic preservation easement;

WHEREAS, the National Trust for Historic Preservation has relinquished and conveyed all of these lands and interests in lands associated with the Gaston Motel to the Federal Government for the purpose of establishing a unit of the National Park System;

WHEREAS, the designation of a national monument to be administered by the National Park Service would recognize the historic significance of the Gaston Motel in the Birmingham civil rights story and provide a national platform for telling that story;

WHEREAS, the City of Birmingham and the National Park Service intend to cooperate in the preservation, operation, and maintenance of the Gaston Motel, and interpretation and education related to the civil rights struggle in Birmingham;

WHEREAS, it is in the public interest to preserve and protect the Gaston Motel in Birmingham, Alabama and the historic objects associated with it within a portion of the Historic District;

NOW, THEREFORE, I, BARACK OBAMA, President of the United States of America, by the authority vested in me by section 320301 of title 54, United States Code, hereby proclaim the objects identified above that are situated upon lands and interests in lands owned or controlled by the

Federal Government to be the Birmingham Civil Rights National Monument (monument) and, for the purpose of protecting those objects, reserve as a part thereof all lands and interests in lands owned or controlled by the Federal Government within the boundaries described on the accompanying map, which is attached to and forms a part of this proclamation. The reserved Federal lands and interests in lands encompass approximately 0.88 acres. The boundaries described on the accompanying map are confined to the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries described on the accompanying map are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws, from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing.

The establishment of the monument is subject to valid existing rights. If the Federal Government acquires any lands or interests in lands not owned or controlled by the Federal Government within the boundaries described on the accompanying map, such lands and interests in lands shall be reserved as a part of the monument, and objects identified above that are situated upon those lands and interests in lands shall be part of the monument, upon acquisition of ownership or control by the Federal Government.

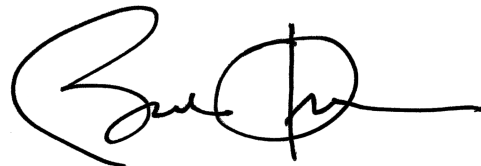
The Secretary of the Interior (Secretary) shall manage the monument through the National Park Service, pursuant to applicable legal authorities, consistent with the purposes and provisions of this proclamation. The Secretary shall prepare a management plan, with full public involvement and in coordination with the City of Birmingham, within 3 years of the date of this proclamation. The management plan shall ensure that the monument fulfills the following purposes for the benefit of present and future generations: (1) to preserve and protect the objects of historic interest associated with the monument, and (2) to interpret the objects, resources, and values related to the civil rights movement. The management plan shall, among other things, set forth the desired relationship of the monument to other related resources, programs, and organizations, both within and outside the National Park System.

The National Park Service is directed to use applicable authorities to seek to enter into agreements with others, including the City of Birmingham, the Birmingham Civil Rights Institute, the Sixteenth Street Baptist Church, and the Bethel Baptist Church, to address common interests and promote management efficiencies, including provision of visitor services, interpretation and education, establishment and care of museum collections, and preservation of historic objects.

Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the monument shall be the dominant reservation.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

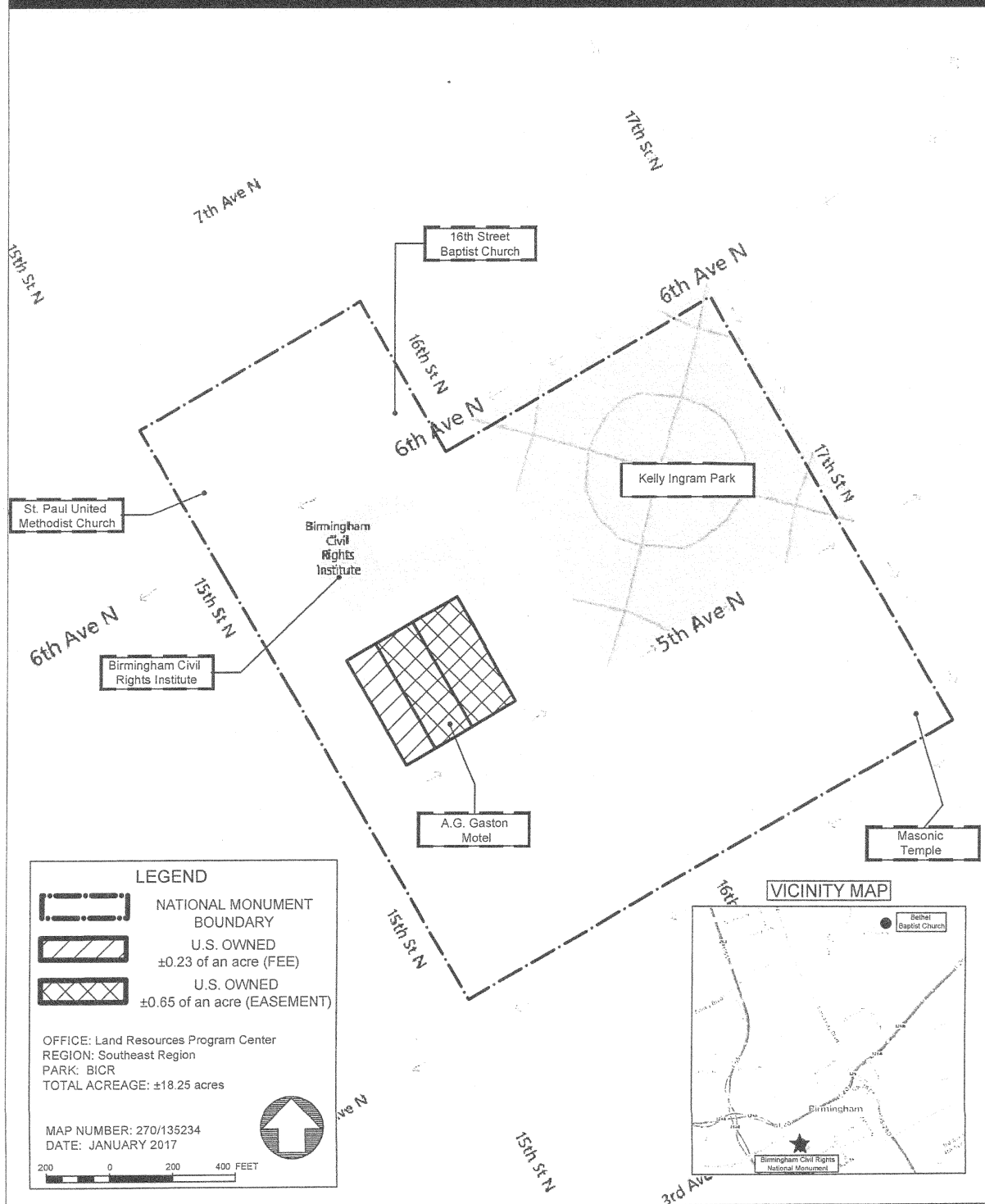
IN WITNESS WHEREOF, I have hereunto set my hand this twelfth day of January, in the year of our Lord two thousand seventeen, and of the Independence of the United States of America the two hundred and forty-first.

A handwritten signature in black ink, appearing to be "Donald Trump", with a large circular flourish and a horizontal line extending to the right.

Birmingham Civil Rights National Monument

Birmingham, Alabama

National Park Service
U.S. Department of the Interior



[FR Doc. 2017-01342

Filed 1-17-17; 11:15 a.m.]

Billing code 4310-10-C

APPENDIX B – Civic Engagement Comment Analysis Report



Birmingham Civil Rights National Monument

General Management Plan

Civic Engagement Comment Analysis Report

September 2021

CONTENTS

Introduction.....	1
Definition of Terms.....	1
Comment Analysis Methodology	1
Content Analysis Tables	2
Summary of Comments	3
Question 1: Where would you prefer to start your visit to the national monument and why? Three alternative locations are being considered:	3
Question 2: What changes need to occur in the downtown area to improve access to the site and the experience of visitors?	5
Question 3: How would you like to experience the national monument if you only had one day? What if you had multiple days?	5
Question 4: What would be your preferred way to experience the resources of the national monument if given an option between:	5
Question 5: How would you prefer to access more distant locations in the city related to the civil rights story? Would you like to be able to park your car at each site or park once and take a shuttle/trolley?	6
Question 6: In one or two words, what is your vision for the future of the overall monument?.....	7
Question 7: Given space limitations, rank the types of interpretive and educational experience you would prefer to be provided at the restored A.G. Gaston Motel:	8
Other Comments:	9

INTRODUCTION

The National Park Service (NPS) has begun the process of developing a General Management Plan (GMP) at the Birmingham Civil Rights National Monument (national monument). As a new park unit, the national monument must develop a comprehensive GMP, which identifies long-term goals for the park and guides management of the visitor experience, park facilities, and operations at the park.

The park released a newsletter for the GMP on June 7, 2021. The newsletter provided the public with background on the project, an update on activities at the park, and a timeline for the planning process. The newsletter also solicited comments from the public on five questions pertaining to visitor use and experience at the national monument as well as any other feedback they would like to provide. The newsletter was published on the NPS Planning, Environment, and Public Comment (PEPC) website at: <https://parkplanning.nps.gov/BICRGMP>.

There were two public meetings for this project: on June 16, 2021, from 1:00 to 3:00 p.m. CT, which had 14 attendees, and June 17, 2021, from 6:30 to 8:30 p.m., which had 27 attendees. The Zoom Q&A function and chat, as well as interactive polling software (PollEverywhere.com), were used for discussions with the public in an interactive format.

Any comments entered into PEPC by the public, e-mails sent to park staff, and comments received live during the public meetings were considered and included in the overall project record. This *Civic Engagement Comment Analysis Report* provides a summary of the comments expressed during the public comment period from both online submittals and the public meetings; PEPC was open through July 7, 2021.

DEFINITION OF TERMS

Correspondence: A correspondence is the entire document received from a commenter and includes letters, e-mails, discussion from the public meetings, comments entered directly into the PEPC database, and any other written comments provided either at the public meetings or in person at the park.

Comment: A comment is a portion of text within a correspondence that addresses a single subject such as a discussion on the amenities commenters would like to see at the A.G. Gaston Motel. The comment could also question the accuracy of the information provided in the newsletter or at the public meeting, question the adequacy of any background information, or present issues other than those presented in the newsletter and public meetings.

Concern Statements: Concern statements summarize the issues identified by the individual comments. Similar comments were grouped into a single concern statement to summarize the thoughts of multiple commenters into a single summary statement.

COMMENT ANALYSIS METHODOLOGY

Comment analysis is a process used to compile and correlate similar comments into a usable format for decision makers and the project interdisciplinary planning team. Comment analysis assists NPS in organizing, clarifying, and addressing information pursuant to National Environmental Policy Act regulations. It also aids in identifying the topics and issues to be evaluated and considered throughout the planning process. For this process, correspondences were first entered into the comment database for comment management. Individual comments in the correspondence were identified and summarized

under each of the individual questions posed to the public. These summaries were then compiled in a comment summary report.

The NPS PEPC database was used to manage the comments. The database stores the full text of all correspondence and allows each comment to be categorized by topic and issue. The database tallies the total number of correspondences and comments received, can sort and report comments by a particular topic or issue, and provides demographic information on the sources of each comment. All comments were read and analyzed, including those of a technical nature, opinions, suggestions, and comments of a personal or philosophical nature. Although the analysis process attempts to capture the full range of public concerns, this report should be used with caution. *Comments from people who chose to respond do not necessarily represent the sentiments of the entire public.*

CONTENT ANALYSIS TABLES

The following tables were produced by the NPS PEPC database and provide information about the numbers and types of correspondence received, organized by code and various demographics. Data on the number of correspondences received by correspondence type, organization type, state, and country are presented.

Also included below is a table detailing the number of comments identified by code. Approximately 114 individual comments were derived from the 11 correspondences received on the newsletter for the plan. A transcript from each of the public meetings is included as a correspondence in PEPC, along with a PollEverywhere report (interactive polling software), and the Q&A text received in the Zoom platform during the June 17, 2021, meeting.

Correspondence Distribution by Correspondence Type

Correspondence Type	Correspondences
Web Form	5
E-Mail	1
Transcript	2

Correspondence Distribution by Organization Type

Organization Type	Correspondences
Unaffiliated Individual	7

*While official representatives did attend the public meetings, the transcripts are categorized as “unaffiliated individual” due to the multiple views represented within.

Correspondence Distribution by State

State	Correspondences
Alabama	5
North Carolina	1
Unknown	1

Correspondence Distribution by Country

Country	Correspondences
USA	7

For this project, comments were organized by topic questions that were posed to the public during the comment period. Topic questions entered in PEPC include the following:

- 1) Where would you prefer to start your visit to the national monument and why? Three alternative locations are being considered:
 - A.G. Gaston Motel;
 - Birmingham Civil Rights Institute;
 - Proposed annex to the 16th Street Baptist Church;
 - Other
- 2) What changes need to occur in the downtown area to improve access to the site and the experience of visitors?
- 3) How would you like to experience the national monument if you only had one day? What if you had multiple days?
- 4) What would be your preferred way to experience the resources of the national monument if given an option between:
 - An entirely self-guided tour to all sites;
 - An NPS ranger-led tour that provides interpretation of all sites;
 - Representative of each site that provides interpretation of the specific story at each location; or
 - Other?
- 5) How would you prefer to access more distant locations in the city related to the civil rights story? Would you like to be able to park your car at each site or park once and take a shuttle/trolley?
- 6) Given space limitations, rank the types of interpretive and educational experience you would prefer to be provided at the restored A.G. Gaston Motel:
 - Historically accurate recreation of what the site looked like in the spring of 1963, when the significant historic events were taking place;
 - Flexible outdoor space for gatherings or special events;
 - Changing exhibits that feature a range of topics related to the history of the site;
 - Permanent exhibits specifically related to the Civil Rights Movement in Birmingham, including oral histories of those involved in the events of 1963.
- 7) In one or two words, what is your vision for the future of the overall monument?

During the public meetings, attendees were also asked to participate in live polling activities for a subset of these questions. The results of the live polling in the public meetings are shown after the comment summaries, where applicable. Due to low meeting attendance, these polls were only conducted during the second meeting, conducted on June 17, 2021.

SUMMARY OF COMMENTS

Question 1: Where would you prefer to start your visit to the national monument and why? Three alternative locations are being considered:

- **A.G. Gaston Motel;**
- **Birmingham Civil Rights Institute;**
- **Proposed annex to the 16th Street Baptist Church;**
- **Other**

CONCERN STATEMENT: Commenters noted that they would prefer to start their visit to the national monument at the following places:

- A.G. Gaston Motel

- Birmingham Civil Rights Institute
- Proposed annex to the 16th Street Baptist Church
- 16th Street
- The Information Center/Foot Soldier Headquarters

Commenters who suggested starting at the A.G. Gaston Motel noted that it is the center of the monument and a key location to the historic events. It was also suggested that, if the motel is the starting point, interpretation between the sites could happen chronologically. At a minimum, starting at the Gaston Motel as the “hub” with clear direction and connection to the other sites (“spokes”) was a common suggestion from commenters.

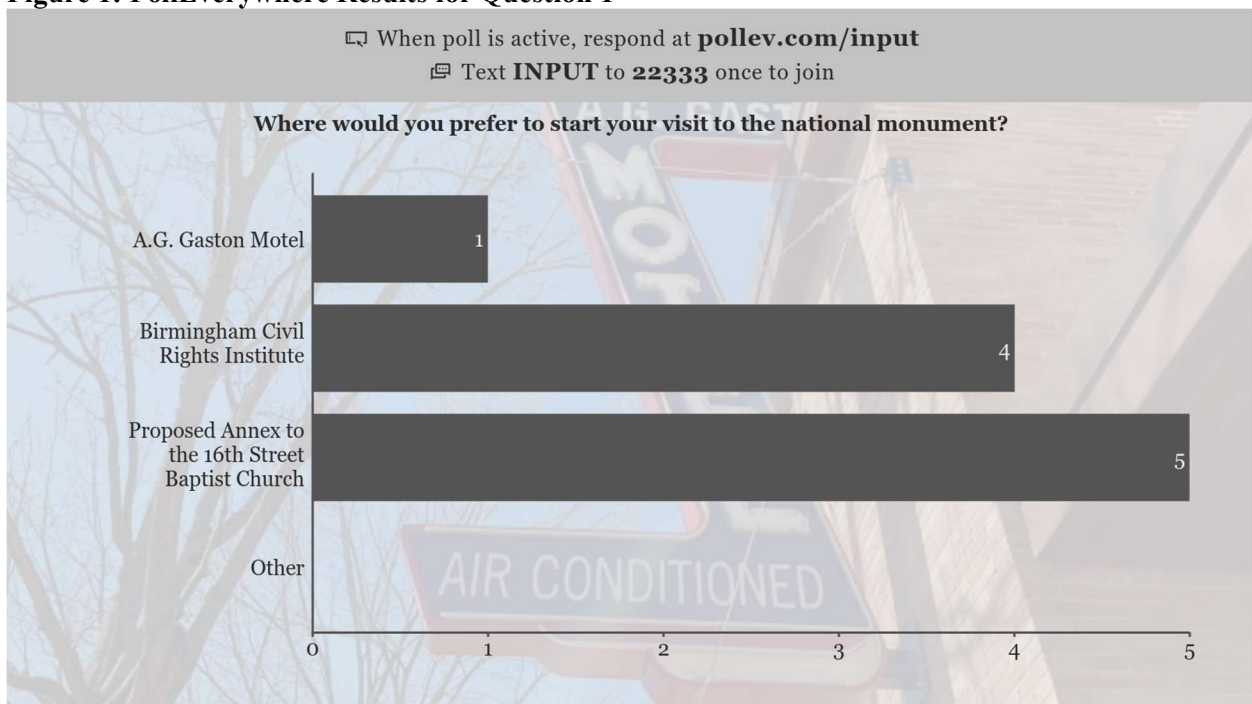
Commenters who suggested the Birmingham Civil Rights Institute noted that the institute provides a broad setting for interpretation and can orient visitors to the background and importance of each site. Commenters noted that a shuttle service would likely need to be provided out to Bethel Baptist Church because it is somewhat farther away.

Commenters who suggested the proposed annex to the 16th Street Baptist Church, or a new building altogether, noted it would not interfere with the historical context of the existing buildings or the pilgrimage aspect of interpretation. It would also have the potential to fill vacant space in the area and provide vibrancy in the immediate vicinity of the national monument.

Other commenters noted that the Information Center/Foot Soldier Headquarters would be a starting location due to the centralized location.

Figure 1 shows the results of live polling on this question.

Figure 1: PollEverywhere Results for Question 1



Question 2: What changes need to occur in the downtown area to improve access to the site and the experience of visitors?

CONCERN STATEMENT: Commenters stated that, to improve access to the site and the experience of visitors, the downtown area needs to have access to amenities, the adjacent lots/properties need to be cleaned up, sidewalks need to be repaired, construction projects need to be completed, and there need to be clean and easily accessible public restrooms. One commenter noted that converting the one-way streets to two-way streets as recommended in the 2004 City Master Plan, with the concomitant Complete Streets and streetscaping, would improve access to the site and the experience of visitors. Another commenter suggested a large mural or banner on the brick wall across the street from the Kelly Ingram Park that connects to the site. Other suggestions include putting historic cars in the parking lot of the Gaston Motel, signage that shows what the neighborhood would have historically looked like, wayfinding signage, and providing a map to visitors for wayfinding.

Question 3: How would you like to experience the national monument if you only had one day? What if you had multiple days?

CONCERN STATEMENT: Commenters noted that, if they only had one day to visit the monument, they would prefer to visit the A.G. Gaston Motel, 16th Street Baptist Church, and the Birmingham Civil Rights Institute. Commenters noted that, in a single day, a guided tour between the main sites would be preferred. One commenter noted that a single, one-day experience could focus on the 1963 Birmingham Campaign and the work done by individuals within the Alabama Christian Movement for Human Rights and Southern Christian Leadership Campaign to plan, organize, motivate, and strategize during that spring.

Commenters noted that, in a multi-day visit, NPS could lay down more context for Birmingham during reconstruction (including its role as an industrial project), on convict-leasing and lynching, and the enforcement of segregation laws. Commenters also noted that, during multi-day visits, visitors could hear from locals who lived the civil rights history. Other suggested sites to be included in interpretation include Dynamite Hill, City Hall, the Library, Greyhound Station, Civil Rights walking trail to Smithfield and Dynamite Hill, Enon Ridge, Arlington, Red Mountain Park and Ruffner Nature Preserve, Oak Hill Cemetery, East Lake Park, and Bessemer. One commenter noted that multiple days would require staying off site because there are not many hotels or restaurants in the immediate vicinity, which may discourage this type of visit.

Question 4: What would be your preferred way to experience the resources of the national monument if given an option between:

- **An entirely self-guided tour to all sites;**
- **An NPS ranger-led tour that provides interpretation of all sites;**
- **Representative of each site that provides interpretation of the specific story at each location; or**
- **Other?**

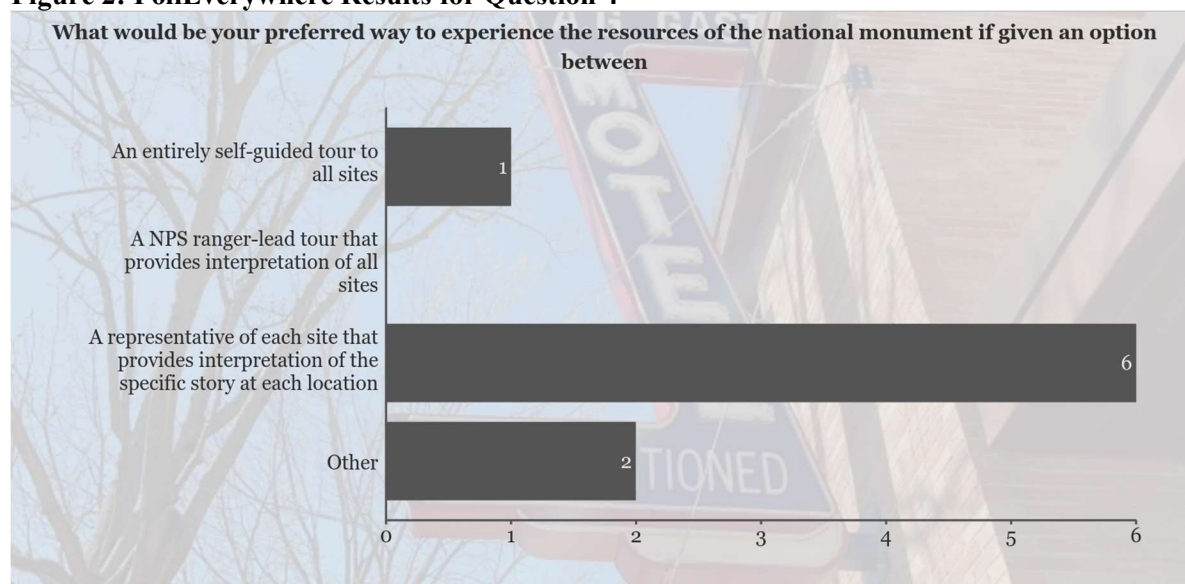
CONCERN STATEMENT: Commenters stated that all three options (an entirely self-guided tour to all sites, an NPS ranger-led tour that provides interpretation of all sites, and a representative of each site that provides interpretation of the specific story at each location) would be acceptable ways to experience the national monument. Commenters suggested that a phone-based application could also be used to assist with self-guided walking tours.

Commenters were supportive of having individuals interpret stories at each site and noted the value of having representatives educate the public. Commenters did note concern that some of the partner sites may not be able to provide interpretation; that it would be a big lift in coordination; and the messaging would need to be consistent throughout the sites, while still providing unique and specific stories. Commenters also supported oral histories being shared at each site by engaging community members, including those who were affected by the historic events directly, their family members, and community members. One commenter noted that there are various ways to provide interpretation in a meaningful way, such as through song, film, primary source documents, and talking.

Commenters were supportive of the option for walking tours and suggested using rangers, trained docents, and community youth engagement programs. Commenters were supportive of various lengths of tours and suggested both deeper dives and shorter walking tours. One commenter noted that, because of time constraints, it would be difficult to visit all sites in one day.

Figure 2 shows the results of live polling on this question.

Figure 2: PollEverywhere Results for Question 4



Question 5: How would you prefer to access more distant locations in the city related to the civil rights story? Would you like to be able to park your car at each site or park once and take a shuttle/trolley?

CONCERN STATEMENT: Commenters noted that they would prefer to access more distant locations in the city by parking in the vicinity of the main locations of the national monument and then have a shuttle or trolley to the more distant locations. One commenter suggested improving walking trails and signage to nearby sites that are within walking distance. One commenter stated that they would prefer no construction of new parking areas at other sites, unless Bethel Baptist would like to have a shared lot, and instead suggested parking lots farther away.

Question 6: In one or two words, what is your vision for the future of the overall monument?

CONCERN STATEMENT: During the public meeting, attendees expressed that the following words described their vision for the future of the overall monument:

- Education
- Engaging
- Connectivity
- Preservation
- Partnership
- Sustainable
- Worldwide
- Place to Experience Historic Civil Rights in America
- Learning
- Pilgrimage

Figure 3 shows the results of live polling on this question.

Figure 3: PollEverywhere Results for Question 6



Question 7: Given space limitations, rank the types of interpretive and educational experience you would prefer to be provided at the restored A.G. Gaston Motel:

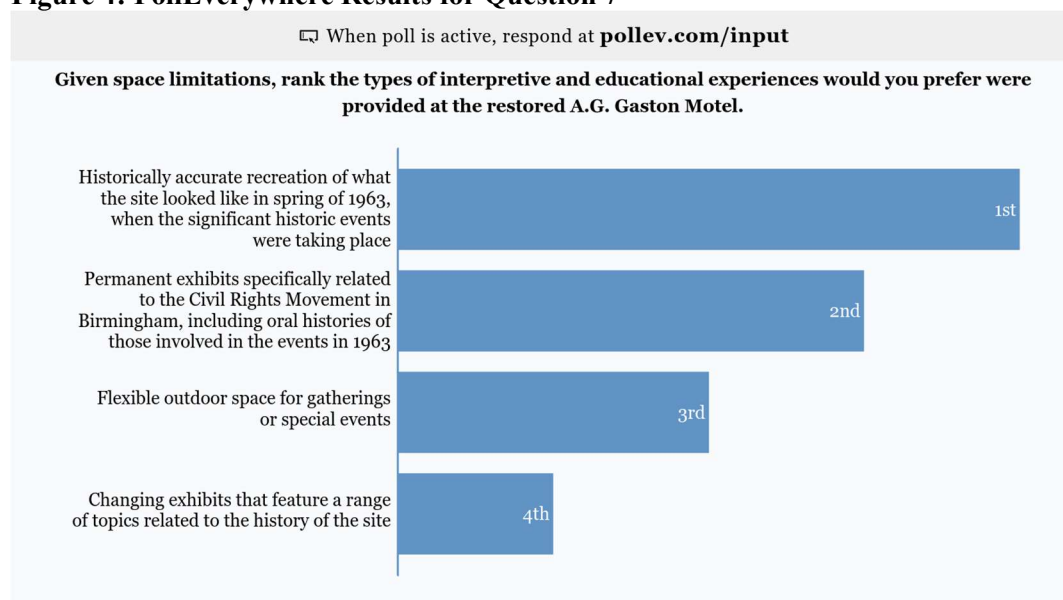
- **Historically accurate recreation of what the site looked like in the spring of 1963, when the significant historic events were taking place;**
- **Flexible outdoor space for gatherings or special events;**
- **Changing exhibits that feature a range of topics related to the history of the site;**
- **Permanent exhibits specifically related to the Civil Rights Movement in Birmingham, including oral histories of those involved in the events of 1963.**

CONCERN STATEMENT: Commenters stated that all four interpretive and educational experiences are important at the A.G. Gaston Motel. Specifically, commenters expressed that they would like to include the following features:

- Information about those civil rights leaders and foot soldiers who lived in Birmingham (e.g., Fred Shuttlesworth)
- A permanent exhibit for A.G. Gaston
- Dialogue about how the black middle class thrived as economic beneficiaries of segregation
- Historic cars, music from the time, news conference clips, live entertainment, food, menu similar to the original restaurant, phone booths, etc.
- Begin the tour of the A.G. Gaston Motel with a tour guide followed by a Q&A session
- Include modern functionality in the restaurant (e.g., charging ports for cell phones)
- Include connectivity between the A.G. Gaston Motel and the radio tower
- Ensure the space includes air conditioning
- A functioning nightclub
- Rental space

Figure 4 shows the results of live polling on this question.

Figure 4: PollEverywhere Results for Question 7



Other Comments:

Commenters provided comments in addition to the questions provided. A summary of these comments is provided below.

CONCERN STATEMENT: One commenter asked if each site could have their own stamps.

CONCERN STATEMENT: One commenter asked if NPS has authority to establish signage in the district.

CONCERN STATEMENT: Commenters expressed concern about accessibility. One commenter noted that having all of the interpretation for the A.G. Gaston Motel on the 2nd floor could provide accessibility issues for mobility-challenged visitors. One commenter asked if NPS will support assuring restroom facilities are compliant with accessibility standards in other properties within the national monument. Another commenter asked if the elevator is historic and if it is currently suitable for visitation use. One commenter noted that elevation changes may make it difficult for some guests to experience the site.

CONCERN STATEMENT: Commenters stated that the streetscaping is limited to a very restrictive area of blocks, that Bethel Baptist feels very separated, can there be consideration of linking between other sites.

CONCERN STATEMENT: Commenters stated that many of the partner sites and structures within the district of historical significance are not included and should be, such as:

- Eddie Kendrick Park
- Linn Park
- Birmingham Public Library
- City Hall
- Greyhound Station
- Civil Rights Trail
- Park High School
- Fourth Avenue Business District
- The corner of 17th and 7th, Poole Funeral Home

CONCERN STATEMENT: One commenter asked if there will be fees charged to enter the park and noted that it can be exclusionary to people in the area. One commenter supported sites benefiting monetarily.

CONCERN STATEMENT: Commenters asked if the City of Birmingham has a historic district ordinance. Commenters noted that, if there is a historic ordinance, it could impact how alterations to the buildings occur. One commenter asked if there has been a cultural resources survey or assessment of cultural fabric.

CONCERN STATEMENT: One commenter requested that NPS restore the radio station building across the street from the A.G. Gaston Motel with a replica of the old radio station sign/marquee.

CONCERN STATEMENT: One commenter requested commissioning of a movie script that encompasses the sites and sights, particularly the motel, the bombing for motivation, the park for demonstrating for justice, etc.

CONCERN STATEMENT: One commenter stated that a benefit to having an NPS-managed national monument is that there is an opportunity to invite people to identify with the heroes of the story, such as Fred Shuttlesworth, which could help toward mending prolonged divisions in the community.

APPENDIX C – LIST OF PREPARERS

US DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE

SOUTH ATLANTIC-GULF REGIONAL OFFICE

NAME	TITLE
Ben West	Program Manager, Planning and Compliance Division
John Gerbich	Planning Portfolio Manager
Rachel Brady Baldwin	Community Planner

BIRMINGHAM CIVIL RIGHTS NATIONAL MONUMENT

NAME	TITLE
Kris Butcher	Superintendent
Kathryn Gardiner	Park Ranger

WSP USA, INC.

NAME	TITLE	QUALIFICATIONS
Lori Fox, AICP	Project Manager	BS, Environmental Policy; MCP, Community Planning
William Huber, AICP	Deputy Project Manager	BS, Biology; MS, Urban and Regional Planning
Jessica Forbes Guerrero	Planner	BA, Environmental Studies
Monte Kim, PhD	Architectural Historian	PhD History; Meets Secretary of the Interior's Professional Qualifications Standards in History & Architectural History
Andrew Scott	Architect	BS, Environmental Design; March, Architecture; American Institute of Architects Member; LEED Accredited Professional, Building Design + Construction
Latisha Crawford	Planner	BS, Economics; BA, International Studies; MCRP, City and Regional Planning
Deborah Mandell	Senior Editor	BA, Government, MBA, Finance and Marketing
Evan Chapman	GIS Specialist	BA, Geography
Rudi Byron, AICP	Quality Assurance/ Quality Control	BS, Environmental Policy and Politics; MURP, Urban and Regional Planning

APPENDIX D – REFERENCES

Interagency Visitor Use Management Council (IVUMC)

- 2019 Visitor Capacity Guidebook: Managing the Amounts and Types of Visitor Use to Achieve Desired Conditions. Lakewood, CO. <https://visitorusemanagement.nps.gov/VUM/Framework>.

Lord Aeck Sargent

- 2016 A.G. Gaston Motel, Birmingham Civil Rights Historic District, Historic Structure Report. Prepared for Historical Preservation Authority of the City of Birmingham.

National Park Service

- 2006 NPS Management Policies 2006.
- 2011 Director's Order 12: Conservation Planning, Environmental Impact Analysis, and Decision-Making.
- 2015 National Park Service NEPA Handbook. https://www.nps.gov/subjects/nepa/upload/NPS_NEPAHandbook_Final_508.pdf.
- 2018 Foundation Document. Birmingham Civil Rights National Monument. October. <http://npshistory.com/publications/foundation-documents/bicr-fd-2018.pdf>.
- 2021 Director's Order 2: Park Planning.
- 2022 Birmingham Civil Rights National Monument General Management Plan Environmental Assessment.

WLA Studio

- 2019 A.G. Gaston Motel, Birmingham Civil Rights Monument, Cultural Landscape Report. Prepared for Historical Preservation Authority of the City of Birmingham.