

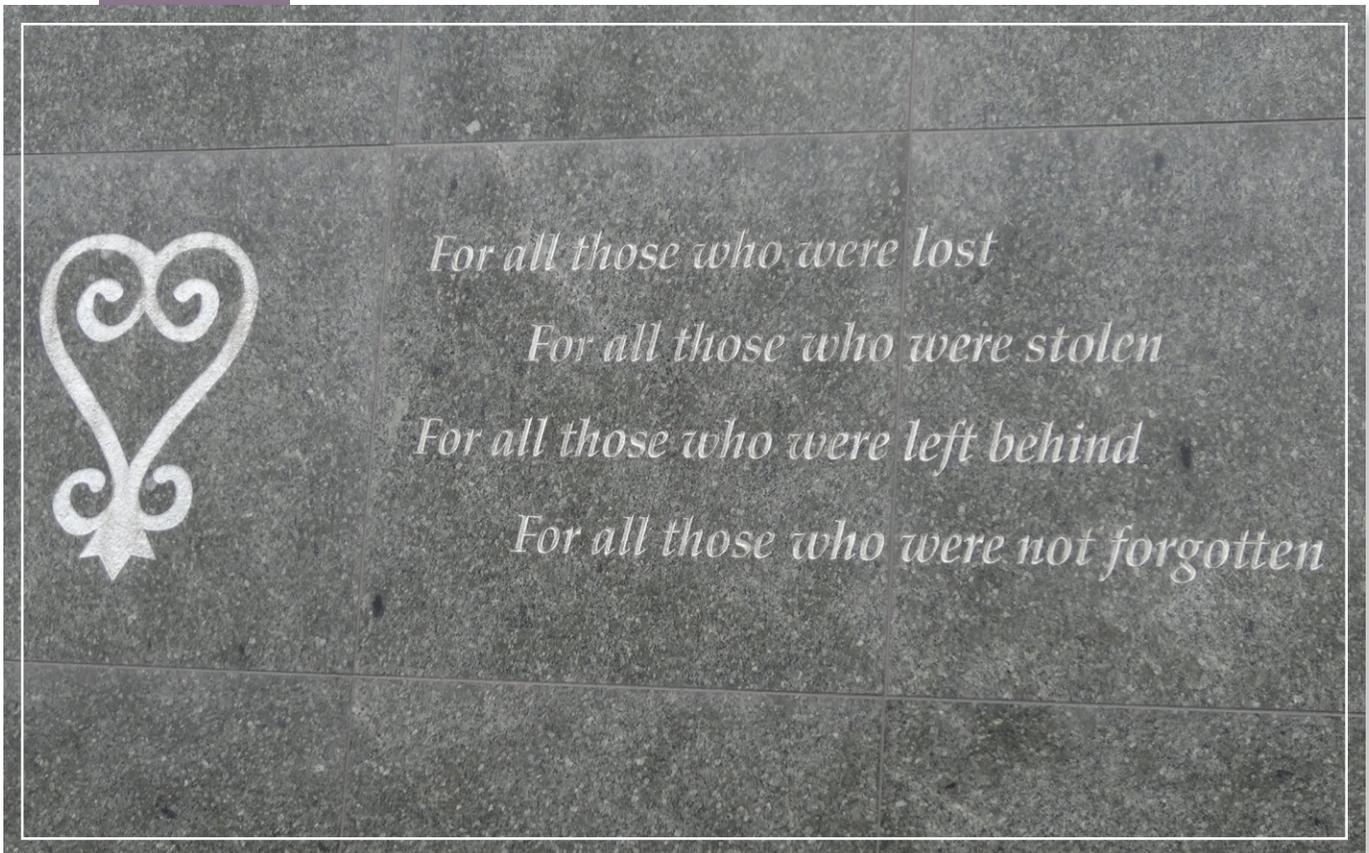


Foundation Document African Burial Ground National Monument

New York

August 2018





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Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



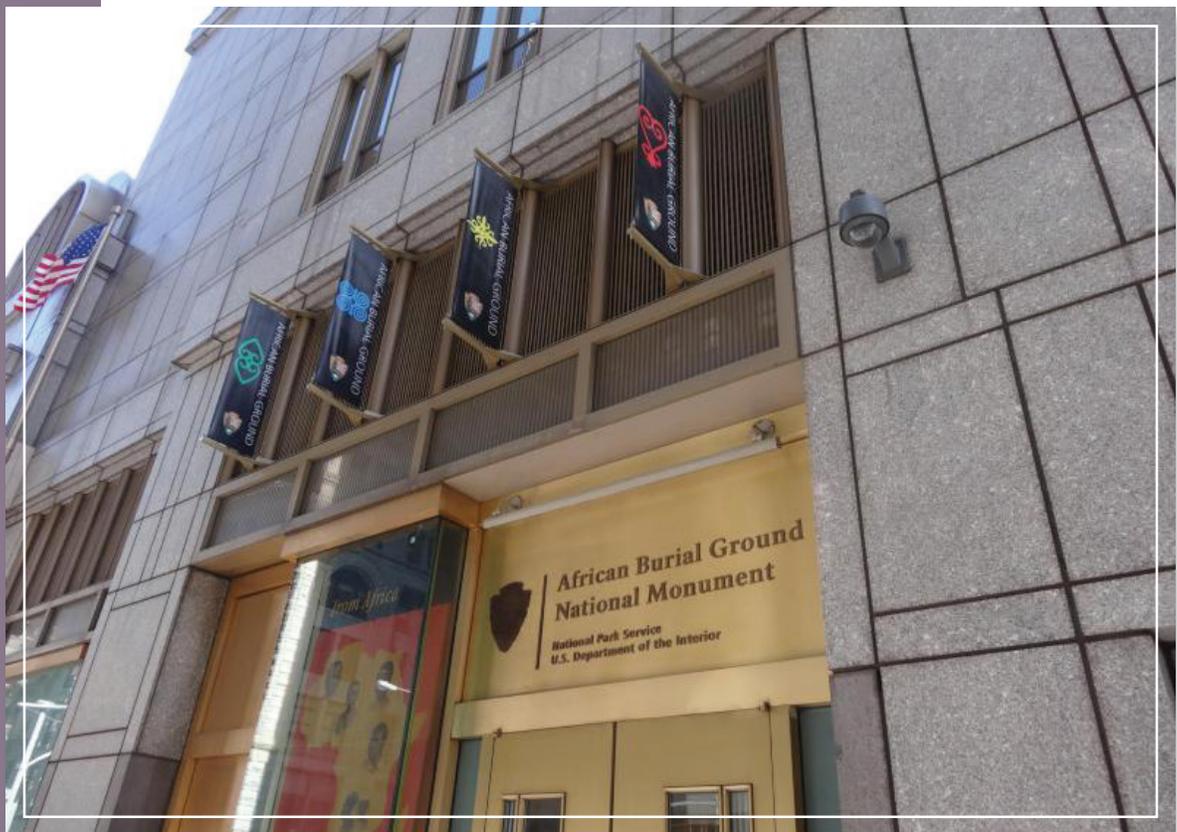
The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for African Burial Ground National Monument can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

In 1991, a startling discovery changed forever the way Americans would understand their history. During excavation prior to the construction of a federal office building at Broadway and Duane Streets in New York City, workers began to unearth dozens, and then hundreds, of sets of human remains buried more than 30 feet below the surface of the street. With construction halted, researchers and scholars began a 10-year process of uncovering the stories behind those forgotten graves. They learned that the remains were those of an estimated 15,000 Africans and Americans of African descent, both enslaved and free, whose burial had been forbidden within New York City limits during the 17th and 18th centuries. Their research uncovered the long-neglected history of slavery in the city and in the North and brought to light the critical contributions of Africans in New York to the building of early America.

A remarkable and controversial campaign by advocates on behalf of African Burial Ground National Monument resulted in the site's designation as a national historic landmark in 1993. On February 27, 2006, President George W. Bush proclaimed the African Burial Ground National Monument under the authorities of the Antiquities Act of 1906. The African Burial Ground National Monument became the 390th unit of the national park system. The national monument is approximately 15,000 square feet in area and includes a memorial, the dedication of which took place on October 5, 2007.



Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for African Burial Ground National Monument was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established by a presidential proclamation on February 27, 2006 (see appendix A for the proclamation). The purpose statement lays the foundation for understanding what is most important about the park.

The purposes of AFRICAN BURIAL GROUND NATIONAL MONUMENT are to:

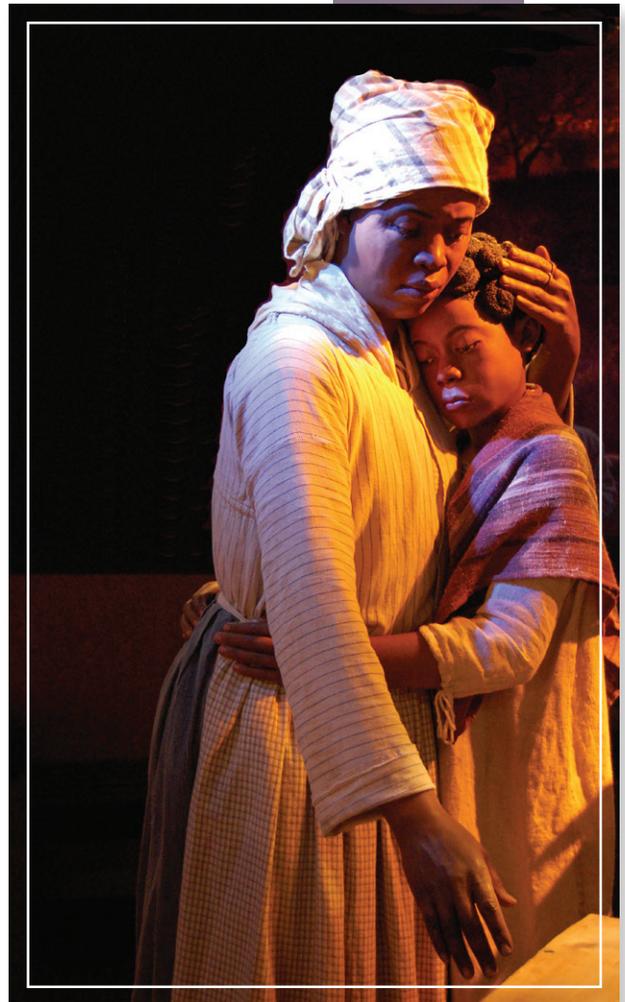
- *Preserve and protect the approximately 15,000 square feet of land and its associated resources—including those interred and reinterred—the memorial, collections, and archives on the corner of Duane and Elk Streets in Lower Manhattan. This parcel is part of the larger 7-acre national historic landmark commemorating the area that—from approximately 1690 to 1790—served as a burial place for free and enslaved Africans.*
- *Encourage and foster opportunities for research, public understanding and appreciation, dialogue, education, and interpretation of*
 - *the culture, heritage, legacy, and contributions of Africans and Americans of African descent to New York City and our nation*
 - *Africans and Americans of African descent as integral and fundamental to American history*
 - *the way in which science and scientific exploration can help to rediscover lost and hidden history*
 - *related resources and sites in New York City, including the national historic landmark*
- *Provide a place for quiet contemplation, commemoration, and ceremony to honor the spirit and legacy of Africans and Americans of African descent, both free and enslaved, to our nation and the greater global community.*

Park Significance

Significance statements express why a park'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 African Burial Ground 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 African Burial Ground National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

1. The African Burial Ground is among the oldest, and is the largest known burial site of enslaved and free Africans in the United States. The site is one of the most significant archeological discoveries in the 20th century—with an estimated 15,000 burials—and challenges the economic and public perception that there was very little or no chattel slavery in the North.
2. The African Burial Ground attests to the extent of slavery in New York City, one of the most important northern cities—geopolitically, culturally, and financially—in the eventual formation of the nation. In the 1700s, the city's population included more enslaved Africans than any other English colonial settlement except Charleston, South Carolina. The site highlights and explores the considerable contributions—physically and culturally—of Africans and Americans of African descent in this influential city during the 17th and 18th centuries.
3. Skeletal remains and associated archeological artifacts demonstrate the extent to which Africans struggled to maintain and adapt traditional African cultural and ceremonial practices, even under threat of physical and other forms of harm. These adapted practices continue in African American communities today. Bioskeletal studies reveal the harsh labor regime and environmental conditions that Africans endured and the high rates of infant and child mortality, as demonstrated by the preponderance of graves of persons under age 16.
4. The African Burial Ground National Monument is a site where the history and implications of the African Diaspora can be studied, contemplated, and discussed; it is a site that redefines and makes accessible to all the history and contributions of Africans in the building of the Americas. The national monument is an active place of commemoration, contemplation, ceremony, and celebration of the defiance, courage, endurance, and flourishing of an oppressed people beyond all odds. As a final resting place for thousands of free and enslaved Africans, the national monument is a place for the continued reclamation of both lost individual stories and the rich and compelling history of a people.
5. The African Burial Ground National Monument is the place where a national movement to rediscover, reclaim, and teach the story of hidden African Burial Grounds began. This is a movement that is ongoing nationwide and is reshaping our understanding of the past.



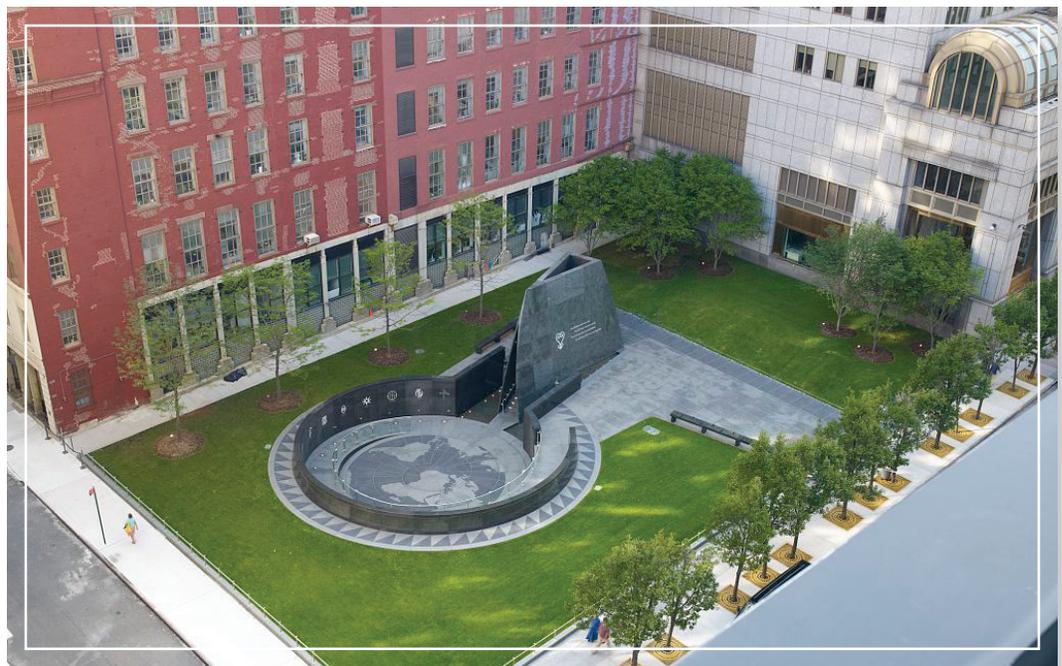
Fundamental Resources and Values

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 and maintaining its significance. Fundamental resources and values are closely related to a park’s legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. 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 fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for African Burial Ground National Monument:

- **The Memorial and its Associated Cultural Landscape.** The national monument contains seven burial mounds including 419 buried individuals, the memorial sculpture and fountain, and pathways leading around the site.
- **Anthropological and Archeological Resources.** The anthropological and archeological resources of the national monument include buried human remains and archeological resources and the human remains and archeological resources that are part of the collections excavated from the site.
- **Archival Collection.** The archives documenting the archeological excavation and subsequent research and the archives documenting the public efforts to protect the site, including the journey of the human remains from Howard University in Washington, DC, to New York and the reinterment ceremony at the memorial in 2003.
- **Opportunity for Memorialization.** The possibility and opportunity to experience and contemplate the sacredness and solemnity of the African Burial Ground; to discover, celebrate, and honor those whose remains rest there; and to inspire visitors to form their own meaningful connections with the African Burial Ground.





Other Important Resources and Values

African Burial Ground National Monument contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for African Burial Ground National Monument:

- **African Burial Ground National Historic Landmark.** The African Burial Ground was designated a national historic landmark on April 19, 1993. Designation as a national historic landmark acknowledges the national significance of all contributing resources within the landmark boundary. The boundary of the landmark includes approximately 7 acres of land in the Borough of Manhattan in New York City.

Related Resources

Related resources are not owned by the park. They may be part of the broader context or setting in which park resources exist, represent a thematic connection that would enhance the experience of visitors, or have close association with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and collaboration, between the park and owner/stakeholder.

The following related resources have been identified for African Burial Ground National Monument:

- **Island of Gorée, Senegal.** Inscribed as a World Heritage Site in 1978, the Island of Gorée was the largest slave trading center on the African coast.

Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for African Burial Ground National Monument:

- **Rediscovery of the Burials Reshapes History.** Rediscovery of the African Burial Ground demands that history be retold and forever altered by a more complete understanding of the African Diaspora, the scope of efforts to enslave Africans, the nature of resistance to dehumanization, and the roles played by Africans and Americans of African descent in building New York City, the nation, and in shaping their respective cultures.
- **The Struggle for Human Rights.** The African Burial Ground demonstrates how individuals, singly and collectively, can create lives that transcend the inhumanity of forced immigration and enslavement, the burdens of the harshest labor, and the repression of cherished cultural and societal practices.
- **Treatment of Sacred Sites—Sankofa and Scholarship.** Guided by the spirit of Sankofa, a West African Akan concept and symbol that exhorts us to “learn from the past to prepare the future,” efforts to preserve, study, and commemorate the African Burial Ground have triggered a vigorous activism and dialogue on the treatment of sacred sites, ancestral remains, and sites of conscience in New York City and around the globe.



Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

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 that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. 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 African Burial Ground National Monument.

Special Mandates

- **General Services Administration Interagency Agreement.** As mandated by the presidential proclamation establishing the national monument, the Secretary of the Interior (acting through the National Park Service) entered into a written agreement with the Administrator of General Services “for the purposes of preserving, interpreting, and enhancing public understanding and appreciation of the national monument and its meaning to society.”
- **Regulations and Planning for the Monument.** The 2006 presidential proclamation stipulates that the Secretary of the Interior, through the National Park Service, promulgate any additional regulations needed for the proper care and management of the national monument. A management plan must be prepared to “set forth the desired relationship of the national monument to other related resources, programs, and organizations in New York City and other locations, provide for maximum public involvement in its development, and identify steps to be taken to provide interpretive opportunities for the entirety of the National Historic Landmark and related sites in New York City.”

Administrative Commitments

For more information about the existing administrative commitments for African Burial Ground National Monument, please see appendix B.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park’s fundamental and other important resources and values, and develop a full assessment of the park’s planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

Fundamental Resource or Value	The Memorial and its Associated Cultural Landscape
<p>Related Significance Statements</p>	<ol style="list-style-type: none"> 1. The African Burial Ground is among the oldest, and is the largest known burial site of enslaved and free Africans in the United States. The site is one of the most significant archeological discoveries in the 20th century—with an estimated 15,000 burials—and challenges the economic and public perception that there was very little or no chattel slavery in the North. 2. The African Burial Ground attests to the extent of slavery in New York City, one of the most important northern cities—geopolitically, culturally, and financially—in the eventual formation of the nation. In the 1700s, the city’s population included more enslaved Africans than any other English colonial settlement except Charleston, South Carolina. The site highlights and explores the considerable contributions—physically and culturally—of Africans and Americans of African descent in this influential city during the 17th and 18th centuries. 3. Skeletal remains and associated archeological artifacts demonstrate the extent to which Africans struggled to maintain and adapt traditional African cultural and ceremonial practices, even under threat of physical and other forms of harm. These adapted practices continue in African American communities today. Bioskeletal studies reveal the harsh labor regime and environmental conditions that Africans endured and the high rates of infant and child mortality, as demonstrated by the preponderance of graves of persons under age 16. 4. The African Burial Ground National Monument is a site where the history and implications of the African Diaspora can be studied, contemplated, and discussed; it is a site that redefines and makes accessible to all the history and contributions of Africans in the building of the Americas. The national monument is an active place of commemoration, contemplation, ceremony, and celebration of the defiance, courage, endurance, and flourishing of an oppressed people beyond all odds. As a final resting place for thousands of free and enslaved Africans, the national monument is a place for the continued reclamation of both lost individual stories and the rich and compelling history of a people. 5. The African Burial Ground National Monument is the place where a national movement to rediscover, reclaim, and teach the story of hidden African Burial Grounds began. This is a movement that is ongoing nationwide and is reshaping our understanding of the past.

Fundamental Resource or Value	The Memorial and its Associated Cultural Landscape
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The memorial includes a sculptural structure that interprets the burial ground and the active burial site. The landscape includes seven burial mounds and seven trees. The sculpture is in good condition, but the trees are deteriorating—likely because of the urban environment and are not an appropriate species for the site. • Stakeholder and public interest is very high for this memorial. • The burial mounds have ongoing issues with rodent damage, but recent treatment has reduced the problem. • The memorial and site are owned by the National Park Service, but the visitor center and museum are located in a General Services Administration (GSA)-owned building (space leased by the National Park Service). Visitors can enter the memorial from Duane Street without passing through the visitor center. • The memorial's fountain and lighting constantly need repair. The lighting is the responsibility of the General Services Administration. • The library is not accessible. • The site is open Tuesday through Saturday, weather permitting. • The site is located within a federal building security zone. No vehicular traffic is allowed on Duane and Elk Streets. There is no bus parking adjacent to the site. Buses park along the busy Manhattan streets several blocks away. Children wait outside in long lines to get through security. • There are nearby public transportation stops (subway) for visitors to use. <p>Trends</p> <ul style="list-style-type: none"> • There is public interest in the memorial's archives and library. • Residential use in lower Manhattan is increasing and could impact the park's visitation. • The 911 Memorial has increased tourism in the vicinity of the historic site. Since September 11, 2001, security in the area has increased. • More visitors are using the park's apps to learn about the site before and during their visit.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Issues related to the urban setting, including traffic and related noise and the redevelopment of adjacent buildings. • Poor drainage throughout the site impacts the health of the landscaping. <p>Opportunities</p> <ul style="list-style-type: none"> • Expand outreach programs to reach underserved and inner-city audiences. • Expand staff levels to assist with larger crowds during busy times for the memorial (the site only has four permanent staff members).
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Long-range interpretive plan (2011).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Administrative history. • DNA analysis on remains using new technology. • Translation of brochure material.
Planning Needs	<ul style="list-style-type: none"> • Vegetation management plan / planting plan. • Security and access assessment and plan. • Lighting plan.

Fundamental Resource or Value	The Memorial and its Associated Cultural Landscape
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act of 1990 • Antiquities Act of 1906 • Archeological and Historic Preservation Act of 1974 • Archaeological Resources Protection Act of 1979 • Museum Properties Management Act of 1955, as amended • Architectural Barriers Act of 1968 • "Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines" (36 CFR 1191) • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Historic Sites Act of 1935 • National Historic Preservation Act of 1966, as amended • "Protection of Historic Properties" (36 CFR 800) • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 13A: <i>Environmental Management Systems</i> • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Museum Handbook, parts I, II, and III • Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008) • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i>

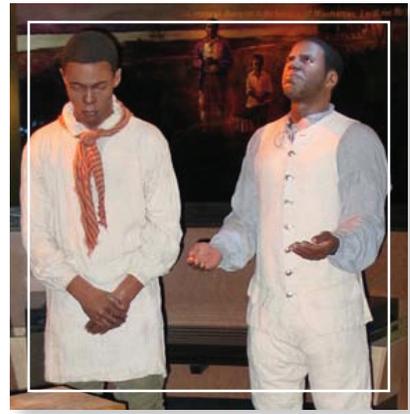


Fundamental Resource or Value	Anthropological and Archeological Resources
Related Significance Statements	<ol style="list-style-type: none"> 1. The African Burial Ground is among the oldest, and is the largest known burial site of enslaved and free Africans in the United States. The site is one of the most significant archeological discoveries in the 20th century—with an estimated 15,000 burials—and challenges the economic and public perception that there was very little or no chattel slavery in the North. 3. Skeletal remains and associated archeological artifacts demonstrate the extent to which Africans struggled to maintain and adapt traditional African cultural and ceremonial practices, even under threat of physical and other forms of harm. These adapted practices continue in African American communities today. Bioskeletal studies reveal the harsh labor regime and environmental conditions that Africans endured and the high rates of infant and child mortality, as demonstrated by the preponderance of graves of persons under age 16.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Archeological resources include items such as pottery, jewelry, soil cores, and buttons. • Anthropological resources are located at multiple locations, including in the Cobb Library at Howard University (Washington, DC) and at Federal Hall National Memorial. Access to the anthropological collection is highly restricted. • The collections are in excellent condition. • Underground (in situ) anthropological and archeological resources are located approximately 24 feet underground and considered to be in good condition. <p>Trends</p> <ul style="list-style-type: none"> • Visitors have requested to see more anthropological and archeological resources/ excavations online.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Rodents have been a problem in the past (burrowing in the mounds) and require ongoing eradication measures. • The location of the monument (adjacent to the federal building) increases the risks of terrorist attacks. • The needs for security must be balanced with the needs to create a welcoming visitor experience. • Poor drainage throughout the site creates “underground lakes” that could lead to deterioration of the underground resources. <p>Opportunities</p> <ul style="list-style-type: none"> • Extend current research to include DNA analysis to link anthropological resources to their origins. • Build partnerships to increase preservation and/or research knowledge—Chesapeake Watershed Cooperative Ecosystem Studies Unit (CESU), Schomburg Center for Research in Black Culture, Howard University. • Identify additional research partners, including students and universities, to examine the data produced from the site and stored in the archives. • Enhance website to include more anthropological and archeological resources/excavations. (Some anthropological resources have restrictions for placement online.)
Data and/or GIS Needs	<ul style="list-style-type: none"> • Park partner action strategy. • Interior Collections Management System (update). • Archeological Sites Management Information System (update).
Planning Needs	<ul style="list-style-type: none"> • Pest management plan. • Collections management plan. • Archeological resource management plan. • Resource stewardship strategy.

Fundamental Resource or Value	Anthropological and Archeological Resources
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Antiquities Act of 1906 • Archeological and Historic Preservation Act of 1974 • Archaeological Resources Protection Act of 1979 • Museum Properties Management Act of 1955, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Historic Sites Act of 1935 • National Historic Preservation Act of 1966, as amended • "Protection of Historic Properties" (36 CFR 800) • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 13A: <i>Environmental Management Systems</i> • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Museum Handbook, parts I, II, and III • Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008) • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i>



Fundamental Resource or Value	Archival Collection
Related Significance Statements	<ol style="list-style-type: none"> 1. The African Burial Ground is among the oldest, and is the largest known burial site of enslaved and free Africans in the United States. The site is one of the most significant archeological discoveries in the 20th century—with an estimated 15,000 burials—and challenges the economic and public perception that there was very little or no chattel slavery in the North. 5. The African Burial Ground National Monument is the place where a national movement to rediscover, reclaim, and teach the story of hidden African Burial Grounds began. This is a movement that is ongoing nationwide and is reshaping our understanding of the past.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The archival collection is considered to be in good condition. The archives are currently stored at African Burial Ground National Monument and are available to visitors for research. The collection will be moved to the monument site once construction of the archival room and library is completed. • The collection includes videotapes, archeological reports, drawings, and photographs documenting excavation of the site. • The collection is partially catalogued and documented. • The national monument is frequently offered donations that it must refuse because those donations are not directly related to the purpose of the monument. • Other collections include commemorative and symbolic sculptures and mosaics in the lobby of the federal building at 190 Broadway. Originally intended to be part of the visitor experience of the visitor center, access to these collections in the lobby is now restricted to the main public entrance by GSA security. <p>Trends</p> <ul style="list-style-type: none"> • None identified.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • None identified. <p>Opportunities</p> <ul style="list-style-type: none"> • Enhance website to include digitized collections and archives (restrictions on providing human remains). • Identify additional research partners, including students and universities, to examine the data produced from the site and stored in the archives.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Interior Collections Management System (update).
Planning Needs	<ul style="list-style-type: none"> • Collections management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79) • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • Director’s Order 24: <i>NPS Museum Collections Management</i> • Director’s Order 28: <i>Cultural Resource Management</i> • NPS Management Policies 2006 (§8.10) “Natural and Cultural Studies, Research, and Collection Activities” • NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” • NPS Museum Handbook, parts I, II, and III



Fundamental Resource or Value	Opportunity for Memorialization
<p>Related Significance Statements</p>	<ol style="list-style-type: none"> 1. The African Burial Ground is among the oldest, and is the largest known burial site of enslaved and free Africans in the United States. The site is one of the most significant archeological discoveries in the 20th century—with an estimated 15,000 burials—and challenges the economic and public perception that there was very little or no chattel slavery in the North. 2. The African Burial Ground attests to the extent of slavery in New York City, one of the most important northern cities—geopolitically, culturally, and financially—in the eventual formation of the nation. In the 1700s, the city’s population included more enslaved Africans than any other English colonial settlement except Charleston, South Carolina. The site highlights and explores the considerable contributions—physically and culturally—of Africans and Americans of African descent in this influential city during the 17th and 18th centuries. 3. Skeletal remains and associated archeological artifacts demonstrate the extent to which Africans struggled to maintain and adapt traditional African cultural and ceremonial practices, even under threat of physical and other forms of harm. These adapted practices continue in African American communities today. Bioskeletal studies reveal the harsh labor regime and environmental conditions that Africans endured and the high rates of infant and child mortality, as demonstrated by the preponderance of graves of persons under age 16. 4. The African Burial Ground National Monument is a site where the history and implications of the African Diaspora can be studied, contemplated, and discussed; it is a site that redefines and makes accessible to all the history and contributions of Africans in the building of the Americas. The national monument is an active place of commemoration, contemplation, ceremony, and celebration of the defiance, courage, endurance, and flourishing of an oppressed people beyond all odds. As a final resting place for thousands of free and enslaved Africans, the national monument is a place for the continued reclamation of both lost individual stories and the rich and compelling history of a people. 5. The African Burial Ground National Monument is the place where a national movement to rediscover, reclaim, and teach the story of hidden African Burial Grounds began. This is a movement that is ongoing nationwide and is reshaping our understanding of the past.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The landscape of the national monument was designed as an experiential landscape for visitors. The design of the sculpture and fountain evokes a sense of coming to America on a ship through the ocean. • Noise from adjacent streets can be heard from within the memorial and can be a distraction for visitors. • The need for visitors to enter through security screening does not create a welcoming experience. <p>Trends</p> <ul style="list-style-type: none"> • None identified.

Fundamental Resource or Value	Opportunity for Memorialization
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • There are issues with people using the memorial as a “park,” not as a solemn site. Memorial managers routinely inform visitors that reading the newspaper, picnicking, fashion shoots, and cell phone usage are not appropriate activities for the site. • There are issues associated with the memorial being housed in a government building in proximity to other federal buildings. These range from fire drills to being adjacent to the staging area for FBI “perp walks,” which can attract crowds and media reporters. • The urban setting of the monument detracts from the memorial experience—traffic and related noise and construction sounds from the redevelopment of adjacent buildings. <p>Opportunities</p> <ul style="list-style-type: none"> • Continue to explore ways to improve the visibility of the Broadway Street entrance (new window displays, banners, etc.) to provide a more welcoming environment. • Develop a solution for entrance security to the monument. • Provide direct access from the visitor center to the lobby containing commemorative sculpture and mosaics. • Increase signage/education regarding appropriate site usage (or re-evaluate the superintendent’s compendium regarding appropriate usage). • Use of vegetation plantings or construction to screen out street noise and visual distractions.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Visitor use study. • Visitor center condition assessment.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Cultural landscape report.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act of 1990 • Architectural Barriers Act of 1968 • “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 7) “Interpretation and Education” • NPS Management Policies 2006 (chapter 8) “Use of the Parks” • NPS Management Policies 2006 (chapter 9) “Park Facilities” • Director’s Order 6: <i>Interpretation and Education</i> • Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i>



Analysis of Other Important Resources and Values

Other Important Resource or Value	African Burial Ground National Historic Landmark
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> The African Burial Ground National Historic Landmark is to a degree protected by the National Historic Landmark Program of the National Park Service. The African Burial Ground National Historic Landmark is also designated as a New York City landmark historic district and protected under the city’s preservation regulations. The African Burial Ground National Historic Landmark contains a large number of burial grounds that are believed to be in good condition (intact) because of the large amount of fill used on the property. The African Burial Ground National Historic Landmark is significant because of its potential to yield information about the lives of Africans and African Americans in 18th century New York. <p>Trends</p> <ul style="list-style-type: none"> New York City is continuously growing and developing.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> Continuous growth and the potential for new development could potentially destroy resources. <p>Opportunities</p> <ul style="list-style-type: none"> Work with the New York City Department of City Planning in the design review process regarding development within the national historic landmark.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> Historic resource study. Visitor use study.
<p>Planning Needs</p>	<ul style="list-style-type: none"> None identified.
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> Antiquities Act of 1906 Historic Sites Act of 1935 National Historic Preservation Act of 1966, as amended Archeological and Historic Preservation Act of 1974 National Environmental Policy Act of 1969, as amended Executive Order 11593, “Protection and Enhancement of the Cultural Environment” “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” Director’s Order 28: <i>Cultural Resource Management</i> <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> NPS Management Policies 2006 (§1.6) “Cooperative Conservation Beyond Park Boundaries” NPS Management Policies 2006 (§1.10) “Partnerships”

Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for African Burial Ground National Monument and the associated planning and data needs to address them:

- **Security and Access to the Site.** The visitor center and museum entrance to the monument is currently located in a GSA federal building. Visitors must enter through federal building security screening to access the site creating an unwelcoming entrance to the memorial. A study to re-establish visitor access from the visitor center to the commemorative sculpture and mosaics in the lobby to avoid the GSA security screening process would create a welcoming visitor experience.
 - *Associated planning and data needs:* Security and access assessment and plan, park partner action strategy
- **Operational Efficiency and Management of Multiple Park Units.** African Burial Ground National Monument is one of nine NPS units within the Manhattan Sites Administration. These nine sites are under a single management group, sharing staff and various administrative resources. The historic buildings and landscapes that comprise these nine parks are woven into the urban fabric of New York City and extend over numerous city blocks. Roughly 21 miles from the southernmost park to the northernmost park requires approximately a 1.5-hour commute one way. The large number of sites, their geographic distribution, and their various visitation levels create logistical challenges for meeting stewardship and maintenance objectives as well as providing appropriate staffing levels and visitor access. A comprehensive understanding of each site's maintenance, visitation, and staffing needs would guide management in balancing the operational needs at each park.
 - *Associated planning and data needs:* Business plan, park partner action strategy, visitor use study, information technology assessment and plan

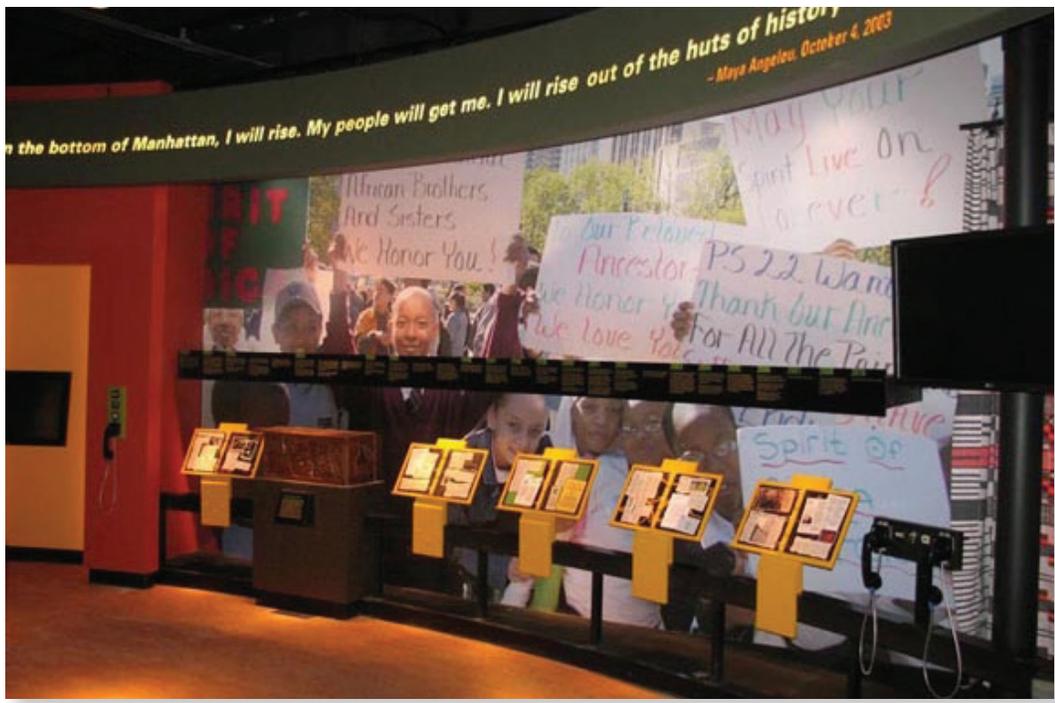
Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV	Archeological resource management plan	H	This plan would identify strategies for preserving and maintaining the monument's underground archeological and anthropological resources.
FRV	Collections management plan	H	This plan would identify preferred strategies for the care of collections, with concern for their long-term physical well-being and safety.
FRV	Lighting plan	H	Current lighting for the memorial area is insufficient and not feasible to maintain. The lighting plan would assess other options that are easier to sustain.
FRV	Pest management plan	H	This plan would evaluate the current pest problems within the monument's memorial landscape and evaluate long-term solutions to remedy the problems.
FRV	Resource stewardship strategy	H	The resource stewardship strategy would provide a long-range strategy for achieving the monument's desired resource conditions that are derived from relevant laws and NPS policies. The resource stewardship strategy would guide everyday management of the monument's resources through development of comprehensive strategies for the next 5–10 years or more.
FRV, Key Issue	Security and access assessment and plan	H	This plan would evaluate current security screening and other possible options for getting visitors into the site and evaluate alternative security and access options.
Key Issue	Business plan	M	A comprehensive business plan is needed for the nine Manhattan national parks. The plan would provide a vision, goals, and clear parkwide operational priorities to address major organizational and administrative challenges. This plan would also provide information regarding day-to-day operations, tasks, and activities involved in running each park unit, while balancing staffing capacity issues and management strategies for the operations of all nine park units.
FRV	Cultural landscape report	M	No landscape report exists for the memorial grounds. This report would provide recommendations for maintenance and treatment of the cultural landscape.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Key Issue	Information technology assessment and plan	M	An information technology plan is needed for all of the Manhattan parks to provide strategic guidance for developing and updating aging IT infrastructure. This plan would address the technology challenges and network security needs associated with managing multiple locations and the distribution of park staff in numerous buildings dispersed throughout New York City. It would guide updating computer system networks while proactively identifying future technology needs.
FRV, Key Issue	Park partner action strategy	M	The park partner action strategy is an approach to aligning park and partner goals, resulting in a tangible action strategy that defines the future direction of the partnership. The strategy could be used with a variety of partners across all of the Manhattan national parks to clarify park and partner roles and identify mutually beneficial strategies, actions, and tools for implementation.
FRV	Vegetation management plan / planting plan	M	This plan is needed to identify management strategies for screening (visually and acoustically) the memorial area from outside intrusions.



Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV	Administrative history	H	This study would provide baseline information on the creation and development of the monument.
FRV	DNA analysis on remains using new technology	H	Since the initial analysis on the human remains was completed, new technology emerged that could provide additional information.
OIRV	Historic resource study	H	This study would encompass all topics of significance at the monument. The study would help link the stories together and fill in some of the unknowns.
FRV	Translation of brochure material	H	New brochures in French, Spanish, and Chinese are needed to accommodate the changing demographic of monument users.
FRV	Archeological Sites Management Information System (update)	M	The monument's archeological inventory needs to be updated in the NPS Archeological Sites Management Information System.
FRV	Interior Collections Management System (update)	M	The monument's collections and archives need to be updated in the Department of the Interior Collections Management System.
FRV, OIRV, Key Issue	Visitor use study	M	This study would include all of the Manhattan national parks that are part of the single administrative unit (the Manhattan Sites). It would be used to inform management of visitor use patterns and assess the potential impacts of various programs and activities.
FRV	Visitor center condition assessment	M	Assessment needed to guide potential upgrades or refurbishment of the visitor center.

Part 3: Contributors

African Burial Ground National Monument

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Laura Brennan, Park Ranger
Michael Callahan, Park Ranger
Jimmy Cleckley, District Ranger
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Shirley McKinney, Superintendent
Daniel Prebutt, Park Ranger
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Liam Strain, District Ranger

NPS Northeast Region

Amanda Jones, Community Planner and Project Lead

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Appendixes

Appendix A: Presidential Proclamation for African Burial Ground National Monument

Establishment of the African Burial Ground National Monument A Proclamation by the President of the United States of America

In Lower Manhattan, at the corners of Duane and Elk Streets, lies an undeveloped parcel of approximately 15,000 square feet that constitutes a remaining portion of New York City's early African Burial Ground. The site is part of an approximately 7-acre National Historic Landmark established on April 19, 1993. From the 1690s to the 1790s, the African Burial Ground served as the final resting place of enslaved and free Africans in New York City, New York. It contains the remains of those interred, as well as the archeological resources and artifacts associated with their burials. Prior to the date of this proclamation, the site was administered by the General Services Administration (GSA), and it will be the location of a memorial, to be constructed soon according to a design selected on April 29, 2005, through a competition conducted by the GSA with the participation of the National Park Service (NPS) and other interested parties.

Whereas the African Burial Ground National Monument will promote understanding of related resources, encourage continuing research, and present interpretive opportunities and programs for visitors to better understand and honor the culture and vital contributions of generations of Africans and Americans of African descent to our Nation;

Whereas section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431) (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 lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected;

Whereas it would be in the public interest to preserve the portion of the African Burial Ground at the corner of Duane and Elk Streets in New York City, and certain lands as necessary for the care and management of the historic and scientific objects therein, as the African Burial Ground National Monument;

NOW, THEREFORE, I, GEORGE W. BUSH, President of the United States of America, by the authority vested in me by section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), do proclaim that there are hereby set apart and reserved as the African Burial Ground National Monument for the purpose of protecting the objects described above, all lands and interests in lands owned or controlled by the Government of the United States with the boundaries described on the accompanying land description, which is attached and forms a part of this proclamation. The Federal land and interests in land reserved consist of approximately 15,000 square feet, which is the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests of lands within the boundaries of this monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or leasing or other disposition under the public land laws, including, but not limited to, withdrawal from location, entry, and patent under mining laws, and from disposition under all laws relating to mineral and geothermal leasing.

The Secretary of the Interior (Secretary), acting through the NPS, shall administer the national monument consistent with the purposes and provisions of this proclamation and applicable laws and regulations governing management of units of the national park system. For the purposes of preserving, interpreting, and enhancing public understanding and appreciation of the national monument and its meaning to society, the Secretary, acting through the NPS, shall develop an interagency agreement with the Administrator of General Services and, within 3 years of the date of this proclamation, prepare a management plan for the national monument. The management plan shall, among other provisions, set forth the desired relationship of the national monument to other related resources, programs, and organizations in New York City and other locations, provide for maximum public involvement in its development, and identify steps to be taken to provide interpretive opportunities for the entirety of the National Historic Landmark and related sites in New York City. Further, to the extent authorized by law, the Secretary, acting through the NPS, shall promulgate any additional regulations needed for the proper care and management of the objects identified above.

The establishment of this monument is subject to valid existing rights.

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

IN WITNESS WHEREOF, I have hereunto set my hand this twenty-seventh day of February, in the year of our Lord two thousand six, and of the Independence of the United States of America the two hundred and thirtieth.

GEORGE W. BUSH

Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start – Expiration Date	Stakeholders	Purpose
Eastern National	Cooperative association agreement	10/2014 – 10/2020	Eastern National	Cooperative association agreement to allow sales of items
General Services Administration (GSA)	Security work authorization agreement	10/2017 – 10/2018	GSA, IRS, FBI, Federal Protective Services, EPA	Security services to allow visitor center to be open to the public
General Services Administration	Lease	10/2017 – 10/2018	GSA, IRS, FBI, Federal Protective Services, EPA	Lease for space for visitor center, archives, and offices
National Parks of New York Harbor Conservancy Friends Agreement	Friends agreement	2/22/2012 – 2/22/2018	National Parks of New York Harbor Conservancy	Replaces general agreement to promote African Burial Ground and the other national parks in New York City area



Northeast Region Foundation Document Recommendation African Burial Ground National Monument

July 2018

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Northeast Regional Director.

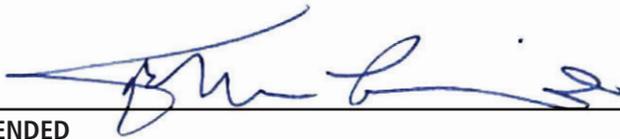


July 24, 2018

RECOMMENDED

Shirley McKinney, Superintendent, African Burial Ground National Monument

Date

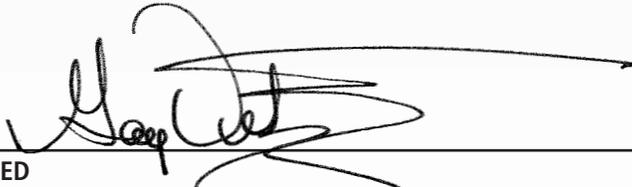


8.8.18

RECOMMENDED

Joshua Laird, Commissioner, National Parks of New York Harbor

Date



Aug 13, 2018

APPROVED

Gay Vietzke, Regional Director, Northeast Region

Date



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

AFBG 762/147505

August 2018

Foundation Document • African Burial Ground National Monument

