



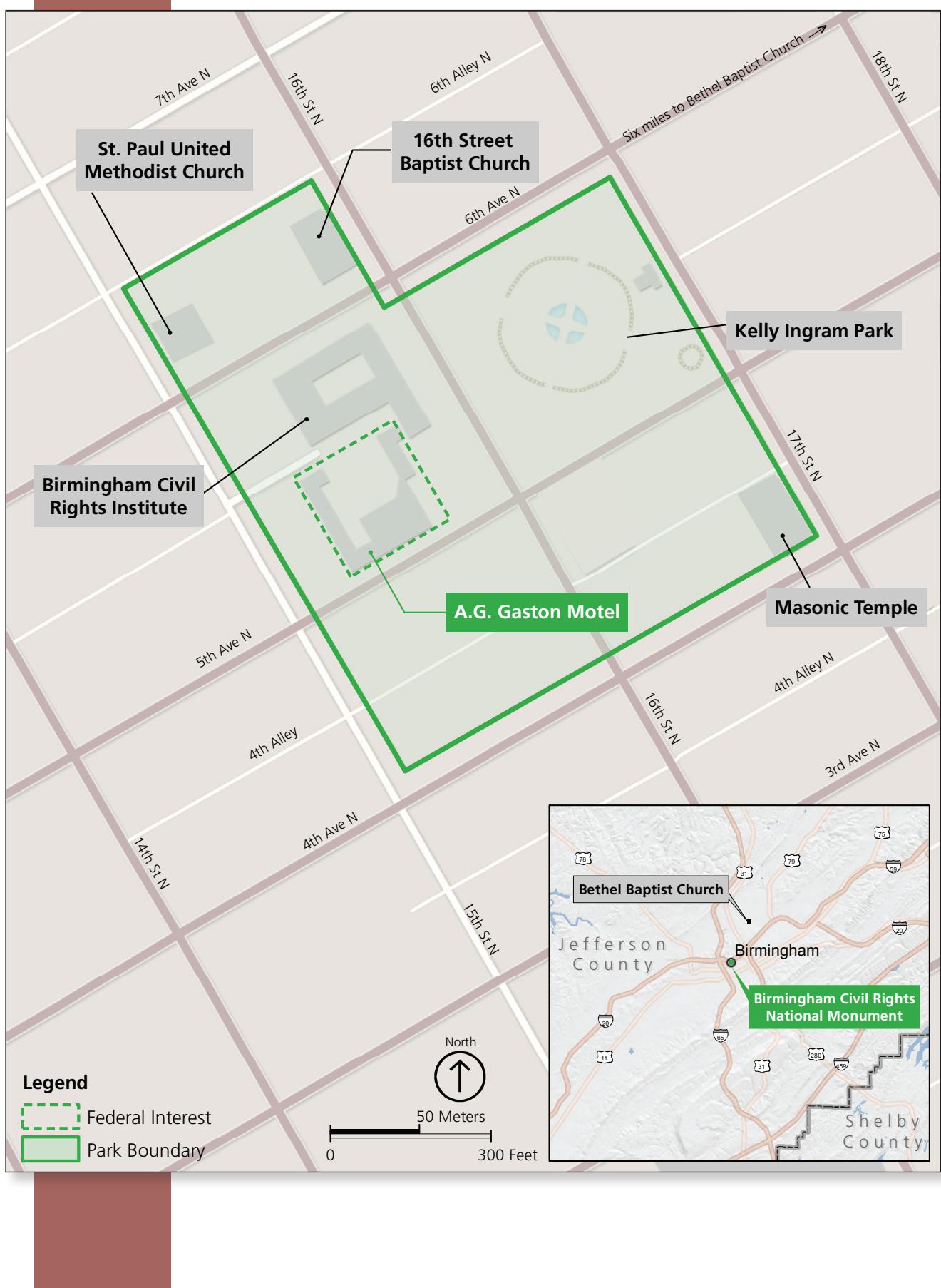
Foundation Document

Birmingham Civil Rights National Monument

Alabama

October 2018





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Mission of the National Park Service

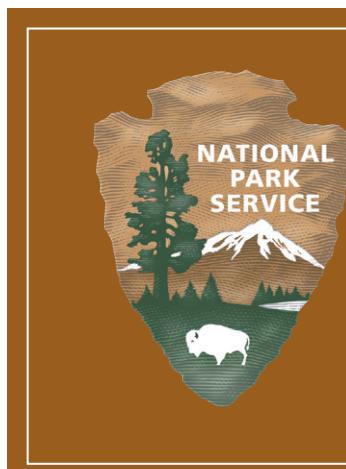
The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural 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, 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 Birmingham Civil Rights 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, 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

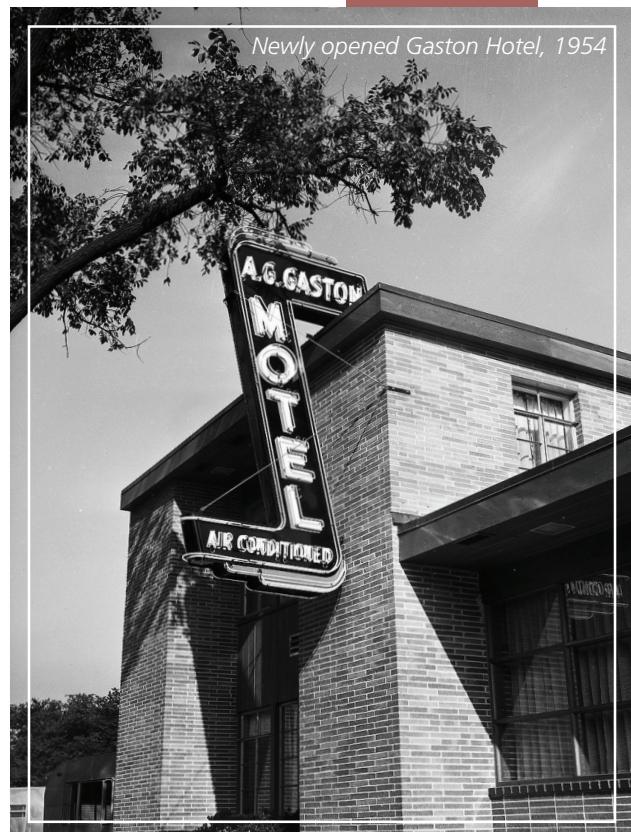
In 1963, images of snarling police dogs unleashed against nonviolent protesters, and of children being sprayed with water from high-powered pressure hoses, appeared in print and television news across the world. These dramatic scenes from Birmingham, Alabama, of violent police aggression against civil rights protesters 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 protesters 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 A.G. Gaston Motel from April through May of 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. In addition to serving as the main planning headquarters of Project C, several key events unfolded at the historic property.

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 A.G. 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.

In 2017, Birmingham Civil Rights National Monument was created by presidential proclamation to commemorate, preserve, and interpret to the public the dramatic events of Project C and the struggle for human and civil rights that played out in Birmingham in the 1950s and 1960s. Within the monument are several prominent historic structures and landscapes that were pivotal to the events of 1963 and to the continued historic significance and relevance of the monument. Of these, only the A.G. Gaston Motel is directly managed by the National Park Service. The National Park Service owns one half of the motel complex and manages it in partnership with the City of Birmingham, which owns the other half.

The integrity and stories of the other related resources of the national monument, i.e., the 16th Street Baptist Church, Bethel Baptist Church, St. Paul United Methodist Church, Kelly Ingram Park, and the Colored Masonic Temple, as well as the A.G. Gaston Motel itself, are all vital to maintaining the purpose and significance of the national monument.



Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Birmingham Civil Rights National Monument was drafted through a careful analysis of its enabling presidential proclamation and the legislative history that influenced its development. The monument was established by presidential proclamation on January 12, 2017 (see appendix A for the presidential proclamation). The purpose statement lays the foundation for understanding what is most important about the park.

*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.*



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 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. (Please note that 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 stands 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 protesters, 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 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 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 12, 1963.
- **Partnerships.** Partnering with the City of Birmingham, local churches, universities, friends groups, and other organizations to commemorate and preserve the history of Birmingham's struggle for civil rights is essential to the park. 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 Birmingham Civil Rights Institute, 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.

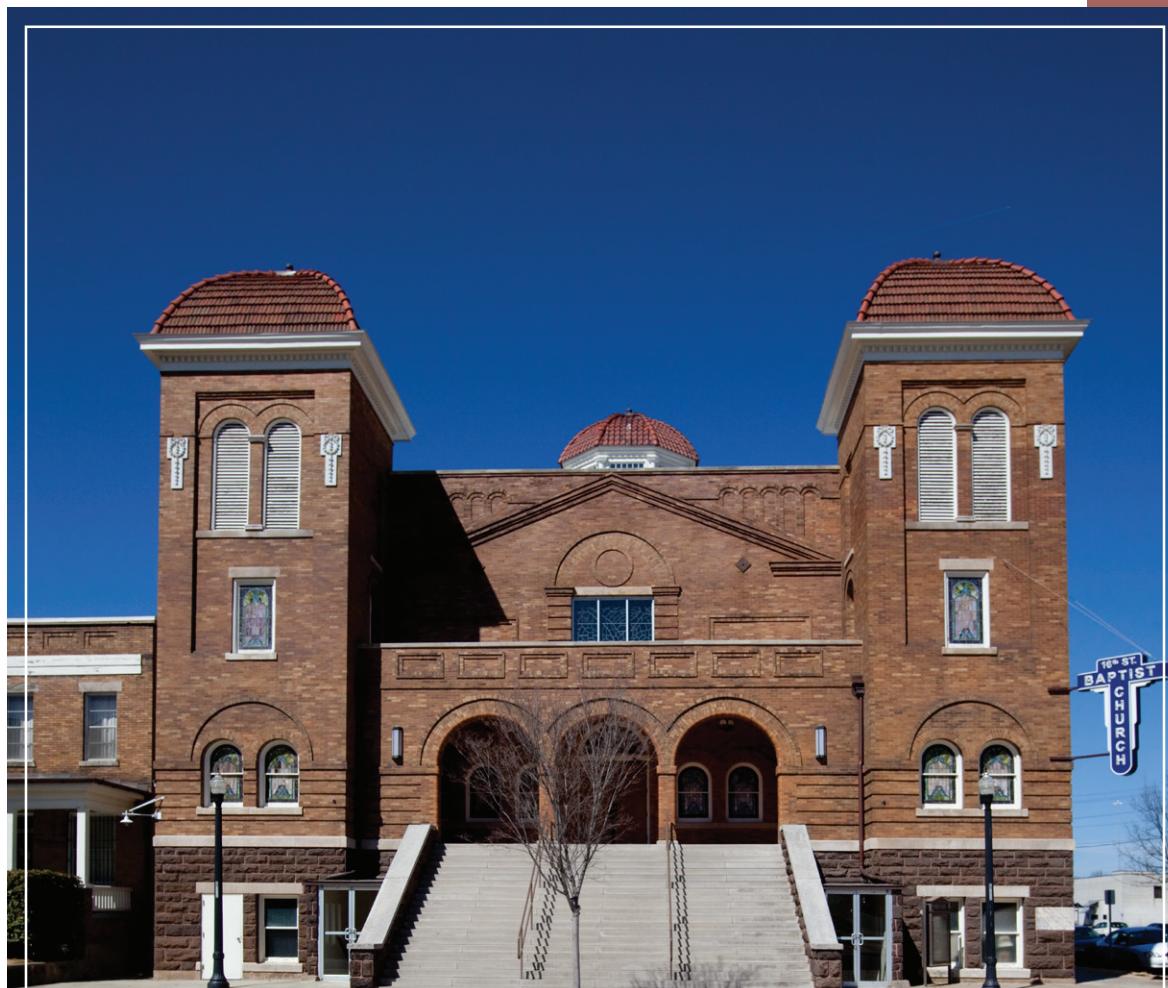


Related Resources

Related resources may be part of the broader context or setting in which park resources exist; represent a thematic connection that enhances the experience of visitors; or have close associations 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. Related resources are not owned by the National Park Service. Related resources are of paramount importance to the management of Birmingham Civil Rights National Monument.

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

- **16th Street Baptist Church.** 16th Street Baptist Church is a National Historic Landmark known for its significance in advancing the civil rights movement in the United States in the mid-1960s. The church was designed by Wallace Rayfield, Alabama's only black architect at the time and built in 1911 by local black contractor T.C. Windham. The church served as the staging ground for youth marches of the 1963 Birmingham Campaign that provoked dramatic confrontations between segregationists and nonviolent protesters. On a Sunday morning later in the same year, a racially motivated bombing targeted the church, killing four young girls. The 1963 events, and the worldwide spotlight placed upon them in media reports, played a key role in revealing injustices taking place in the South. Today, the church is still in operation as both a place of worship and a place of pilgrimage to tens of thousands of visitors a year.





- **Historic Bethel Baptist Church.** The Bethel Baptist Church structure was built in 1926, on land the congregation purchased in 1909. The church, including its guardhouse and parsonage, is a National Historic Landmark associated with the civil rights movement of the 1950s and 1960s in Birmingham, Alabama. The church and its parishioners embraced the radical message and methods of nonviolent direct action espoused by Reverend Fred L. Shuttlesworth, and served as the headquarters of the Alabama Christian Movement for Human Rights (ACMHR), formed by Shuttlesworth and other ministers when the state prohibited the National Association for the Advancement of Colored People (NAACP) from operating in Alabama. Weekly mass meetings were held in the church where support for

the movement in Birmingham was cemented and cultivated. The church's original parsonage was destroyed by a terrorist bombing on December 25, 1956, with Shuttlesworth and his family inside. When Shuttlesworth emerged from the rubble unharmed, his followers were inspired to take on the institutional racism of segregation. Today, parishioners attend services in a new church built a block away, but the original is maintained as a historic site that welcomes visitors and stands as a testament to the accomplishments of the civil rights movement.

- **St. Paul United Methodist Church.**

St. Paul United Methodist Church was built in 1905 with a sanctuary added between 1948 and 1951 under the pastorate of Rev. Joseph Lowery, one of the founders of the Southern Christian Leadership Conference (SCLC) along with Dr. Martin Luther King, Jr. and Rev. Ralph Abernathy. St. Paul United Methodist Church and its parishioners were actively involved in the nonviolent direct action movement of the 1960s in Birmingham, Alabama. The first mass meeting was held at the church to protest the injustices of segregation. St. Paul was the site of many trainings in nonviolent opposition, where tenets of direct action and nonviolent protest were taught. Great personal restraint was needed to face violence with peaceful protest. These trainings were instrumental to achieving the goals of the Birmingham Campaign. The church was the mustering point for the 1963 Palm Sunday Children's March, which ended with police dogs and fire hoses under the command of Commissioner of Public Safety T. Eugene "Bull" Connor aggressively dispersing the nonviolent marchers under the eye of national media. Today, the building still serves as a place of worship and continues to host events promoting civil rights.





- **Kelly Ingram Park.** Some of the civil rights movement's most dramatic and iconic images were captured at Kelly Ingram Park during what is now known as the Children's Marches. During the May 3 march in 1963, nonviolent demonstrators were met with aggression in the park from Birmingham police. Dogs and firehoses were deployed against children under the eyes of journalists who shared the scenes with the rest of a shocked nation. The park has been developed into a commemorative space with monuments and landscape features designed to provide the public with a contemplative experience.
- **Colored Masonic Temple.** The Colored Masonic Temple site in the 4th Avenue National Historic District is important for setting the stage for economic prosperity and support for the civil rights movement. The temple, built in 1922, represents an early design by renowned African American architect Robert Robinson Taylor. It also represents the financial strength of black organizing during segregation. This eight-story building, known as the "black skyscraper," housed African American doctors, attorneys, dentists, the National Association for the Advancement of Colored People, Southern Christian Leadership Conference, and many labor unions, all instrumental in the fight against racism. Today, the building is vacant, but plans for a multimillion-dollar renovation that will house retail, office, and ballroom space are in development.
- **Other Civil Rights Sites in Birmingham.** Many historic places and landscapes associated with Birmingham Civil Rights National Monument are essential to commemorating and connecting visitors to the events associated with the nonviolent struggle that occurred in Birmingham during the mid-20th century. Some of the most recognized and iconic places include locations in the Birmingham Civil Rights Historic District, along the Civil Rights Heritage Trail, protest march routes, Center Street (also known as "Dynamite Hill"), and a multitude of historic African American churches.

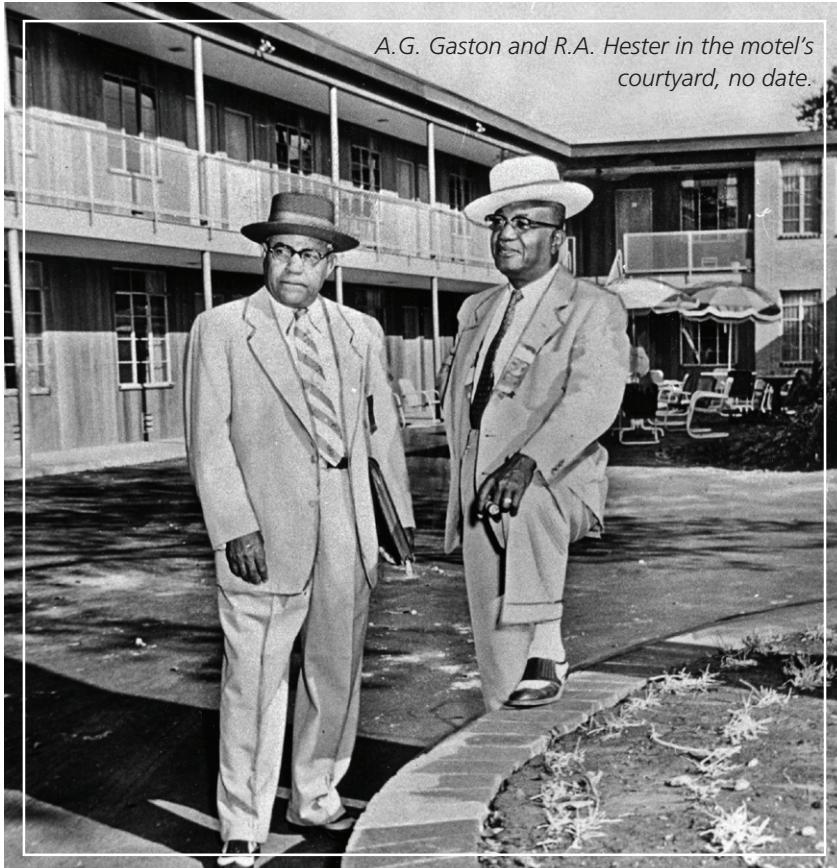
Interpretive Themes

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 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 Birmingham Civil Rights National Monument:

- **African American entrepreneurs and the A.G. Gaston Motel.** Segregation created conditions that helped shape a vibrant and robust African American business community along 3rd, 4th, and 5th Avenues. These businesses showcased black pride, success, and prosperity that defied the mainstream. Arthur George (A.G.) Gaston, a successful African American businessman, opened a motel in 1954 that became a prominent landmark in the district and stood as a first-class destination that provided accommodations to national supporters, entertainers, and Dr. Martin Luther King, Jr. The motel also served as the place of strategy for the execution of “Project C.”





- **Places, churches, the power of community organizing, and contributions of individuals.** African American churches served in the forefront of the 1950s and 1960s Southern Civil Rights Movement and were the backbone for the creation of the Alabama Christian Movement for Human Rights. These places of sanctuary and inspiration became a catalyst for courage, sacrifice, and leadership that spurred foot soldiers to mount nonviolent resistance to a racist power structure that resorted to physical and psychological violence to maintain the status quo.
- **Youth activism and the Children's Crusade.** Many high school youth were trained and participated in the non-violent protests of Project C. During two days of protesting, children were subjected to jailing and physical attacks by firefighters and police officers. Despite the violence, they continued to march against the injustice of segregation in a organized action now known as the Birmingham Children's Crusade. The courage shown by these young activists continues to be a source of inspiration today.
- **Reverend Fred L. Shuttlesworth.** Reverend Fred L. Shuttlesworth, with the support of Bethel Baptist Church and other black churches across the city, courageously confronted institutional racism, vowing to "kill segregation or be killed by it." His unwavering faith and charismatic personality inspired others to answer the call to join him in nonviolent direct action protest against voting restrictions and segregated accommodations, transportation, schools, and employment. His legacy continues to inspire future generations, both through pride in historic victories against injustice, and to summon the strength to face ongoing challenges.
- **16th Street bombing and the importance of the media.** The bombing of the 16th Street Baptist Church, killing four young girls, and the vicious attack of dogs and water hoses against nonviolent youth demonstrators were both shocking and tragic. These events and images, broadcasted by the media around the world, garnered national and international attention and generated social pressure that led to political action and the passage of the Civil Rights Act of 1964. The imagery of the Birmingham Campaign captured by journalists continues to serve as a national reminder and provides tangible examples of the impact of nonviolent direct action against the injustices, discrimination, and violence of segregation in Birmingham during 20th-century America.
- **The evolution of race relations and human rights.** The Birmingham Civil Rights National Monument and adjacent Birmingham Civil Rights Institute provide a resource for public education and a focal point for the continued discussion about the evolving context of race in American society and broader issues of civil and human rights, as well as the fight for social and economic justice, around the world.

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 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

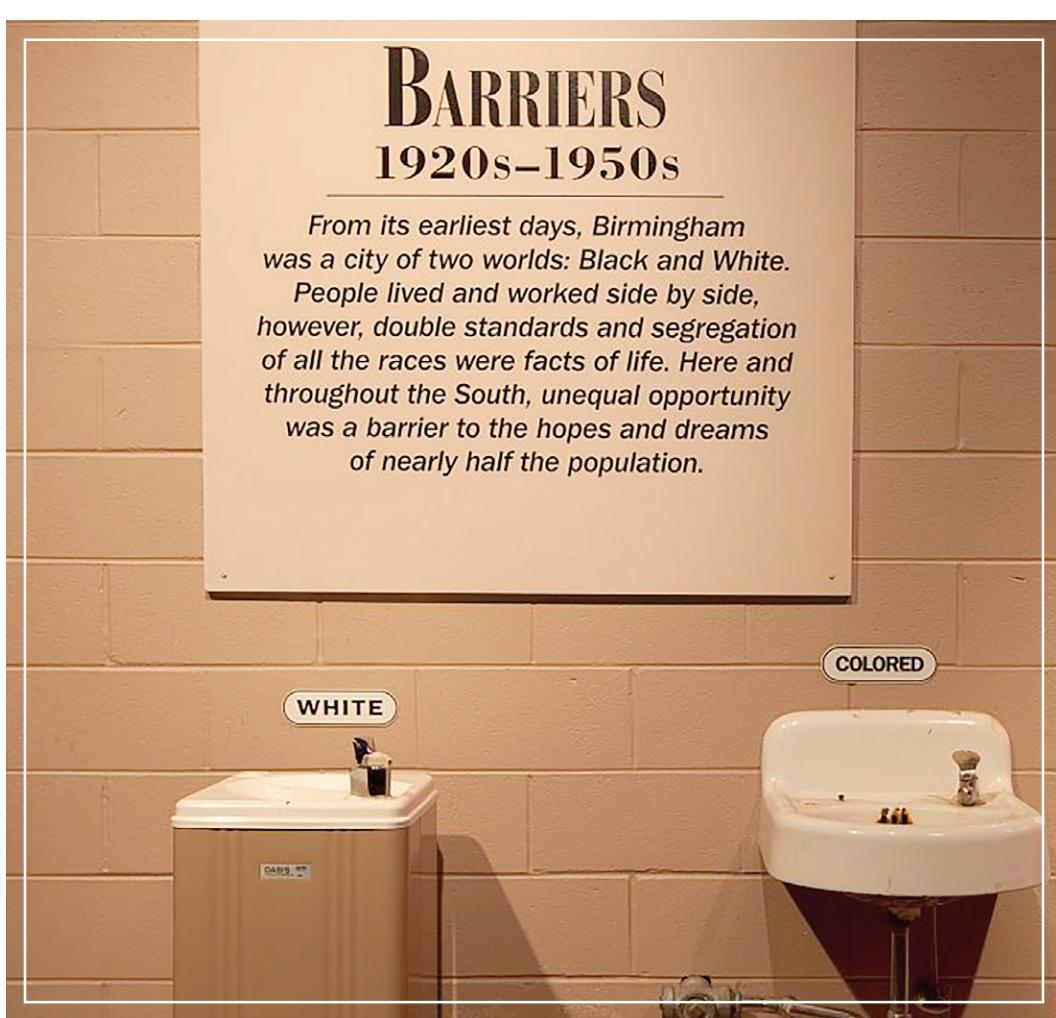
Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that 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 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 National Park Service 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 National Park Service with the property transfer) describes the historic preservation roles of the dual owners of the A.G. Gaston Motel and obligations for preservation by both the City of Birmingham and the National Park Service.

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 National Park Service outlines the financial commitments to the restoration and rehabilitation of the A.G. Gaston Motel, as well as roles for interpretation, staffing, management, and operations of the property. A specific obligation is the commitment to provide eventual 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 it terminates on January 12, 2020. The termination date is extendable and will end upon execution of a full cooperative management agreement.



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 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 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 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. Analysis tables for the national monument's related resources can be found in appendix B.

Fundamental Resource or Value	A.G. Gaston Motel
Related Significance Statements	Significance statements 1, 2, 3, 4, and 7.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The motel is in poor condition. The building's external envelope is compromised and open to the elements. The motel is currently not open to the public. The utilities are not functional. <p>Trends</p> <ul style="list-style-type: none"> Deterioration is occurring because of exposure to the elements.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> The motel is vulnerable to further deterioration (envelope compromised, vandalism, homeless population using it for shelter and lighting fires). The motel is a target for vandalism. Projected increases in the frequency of extreme heat and storm events may cause flooding and other damage in areas not previously threatened. <p>Opportunities</p> <ul style="list-style-type: none"> A variety of potential uses may exist after restoration, including restaurant, lodging, and interpretation opportunities. Designation and branding as a park unit will lead to increased economic development and tourism in the area, including potential for improved streetscapes, interpretation, urban design, and preservation initiatives. Crowd-sourced story collection, oral histories, photo collection, etc.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> A.G. Gaston Motel Historic Structure Report describes treatment recommendations and current conditions (2016).
Data and/or GIS Needs	<ul style="list-style-type: none"> Oral histories (specific to the Gaston's history in the area and specific to former employees of the motel, including the former managers from 1963 who now live in Illinois). Conduct additional research, i.e., relate the events at Birmingham to the 1962 Deep South Conference.
Planning Needs	<ul style="list-style-type: none"> Restoration and reuse plan for the A.G. Gaston Motel. Cultural landscape report for the A.G. Gaston Motel. Comprehensive interpretive plan. Cooperative management agreement between the City of Birmingham and the National Park Service. Historic furnishings report. Commercial services strategy. Staffing plan. Asset management plan. Structural fire management plan. Security plan. Integrated pest management plan.

Fundamental Resource or Value	A.G. Gaston Motel
<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 (42 USC 12101 et seq.) • Archeological and Historic Preservation Act of 1974 • Architectural Barriers Act of 1968 • Clean Air Act of 1977 • Historic Sites Act of 1935 • National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.) • Rehabilitation Act of 1973 (29 USC 701 et seq.) • "Accessibility Guidelines" (36 CFR 1191.1) • "Audio disturbances" (36 CFR 2.12) • "Protection of Historic Properties" (36 CFR 800) • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§4.7) "Air Resource Management" • NPS Management Policies 2006 (§4.9) "Soundscape Management" • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • NPS Management Policies 2006 (§5.3.1.7) "Cultural Soundscape Management" • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Management Policies 2006 (chapter 8) "Use of the Parks" • NPS Management Policies 2006 (§8.2.3) "Use of Motorized Equipment" • NPS Management Policies 2006 (chapter 9) "Park Facilities" • NPS Management Policies 2006 (chapter 10) "Commercial Visitor Services" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director's Order 47: <i>Soundscape Preservation and Noise Management</i> • <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>. • Director's Policy Memorandum 12-02, "Applying NPS Management Policies in the Context of Climate Change" • Director's Policy Memorandum 14-02, "Climate Change and Stewardship of Cultural Resources" • Director's Policy Memorandum 15-01, "Addressing Climate Change and Natural Hazards for Facilities"



Fundamental Resource or Value	Partnerships
Related Significance Statements	Significance statements 1, 2, 3, 4, 5, 6, 7, and 8.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> There is an existing framework agreement between the National Park Service and the City of Birmingham for the treatment and restoration of the A.G. Gaston Motel. Current NPS administrative offices are located within the Birmingham Civil Rights Institute. <p>Trends</p> <ul style="list-style-type: none"> Park management is working to establish new partnership agreements.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> There is a concern that there will be uneven exposure and treatment of partners across the national monument. Partners have expressed a desire to maintain equal opportunity among organizations. <p>Opportunities</p> <ul style="list-style-type: none"> Establishment of friends group to expand funding opportunities and community involvement. Conduct regular stakeholder meetings. Establish transportation and connectivity for visitors between partner sites in the area. Opportunity to relate the civil rights story with more Alabama and Birmingham visitors through the Birmingham Convention Bureau. There is currently expanding interest in multi-state private tours and tourism of national civil rights sites. Partnerships with state tourism agencies and private tour companies can bring visitors to the park. Establish partnerships for providing security at related sites.

Fundamental Resource or Value	Partnerships
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> A framework agreement between the National Park Service and City of Birmingham.
Data and/or GIS Needs	<ul style="list-style-type: none"> None identified.
Planning Needs	<ul style="list-style-type: none"> Partnership strategy. Tourism plan (developed with the National Park Service as a partner, not primary author). Economic development plan (developed with the National Park Service as a partner, not primary author). Wayfinding and transportation 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"> None identified <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" NPS Management Policies 2006 (§1.10) "Partnerships" NPS Management Policies 2006 (§3.4) "Cooperative Conservation" NPS Management Policies 2006 (§4.1.4) "Partnerships" NPS Management Policies 2006 (§4.9) "Soundscape Management" NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" NPS Management Policies 2006 (§5.3.1.7) "Cultural Soundscape Management" NPS Management Policies 2006 (§8.2.3) "Use of Motorized Equipment" 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" NPS Management Policies 2006 (chapter 10) "Commercial Visitor Services" Director's Order 6: <i>Interpretation and Education</i> Director's Order 28: <i>Cultural Resource Management</i> Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> Director's Order 47: <i>Soundscape Preservation and Noise Management</i> <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>

Fundamental Resource or Value	Archives and Museum Collections
Related Significance Statements	Significance statements 1, 2, 3, 4, 5, 6, 7, and 8.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> A central repository for archives and museum collections does not exist at this time. The National Park Service is not accepting archival and museum collection items at this time. <p>Trends</p> <ul style="list-style-type: none"> None identified.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Oral history collection is time limited because of the aging population's direct experience with 1963 civil rights activities in Birmingham. <p>Opportunities</p> <ul style="list-style-type: none"> Create inventory of known materials. Use social networking sites to request materials. Develop agreement with Birmingham Civil Rights Institute to assist with inventory of potential items donated to the national monument. Opportunity to use space at public library for collections. Opportunity to consolidate oral history collection associated specifically with the A.G. Gaston Motel, 4th Avenue District, and the Colored Masonic Temple. Existing inventory opportunities include the extensive Shuttlesworth family archives at the Birmingham Civil Rights Institute, including the Alabama Christian Movement for Human Rights. There are also resources on DVDs at the Birmingham Historical Society and at Bethel Baptist Church.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> None identified.
Data and/or GIS Needs	<ul style="list-style-type: none"> Comprehensive inventory of disparate museum collections. Oral histories. Special history studies.
Planning Needs	<ul style="list-style-type: none"> Scope of collections statement.
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"> Archeological and Historic Preservation Act of 1974 National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.) Museum Properties Management Act of 1955, as amended <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" NPS Management Policies 2006 (chapter 7) "Interpretation and Education" Director's Order 6: <i>Interpretation and Education</i> Director's Order 24: <i>NPS Museum Collections Management</i> Director's Order 28: <i>Cultural Resource Management</i> NPS Museum Handbook, parts I, II, and III

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 resources and values. For example, a key issue may pertain to the potential for a fundamental resource 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 Birmingham Civil Rights National Monument and the associated planning and data needs to address them:

- **The Restoration and Rehabilitation of the A.G. Gaston Motel.** Currently, the primary physical resource under the care of the National Park Service in Birmingham Civil Rights National Monument is in a state of complete disrepair. The A.G. Gaston Motel's external envelope is compromised in several areas and open to the elements. The motel has no utilities; it has environmental mitigation concerns; and it is threatened by further deterioration from neglect, vandalism, and vagrancy occupation. It is in need of significant restoration and rehabilitation before it can be opened to the public in any way. Temporary stabilization work such as roofing and power for lighting and environmental control would help to prevent additional damages and loss of historic fabric. A historic structure report has been completed that outlines a plan for restoration of a portion of the 1963 motel structure and rehabilitation of the portions of the building post-dating the period of significance. The portion of the motel restored to its 1963 appearance in 1963 is anticipated to be open to visitors and used for interpretation; there is no final proposed use for the remainder of the complex. The existing framework agreement between the National Park Service and the City of Birmingham outlines the financial commitments of both organizations to restoration and rehabilitation of the motel, as well as roles for interpretation, staffing, management, and operations of the property. The agreement is not a legal contract, however, and the National Park Service must continue to work with the City of Birmingham toward completing the repairs of the motel and establishing exactly how all of the available space within the motel will be used to achieve the purpose of the park and the vision of the national monument partners.
 - *Associated planning and data needs:* Restoration and reuse plan for the A.G. Gaston Motel, structural fire management plan, cultural landscape report for the A.G. Gaston Motel, cultural landscape inventory for the A.G. Gaston Motel, comprehensive interpretive plan, cooperative management agreement between the City of Birmingham and the National Park Service, commercial services strategy, historic furnishings report, security plan



Birmingham Mayor Randall Woodfin in the "War Room" at the AG Gaston Motel.

- **Partnership Coordination.** The park has many partners and the National Park Service would like to make its relationship with them—and between the partners—seamless and efficient with agreements in place to accomplish shared goals and the purpose of the national monument. Partners include the City of Birmingham, the Birmingham Civil Rights Institute, Bethel Baptist Church, 16th Street Baptist Church, St. Paul United Methodist Church, and the owners of the Masonic Lodge, among others. Partners in the preservation of the historic fabric of the national monument, such as the National Trust for Historic Preservation, are needed to coordinate 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 nature of disparate ownership of the resources within the national monument boundary necessitates strong partnerships to achieve the purpose of the park.
 - *Associated planning and data needs:* Partnership strategy (partnership agreements between the National Park Service and individual entities, or among all parties, or a combination of both), establishment of a friends group, comprehensive interpretive plan, visitor use survey, wayfinding and transportation plan, security plan, signage plan, historic sites inventory, GIS inventory and storymap for 1963 civil rights events in Birmingham
- **Collections Management.** Currently, Birmingham Civil Rights National Monument lacks collections, a collections facility, and a scope of collections statement identifying the appropriate resources that the park should be collecting and maintaining in its collection. Given the relative recency of the national monument's significant history, it is expected that the collection of oral histories, photographs, and other personal effects and archives associated with the civil rights movement in Birmingham during the 1940s, 1950s, and 1960s will be of high importance to the national monument. These resources are likely extensive and potentially available in the community. It is also recognized that with the passage of time, the availability and existence of these materials and recollections will diminish. In addition, the appropriate repository for such items may or may not be with the National Park Service. The Birmingham Civil Rights Institute—as well as some of the local churches—have been collecting resources, particularly oral histories, for many years. The National Park Service must determine, hand in hand with the national monument's network of partners, what the appropriate materials are for the new national monument to maintain and grow and where they will be housed.
 - *Associated planning and data needs:* Scope of collections statement, comprehensive inventory of disparate museum collections (inventory of agreements with existing repositories)

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 or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Restoration and reuse plan for the A.G. Gaston Motel	H	This plan would outline the restoration and rehabilitation of the A.G. Gaston Motel, including full plans for use of the interior spaces on both the NPS- and City of Birmingham-owned portions of the complex.
FRV, Key Issue	Cultural landscape report for the A.G. Gaston Motel	H	The parking lot and exterior spaces and appearances of the A.G. Gaston Motel were an iconic landscape of the Birmingham Campaign, captured in many of the photos and media products of the time. A cultural landscape report is necessary to help guide the motel's landscape's restoration, interpretation, and use.
FRV, Key Issue	Cooperative management agreement between the City of Birmingham and the National Park Service	H	This agreement is necessary to officially identify the roles of the National Park Service and the City of Birmingham concerning the use of the motel. It will consider appropriate and legal uses of the federal property versus the municipal holdings and will identify a method for providing seamless interpretive experiences for visitors.
FRV, Key Issue	Partnership strategy	H	For the park to effectively collaborate with friends groups and institutions, a formal partnership strategy that identifies opportunities, communication strategies, and operational procedures is needed. Partnerships may include technical assistance, historic preservation trainings, interpretive message coordination, loaning museum objects and archival materials, housing partners' collections, conducting and archiving oral histories, fundraising, growing memberships, and building larger community support while encouraging resource stewardship. Understanding these roles and responsibilities while managing expectations is essential for effective partnerships. This may also include development of individual partnership agreements between the National Park Service and managers of each related resource, as well as with the Birmingham Civil Rights Institute. This may also include establishment of a friends group.
FRV, Key Issue	Scope of collections statement	H	A scope of collections statement is needed to identify the appropriate materials that should be included in the national monument's museum collection and archives, as well as an appropriate repository.
FRV, Key Issue	Comprehensive interpretive plan	H	The comprehensive interpretive plan would set priorities for the park's interpretation objectives, determine what stories to tell, identify audiences, and describe the most effective mix of media and personal services to use. It would include a long-range interpretive plan, annual interpretive plan, and an interpretive database.
FRV, Key Issue	Structural fire management plan	H	This plan is necessary to ensure planning for the installation of fire suppression systems within the A.G. Gaston Motel. This plan should be completed as a component of, or in conjunction with, the restoration plan, as selections for appropriate systems are dependent on the ultimate use of the spaces within the motel.
FRV, Key Issue	Security plan	H	This plan would evaluate immediate options for securing the A.G. Gaston Motel from trespassing and vandalism in its current state. It would also address longer-term security and law enforcement needs for the motel and other areas within the national monument boundary. It should be developed in partnership with the city and other sites within the boundary.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Historic furnishings report	M	This report would guide restoration of interior spaces of the motel.
FRV	Staffing plan	M	As a new park unit, Birmingham Civil Rights National Monument needs its key staffing positions to be identified and filled as resources become available and the A.G. Gaston Motel eventually opens to the public.
FRV, Key Issue	Commercial services strategy	M	A plan is needed to identify and develop commercial opportunities presented by the national monument, such as guided tours, transportation between resources, possible use of the A.G. Gaston as a functional motel and restaurant, etc. It should be developed in partnership with the city and national monument's site representatives.
FRV	Asset management plan	M	This plan would address both cyclic and preventive maintenance for the A.G. Gaston Motel and its cultural landscape. This plan would also address internal infrastructure needs, including repairs to the utility systems, and consider opportunities for energy-efficient systems. This plan is a future need following the restoration and rehabilitation but could be considered as a part of that effort.
Key Issue	Signage plan	L	The signage plan is needed to guide the development of interpretive signage and consistency of interpretation and branding across the national monument. This plan would contribute to improving visitor experience and interpretation and address connectivity of sites within the park. It should be developed in partnership with the city and the national monument's site representatives.
FRV, Key Issue	Wayfinding and transportation plan	L	A wayfinding and transportation plan would assist the national monument in planning for visitor arrival and would contribute to development of the national monument. It should be developed in partnership with the city and the national monument's site representatives.
FRV	Integrated pest management plan	L	This plan is needed for the protection of the A.G. Gaston Motel.



Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Cultural landscape inventory for the A.G. Gaston Motel	H	The inventory would be a necessary first step before developing a cultural landscape report for the motel.
FRV	Oral histories	H	An oral history collection is needed in short order because of the aging population with direct experience with the Birmingham Campaign and personal relationships to primary stories. Particularly needed (and underrepresented in partner collections) are oral histories associated with the A.G. Gaston Motel, such as the stories from Gaston family and friends and employees of the motel.
FRV, Key Issue	Comprehensive inventory of disparate museum collections	H	Data needs to be collected on the contents and condition of archives, museum collections, and oral histories maintained in repositories outside of the National Park Service, including those at the Birmingham Civil Rights Institute and Birmingham community churches. This may result in agreements with existing repositories and the National Park Service.
Key Issue	GIS inventory and storymap for 1963 civil rights events in Birmingham	M	GIS data (in combination with historic sites inventory and photographs) laying out the major events of the Birmingham Campaign and associated events across the city and historic district. This project would be directed by the National Historic Landmark nomination currently under production for the Civil Rights District. These data are also needed for production of maps and wayfinding materials for eventual interpretive use.
Key Issue	Historic sites inventory	M	Inventory of historic sites of Birmingham (and elsewhere) directly associated with the significance of the national monument, including lists of African American churches involved in the campaign, resources on Center Street (Dynamite Hill), resources of the 4th Avenue Historic District, and resources of the Birmingham Civil Rights National Historic District.
FRV	Conduct additional research, i.e., relate the events at Birmingham to the 1962 Deep South Conference	L	A broader and deeper understanding of the events that took place at the A.G. Gaston Motel would aid interpretation and development of the national monument.
FRV	Special history studies	L	Special history studies would aid interpretation and development of the national monument.
Key Issue	Visitor use survey	L	A visitor use survey would aid the national monument in understanding visitor demographics and use patterns and serve as a resource for development of the national monument.

Part 3: Contributors

Birmingham Civil Rights National Monument

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Appendices

Appendix A: Presidential Proclamation for Birmingham Civil Rights National Monument

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.

BARACK OBAMA

Appendix B: Related Resources Analysis Tables

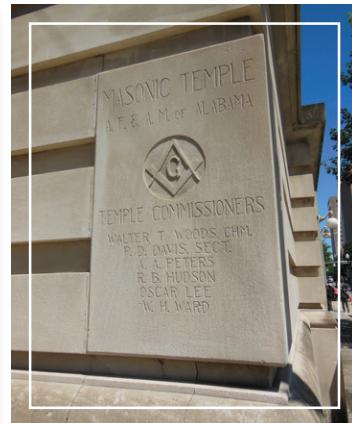
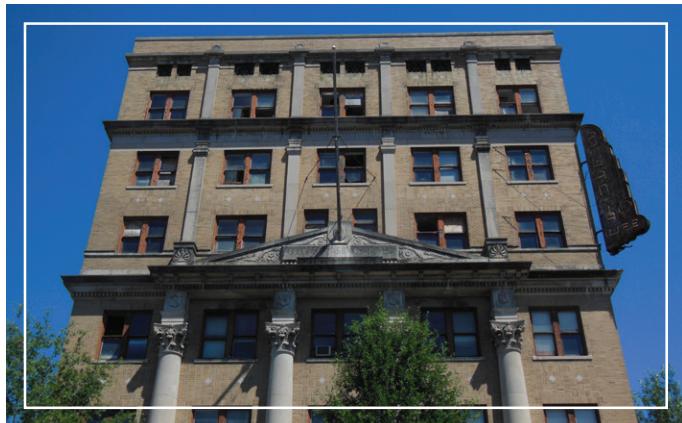
Related Resource	16th Street Baptist Church
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The church is structurally sound, with restoration work completed in 1992, 2001, 2006, and 2017. The church is centrally located and in a prominent location. The church maintains connections to the community through continued use as a place of worship and through guided tours to 100,000 to 200,000 visitors per year. A historic easement held by state limits building options. <p>Trends</p> <ul style="list-style-type: none"> Accommodating crowds is challenging (for example, providing restroom facilities). The church has begun digitizing presentations and archives.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Security, as with any building, is a consideration; however, with the church's history as a target of racially motivated violence, security is of great concern. Vandalism has occurred in recent years and continues to be a concern. The immediate area has homeless people and "rogue" tour guides. Visitors may have the perception or reality of compromised safety and security. Preservation maintenance remains a challenge to adequately fund and complete. As with any collaborative effort, challenges are expected regarding working under the new paradigm of the national monument and with the many partner organizations, particularly considering that the church has a strong history and effective method of telling the church's story. <p>Opportunities</p> <ul style="list-style-type: none"> The church may consider acquiring nearby lands to better accommodate visitors and relieve facility pressure on the historic church. Cohesively developing interpretive programming for the national monument sites. Tour guide training and development for all partners. Program development, especially youth programming. Enhancing partnerships within and outside the national monument to protect resources and interpret the stories. Increasing membership at the church and providing membership training. Providing security to all sites within the national monument.
Existing Data and Plans Related to the Related Resource	<ul style="list-style-type: none"> National Historic Landmark nomination. National Register of Historic Places nomination.
Data and/or GIS Needs	<ul style="list-style-type: none"> Archives digitization.
Planning Needs	<ul style="list-style-type: none"> Strategic planning.

Related Resource	Historic Bethel Baptist Church
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Church is restored and well maintained. Guardhouse is not owned by the church, is in complete disrepair, and under threat of condemnation. Parsonage remains under church ownership and needs restoration work. The church supports visitors from around the world and can seat up to 450 worshippers. Church is involved in a potential serial nomination for UNESCO world heritage recognition. Church is not contiguous with the national monument and is difficult to reach. A memorial garden has been developed. The church has trained docents, exhibits, and an effective and engaging educational program. <p>Trends</p> <ul style="list-style-type: none"> Loss of guardhouse is imminent if the property cannot be obtained.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Loss of guardhouse because of disrepair. <p>Opportunities</p> <ul style="list-style-type: none"> Restoration of parsonage will expand interpretive opportunities and ability to accommodate visitors. Restoration and interpretation of guardhouse. Church can serve as a community events venue. Community partnership expansion. Develop transportation system (circulator bus) to improve connectivity to related sites. Establish signage and wayfinding at church property.
Existing Data and Plans Related to the Related Resource	<ul style="list-style-type: none"> National Historic Landmark nomination for the church and guardhouse. Oral history interviews (Some have been completed with the Birmingham Historical Society, and the church is also collecting additional oral history interviews).
Data and/or GIS Needs	<ul style="list-style-type: none"> Historic American Buildings Survey (HABS) / Historic American Engineering Record (HAER) for the guardhouse.
Planning Needs	<ul style="list-style-type: none"> Historic structure report for the guardhouse. Historic structure report for the parsonage restoration/redevelopment. Preservation maintenance plan for the church. Wayfinding plan (to include signage of route). Strategic plan (or something akin to a foundation document). Wayfinding plan. Historic structure report for the church.

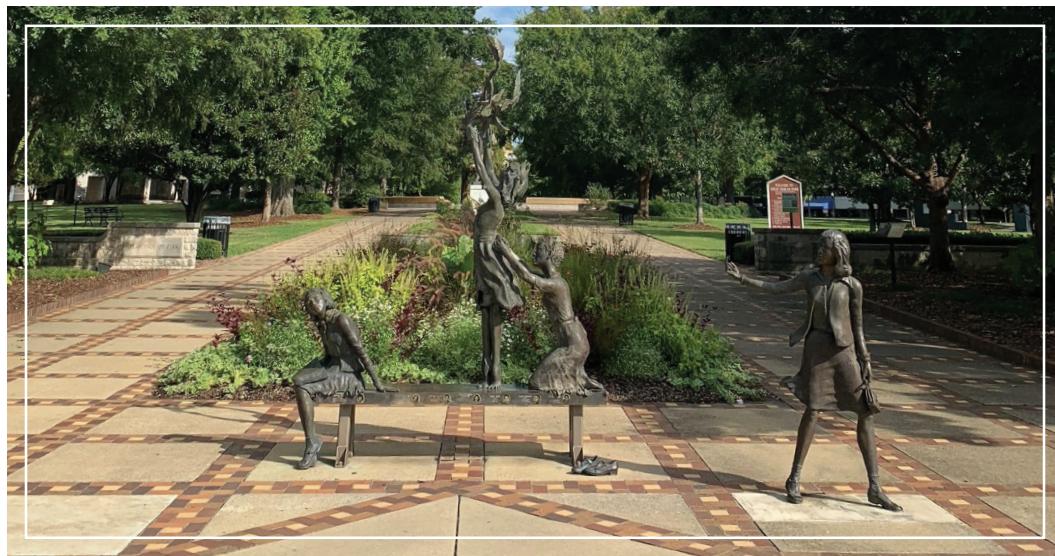
Related Resource	St. Paul United Methodist Church	
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Church is still operating as a meeting site with regular NAACP events. The church offers special event hosting, such as the "Christian Churches Together Event" held in April 2013, where representatives of Birmingham's white churches issued an apology to Martin Luther King, Jr. for the plea their churches issued to him in 1963 to "slow down." Their plea spurred King to write his famous "Letter from a Birmingham Jail." Hosts free music education classes and instruments to children of all ages. Structure is still operated as a church. A collection of oral histories has been completed. <p>Trends</p> <ul style="list-style-type: none"> Permanent exhibit under development. 	
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> The church has structural and foundation issues and is in need of major repair, and restoration. Church members lack expertise in building preservation and construction management. Structural issues with water infiltration and structural weaknesses. <p>Opportunities</p> <ul style="list-style-type: none"> Conduct tours with docents. Develop interpretive wayfinding throughout the site. Educate stakeholders to historic preservation and promotion including familiarization with grant opportunities and technical advice. 	
Existing Data and Plans Related to the Related Resource	<ul style="list-style-type: none"> Oral histories. 	
Data and/or GIS Needs	<ul style="list-style-type: none"> Additional oral histories. 	
Planning Needs	<ul style="list-style-type: none"> Conduct historic structure report. Develop an oral history plan. Architecture, engineering, and construction reports. 	

Related Resource	Kelly Ingram Park
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The city-owned Kelly Ingram Park is maintained by the city and in good condition. The park is open year round, has a high number of visitors, and is the location of many community activities and events. While the historic integrity of the park no longer exists, the designed landscape with sculptures and interpretive waysides provide a visitor experience as a site of conscience. A mobile phone audio tour developed by the Greater Birmingham Convention and Visitors Bureau is available and the Birmingham Civil Rights Institute occasionally provides guided interpretive tours of the park. <p>Trends</p> <ul style="list-style-type: none"> The park will likely see continuing community events and occasional guided interpretation.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> As with most public parks, vandalism is an ongoing concern. Homeless people and "rogue" tour guides frequently make use of the park and may affect visitors' perception of safety and security. <p>Opportunities</p> <ul style="list-style-type: none"> Official tours with a unified and accurate message. This could be done through partner-provided tours (such as the existing tours by the Birmingham Civil Rights Institute), NPS guided tours, or via commercial providers. Adjacent vacant site (former site of the Jockey Club), now owned by Alabama Power, could make a good spot for a national monument visitor center, perhaps with a reconstructed façade of the Jockey Club. Event coordination among the national monument sites.
Existing Data and Plans Related to the Related Resource	<ul style="list-style-type: none"> National Historic Landmark study of the full historic district is underway.
Data and/or GIS Needs	<ul style="list-style-type: none"> GIS map – storymap / historic map of 1963 events (National Park Service could assist with this endeavor). Full national monument map for use in interpretation of the national monument in a larger landscape (National Park Service could assist with this endeavor). Map of the park including monuments and greenspace. Historical map of the national monument depicting civil rights events—see <i>A Walk to Freedom</i>, by Marjorie White.
Planning Needs	<ul style="list-style-type: none"> Monument maintenance plan. Security plan.

Related Resource	Colored Masonic Temple	
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Owned by the Masons but is currently vacant. Structural issues associated with water infiltration and exposed openings are evident. Asbestos and other environmental concerns exist within structure. <p>Trends</p> <ul style="list-style-type: none"> Deteriorating because of neglect. Proposed redevelopment to preserve the building's ties to the civil rights story in Birmingham. 	
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Co-developer lacks preservation expertise (the Masons and Herschel Hamilton). Ensuring that new addition (parking structure) displays historically compatible design, scale, and massing. Constantly changing leadership (Cory Hawkins is current lead). <p>Opportunities</p> <ul style="list-style-type: none"> Renewed interest in renovation of the temple. Reuse aligned with legacy. Space can accommodate community events and tours. Develop interpretive materials, exhibits, signage, and docent tours. Temple could host musicals, plays, and concerts. 	
Existing Data and Plans Related to the Related Resource	<ul style="list-style-type: none"> None identified. 	
Data and/or GIS Needs	<ul style="list-style-type: none"> Oral histories (National Park Service could assist with this endeavor). 	
Planning Needs	<ul style="list-style-type: none"> Historic structure report for the building and new parking facility. Interpretive plan. Architect and engineer drawings for rehabilitation and new addition / parking deck. 	

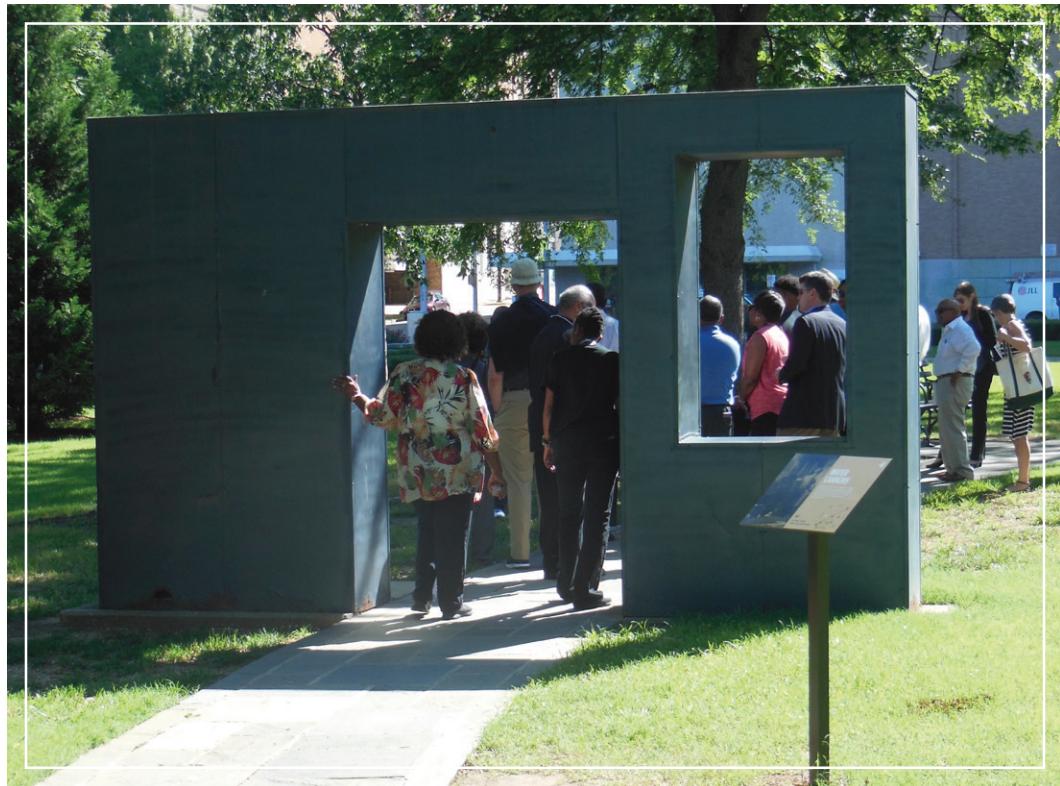


Related Resource	Civil Rights Sites of Birmingham
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The level and quality of signage and interpretation around the city varies. Information about the condition of many of these resources is limited and dispersed. <p>Trends</p> <ul style="list-style-type: none"> Ad hoc interpretive enhancements will likely continue to proliferate.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Homelessness and “rogue” tour guides. <p>Opportunities</p> <ul style="list-style-type: none"> There are lots of sites and information, and there is an opportunity to collect it and make it available for visitors. Interpretation of Center Street, known as “Dynamite Hill.” African American homes were bombed. Outreach to site owners to get additional information. Transportation, connectivity, and wayfinding between sites to enhance visitor appreciation and understanding. National monument partners could engage national scholars to inform interpretation of civil rights and civil rights sites.
Existing Data and Plans Related to the Related Resource	<ul style="list-style-type: none"> National Historic Landmark nomination is under production for the Birmingham Civil Rights National Historic Landmark District.
Data and/or GIS Needs	<ul style="list-style-type: none"> Inventory of contributing citywide resources including GIS mapping (National Park Service could assist with this endeavor). Create list of African American churches involved with the campaign—see <i>A Walk to Freedom</i>, by Marjorie White. GIS mapping of associated resources. Wayfinding maps and materials.
Planning Needs	<ul style="list-style-type: none"> Transportation and wayfinding plan. Marketing plan.



Appendix C: Past and Ongoing Park Planning and Data Collection Efforts

Name	Type	Published
A.G. Gaston Motel Historic Structure Report	Data Report	2016
<i>Civil Rights in America: Racial Desegregation of Public Accommodations, National Historic Landmarks Theme Study</i>	Data Report	2009
Birmingham Civil Rights Historic District National Register of Historic Places Nomination Form	Data Report	2006
Sixteenth Street Baptist Church National Historic Landmark Nomination Form	Data Report	2006
St. Paul United Methodist Church National Register of Historic Places Nomination Form	Data Report	2006
Bethel Baptist Church, Parsonage, and Guardhouse National Historic Landmark Nomination Form	Data Report	2005
The Civil Rights Movement in Birmingham, Alabama, 1933–1979, National Register of Historic Places Multiple Property Documentation Form	Data Report	2004
A.G. Gaston National Register of Historic Places Nomination Form	Data Report	2000
Bethel Baptist Church Historic American Buildings Survey measured drawings and photos	Data Report	1996
Fourth Avenue Historic District, National Register of Historic Places Nomination Form	Data Report	1982



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Folding postcard featuring views of the Gaston Motel, c. 1955.

Southeast Region Foundation Document Recommendation Birmingham Civil Rights National Monument

October 2018

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

10-31-18

RECOMMENDED

Reginald Peoples, Acting Superintendent, Birmingham Civil Rights National Monument

Date

10-31-18

APPROVED

Robert A. Vogel, Regional Director, Southeast Region

Date

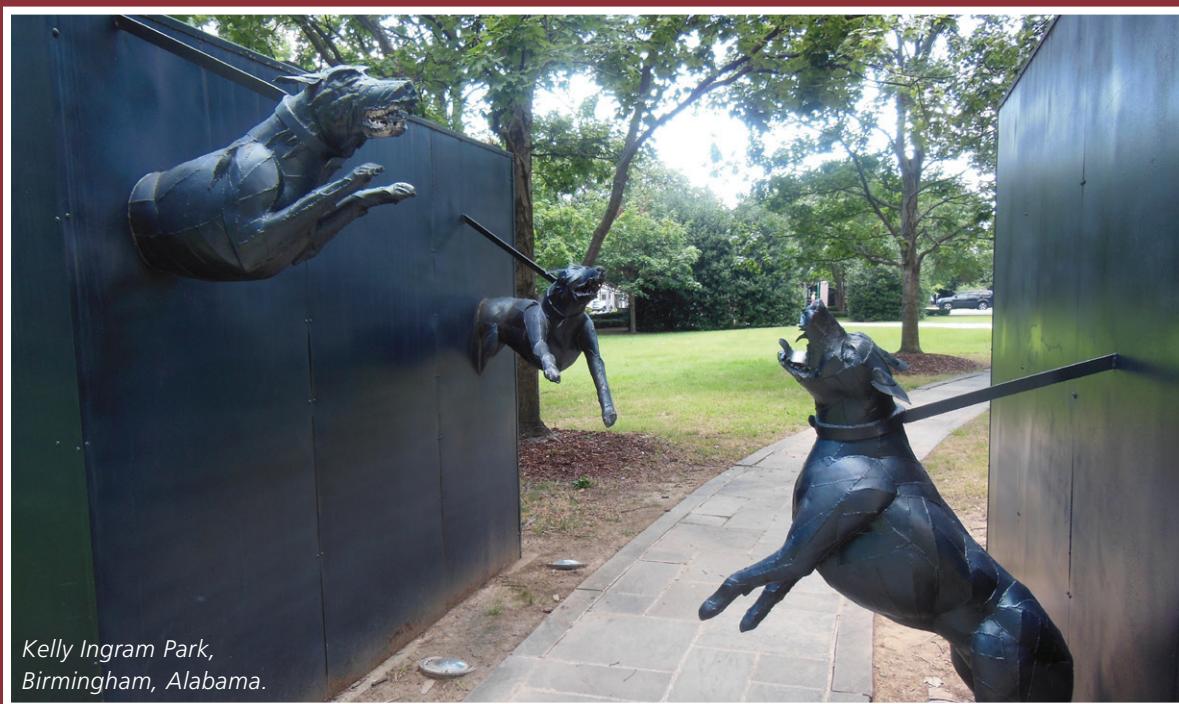


As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving 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.

BICR 270/149308

October 2018

Foundation Document • Birmingham Civil Rights National Monument



*Kelly Ingram Park,
Birmingham, Alabama.*