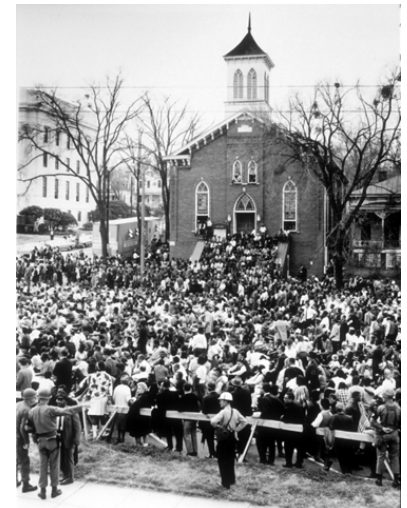




Selma to Montgomery National Historic Trail

Comprehensive Management Plan and Final Environmental Impact Statement

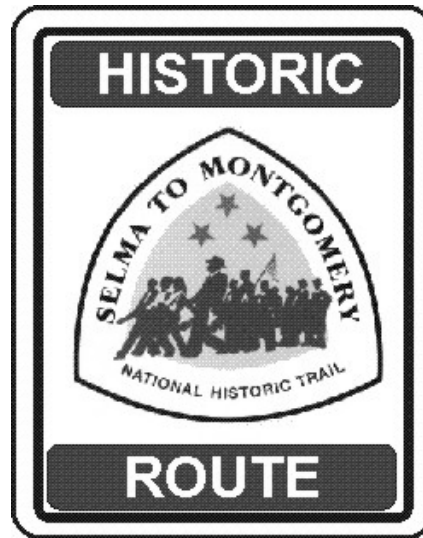


SELMA TO MONTGOMERY NATIONAL HISTORIC TRAIL
Dallas, Lowndes, and Montgomery Counties, Alabama

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Selma to Montgomery National Historic Trail

Comprehensive Management Plan and Final Environmental Impact Statement



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List of Acronyms

AHC	Alabama Historical Commission
ALDOT	Alabama Department of Transportation
AME	African Methodist Episcopal church
BMP	Best Management Practice
CEQ	Council on Environmental Quality
COE	Corps of Engineers
CMP	Comprehensive Management Plan
CR	County Road
DCVL	Dallas County Voters League
EIS	Environmental Impact Statement
FHWA	Federal Highway Administration
LRIP	Long-Range Interpretive Plan
MOA	Memorandum of Agreement
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NHT	National Historic Trail
NPS	National Park Service
NRHP	National Register of Historic Places
NTSA	National Trails System Act of 1968
SCLC	Southern Christian Leadership Conference
SEMO	Selma to Montgomery National Historic Trail
SHPO	Alabama State Historic Preservation Office
SNCC	Student Nonviolent Coordinating Committee
SR	State Road
ROW	Right-of-Way

Glossary

Administration (of trails) means the trailwide responsibilities performed by the NPS under the NTSA for the Selma to Montgomery National Historic Trail. Such responsibilities include coordination among and between agencies and partnership organizations in planning, marking, certification, resource preservation and protection, interpretation, cooperative/interagency agreements, and financial assistance to other cooperating government agencies, landowners, interest groups, and individuals.

All American Road means a designation by the Federal Highway Administration for a qualifying road that possesses multiple intrinsic qualities that are nationally significant and contain one-of-a-kind features that do not exist elsewhere. The road or highway must also be considered a "destination unto itself."

Certification means a building or site that is listed individually in the National Register of Historic Places —OR— a building or site that is in a registered historic district and certified by the National Park Service as contributing to the historic significance of the trail.

Carrying capacity means the type and level of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions in a park or trail.

Cumulative impact means an incremental effect of a proposed action when added to other past, present, and reasonably foreseeable future actions, regardless of who undertakes them.

Environmental Impact Statement means a detailed document developed in accordance with the National Environmental Protection Act that is prepared when a proposed action or alternatives have the potential for significant impact on the human environment.

Friends groups means those individuals; organizations; tribal, state, and local governments that help the NPS to fulfill its mission. These groups can provide valuable assistance in the form of educational programs, living history demonstrations, search and rescue operations, fundraising campaigns, habitat restoration, ecosystem management, and a host of other activities.

High potential site means those historic sites related to the route of the Voting Rights March, or sites in close proximity thereto, which provide the opportunity to interpret the historic significance of the march. Criteria for consideration as high potential sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion.

High potential segments means those segments of a trail that have greater than average scenic value and help visitors to appreciate the experience of the marchers participating in the 1965 Voting Rights March.

Integrity (from the perspective of historic preservation) means the authenticity of a property's or site's historic identity, evidenced by the survival of physical characteristics that existed during the historic period.

Interpretation means an educational activity that aims to reveal meanings and relationships through the use of original objects, by first-hand experience, and by illustrative media.

Management (of trail sites and segments) means responsibilities performed by various government and private entities that own or manage lands along the Trail. Management responsibilities often include inventorying of resources and mapping, planning and development of trail segments or sites, compliance, providing public access, site interpretation, trail maintenance, marking, resource preservation and protection, viewshed protection, and management of visitor use.

Management objectives mean goal statements that frame decisions about managing resources and providing for visitor use.

Mitigation means actions intended to reduce the negative impacts produced by implementation of a chosen alternative.

National historic trail means a nationally significant historic trail that follows as closely as possible and practicable the original trail or route of travel. National historic trails have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment.

National recreation trails mean existing regional and local trails that are authorized in the National Trails System Act and are recognized by either the Secretary of Agriculture or the Secretary of the Interior upon application.

National Register of Historic Places means the Nation's official list of cultural resources worthy of preservation as authorized under the National Historic Preservation Act of 1966. Properties listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture.

National scenic trail means an extended trail so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such a trail may pass.

National Trails System Act means an Act that creates a national system of trails of recreation and preservation of outdoor areas. The system consists of national recreation trails, national scenic trails, national historic trails and connecting or side trails.

Technical assistance includes advisory consultation, planning services, site visits, and co-sponsored conferences and workshops provided to NPS partners to promote the protection and preservation of cultural resources.

Viewshed means those areas of the landscape that are visible from the trail route.

SUMMARY



Figure 1 Marchers in downtown Selma on March 21, 1965



Figure 2 Aerial view of marchers along US Highway 80

Introduction

The Comprehensive Management Plan (CMP) and Environmental Impact Statement (EIS) for the Selma to Montgomery National Historic Trail (Trail) responds to congressional designation of the Trail and the requirements of the National Trails System Act of 1968 (NTSA), as amended. This document identifies issues, evaluates alternative strategies, and proposes a comprehensive management and use plan for the Trail.

In August 1995, the Governor of Alabama designated US Highway 80 between Selma and Montgomery as a Scenic Byway. In January 1996, the Alabama Department of Transportation recommended that the Federal Highway Administration grant All American Road status to US Highway 80. The All American Road is the highest designation a road can receive under the Federal Highway Administration's National Scenic Byways Program.

In November 1996, Congress, acting under the NTSA, created the Selma to Montgomery National Historic Trail (NHT) along US Highway 80. The NTSA is intended to promote the preservation of scenic and historic travel routes and to “encourage and assist volunteer citizen involvement in the planning, development, maintenance, and management, where appropriate, of trails (Sec. 2.c).” The NHT designation is based on the historic significance of the 1965 Selma to Montgomery Voting Rights March.

The 54 mile trail begins at the Brown Chapel AME Church in Selma, Alabama and follows the route of the 1965 Selma to Montgomery Voting Rights March, which traveled through Lowndes County along US Highway 80 to Montgomery, culminating at the Alabama state capitol.

Historians view the 1965 Selma to Montgomery Voting Rights March as one of the last great campaigns, and the emotional peak of the Modern Civil Rights Movement that began in the 1950s. The events associated with the march brought the issue of voting rights to the forefront of the national political agenda and raised the nation’s consciousness about African-Americans’ struggle for equal rights.

Five months after the march, Congress passed the Voting Rights Act of 1965, which established the legal right to vote for all Americans and forever altered the regional and national political landscape. The Selma to Montgomery Voting Rights March remains one of the most significant civil rights protests in American history.

The CMP is shaped, in part, by the planning requirements set out in section 5(f) of the NTSA (see Appendix 3). The document focuses on the Trail’s purpose and significance, resource protection, visitor experience and use, and long-term administrative objectives. It also serves as the document that coordinates the broad-based policies, guidelines, and standards for administering the Trail in a manner consistent with protection, interpretation, and appropriate public use of Trail resources.

While the National Park Service (NPS) is responsible for the administration of the Trail, many elements of the CMP reflect cooperation among Federal, state, and local agencies, as well as nonprofit trail organizations—the entities that form the core of any partnership for national historic trails.

PURPOSE OF AND NEED FOR ACTION



Figure 3 Marchers gather in Montgomery



Figure 4 Rally at the capitol steps in Montgomery, March 25, 1965

Purpose of the Comprehensive Management Plan

The Selma to Montgomery National Historic Trail commemorates the route taken by marchers during the March 21 through March 25, 1965 Voting Rights March. (See Figures 5 and 6) The march between the City of Selma, Alabama, and the state capitol in Montgomery was a watershed event in the Modern Civil Rights Movement, eventually leading to passage of the 1965 Voting Rights Act and the transformation of the political landscape in the American South and the nation as a whole.

This plan sets management objectives for the Trail by providing a blueprint for administration, resource protection, interpretation and visitor experience, use of the Trail, and site development and marking. The plan further defines roles and responsibilities for the agencies, organizations, and local interests that will serve as partners with the NPS to carry out those objectives.

Need for the Comprehensive Management Plan

Legislative and administrative direction

National Trails System Act

The NTSA institutes a national system of recreation, scenic and historic trails. Historic trails are extended routes that follow nationally significant, original routes of travel as closely as possible. To fulfill the purpose of the NTSA, the Federal government generally does not acquire and develop continuous rights-of-way along the designated trail. The trail may instead be a series of individual, but coordinated, management units designed to provide the public with opportunities for recreation and historic interpretation.

To qualify for national historic status, a trail must meet all of the following criteria:

- It must be a trail or route established by historic use, must be historically significant and should generally follow the historic route.

- It must be of national significance.
- It must have significant potential for public recreational use or historical interest.

National historic trails may contain campsites, shelters and related public-use facilities, along with other uses that do not interfere with the nature and purposes of the trail. Connecting or side trails may provide additional points of public access to other recreation, scenic or historic resources.

Only those resources that are on Federally owned lands and meet the criteria are included as Federal protection components of a national historic trail. When the land included in a trail right-of-way falls outside of Federally administered areas, the NTSA encourages the use of written cooperative agreements with landowners; state, local, and private organizations; and individuals to provide the necessary trail rights-of-way, or to acquire lands. The NTSA also allows for the implementation of land use practices compatible with the trail purposes for property within or adjacent to trail rights-of-way.

The NTSA encourages volunteers to plan, develop, maintain, and manage, where appropriate, trails with provisions for technical assistance from Federal agencies.

To satisfy the planning requirements set forth in the NTSA legislation, the CMP should at a minimum include the following components:

- specific management objectives and practices
- identification of all significant resources to be preserved
- model cooperative agreements
- trail marking requirements
- identification of carrying capacity

- plan acquisition or protection, by year
- general and site-specific development plans, with costs
- alternative management scenarios to foster public knowledge of the Trail and help visitors understand the importance of sites along the Trail
- provisions for appropriate use, including opportunities to re-trace the Trail
- certification procedures for non-Federal Trail sites, segments, or interpretive programs
- roles and responsibilities of partners

The legislation establishing the Trail specifically directs the Trail partners to provide such historical context as would help visitors to understand that the Selma to Montgomery Voting Rights March, rather than being an isolated event, was integral to the African-American quest for civil rights and the evolution of American democracy. (See Appendix 2 for a copy of the legislation establishing The Selma to Montgomery National Historic Trail and Appendix 3 for a link to the NTSA on the Internet.)

Selma to Montgomery Trail

In 1990, Congress directed the Secretary of the Interior to study the route traveled by voting rights protestors in 1965 from Selma to Montgomery, Alabama, and to assess the eligibility, feasibility, and desirability of authorizing the route as a national historic or scenic trail. The resulting NPS *National Trail Study*, completed in 1993, recommended that the 54 mile route become a component of the national trail system and be administered by the NPS.

The study examined the feasibility of several alternatives for future management, use, and development of the Trail, ranging from preservation of the entire corridor and 16 significant sites to a commemorative trail that interprets sites

without acquisition. The study identified a commemorative alternative as the preferred alternative.

On November 12, 1996, Congress established the Selma to Montgomery National Historic Trail, which follows the march route beginning at Brown Chapel AME Church in Selma, Alabama, traveling through Lowndes County along US Highway 80, and ending in Montgomery.

Alabama Department of Transportation plans

In August of 1995, the Governor of Alabama designated US Highway 80 between Selma and Montgomery as a Scenic Byway. In January 1996, the Alabama Department of Transportation (ALDOT) recommended that the route become an All American Road, the highest designation a road can receive under the National Scenic Byways Program, which is administered by the Federal Highway Administration (FHWA).

In 1997, after Congress established the Trail, the FHWA and the NPS entered into an agreement to coordinate and consolidate efforts for the Trail's development. The ALDOT completed a *Master Plan* for the route in July 1999. Based on public comments, state and local government input, development costs, and environmental considerations, the ALDOT plan chose a commemorative alternative similar to the recommendation of the 1993 NPS *National Trail Study*.

Meanwhile, the NPS began the planning process for the CMP. In 1999 the Southeast Regional Office of the NPS published the *Alternatives Summary*, which identified Alternative C as the preferred alternative for management and implementation of the Trail. Alternative C built upon previous planning efforts, including the ALDOT plan, and received an important endorsement from the Trail's Citizens Advisory Council.

In 2000, the NPS suspended the planning process for the CMP while ALDOT and the Alabama State Historic Preservation Office (SHPO) negotiated a plan for roadway treatments of US Highway 80. In March of 2003, a Memorandum of Agreement among ALDOT, the FHWA, and the SHPO was

approved. (See Appendix 1 for a copy of the Memorandum of Agreement.)

Long-range interpretive plan

Concurrent with the CMP, the NPS developed a *Long-Range Interpretive Plan* (LRIP) that recommends interpretive and educational programs consistent with the CMP's preferred alternative. The LRIP defines the overall vision and long-term (7-10 years) interpretive goals of the Trail. The LRIP is closely tied to the CMP and provides direction for the Trail's interpretive activities.

The NPS also developed a *Wayside Exhibit Proposal*, which identifies the purpose, design, and potential graphics for trailwide exhibits.

Environmental impact statement

Broad-reaching Federal actions related to implementation of CMP recommendations require an environmental impact statement (EIS) to inform decision-makers of the potential impacts of the preferred alternative and other management alternatives.

The EIS addresses:

- the potential related environmental impacts of alternatives
- protection measures for any high-risk cultural, natural and socio-economic resources

The EIS describes four alternatives, including the preferred alternative, and discusses their potential environmental impacts. The preferred alternative—Alternative C—constitutes the comprehensive management plan for the Trail.



Figure 5 Regional map



Figure 6 Selma to Montgomery National Historic Trail



Figure 7 Commemorative crossing of the Edmund Pettus Bridge

Planning Process and Public Involvement

Interagency cooperation

From the beginning of the planning effort, this process has focused on the need to establish strong working relationships with partners from Federal, state, and local agencies, the Trail associations, and private landowners. The NPS began consultation and coordination with governmental agencies and private organizations during its 1993 *National Trail Study*. (See the Consultation and Coordination section for a listing of all groups consulted).

Workshops

The NPS consulted with various stakeholders during preparation of the 1999 *Alternatives Summary*, including the National Historic Trail Friends Groups in Selma, Lowndes County, and Montgomery, the National Historic Trail Citizens Advisory Council, the Federal Highway Administration, Alabama Department of Transportation, and the Alabama Historical Commission. (See the Consultation and Coordination section for a listing of workshop dates).

The Alabama Department of Transportation conducted extensive public participation activities as part of the 1999 *Master Plan*, including public meetings and workshops in each of the three counties, as well as personal interviews with organizers and march participants.

The purpose of the NPS and ALDOT meetings was to identify primary interpretive themes and high potential sites, as well as generate goals and objectives for the Trail.

The NPS continued consultation in July 2003 by conducting public workshops in Selma, Lowndes County, and Montgomery. The planning team briefed the public about the draft management alternatives and recent trail developments and listened to comments and concerns from the public regarding management of the Trail. Comments and suggestions have been incorporated into the plan whenever possible. (See Appendix 4 for public comments recorded at the workshops.)

Consultation with Federal, state and local partners

During the planning process for the CMP, team members met with various Federal, state, and local partners to discuss Trail developments and gather input on management issues. Partners included the Federal Highway Administration, elected representatives of the State of Alabama, state agencies representing tourism, transportation, and historic preservation, local colleges and universities, local jurisdictions, volunteer organizations and friends groups.

Trail management personnel conducted one meeting with the Advisory Council, which provides input into development of the Trail and helps to develop alternatives and recommendations; and three meetings with various friends groups. Trail management personnel also met with local and state tourism organizations, including Alabama Travel & Tourism, the Selma Chamber of Commerce, Alabama Department of Economic and Community Affairs (ADECA), the Alabama Department of Transportation, and Alabama Historic Commission to discuss promoting the Trail, the Black Belt region, and Alabama as a destination.

The emphasis of tourism development collaboration has been to improve quality of life and ensure a healthy economy through job development, business development, neighborhood revitalization and public improvements, social services, and revenue enhancement, particularly for low and moderate income residents in the Black Belt region. (See the Consultation and Coordination section for a listing of individuals consulted).

Members of the planning team also contacted representatives of the Poarch Creek Native American tribe to determine if there were any tribal issues to be addressed in the CMP. No issues were identified as a result of this consultation.

Resource inventory

The NPS conducted various site visits to understand resources along the Trail and develop an inventory of the cultural landscapes within the corridor. Members of the planning team also performed site visits as part of the CMP development,

which included efforts to photograph high potential resources and meet with local experts representing Federal, state, and local concerns.

Trail Purpose, Significance, and Interpretive Themes

Trail purpose

Trail purpose is the reason or reasons for establishing a trail area. These statements are based on the Trail's enabling legislation and legislative history. Purpose statements reflect basic assumptions about the Trail and the ways in which it should be used and managed. The following statements are based on the Trail's enabling legislation and legislative history.

The purpose of the Selma to Montgomery National Historic Trail is to:

- Commemorate the events, people, and route of the Selma to Montgomery Voting Rights March of 1965 as a reminder of the right and responsibility of all Americans to participate fully in the election process and maintain vigilance in protecting our right to vote.
- Identify, preserve, and protect the historic route and resources that inform the world about the Selma to Montgomery Voting Rights March of 1965.
- Document, record, and interpret the story of the Selma to Montgomery Voting Rights March of 1965, including its antecedents and aftermath, in the context of the larger human and civil rights movement.
- Enhance, nurture, and develop broad partnerships between the National Park Service, state and local governments, educational institutions, and various citizen groups to achieve the Trail's other purposes.

Trail significance

The significance statements capture the essence of the Trail's relationship to our natural and cultural heritage and explain the importance of trail resources. Knowing the Trail's significance helps to set resource protection priorities, identify primary interpretive themes, and provide desirable visitor experiences. Statements of significance describe the distinctive values of the Trail's resources, why these values are important within a national context, and why they contribute to the Trail's purpose.

Significance statements for the Trail are:

- Events associated with the march from Selma to Montgomery and with what came to be known as "Bloody Sunday" sent shock waves around the world, raised the nation's consciousness, and convinced political leaders that the time had come for voting rights legislation.
- The Selma to Montgomery Voting Rights March was the major catalyst for passage of the Voting Rights Act of 1965. Marchers brought the issue of voting rights to the forefront of the United States political agenda, and their peaceful means won broad support for their cause.
- Passage of the Voting Rights Act of 1965 five months after the Selma to Montgomery Voting Rights March achieved the legal right to vote for all Americans, and forever changed the political life of the South and the United States as a whole. The Selma to Montgomery Voting Rights March remains one of the most significant civil rights protests in American history.

Trail resources

Resources associated with the Trail include eight structures adjacent to the march route that are listed on the National Register of Historic Places and twelve designated historic districts whether within or close to the designated trail corridor.

Other resources include portions of US Highway 80 between the Edmund Pettus Bridge in Dallas County and Caney Creek in Montgomery County and the pastoral cultural landscapes visible from the roadway. The Affected Environment section more fully describes these resources.

Interpretive themes

Interpretive themes are based on a site's purpose, significance, and primary resources. These themes are the key stories or concepts that people should understand after visiting the Trail. The themes provide the foundation for all interpretive programs and media developed for the Trail. They do not include everything the Trail may interpret, but they do cover those ideas that are critical to visitors' understanding of the Trail's significant resources.

The interpretive themes for the Trail are:

- The Selma to Montgomery Voting Rights March resulted in the passage of the Voting Rights Act of 1965, which enfranchised citizens previously denied the right to vote. This act changed and continues to change the political, economic, and social fabric of American society.
- Fighting against the evils of bigotry and hatred, individuals risked their lives and livelihoods for the right to vote, bringing greater value and meaning to the democratic process.
- Courageous and committed individuals, working through a variety of community institutions and nationally recognized groups, played pivotal roles in bringing about vast change to the social and political

landscape of American society for present and future generations.

- Through the use of nonviolent protest, ordinary people worked to mobilize and sustain the Modern Civil Rights Movement, a movement that became an example for other worldwide democratic movements.
- The struggle of African-Americans to realize the dream and right of full citizenship as guaranteed by the United States Constitution forced this country to live up to its ideals of equality for all.
- The cultural landscape and environment is reflective of the social, economic, and legal systems that resulted in the Modern Civil Rights Movement, images of which helped shape the national reaction and response.
- Selma, Alabama was selected as the starting point of the Voting Rights March of 1965 because of a convergence of several crucial political, social, and economic factors, which were inclusive of its location/geography.
- The efforts of those involved in the Selma to Montgomery Voting Rights March are part of the continuum within the civil and human rights struggle of African-Americans from slavery to modern times.

Opportunities and Challenges

Goals for the visitor experience

Visitor experience goals are statements that describe those fundamental educational and recreational opportunities that the Trail facilitates through its visitor services and interpretive programs. In planning facilities, interpretive media, and personal services, Trail staff and partners will work to create and enhance opportunities for the important experiences that should be available to visitors.

Visitors to the Trail would have opportunities to:

- be immersed in the march story, both physically and emotionally, by walking, bicycling, and/or driving at low speeds along portions of the original route
- understand the march and its people, places, and events in the context of the Modern Civil Rights Movement and the evolution of citizenship rights in the United States
- easily access orientation and activity planning information
- experience the essence of the Trail and its stories at several locations, or without actually visiting any of the sites
- choose from a range of activities that vary in length and depth
- be inspired to be an advocate for civil and human rights in their own communities
- understand the contrast between the social and political climate of the Modern Civil Rights era and today
- learn about all of the Trail's themes through a variety of well-maintained interpretive media and quality interpretive services
- experience first-hand accounts from the people who were part of the 1965 voting rights marches
- reflect on the Modern Civil Rights era, the people, and social injustices
- experience authentic places related to the Trail's history and significance
- understand the various trail corridor designations

Planning issues

Discussions with Federal and state authorities, trail organizations and the public conducted as part of the 1999 NPS *Alternatives Summary* and the ALDOT *Master Plan* process identified a series of relevant planning issues for the Trail.

The CMP will provide a framework for addressing the following issues within the context of the Trail's purpose, significance, mission, and goals. The issues relate to the physical layout and treatment of the march route and its appropriate uses, trail resource protection, visitor experiences, and the management roles and responsibilities of partnering entities.

Compatible uses

Much of the Trail is along US Highway 80. Under the March 2003 MOA, modifications to US Highway 80 would allow local auto access along original portions of the roadway, raising issues about highway safety and compatibility with other recreation uses.

- How should these segments be managed and used?
- Should the Trail consist of parallel sections designated for different users, such as pedestrians, motorists and bicyclists?
- How can highway safety standards be maintained on other portions of US Highway 80 without compromising the historical integrity of the Trail?

Resource protection

The NPS will work to acquire specific high potential route segments or high potential historic sites as authorized under the NTSA. Resource protection measures in addition to direct acquisition will require creativity and cooperation among Trail partners.

- How can the Trail accommodate new growth that is compatible with its historic character?
- How might the Trail's high potential sites and segments be better protected if they become threatened or allowed to deteriorate?
- If a significant site along the Trail is proposed for a possibly threatening land use, what actions should be taken to minimize adverse impacts?
- How can historic viewsheds and landscapes along the corridor be protected?

Visitor experience

The Trail's events took place in the relatively recent past and many of the march's participants are still living.

- What should be the breadth of interpretive stories and themes for the Trail?
- How can the Trail sensitively reflect the concerns and experience of march participants?

Administration and management

As authorized under the NTSA, the NPS is the administering agency that exercises responsibilities for the Trail. Such responsibilities include coordination among and between agencies and partnership organizations in planning, marking, certification, resource preservation and protection, interpretation, cooperative/interagency agreements, and financial assistance to other cooperating government agencies, landowners, interest groups, and individuals.

Various government and private entities that own or manage lands along the Trail are responsible for management activities that may include inventorying of resources and mapping, planning and development of trail segments or sites, compliance, provision of appropriate public access, site interpretation, trail maintenance, marking, resource

preservation and protection, viewshed protection, and management of visitor use.

Interagency cooperation is desirable and has proven to be a productive and efficient means of implementing the NTSA by improving communication and achieving better administration and management of the Trail and associated resources.

- What should be the role of the NPS in administration and operation of the Trail?
- What is the formal approach to providing NPS technical assistance for the preservation and interpretation of resources?
- What are the strategies for protecting and preserving threatened Trail resources, particularly those at risk due to neglect, development pressure or inappropriate uses?
- What are the strategies for promoting broad public support for the preservation of Trail resources?
- How can the NPS facilitate communication and stimulate cooperation among Trail organizations?

Certification of sites

Several sites that have an important association with the Selma to Montgomery Voting Rights March and other civil rights events are within short driving distance of the Trail.

- What should be the criteria for designating secondary and commemorative sites?
- What should be the roles of the NPS and other agencies in preserving and interpreting secondary and commemorative sites?

Trail Management and Development

Management Objectives

The management objectives for the Trail set the goals for addressing planning issues and maintaining the significant qualities of the Trail. They help to guide the plan's implementation and measure its progress. The proposal and alternatives reviewed in this document are the means by which these goals would be achieved.

Management

The management objectives are to:

- implement the NTSA in conjunction with other authorities through partnerships, whenever possible
- administer the Trail in a cooperative, cohesive, and consistent manner and as a total entity, while incorporating the expertise and input of interested organizations, agencies, and landowners
- facilitate communication among the Trail partners to maintain a comprehensive approach to planning, protection, management, and development
- consult with the Trail's advisory council on matters related to Trail management
- certify Trail sites and segments that meet the criteria described in the comprehensive management plan consistent with the NTSA
- update the inventory of Trail resources, assess conditions, and identify problems on a regular schedule
- centralize administration in a well-staffed office that functions as a clearinghouse for all Federal, state, and local governmental agencies and private interests groups

- provide incentives and stimulate cooperative partnerships
- implement the Comprehensive Management Plan

Resource protection

- encourage the identification, evaluation, and preservation of Trail resources
- encourage uses of adjacent land that are compatible with Trail values and complement the protection and interpretation of Trail resources
- work cooperatively with Federal and state agencies, local governments, landowners, and non-governmental organizations to anticipate, avoid, and mitigate potentially adverse effects on the Trail due to incompatible adjacent activities
- identify research needs and coordinate research
- assist in determining the impacts on historic resources from increased visitor use (carrying capacity models), natural processes, and incompatible uses
- comply with the National Environmental Policy Act, the Endangered Species Act, the National Historic Preservation Act, and other environmental, cultural, and historic preservation laws

Interpretation, visitor experience, and use

- ensure safe and informative experiences for all visitors and Trail users
- allow visitors to retrace the march route and experience the Trail and its resources firsthand
- manage the use of the Trail in ways that conserve its significant values

- provide accurate information and knowledge to enhance the appreciation of the Trail and to protect its resources
- provide adequate orientation to help visitors plan trips, including information on available tour routes, facilities and services
- encourage a unified design theme for signs, exhibits, and public use facilities
- make Trail maps available for planning, protection, and public use
- provide visitors with the widest range of opportunities to experience the Trail and the story of the march

Compatible uses

As part of implementation of the CMP, the Trail partners would promote a variety of passive and active resource-related recreational activities along or near the US Highway 80 corridor. Examples of appropriate activities would include:

- pedestrian and bicycle use along designated original portions of US Highway 80
- bicycling and walking along secondary routes
- sightseeing and picnicking at Trail facilities
- participation in interpretive and educational programs

The Alabama River, just north of the US Highway 80 corridor, features a variety of US Army Corps of Engineers facilities. Water-based recreation opportunities include boating, camping, swimming, and fishing. The Trail partners would coordinate with and build upon the many recreational and education activities that currently exist along the Alabama River. Appendix 7 contains a map of US Army Corps of Engineers recreation sites in the vicinity of the Trail.

Cooperation with partners

Recognizing that activities proposed for lands adjacent to the Trail may significantly affect Trail programs, resources, and values, the NPS will work cooperatively with other entities, including Federal, state, and local governments, neighboring landowners, and non-governmental organizations to anticipate, avoid and resolve potential land use conflicts. The NPS will encourage compatible adjacent land uses by actively pursuing a host of cooperative approaches, including commenting on planning and regulatory processes, briefing the public and appropriate officials about the impacts of proposed land use changes on Trail resources, and participating in cooperative agreements and regional consortiums.

Resource protection

The NTSA formally authorizes the Federal Government to use fee-simple acquisition, easements, land exchanges, and, as a measure of last resort, condemnation to protect trail resources. When necessary, the NPS may directly acquire trail property. The NPS would only acquire:

- high potential sites that provide an opportunity to interpret the historic significance of the Trail
- high potential route segments that offer high quality recreation opportunities or insight into the experiences of the marchers; or
- resources that cannot be protected by other means

The length and number of private property interests along most national trails, however, preclude direct Federal control and management of all Trail components. In recognition of this complexity, the NTSA encourages Federal, state, and local involvement in the development and management of trail sites and segments that fall outside of established Federal areas. Participation by local governments and private interests is, therefore, vital to preserving these resources.

As part of managing the Trail, the NPS would actively support and assist cooperative efforts initiated by residents, city, county and state agencies, local volunteer groups, and others

to protect, develop, and manage Trail resources. Protection strategies could include direct acquisition of properties by state and local public or private interests.

Additionally, Trail partners could seek protection of Trail resources, particularly those sites in Selma and Montgomery, through a variety of Federal, state and local programs, including the National Register of Historic Places, the National Trust for Historic Preservation's Main Street Program, the Alabama Register, the Alabama Main Street Program, the Alabama Cultural Resources Preservation Trust Fund, and individual tax credits and preservation easements.

Visitor experience

Visitor services

The Trail partners should stress the use of experiential exhibits, hands-on interpretive opportunities, children's programming, and interviews with march participants to reflect accurately and sensitively the living history of the Trail.

In accordance with the Americans with Disabilities Act, the Trail partners will seek to accommodate visitors with disabilities in non-historic buildings and public spaces associated with the Trail. The Trail partners will provide the highest feasible level of physical access to historic properties for people with disabilities. Any proposed Federal actions that may threaten, destroy or otherwise adversely affect the significance of a historic property will undergo Section 106 compliance in accordance with the National Historic Preservation Act. The Trail partners will also adapt visitor services to accommodate visitors with special needs.

Interpretation along the Trail requires safe auto pullouts and adequate parking at designated wayside exhibits and a series of well-designed, visible and consistent signs. In addition to existing trail logo signs, signs should direct travelers from US Highway 80 into Selma and Montgomery and to affiliated sites off of the Trail. Appendix 6 contains examples of trail signs.

Carrying capacity

Increasing visitor use can result in deterioration of fragile historic resources, damage to soils and vegetation, overcrowding and conflicting uses. Carrying capacity defines the appropriate level of use beyond which both the natural and cultural resources of the Trail and the quality of the visitor experience can be adversely affected.

Recent experience suggests that carrying capacity can be most effectively applied through a set of indicators and standards for both biophysical conditions (resource carrying capacity) and visitor experiences (social carrying capacity). Indicators of quality are measurable, manageable variables that define the quality of Trail resources and visitor opportunities. Standards of quality set the minimum acceptable condition of indicator variables.

Indicator variables are monitored over time, and if standards of quality are violated (or are in danger of being violated), management action is required. This approach to carrying capacity is central to contemporary management frameworks, including Limits of Acceptable Change, and Visitor Experience and Resource Protection (National Park Service 1997).

Carrying capacity may be defined by four basic parameters: facilities, physical, ecological, and social. Physical and facility carrying capacities reflect the amount of space that is available in a given setting. The carrying capacity of the Trail is a function of the size of the interpretive centers and the vehicular capacity of US Highway 80. The Lowndes/Tent City Interpretive Center will be 12,235 square feet in size. The Interpretive Center in Selma will be 31,635 square feet. The size and capacity of the Montgomery Interpretive Center is unknown at this time. In an economic impact study of the Trail, the Alabama Bureau of Tourism and Travel and the Auburn University Montgomery Center predict a likely range of 185,000 to 370,000 visitors annually over the next five years.

According to the ALDOT *Master Plan* performed in 1999, future traffic projections indicate that roadway capacity improvements along the following sections of US Highway 80 may be necessary:

- US 80 from Alabama Avenue to State Route 41
- US 80 from the Montgomery Airport to I-65
- US 31 from US 80 to Southern Boulevard

The *Master Plan* notes that development of the Trail as a tourist destination will hasten the need for future capacity improvements along these sections of roadway.

The ecological parameters of carrying capacity include impacts to the plants, animals, soil, water, and air, particularly in the rural areas of Lowndes County. Social impacts focus on issues such as crowding or incompatible activities that detract from the interpretive experience.

The Trail extends more than 50 miles over diverse landscapes, including urban, suburban, and rural areas. Various entities own or manage property along the Trail, creating multiple uses and relatively uncontrolled access. Since use cannot be easily monitored or controlled, it is necessary to develop a meaningful strategy to determine sustainable use levels for individual sites and segments.

The CMP recommends the development of an index of vulnerability to predict overuse. The index would take into account the following factors:

- frequency and extent of special commemorative events, such as the annual Jubilee celebration
- fragility of the resources (age or size of the structure, type of soil and vegetation)
- popularity of a specific site (could vary based on the prominence of the site in the Civil Rights Movement or its association with particular historical figures)
- nature of the predominant use (walking, individual auto use, biking, tour bus)

- ease of access (highway, city street, auto pull out, bike or pedestrian path)
- proximity of highway access point
- proximity to populated areas or other tourist attractions and recreational amenities
- land status (trail right-of-way, highway corridor, private landowner, public facility)

As part of the recommended inventory of resources, each high potential site or segment would be assigned a rating of 1, 2, or 3 (1 meaning little potential disturbance; 2 is moderate potential; and 3 a high probability of disturbance) for each of the factors listed above.

Sites or segments receiving a high score (indicating more vulnerability on the indicators) would be more likely to experience heavy visitation and would be less likely to tolerate intense use without suffering long-term damage. These sites and segments would be potentially threatened and require frequent and careful monitoring. If their condition showed deterioration in excess of established standards, then they could be temporarily withdrawn from public use until a more adequate strategy for their protection could be developed; they could be interpreted from a distance; or other measures could be adopted to protect their integrity.

Trail partners would develop the index as part of an inventory of high potential sites and segments. Trail resources would be rated on two characteristics: existing conditions and the index rating of vulnerability to overuse. Conditions would range from poor to excellent and the index score from high to low. Resources in excellent condition, but vulnerable to damage, should be the top priority for protection. Resources that are both in poor condition and low on the vulnerability index would have the lowest priority for protection.

Implementing the carrying capacity concept also requires a monitoring system to identify where and when trail conditions begin to show evidence of deterioration or overcrowding. General recreation trail standards could be used to establish

monitoring guidelines suitable for the Trail. Monitoring should also include regular (every five years) photographic documentation of the conditions of high potential sites and segments.

Regular monitoring of extensive trail resources is an ambitious undertaking that requires the commitment and cooperation of multiple Trail partners, including Federal, state, and local government agencies and Trail advisory groups. The Trail partners should also conduct periodic visitor use studies to understand visitor needs and identify trends.

Management and cooperation

The NPS expects to have limited funding for the construction and operation of interpretive facilities along the Trail. Other potential sources of funding include the Scenic Byways and All American Road programs, and NPS sources, such as the Land and Water Conservation fund and the various regional Combined Call/Project Management Information System programs. In addition to funding interpretive centers, these sources could help with development of historical markers, interpretive publications, and other programs along the Trail. A 1998 Memorandum of Understanding signed by the National Park Service and the Federal Highway Administration demonstrates the commitment between the agencies to coordinate plan program, resources and technical assistance and to participate in and support the planning and implementation of program activities. (See Appendix 8 for a copy of the MOU)

In addition to funding support, the NPS will provide extensive technical assistance to Trail partners, such as local governments, friends' groups and non-profit organizations, and other qualified entities. Friends' groups are voluntary service organizations formed to support, assist, and promote the mission and activities of national parks and trails.

The NPS technical assistance includes information about preservation tools, historical research needed for the design and development of interpretive media and services, and guidance on the rehabilitation and adaptive re-use of historic buildings.

Certification of sites

The NTSA requires the CMP to identify sites and segments along the Trail that help to interpret the Trail's historic significance or provide quality recreational opportunities.

According to the NTSA, "high potential historic sites" are in proximity to the Trail, have historic significance and historic integrity, scenic quality, and minimal physical intrusion.

The term "high potential route segments" means those segments of a trail that offer high quality recreational opportunities and higher than average scenic values. These segments also allow visitors to share the experiences of the original users of the historic route.

Trail sites and segments that are owned by state agencies, local governments, or private entities may become official parts of the National Historic Trail when certified by the NPS. Since the Trail does not pass through any Federally managed lands, all parts of it are eligible for certification.

Certification is a partnership that helps landowners protect and preserve their properties and share them with others. Certification ensures that these sites or segments that are not Federally controlled meet the basic preservation, interpretation, or recreation criteria of the NTSA. The process also requires that facilities comply with expected standards of quality, provide a uniform and coherent visitor experience along the Trail, and maintain a resource protection program. The certification program is one of the most important ways in which the NPS can foster relationships with non-Federal landowners throughout the Trail.

The NPS may classify sites eligible for certification in one of three ways: primary, secondary, or commemorative.

Primary sites tell the story of the march and its participants. To be certified by the NPS, primary sites must meet the following criteria. They must:

- bear a direct relationship to the Selma to Montgomery Voting Rights March and events leading to or resulting from the march
- be within or close to the corridor identified for the Trail
- maintain resource integrity
- be reasonably available for public use
- offer opportunities for interpreting some aspect of the Trail or retracing the march route
- have a managing public agency or private entity that implements a plan for public use and resource protection

Secondary sites tell the story of people, places, or events that are broadly connected to the march and the struggle for civil rights and equality. To be certified by the NPS, secondary sites must meet the following criteria. They must:

- bear a relationship to one of the Trail's interpretive themes
- be within the general region of, though not necessarily adjacent to, the designated trail
- be reasonably available for public use
- have a managing public agency or private entity that implements a plan for public use and resource protection

Commemorative sites are markers, gravesites or monuments that recognize a person, event, place or structure connected to one of the Trail's interpretive themes. To be certified by the NPS, commemorative sites must meet the following criteria. They must:

- bear a relationship to one of the Trail's interpretive themes

- be within the general region of, though not necessarily adjacent to, the designated trail
- have reasonable public access
- have a managing public agency or private entity that implements a plan for public use and resource protection

High potential route segments are trails that connect to the historic corridor. To be certified, route segments must meet the following criteria. They must:

- provide for continuity of public access
- interpret the Trail's historical significance and interpretive themes
- provide for a high quality recreation experience in a scenic setting that helps visitors to understand the experiences of the marchers

The proposed certification process for the Trail is as follows:

- the NPS would pursue early coordination with potential applicants to ensure that they fully understood the site/segment certification procedures and to assist in application efforts
- applicants would be required to document their resources and interpretive programs, as well as environmental and other required compliance procedures
- the NPS would provide technical assistance on issues related to cultural or natural resource compliance, including site planning and interpretation
- the NPS and the applicant would determine management objectives for the site/segment and management responsibilities

The certification partnership is designed to promote flexibility. Landowners might choose to develop a property with signs, sidewalks, and exhibits available for daily visitation. Other landowners might choose to maintain property in a pristine condition and limit visitation to specific groups or researchers. After certification, appropriate Trail information programs would publicize the site or segment as available for public use.

Certification is not permanent, but can be renewed subject to the satisfactory performance of the terms of the agreement. Decertification would result in the removal of a site or segment from the Trail information programs and logo markers.

During the course of the planning process for the ALDOT *Master Plan* and the NPS *Alternatives Summary*, community stakeholders identified a number of sites demonstrating a connection to the Trail's history and interpretive themes. The management alternatives contain descriptions of the high potential primary, secondary, and commemorative sites and segments that could be eligible for inclusion in the Trail.

HISTORY



Figure 8 Marchers along U.S. Highway 80



Figure 9 Formation of the march outside Brown Chapel

Historical Overview

Historians view the 1965 Selma to Montgomery Voting Rights March as the emotional peak of the Modern Civil Rights Movement that began in the 1950s (NPS, 2003). The voting rights campaign was primarily a grass-roots effort, where the actions of ordinary, but courageous, people led to major social change.

In the 1960s, Alabama, like most states in the former Confederacy, restricted the right of African-Americans to vote. County registrars throughout the Black Belt region of Alabama imposed various obstacles to prospective African-American voters, including severe limitations on voting office hours and staffing, difficult literacy tests, and a voucher system that required sponsorship of each new registrant.

In 1964, only 2.2 percent of African-Americans over age 21 were registered to vote in Dallas County, Alabama (NPS, 1993). In contrast, however, neighboring Wilcox and Lowndes counties did not have a single registered voter from the African-American community. The ability of African-Americans, albeit a small number, to register in Dallas County was due in large part to the long-standing efforts of the Dallas County Voters League (DCVL) and its key organizing figure, Samuel Boynton. First formed in the 1920s, the DCVL attracted the interest of civil rights leaders outside of Selma. In 1963, the Student Nonviolent Coordinating Committee (SNCC) arrived in Selma at the request of local civil rights leaders.

The DCVL and the SNCC began voter registration efforts in Selma and surrounding areas with a series of citizenship classes and mass meetings in the spring of 1963 (NPS, 1999). The SNCC efforts intensified in the fall of that year, culminating in a “Freedom Day” in which 300 protesters marched to the Dallas County Courthouse to register. County officials, however, permitted only a small group to join the voter rolls that day.

Passage of the Civil Rights Act in 1964 added momentum to Selma’s grass roots campaign. Local law enforcement, led in particular by the segregationist Dallas County Sheriff, Jim

Clark, met renewed protests with physical violence. In July of 1964, Circuit Judge James Hare prohibited meetings of three or more people in Selma, effectively bringing protests to a halt.

Amelia Boynton, widow of Samuel Boynton, and other members of the DCVL Steering Committee, referred to as the “Courageous Eight,” sought to reinvigorate the waning Selma movement. They asked Southern Christian Leadership Conference (SCLC) officials to make Selma the focus of their voting rights campaign. In November of 1964, the SCLC accepted a formal invitation from the DCVL. Strong local leadership mixed with the inflammatory style of Sheriff Jim Clark created a promising environment in which to publicize the case for voting rights equality (Fager, 1985).

Dr. Martin Luther King, Jr. led a rally on January 2, 1965 to energize the voter registration campaign. SCLC staff members soon followed the speech with a series of ward meetings. Protest activities, staged in the spirit of non-violent resistance, continued throughout the winter of 1965.

In a highly symbolic gesture, 105 black teachers led by DCVL President Frederick Reese marched to the Dallas County Courthouse. The willingness of local teachers to risk their safety and careers encouraged other middle-class professionals to participate in the movement. Many school children joined their teachers in the demonstrations as well (Garrow, 1978).

Similar efforts in nearby Marion, the seat of Perry County, drew increasing media coverage. The SCLC held a rally in Marion on the night of February 19, 1965. As the rally ended, Alabama State troopers assaulted attendees, including the family of Jimmie Lee Jackson. A trooper shot Jackson when he attempted to protect his mother from the attack. On February 25, Jimmie Lee Jackson died from the wounds inflicted.

Jackson’s death caused outrage within the African-American community in both Marion and Selma. Civil rights leaders began to call for a march to Montgomery to protest his

shooting and seek protection against increasing white violence.

On Sunday March 7, 1965, about 600 protestors left Brown Chapel on Sylvan Street, traveling to Alabama Avenue and then to Broad Street and across the Edmund Pettus Bridge east toward Montgomery. As marchers neared the Selmont area of US Highway 80 and Kings Bend Road, they encountered local law enforcement officers and a “posse” of local whites. The group, wielding tear gas and clubs, violently drove back the protesters. Known as “Bloody Sunday,” the attack generated national attention and created an outpouring of support for the voting rights cause.

Dr. King called for another symbolic march in Selma on Tuesday, March 9, while civil rights leaders sought court protection for a third, full-scale march from Selma to Montgomery.

King led more than 1,500 marchers on “Turnaround Tuesday” from Brown Chapel to the point of Sunday’s confrontation near the Edmund Pettus Bridge. This time state troopers allowed the marchers to kneel, pray and return to Selma without incident. However, Unitarian minister and march participant James Reeb was struck on the head and killed on the night of March 9.

Subsequently, U.S. District Court Judge Frank M. Johnson ordered state and Federal law enforcement protection for the marchers, and organizers prepared for the 54-mile, five-day march to begin on Sunday, March 21. President Lyndon B. Johnson federalized Alabama National Guard troops and also assigned FBI, Federal marshals and regular Army troops to protect the marchers.

More than 4,000 participants left Brown Chapel in the early afternoon of March 21. Federal troops lined the streets and shielded marchers from angry onlookers. This time the marchers succeeded in walking safely out of Selma and toward Montgomery on US Highway 80.

After the first day, marchers camped at the David Hall property just off US Highway 80. On the second day,

participants camped on property owned by Rosie Steele. Robert Gardner hosted the campers on their third night of the trek. On the fourth night, campers stayed on the grounds of the City of St. Jude complex in Montgomery. On this night before their arrival at the capitol, marchers held a “Stars of Freedom Rally,” featuring celebrities such as Odetta, Harry Belafonte, Pete Seeger, Leonard Bernstein, and Joan Baez.

On March 25, 25,000 marchers gathered at the capitol for a rally that included Dr. King, Rosa Parks, John Lewis, Roy Wilkins, Whitney Young, A. Phillip Randolph, Ralph Bunche, and Bayard Rustin.

Viola Liuzzo, a Detroit housewife, who volunteered to shuttle marchers back to Selma after the rally, was killed by a Ku Klux Klansman on the way back to Selma. Her death further increased support for passage of the Voting Rights Act.

Media coverage of the march brought national attention to and support for the struggle for equality. In August 1965 President Johnson signed the Voting Rights Act, recognized as perhaps the most significant victory in the struggle for equal rights. The law widely opened political participation by African-Americans in Alabama, Georgia, Louisiana, Mississippi, South Carolina, North Carolina, and Virginia. Federal registrars in Montgomery, Dallas and Lowndes Counties registered thousands of African-American voters in the months that followed.

By November of 1965, approximately 8,000 African-Americans registered to vote in Dallas County. Lowndes County added more than 2,000 African-Americans to its voting rolls, while Montgomery County added about 7,000 (NPS, 1993). Within four years, voter registration throughout the South had more than doubled.

Progress following passage of the Voting Rights Act, however, was not without resistance. In August 1965, a deputy sheriff shot activist Jonathan Daniels, who had been jailed in Lowndes County for participating in a demonstration. The local African-American community also suffered economic hardships. The majority of African-Americans in Lowndes County were sharecroppers or tenant farmers

working on white-owned land. In December of 1965, landowners forced workers off the land in retaliation for registering to vote. Displaced workers took up residence at “Tent City,” an African-American-owned plot of land along US Highway 80. Some families lived in tents for as long as two years.

Having won the right to vote, African-Americans continued to organize for fuller participation and representation in the political system. Lowndes County residents formed the Lowndes County Freedom Organization as an independent alternative to the Democratic and Republican parties. Local leaders adopted a black panther as their symbol, thus becoming the first “Black Panther” Party in the country (NPS, 1999).

By the late 1960s and 1970s, African-Americans realized the gains of an increased political voice. The election of African-American representatives for city, county and state-level political office truly fulfilled the promise of equal participation first begun in 1965 (Lawson, 1991).

THE PROPOSAL AND ALTERNATIVES



Figure 10 Media and National Guard watch over the marchers



Figure 11 Marchers gather outside of the Dexter Avenue Baptist Church in Montgomery

Introduction

In 1999, the NPS prepared a preliminary alternatives document--*Alternatives Summary*--describing three alternatives for the management and use of the Selma to Montgomery National Historic Trail. Each alternative describes a different way of commemorating, interpreting, and preserving resources associated with the Trail. In general, the alternatives represent a progression from information on the march to an interpretation of the broader struggle for voting rights and full citizenship. Since the introduction of these preliminary alternatives, some details have changed due to continued progress on the Trail's development, including preparation of the *Long Range Interpretive Plan* and the signing of the MOA among ALDOT, the Alabama SHPO, and the FHWA regarding treatment of US Highway 80. The general intent of the alternatives, however, remains the same.

Alternative A – Story of the March: Tells the story of the Selma to Montgomery Voting Rights March as defined by the events that occurred between March 7 and March 25, 1965, in Dallas, Lowndes, and Montgomery counties, Alabama.

Alternative B – Regional Struggle: Builds on the story of Alternative A, providing information on the broader 1965 efforts to gain voting rights by the African-American community. Exhibits would explain earlier organizing and protest activities, the march, and the aftermath of the march in Dallas, Lowndes, and Montgomery counties, Alabama.

Alternative C – National Struggle: Alternative C includes the stories of Alternatives A and B, but adds a national focus by interpreting the progression of citizenship rights in the United States. This alternative would discuss African-American efforts to achieve voting rights in the larger context of the Modern Civil Rights Movement. This historical framework would help visitors to understand that the Selma to Montgomery Voting Rights March was not an isolated event, but an integral part of the evolving role of African-Americans in American democracy.

During development of the *Alternatives Summary*, the Trail partners selected Alternative C as the preferred alternative

based on extensive public meetings and comments indicating widespread support for the alternative. The Trail's Citizens Advisory Council, whose members were appointed by the Secretary of the Interior, also officially endorsed Alternative C as the preferred alternative.

Alternative C, updated and refined, is the proposed action in this EIS and is therefore presented first. The EIS also includes a No Action Alternative.

Actions Common to All Alternatives

The following actions are common to all of the alternatives addressed below, including the No Action Alternative.

1. US Highway 80

The ALDOT and the FHWA have planned a series of physical alterations to US Highway 80 between the Alabama River crossing at Selma and the Montgomery Airport in Montgomery County, Alabama. The improvements will correct identified safety deficiencies in existing roadway surface, lane, shoulder and bridge conditions.

Section 106 of the National Historic Preservation Act (16 U.S.C. 470f) requires ALDOT and FHWA to consult with the Alabama SHPO to determine the effects of possible facility upgrades on designated historic resources, which include the surrounding scenic views and original roadway sections of the march route along US Highway 80. The MOA develops procedures for implementing structural improvements to the roadway, while minimizing adverse impacts to the historic character and aesthetic resources of the Trail.

As outlined in the MOA, ALDOT would construct two new lanes parallel to certain portions of US Highway 80 in Lowndes County. The new lanes would be on the opposite side of the historic roadway segment. (See Figure 12 for a conceptual illustration of the proposed

new construction.) Once the new roadway segments are built, adjacent sections of the original march route would accommodate local traffic, walking, biking, and visitors on foot who seek to gain a deeper understanding of historic events by re-tracing the original march route.

Specific conditions of the MOA include (for full MOA see Appendix 1):

Outside of mile marker 107.5 to mile marker 113.2, and mile marker 114.3 to mile marker 116.8 (generally those areas in Montgomery and Dallas counties that were four lanes in 1965), the FHWA, ALDOT, and the Alabama SHPO agree that:

1. Roadway resurfacing will have no effect on historic property.
2. The extension of pipe and culvert headwalls with a covering of vegetation identical to that of the surrounding area will have no effect.
3. New traffic signals installed along the highway between the Selma city limit and the Montgomery Airport will be designed for concrete poles with lights strung on wires or wooden poles with lights strung on wires.
4. Where there are paved shoulders existing on the road as of October 31, 2002, the development of bike lanes on the shoulder will have no effect.
5. Shoulder treatments will have no effect on the historic property when:
 - any shoulder maintenance or stabilization project, which maintains grassy cover at the current width or with the road edge stabilized with paving of no more than two feet
 - maintenance of paved shoulders where they exist
6. Bridge replacements with designs that meet current highway design recommendations will be viewed as having no effect on the historic character of the roadway.

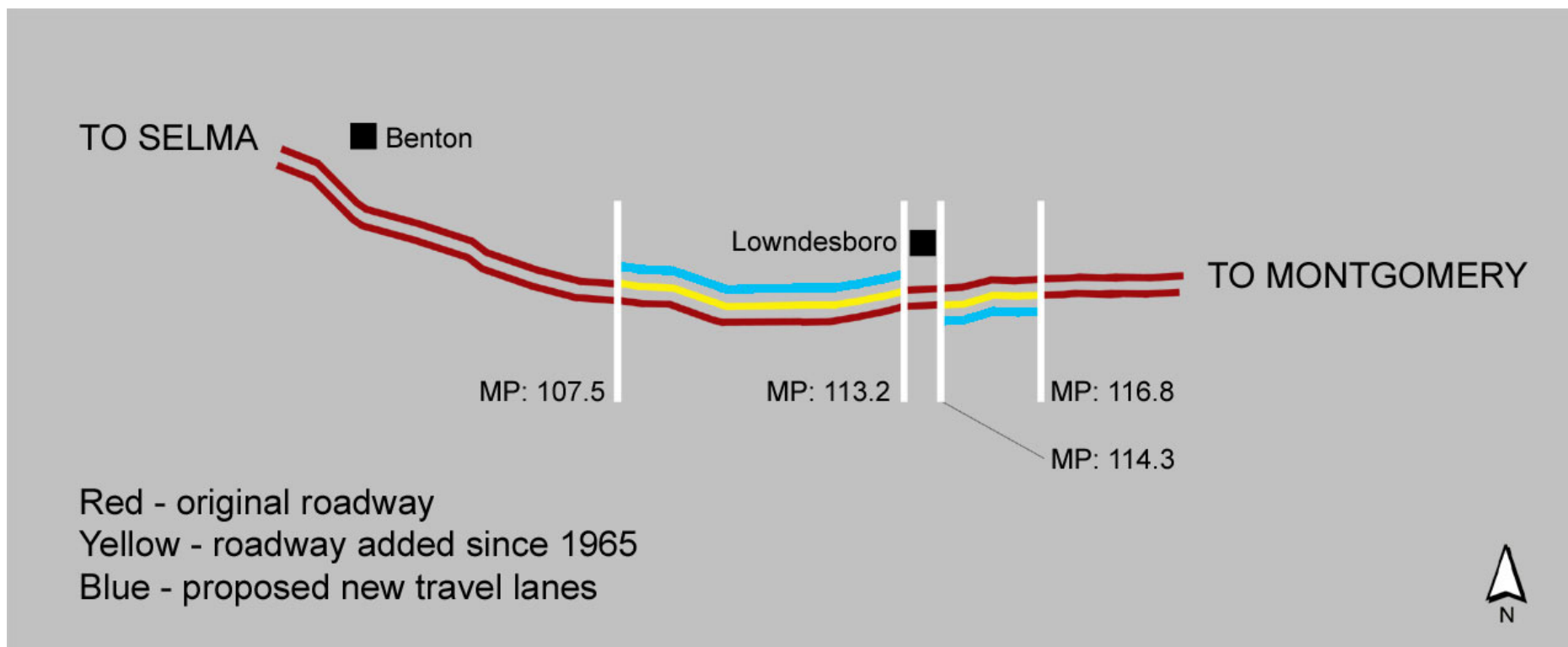


Figure 12 Conceptual illustration of proposed new construction along US Highway 80

The Federal Highway Administration, ALDOT, and the Alabama SHPO agree that certain highway improvements in Lowndes County between mile marker 107.05 and mile marker 113.2, and between mile marker 114.3 and mile marker 116.8 will be treated as follows:

1. ALDOT will develop a project to purchase new rights-of-way adjacent to the most recently constructed lanes of the highway and new travel lanes will be constructed in this right-of-way to provide four lane travel. New lanes will be constructed in the right-of-way using current highway design specifications, and will be reviewed under the standard NEPA process, but will not be considered to have an adverse effect on the historic lanes. The historic lanes will provide for local traffic, pedestrian, and bicycle amenities only. When the new lanes are constructed, if vehicular traffic is restricted from access to any portion of the historic lanes, ALDOT may, at its option, convey ownership of those restricted portions of the historic lanes to the appropriate entity for maintenance and operation.
2. The design of the transition between the four-lane highway and the historic lanes will be designed in consultation with the SHPO.
3. Resurfacing the existing roadway, mowing grassy medians, erecting ground mounted traffic control signs and guardrail, and repainting roadway markings will have no effect on the historic property.
4. On the historic two-lane section of the road, bridges replaced so that the visual character as seen from the road remains the same in lane width and bridge rail design will not have an adverse effect. Deck and structure under the bridge may be altered as required.

The Federal Highway Administration, ALDOT, and the Alabama SHPO agree to the following general provisions concerning the entire historic property:

1. A landscape architect or landscape historian will be hired by the SHPO with a contract through ALDOT to inventory the significant, historically intact landscapes along the eligible corridor. This effort will produce a ranked list of significant unaltered areas in the viewshed of the march route with their acreage and location (mile marker) along US Highway 80. ALDOT commits a maximum amount of \$40,000 in Federal Transportation Enhancement funds toward this effort. SHPO will provide matching funds in the amount of \$10,000.
2. The restoration of the historic landscape is highly desirable in reestablishing and maintaining the historic character of the route. The most effective means to accomplish that end is to acquire historic and scenic easements at appropriate points on the route. The Alabama SHPO will identify and seek funding to purchase easements.
3. Any work not identified above will be processed in accordance with applicable state and Federal laws.
4. It is agreed that sections of the road where the vertical curve does not meet current design standards will remain as they are as of October 31, 2002. If accident data indicate safety problems, the ALDOT will consult with the SHPO on design improvements to minimize the safety issues according to the standard 106 process.

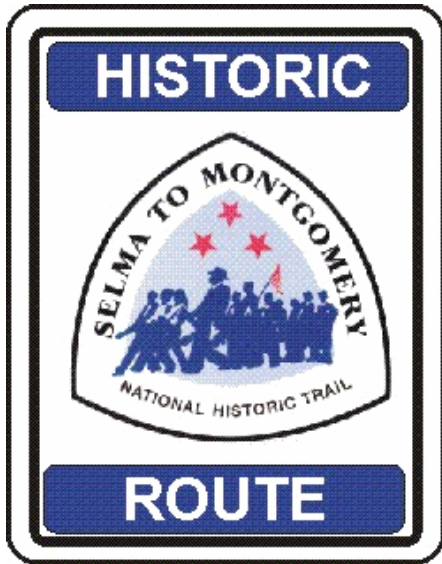


Figure 13 Signs marking the Selma to Montgomery National Historic Trail

5. All requests for driveway access will be forwarded to the State Maintenance Engineer for review and coordination with the Alabama Historical Commission. All permitted driveways will be designed in accordance with the ALDOT Maintenance Manual.
6. To the extent that it is practical, any intersections will be constructed at or below the October 31, 2002 grade. Any proposal to construct a grade separated intersection above the October 31, 2002 grade will require further coordination with the SHPO.

2. Safety and Security

The Trail partners desire a safe and secure visitor experience at the Trail. For all alternatives, the NPS and local governments would assume responsibility for the safety and security needs of visitors and resources.

3. Visitor Services

Under all of the alternatives, sections of the Trail would be marked with the Trail logo signs so that motorists would be able to travel the full length of the march route from Selma to Montgomery. Signs would identify, though not interpret, several individual sites along US Highway 80, including the campsites and the Viola Liuzzo memorial.

Also, under all of the alternatives, the Tent City site in Lowndes County will be a visitor center. ALDOT is constructing the facility and the NPS is responsible for the planning, design, and fabrication of exhibits, and provision of visitor services. ALDOT will manage and maintain the site as a State rest area and interpretive center.

Table 1 shows a summary comparison of the Preferred Alternative C, the No Action Alternative, and Alternatives A and B.

Table 1
Comparison of Alternatives

	No Action	Alternative A	Alternative B	Alternative C
Story definition	▪ no coordinated effort to explain the history and significance of the 1965 events	▪ limited range of interpretive themes related directly to the March 7 – March 25 activities	▪ wider range of interpretive themes linking March 7 – March 25 activities to local grass roots organization and the aftermath of the march in surrounding counties	▪ broadest range of interpretive themes placing March 7 – March 25 activities in a local, regional, and national context
Resource protection	▪ implementation of US Highway 80 MOA ▪ no coordinated viewshed protection along US Highway 80	▪ implementation of US Highway 80 MOA ▪ limited protection of historically intact viewsheds along US Highway 80	▪ implementation of US Highway 80 MOA ▪ coordinated protection of historically intact viewsheds along US Highway 80	▪ implementation of US Highway 80 MOA ▪ coordinated protection of historically intact viewsheds along US Highway 80
Visitor experience	▪ entirely self-guided auto tour ▪ periodic Trail logo signs and state historical markers ▪ some volunteer-led tours	▪ entirely self-guided auto tour ▪ periodic Trail logo signs and state historical markers ▪ some volunteer-led tours ▪ limited NPS wayside exhibits	▪ entirely self-guided auto tour ▪ periodic Trail logo signs and state historical markers ▪ some volunteer-led tours ▪ NPS wayside exhibits ▪ NPS-guided tours ▪ walking and biking ▪ Traveler Information System	▪ entirely self-guided auto tour ▪ periodic Trail logo signs and state historical markers ▪ some volunteer-led tours ▪ NPS wayside exhibits ▪ NPS-guided tours ▪ walking and biking ▪ Traveler Information System ▪ audio-visual elements ▪ experiential exhibits ▪ personal interviews ▪ educational programs

Table 1
Comparison of Alternatives

	No Action	Alternative A	Alternative B	Alternative C
High potential sites, streetscapes and routes	no certification of high potential primary, secondary or commemorative sites, streetscapes or segments	- certification of high potential primary sites only - no certification of high potential streetscapes - no certification of high potential secondary route segments	- broad certification of high potential primary, secondary and commemorative sites - certification of high potential streetscapes along the Trail	- broadest certification of high potential primary, secondary and commemorative sites and streetscapes - proposed design of new park spaces - marked walking and biking Trails
Visitor services and facilities	- interpretive center at Tent City - no NPS staff at center	- interpretive center at Tent City - no NPS staff at center	- interpretive center at Tent City with NPS staff - interpretive center in Selma with NPS staff - interpretive center at St Jude in Montgomery with NPS staff	- interpretive center at Tent City with NPS staff - interpretive center in Selma with NPS staff - interpretive center at St Jude in Montgomery with NPS staff - loop Trail at St. Jude
Partnerships	existing volunteer-led tours and interpretive activities	primarily volunteer-led partnership with participation of local, state, and federal agencies, including NPS	partnership of non-profit, local, state, and federal agencies, including NPS	NPS-led partnership of local, state, and federal agencies, and non-profit agencies



Figure 14 A view of the rolling, rural landscape along US Highway 80

The Proposal: Alternative C: The National Struggle

Actions described under this alternative would be in addition to those outlined in the “Actions Common to All Alternatives.”

Story definition

Alternative C interprets the evolution of citizenship rights in the United States and places the Selma to Montgomery Voting Rights March in the broadest context of the Modern Civil Rights Movement and American democracy. Under this alternative, Trail-related interpretation and educational opportunities would emphasize the full range of interpretive themes.

Resource protection

In accordance with the MOA, ALDOT would re-design US Highway 80 to accommodate additional lanes and new safety features, while preserving the roadway’s original lanes for local access only. The Trail partners, including ALDOT, would identify and mark safe areas for pedestrian and bicycle use on the original portions of the Trail.

Also, as part of the MOA, the ALDOT and SHPO would cooperate to inventory the significant, historically intact landscapes along the corridor and seek funding for acquisition and preservation.

Under this alternative, the Trail partners would further enhance preservation of the route’s historic setting by determining priorities for the protection of Trail viewsheds with scenic and historic integrity. Viewsheds are areas of the landscape that are visible from the Trail route.

Table 2 identifies viewshed protection priorities based on a *Cultural Landscape Inventory* of the Trail conducted by the NPS. In general, viewshed protection would target those sections of the Trail between the Edmund Pettus Bridge and the Montgomery Airport with limited changes to patterns of land use, open space, and vegetation relative to 1965 conditions. In addition, viewshed protection would promote

compatible uses within an approximate 500 foot buffer of the Trail to ensure that future development does not detract from the historic and scenic qualities of Trail resources.

Viewshed Integrity Key:

- 1: Land uses unchanged; roadside vegetation similar in density and proximity to roadway; open space decreased by less than 10 percent; no exotic or invasive plant material; no significant intrusions into the historic scene
- 2: Land uses similar, but with some changes in development or evidence of natural succession; open space decreased by 10 percent to 15 percent; minor intrusions into the historic scene
- 3: Land uses changed significantly; view obstructed or dramatically altered; roadside vegetation different in either type or distance from roadway; open space decreased by more than 15 percent; invasive roadside vegetation escaped from cultivation; major intrusions to the historic scene

Table 2**Alternative C: Viewshed Integrity and Preservation Priorities**

Segment	Viewshed Integrity	Priority for Protection
Edmund Pettus Bridge to SR 41 at Selmont	3	Low
SR 41 to Hall Campsite at CR 67	2	Medium
CR 67 to CR 7 in Dallas	1	High-Medium
CR 7 to Big Swamp Tributary	1	High
Big Swamp Tributary to CR 17 in Lowndes	2	Medium
CR 17 to Big Swamp Creek	2	Medium
Big Swamp Creek to CR 29 in Lowndes	1	High
CR 29 to Caffey Rd	2.5	Low
Caffey Rd to CR 37 in Lowndes	3	Low
CR 37 to Mitchell Young Rd	2	Medium
Mitchell Young Rd to Airport	3	Low

Source: SEMO Cultural Landscape Inventory, NPS, April 2000



Figure 15 Viewshed segment from CR 67 to CR 7 in Dallas County



Figure 16 Viewshed segment from CR 7 to Big Swamp Tributary



Figure 17 Viewshed segment from Big Swamp Creek to CR 29 in Lowndes County

High potential sites

Since Alternative C stresses the broadest range of interpretive themes from the events of March 1965, to early grass-roots organizing efforts and the regional and national struggle for equality, this alternative would also feature the broadest certification of primary, secondary and commemorative sites. The high potential sites include those city streetscapes that are on or near the Trail and are eligible for the National Register of Historic Places.

The vulnerability and threat of the site is based on the carrying capacity. As part of the recommended inventory of resources, each high potential site or segment is assigned a rating of 1, 2, or 3 (1 meaning little potential disturbance; 2 is moderate potential disturbance; and 3 has a high probability of disturbance) for each of the factors listed in the Carrying Capacity section on page 14.

Under Alternative C, high potential primary sites along the Trail would include, but not be limited, to:

Table 3
Alternative C: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
First Baptist Church, site of mass meetings	Martin Luther King, Jr. Street, Selma	NRHP	Private	< 5 acres	2	
Brown Chapel AME Church, organization point of the marches	Martin Luther King, Jr. Street, Selma	NRHP	Private	< 5 acres	1	
George Washington Carver Homes, home to many march participants	Martin Luther King, Jr. Street, Selma	-	Public	> 10 acres	3	

Table 3
Alternative C: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Silver Moon Café, site of Rev. James Reeb's death and symbol of clergy's support of the march	Corner of Washington Street and Selma Avenue, Selma	-	-	> 1 acre	3	
Clark Elementary School, site of rally for Teacher's March on January 22, 1965	Martin Luther King, Jr. Street, Selma	-	Public	< 5 acres	3	
The Berlin Wall, a symbol of a federal court injunction that banned marches until the court could rule on the issue	Martin Luther King, Jr. Street, Selma	-	Trail ROW	< 1 acre	3	
Martin Luther King, Jr. Street, part of the Bloody Sunday, Turnaround Tuesday, and March 21 march routes	Martin Luther King, Jr. Street from Jefferson Davis Avenue to Water Avenue, Selma	NRHP	Trail ROW	> 1,000 linear feet	2	
Water Avenue, part of the Turnaround Tuesday march route and the Water Avenue Historic District	Water Avenue between Martin Luther King, Jr. Street and Broad Street, Selma	NRHP	Trail ROW	> 1,000 linear feet	2	

Table 3
Alternative C: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Alabama Avenue, part of the Bloody Sunday and March 21 march routes	Alabama Avenue between Martin Luther King Street and Church Street, Selma	NRHP	Trail ROW	> 1,000 linear feet	2	
Cecil B. Jackson Public Safety Building, site of Dr. King's and marchers' incarceration	Alabama Avenue, Selma	NRHP	Public	< 5 acres	2	
Sullivan Building, site of Student Nonviolent Coordinating Committee headquarters	Alabama Avenue, Selma	NRHP	Private	< 5 acres	3	
Dallas County Courthouse, site of registration efforts and protests	Corner of Lauderdale Street and Alabama Avenue, Selma	NRHP	Public	< 5 acres	2	
Broad Street, part of the Bloody Sunday and March 21 march routes	Broad Street from Alabama Avenue to the Edmund Pettus Bridge, Selma	NRHP	Trail ROW	> 1,000 linear feet	2	

Table 3
Alternative C: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Edmund Pettus Bridge, exit from Selma over the Alabama River	US Highway 80, Selma	NRHP	Trail ROW	1,248 linear feet	1	
"Bloody Sunday" site, confrontation point between marchers and law enforcement	US Highway 80 and Kings Bend Road, Selma	-	Private	< 5 acres	1	
David Hall property, site of overnight campsite on March 21, 1965, the first night of the march	US Highway 80 and Dallas County Route 67, Dallas County	-	Private	> 10 acres	1	
Mt. Gilliard Missionary Baptist Church, site of first mass meetings in Lowndes County and home to many civil rights activities	Westbound US Highway 80, Lowndes County	-	Private	< 5 acres	3	
Tent City, site of emergency housing for evicted share cropper families	US Highway 80, Lowndes County	-	Private	> 10 acres	1	

Table 3
Alternative C: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Rosie Steele property, site of overnight campsite on March 22, 1965, the second night of the march	Westbound US Highway 80, Lowndes County	-	Private	> 10 acres	1	
Robert Gardner property, site of overnight campsite on March 23, 1965, the third night of the march	US Highway 80 and Fredrick Douglass Road, Lowndes County	-	Private	> 10 acres	1	
Student Non-Violent Coordinating Committee (SNCC) Freedom House, housed volunteers participating in voter registration campaign	Lowndes County	-	Private	< 5 acres	1	No image
St Jude Complex, site of fourth and last overnight campsite and "Stars of Freedom Rally" on March 24, 1965	West Fairview Avenue, Montgomery	NRHP	Private	> 10 acres	1	
City of St. Jude Historic District, Catholic Church complex noted for its role in education and health care, and prominence in the African-American community	Includes streetscape along W. Fairview Ave. in Montgomery between Mobile Road and Oak Street, Montgomery	NRHP	Private	> 10 acres	1	

Table 3
Alternative C: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Oak Street, part of the March 21 march route.	Oak Street between West Fairview Avenue and Jeff Davis Avenue, Montgomery	-	Trail ROW	> 1,000 linear feet	2	
Washington Park neighborhood, supported marchers with food, restroom facilities, and lodging	Oak Street, Montgomery	-	Private	> 10 acres	2	
West Jeff Davis Avenue, part of the March 21 march route	Includes streetscape along West Jeff Davis Avenue between Oak Street and South Holt Street, Montgomery	-	Trail ROW	> 1,000 linear feet	2	
Five Points intersection, site where marchers led by Dr. King knelt and prayed before continuing to the capitol	Clayton Street and Goldthwait Street, Montgomery	-	Trail ROW	> 1 acre	2	
South Holt Street, part of the March 21 march route	Includes streetscape along South Holt Street between West Jeff Davis Avenue and Day Street, Montgomery	-	Trail ROW	> 1,000 linear feet	2	

Table 3
Alternative C: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Mobile Street, part of the March 21 march route	Includes streetscape along Mobile Street between Day Street and Clayton Street, Montgomery	-	Trail ROW	> 1,000 linear feet	2	
Montgomery Street, part of the March 21 march route	Includes streetscape along Montgomery Street between Clayton Street and Court Street, Montgomery	-	Trail ROW	> 1,000 linear feet	2	
Court Square Historic District and Court Square-Dexter Avenue Historic District (Boundary Increase), area noted for Late Victorian architecture and its role in commerce/trade	Streetscapes including Dexter Avenue, Perry Street, Monroe Street and Court Street, Montgomery	NRHP	Public/Streets	> 5,000 linear feet	2	
Alabama state capitol area, site of culminating rally on March 25, 1965	Bainbridge Street and Dexter Avenue, Montgomery	NRHP	Public	> 10 acres	1	

Under Alternative C, high potential secondary sites and historic streetscapes would include, but not be limited, to:

Table Key:

NRHP – National Register of
Historic Places
ROW – right-of-way

1 – little potential disturbance
2 – moderate potential
disturbance
3 – high probability of
disturbance

Table 4
Alternative C: High Potential Secondary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Tabernacle Baptist Church in Selma, site of initial support meetings	Broad Street and Minter Avenue, Selma	-	Private	> 5 acres	3	
Amelia Boynton House in Selma, site of Courageous Eight meeting	Lapsley Street, Selma	-	Private	> 1 acre	1	
Selma University, student participation in demonstrations and marches	Lapsley Street, Selma	-	Private	> 10 acres	3	
Old Depot Museum, contains exhibits related to rail history, civil rights, and other history	Water Avenue and Martin Luther King, Jr. Street, Selma	-	Private	< 5 acres	2	
Good Samaritan Hospital in Selma, site where most injured African-Americans were treated	Broad Street, Selma	-	Private	< 5 acres	3	

Table Key:NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance

2 – moderate potential
disturbance3 – high probability of
disturbance**Table 4**
Alternative C: High Potential Secondary Sites

Site	Location	Status	Ownership	Size	Threat	Image
The Edmundite Mission in Selma, symbol of church support of voting rights and civil rights cause	Broad Street, Selma	-	Private	> 1 acre	3	
The National Voting Rights Museum in Selma, contains exhibits on civil rights and voting rights history	Water Avenue, Selma	-	Private	> 1 acre	2	
Icehouse Historic District, area of commerce/trade, housing and education noted for its Bungalow/ Craftsman, Tudor Revival, and Colonial Revival architecture	Includes streetscapes along Jefferson Davis Avenue, Lapsley Street, Union Street, and Dallas Avenue in Selma	NRHP	Public/Streets	> 5,000 linear feet	3	
Old Town Historic District and 2003 Boundary Increase, area of commerce/trade and government noted for its Late Victorian architecture	Includes streetscapes along Jefferson Davis Avenue, Franklin Street, Pettus Street, Broad Street, Washington Street Selma Avenue, and Dallas Avenue in Selma	NRHP	Trail ROW/Public/ Streets	> 5,000 linear feet	2	
Riverview Historic District, area noted for health care, recreation, culture and Shingle Style, Queen Anne, Stick/Eastlake architecture	Streetscapes along Selma, Lamar, Alabama, Water, Riverview Avenues, Young, King, Pelham, Satterfield, and Lapsley Streets in Selma	NRHP	Trail ROW/Public/ Streets	> 5,000 linear feet	2	

Table Key:

NRHP – National Register of
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disturbance

Table 4
Alternative C: High Potential Secondary Sites

Site	Location	Status	Ownership	Size	Threat	Image
The City of Lowndesboro, preserved plantation-style houses and symbol of agrarian-based socio-economic system	North of US Highway 80, Lowndes County	NRHP	Public/Private	> 10 acres	3	
Lowndes County Jail House in Hayneville, site of Jonathan Daniels incarceration	Courthouse square, Hayneville	NRHP	Public	< 1 acre	3	
Lowndes County Courthouse in Hayneville, site of trials for the murders of Viola Liuzzo and Jonathan Daniels	Courthouse square, Hayneville	NRHP	Public	< 1 acre	3	
First Baptist Church in Hayneville, site of primary election for Lowndes County Freedom Organization	Off courthouse square, Hayneville	-	Private	< 5 acres	3	
Mt. Zion AME Church in Montgomery, site of many civil rights mass meetings and the place where the Montgomery Improvement Association was first formed.	Holt Street and Mobile Street, Montgomery	NRHP	Private	< 5 acres	1	

Table Key:

NRHP – National Register of
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disturbance

3 – high probability of
disturbance

Table 4
Alternative C: High Potential Secondary Sites

Site	Location	Status	Ownership	Size	Threat	Image
The Rosa Parks Library and Museum in Montgomery, exhibits on the Montgomery Bus Boycott and the "Mother of the Civil Rights Movement."	Montgomery Street, Montgomery	-	Private	< 5 acres	2	
Dexter Avenue King Memorial Baptist Church in Montgomery, Dr. King was pastor from 1954 to 1960; backbone of the 1955-1956 Montgomery bus boycott	Dexter Avenue, Montgomery	NRHP	Private	< 5 acres	1	
First Baptist Church of Montgomery, Rev. Ralph D. Abernathy was pastor of the church from 1952 to 1961; site of the SCLC's first Institute on Non-Violence and Social Change and the place where Freedom Riders and parishioners sought refuge from the KKK in 1961	Montgomery	-	Private	< 5 acres	2	
Alabama State University, many students and employees participated in the civil rights movement; today it is a center for African-American history and culture and maintains Archives and Special Collections related to the civil rights movement.	Montgomery	NRHP	Public	> 10 acres	3	

Table Key:

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disturbance

Table 4
Alternative C: High Potential Secondary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Alabama State University Historic District, area noted for its architecture, role in education, and prominence in the African-American community	Includes streetscape along South Jackson Street in Montgomery	NRHP	Public	> 10 acres	3	
Ben Moore Hotel, first hotel in Montgomery to serve blacks and an anchor of the Centennial Hill Historic District	Corner of Jackson and High Streets, Montgomery	-	Private	< 1 acre	1	
Dexter Avenue Parsonage Museum, home to Dr. King and his family from 1954 to 1960 and the site of many private meetings with Dr. King and other civil rights leaders	309 S. Jackson Street, Montgomery	NRHP	Private	< 1 acre	1	
Holt Street Baptist Church, site of first mass meeting to organize the Montgomery bus boycott	903 South Holt Street, Montgomery	-	Private	< 5 acres	2	
North Lawrence-Monroe Street Historic District, area noted for its prominence in commerce and the African-American community	Includes streetscapes along Monroe Street and N. Lawrence Street. in Montgomery	NRHP	Public/Streets	> 5,000 linear feet	2	

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

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3 – high probability of
disturbance

Table 4
Alternative C: High Potential Secondary Sites

Site	Location	Status	Ownership	Size	Threat	Image
South Perry Street Historic District, area noted for commerce, trade, and Federal and Late 19th And 20th Century Revival architecture	Includes streetscapes along South Perry Street between Dexter Avenue and Washington Avenue in Montgomery	NRHP	Public/Streets	> 5,000 linear feet	2	
Lower Commerce Street Historic District and Lower Commerce Street Historic District (Boundary Increase), area noted for noted for commerce, trade, and Classical Revival architecture	Includes streetscapes along North Court Street, Commerce Street, Coosa Street, Tallapoosa Street, North Lawrence Street, and Madison Avenue, Montgomery	NRHP	Public/Streets	> 5,000 linear feet	3	

Under Alternative C, high potential commemorative sites would include, but not be limited, to:

Table Key:

NRHP – National Register of
Historic Places
ROW – right-of-way

1 – little potential disturbance
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disturbance
3 – high probability of
disturbance

Table 5
Alternative C: High Potential Commemorative Sites

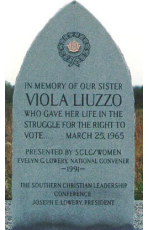
Site	Location	Status	Ownership	Size	Threat	Image
Viola Liuzzo Monument	Eastbound US Highway 80, Lowndes County	-	Private	< 1 acre	3	
Jonathan Daniels Monument	Courthouse square, Hayneville	-	Public	< 1 acre	3	
James Reeb Monument	Old Depot Museum, Selma	-	Private	< 1 acre	3	
Martin Luther King, Jr. Monument	Brown Chapel, Selma	-	Private	< 1 acre	1	

Table Key:

NRHP – National Register of
Historic Places
ROW – right-of-way

1 – little potential disturbance
2 – moderate potential
disturbance
3 – high probability of
disturbance

Table 5
Alternative C: High Potential Commemorative Sites

Site	Location	Status	Ownership	Size	Threat	Image
Civil Rights Memorial Park	East of Edmund Pettus Bridge, Selma	-	Private	> 10 acres	1	
Civil Rights Memorial, site of memorial for those who lost their lives in the Civil Rights struggle	Washington Avenue, Montgomery	-	Public	< 1 acre	2	

The SCLC/Women's Organizational Movement for Equality Now has been an active partner in establishing commemorative sites along the Trail, including the Viola Liuzzo, Jimmie Lee Jackson, and the John Lewis and Hosea Williams monuments.

Table 6 shows priorities for the acquisition or protection of Alternative C high potential sites and segments and a general schedule of actions by year.

Table 6			
Alternative C: Acquisition and Protection Priorities for High Potential Sites and Segments			
Priority	Site/Segment	Action	Target Year for Action
1	Tent City Site	Acquisition	Current
2	US Highway 80 corridor easement	Acquisition & Protection	Year 1
3	Peoples Bank Bldg (Selma Interpretive Center)	Acquisition	Year 1
4	St. Jude Interpretive Center	Acquisition	Year 1
5	Bloody Sunday confrontation site	Acquisition	Year 2
6	Campsites: Hall, Steele & Gardner	Protection	Year 2
7	Edmund Pettus Bridge	Protection	Year 3
8	Alabama State Capitol	Protection	Year 3
9	Amelia Boynton house	Acquisition & Protection	Year 3
10	Brown Chapel AME Church	Protection	Year 4
11	Dallas County Courthouse	Protection	Year 5

Table 6
Alternative C: Acquisition and Protection Priorities for High Potential Sites and Segments

Priority	Site/Segment	Action	Target Year for Action
12	George Washington Carver neighborhood	Protection	Year 5
13	First Baptist Church	Protection	Year 5

Site development concepts

Alternative C includes a design concept for the Bridge to Freedom Memorial Park and the Bloody Sunday site near the Edmund Pettus Bridge. Figures 18, 19, and 20 feature sketches of the sites.

Bridge to Freedom Memorial Park

The Bridge to Freedom Memorial Park is south of the Edmund Pettus Bridge along US Highway 80. Major concepts for the park include adding parking areas and a drop off zone, historically accurate façade improvements, landscaping and seating, and improved pedestrian access.

The parking area would be off of the access road and include approximately 30 spaces for the park and existing buildings. Adjacent to the park entry, a drop off zone would accommodate cars and shuttle buses.

A possible treatment option to reinforce the historic setting would be to restore existing building facades to their 1965 appearance. Any such treatment would be consistent with NPS Management Policies (Section 5.3, 5.4.3 Restoration), which state that a structure may be restored to an earlier appearance if:

- all changes after the proposed restoration period
- have been professionally evaluated, and the significance of those changes has been fully considered

- restoration is essential to public understanding of the Trail’s cultural associations
- sufficient data about that structure’s earlier appearance exist to enable its accurate restoration
- the disturbance or loss of significant archeological resources is minimized and mitigated by data recovery

Along the park side of the building, the mural of civil rights figures would remain. Landscaping of the park would provide access consistent with the Americans with Disabilities Act to existing monuments, more enclosed spaces for quiet interpretation, and trees for shade. The concept would add benches and seating walls at the park entry and some of the monuments. The intent of the design is to create a space for reflection and healing.

Currently, the pedestrian connection from Selma to the park terminates at the end of the Edmund Pettus Bridge. As part of the concept, the sidewalk would extend along US Highway 80 to the entrance of the park.



Figure 18 Bridge to Freedom Memorial Park Concept

Bloody Sunday Site

The Bloody Sunday site, along the Frederick D. Reese Parkway south of downtown Selma, would commemorate the events of Sunday, March 7, 1965. The site consists of the existing H and H building and surrounding parcel. The intent is to create a formal space that allows visitors to learn about the event and its participants. A wayside exhibit panel would explain this seminal moment of the campaign. Visitors could use seating walls to rest and reflect on the site's story. Consistent with the NPS Management Policies on restoration cited earlier, the H and H building's façade could also be restored to its 1965 appearance to reinforce the historic character of the setting.

Figures 19 and 20 show alternative concepts for site development. Concept B adds a parking area to the side of the building to accommodate approximately 50 vehicles. The centerpiece of the site would be a plaza set within the current access road. The plaza would represent the marchers on that day of confrontation with a monument and pavers marked with footprints. Concept C reduces parking at the site and places the plaza to the side of the H and H building to maintain the historic connectivity along the access road.



Figure 19 Bloody Sunday Site Concept 1



Figure 20 Bloody Sunday Site Concept 2

High potential routes

The Trail partners, including the NPS, ALDOT and Lowndes County, would cooperate to establish certified walking and biking routes to include, but not be limited to, the Lowndes County Heritage Trail linking Highway 80 to sites in Lowndesboro and Hayneville, and a route to the City of Marion.

Trail staff and partners would provide visitors with opportunities to experience the rural Alabama countryside and interact with high potential secondary and commemorative sites in Hayneville and Lowndesboro.

Visitor experience

Under Alternative C, visitors would have access to a full range of recreational and interpretive activities, such as driving, walking, biking, guided tours, and interaction with audiovisual materials. Visitors would have opportunities for the following experiences:

- immersion in the march story, both physically and emotionally, by walking, bicycling, and/or driving at low speed along portions of the original route
- understanding the march, its people, places, and events in the context of the Modern Civil Rights Movement and the evolution of citizenship rights in the United States
- easily accessing orientation and activity planning information
- experiencing the essence of the Trail and its stories at several locations or without actually visiting any of the sites
- choosing from a range of activities that vary in length and depth
- becoming inspired to be an advocate for civil and human rights in their own communities

- understanding the contrast between the social and political climate of the modern civil rights era and today
- learning about all of the Trail's themes through a variety of well-maintained interpretive media and quality interpretive services
- experiencing first-hand accounts from the people who were a part of the 1965 Voting Rights Marches
- reflecting on the modern civil rights era, the people, and social injustices
- experiencing authentic places related to the Trail's history and significance
- understanding the various Trail corridor designations

Visitor information services

Under Alternative C, Selma, Lowndes County, and Montgomery would have interpretive centers with NPS staff.

Selma

Alternative C would rehabilitate and re-use a three-story historic structure—known as the former People's Bank—on the northeast corner of Water Avenue and Broad Street, across from the Edmund Pettus Bridge. The facility would serve as a downtown interpretive center, giving an overview of the march story and providing general orientation for the entire Trail.

The adjoining buildings along the block would house a theater and audiovisual elements. The FHWA and ALDOT would acquire these properties using Scenic Byways funds. The NPS would provide professional services that support:

- rehabilitation of the interior and exterior of the former People's Bank building, Goodwill building, and the Dance Studio building, including the

preservation and restoration of distinguishing architectural features, construction of visitor parking, and utilities and site improvements

- supplemental and pre-design work by an architectural/engineering firm (Title I services)
- design development and construction documents (Title II services)
- construction and management (Title III services)

The FHWA and ALDOT would transfer facilities to the City of Selma. The City of Selma would assume primary responsibility for facility operation. The NPS would staff the center, but would not assume maintenance responsibilities. Specific roles and responsibilities would be identified in an agreement among the NPS, FHWA, ALDOT, the Alabama Department of Tourism and Travel, and the City of Selma.

Center exhibits would tell the story of the civil rights history of Selma and Dallas County and the nation as a whole, conveying an understanding of:

- why the march began in Selma
- the grass roots community effort that led to the passage of the 1965 Voting Rights Act
- the history of oppression, segregation, and socio-economic factors that led to organization of the African-American community

The center would also orient visitors to the significant buildings, sites and streets of Selma by offering a self-guided walking/driving tour booklet and tours.

The center would provide a staging area for NPS-led shuttle and walking tours of the Selma portion of the march route. Ranger-guided walking tours would focus on the primary historic sites in proximity to the center, including structures along Martin Luther King, Jr. Street, churches, schools, and

the “Berlin Wall.” In consultation with the Friends of Selma and Dallas County and ALDOT, the NPS would also establish opportunities for interpretation near the Edmund Pettus Bridge and on the Bloody Sunday site.

Special interest tours and self-guided walking/driving tours could also include secondary sites that are farther from the Trail.

To facilitate a higher level of visitor interaction with resources, the NPS would build a contact station on Martin Luther King, Jr. Street. Volunteers-in-Parks (VIPs) would staff the facility.

The NPS would design wayside exhibits at various primary, secondary, and commemorative sites, such as:

- First Baptist Church
- George Washington Carver neighborhood
- Cecil Jackson Public Safety Building
- Sullivan Building
- Dallas County Courthouse
- Tabernacle Baptist Church
- Amelia Boynton house

- Clark Elementary School
- Brown Chapel AME
- Berlin Wall
- Silver Moon Café
- Bloody Sunday site
- Turnaround Tuesday site

The NPS would also design orientation and introduction panels for Selma and the overall Trail.



Figure 21 Alternative C - Selma to Montgomery March route and sites

Lowndes County/Tent City

The Tent City Interpretive Center would orient visitors to the Trail and tell the overall story of the march and its related events.

Specific visitor services at this 12,235 square-foot facility would include exhibit space, a gathering space for interpretive talks, a theater, and a NPS cooperating association bookstore. The facility would also have separate office space and a storage area.

Exhibits would relate the march to the grass roots organizing efforts of the community and the risks taken by African-American voters in the face of ongoing resistance and reprisals.

Tent City would also give visitors a unique opportunity to interact with the surrounding rural landscape of Lowndes County. Pastoral views from the site would reinforce the effects of the fertile Back Belt region on the lives of local African-Americans and their struggle for political and economic independence.

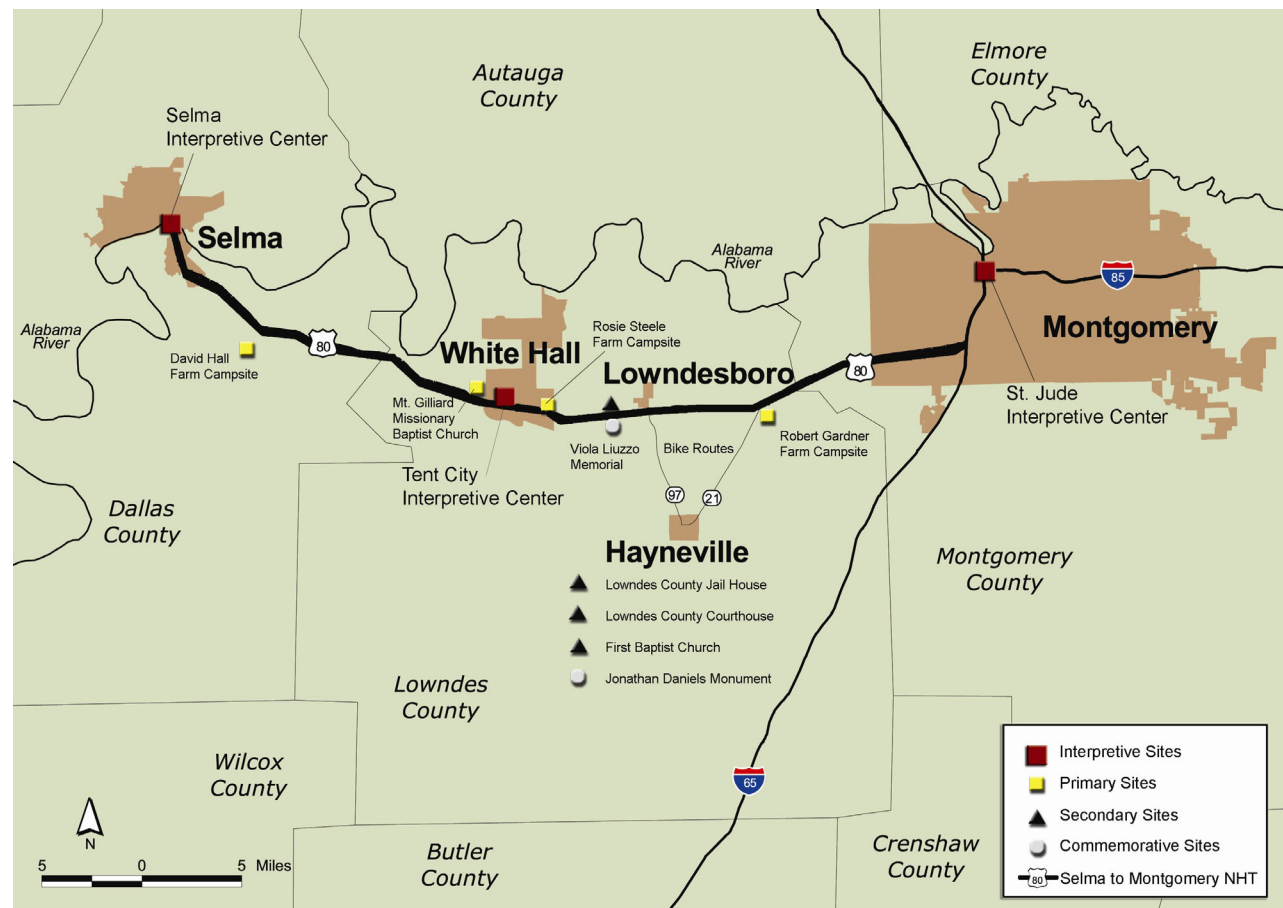


Figure 22 Alternative C – Selma to Montgomery March route and sites

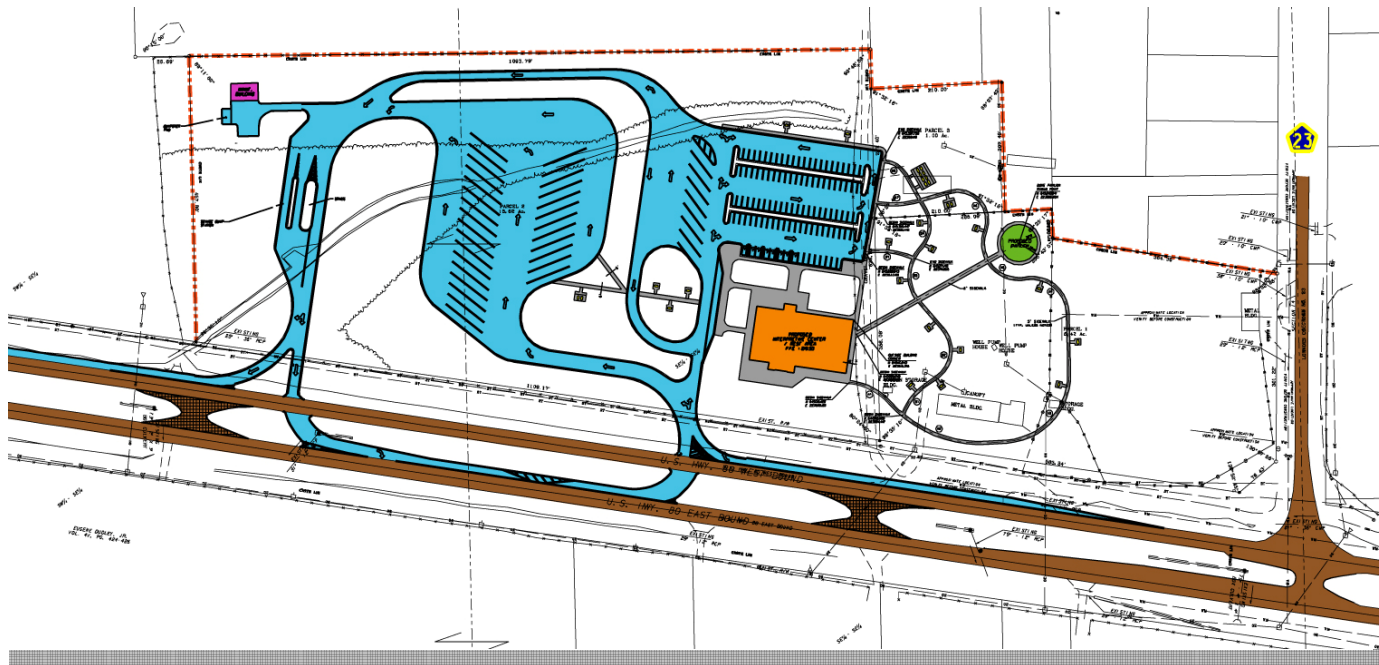
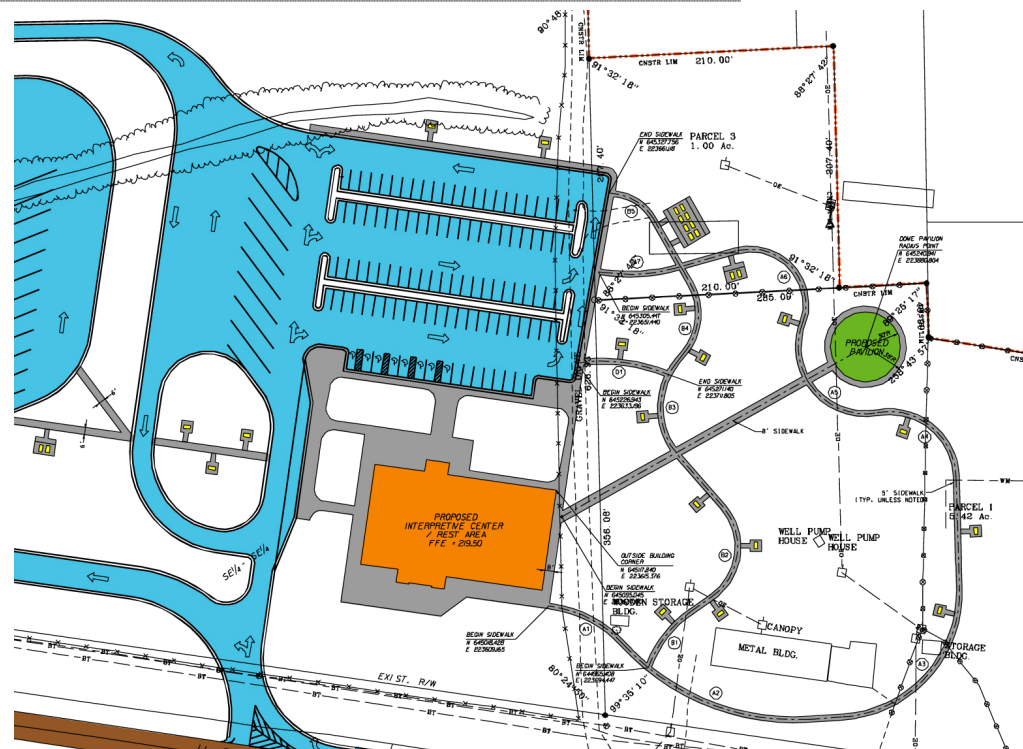


Figure 23 Tent City Interpretive Center Plans



To facilitate a higher level of visitor interaction with Trail resources, the NPS would design wayside exhibits at various sites in Lowndes County along US Highway 80 and at the Tent City property, including:

- Historic Trail orientation
- Campsite 1, the David Hall property
- Dallas/Lowndes County line
- Mount Gilliard Missionary Baptist Church
- Tent City orientation and historic Trail
- March through Lowndes County
- Campsite 2, Rosie Steel Farm
- Campsite 3, Robert Gardner property
- Viola Liuzzo murder site

Visitors could also follow the Trail while listening to a Traveler Information System broadcast or a CD. The system would allow visitors to tune into a low-powered AM radio broadcast or play a CD for information on interpretive and recreation opportunities, as well as roadway conditions along the route.

Tent City would serve as a staging area for other recreational activities, including hiking and biking on portions of the historic roadway. Visitors could also drive or bike along loop trails to nearby secondary features, such as the Mt. Gilliard Church, Rosie Steele property, Lowndesboro, and Hayneville.

Montgomery

An area across the street from the City of St. Jude complex would house an interpretive center. The site consists of approximately 10 acres at the northwest corner of I-65 and West Fairview Avenue. The property for the interpretive center is currently a commercial strip mall, including a grocery store. The Alabama Historical Commission (AHC) would purchase the site and the NPS and AHC would jointly develop and operate the facility.

The new facility would include an information desk, exhibit space, a theater, research area, separate office and storage space, cooperating association book store, and a common area. The City of St. Jude would also be the preferred site of administrative offices for NPS staff, providing good proximity to Federal and state government offices and many of the Trail's other partnering agencies.

The facility would provide an overview of the march story and general orientation for the entire Trail. Exhibits would place the march in an historical context, linking it to earlier civil rights activities in Montgomery and the roles of national political leaders in the Modern Civil Rights Movement. Exhibits would also interpret the City of St. Jude's work in the African-American community, the role of the Washington Park neighborhood, referred to as the "Liberation Zone," and the Stars of Freedom rally. Visitors would also be able to experience the setting of the fourth campsite along the march route.

Alternative C would also connect the City of St. Jude site to the downtown Montgomery trolley connector, giving visitors convenient access to sites in the capitol area.

Specific wayside exhibits in Montgomery would include:

- Historic Trail orientation
- Montgomery orientation
- City of St. Jude
- Liberation neighborhood

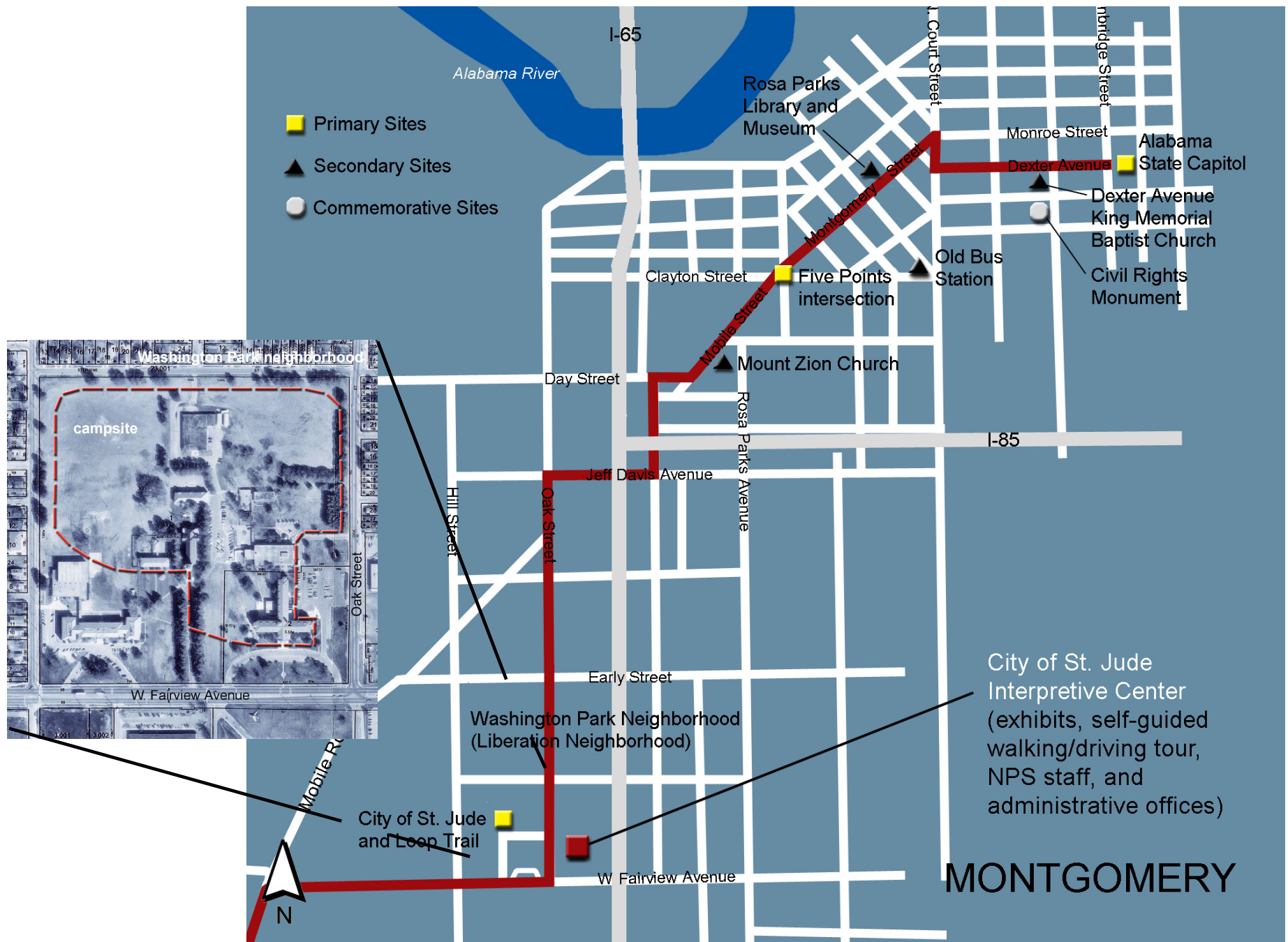


Figure 24 Alternative C - Selma to Montgomery March route and sites

- Stars of Freedom Rally
- Campsite 4, St. Jude property
- Five Points Intersection
- March conclusion with focus on roles of Dr. King, George Wallace, and President Johnson
- Affiliated site commemoration

Since Alternative C embraces the most wide-ranging story, the Trail partners would explore opportunities to link with other regional civil rights sites, such as the Tuskegee Institute National Historic Site and the Martin Luther King, Jr. National Historic Site.

Partnerships/key activities/responsibilities

Table 7 summarizes partnerships among managing entities of the Trail under Alternative C.

Table 7
Alternative C: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Selma					
Interpretive Center acquisition	FHWA	ALDOT	-	-	-
Interpretive Center rehabilitation	NPS (technical assistance)	ALDOT AHC	-	-	-
Interpretive Center staffing	NPS	-	-	SFA, DCFA, NVRM	-
Interpretive Center maintenance	-	-	City of Selma	-	-
Interpretive Center exhibit design	NPS - HFC	-	-	-	-
Delivery of interpretive services	NPS - SEMO	-	City of Selma	SFA, DCFA, NVRM	-

Table 7
Alternative C: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Archive collection	NPS	AHC	City of Selma	SFA, DCFA, NVRM ODM	Selma University
Wayside signs – design and installation	NPS	-	-	-	-
Wayside signs - maintenance	NPS	-	City of Selma	-	-
Primary site certification	NPS – SEMO, SERO	-	-	-	-
Secondary site certification	NPS – SEMO, SERO	-	-	-	-
Affiliated site certification	NPS – SEMO, SERO	-	-	-	-
Primary site management	NPS - SEMO	-	City of Selma Dallas Co	Participating entities	Participating entities
Secondary site management	-	-	City of Selma Dallas Co	Participating entities	Participating entities
Affiliated site management	-	-	City of Selma Dallas Co	Participating entities	Participating entities
Lowndes County					
Interpretive Center property acquisition	-	ALDOT	-	-	-
Interpretive Center construction	-	ALDOT	-	-	-

Table 7
Alternative C: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Interpretive Center primary management	-	ALDOT	-	-	-
Interpretive Center staffing	NPS	-	-	LCFA	-
Interpretive Center maintenance	-	ALDOT	-	-	-
Interpretive Center exhibit design	NPS - HFC	-	-	-	-
Delivery of Interpretive services	NPS	-	-	LCFA	-
Archive collection	NPS	AHC	Lowndes Co	LCFA	-
Wayside signs – design and installation	NPS - HFC	-	-	-	-
Wayside signs - maintenance	NPS	ALDOT	Lowndes Co	LCFA	-
Primary site certification	NPS - SEMO, SERO	-	-	-	-

Table 7
Alternative C: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Secondary site certification	NPS - SEMO, SERO	-	-	-	-
Affiliated site certification	NPS - SEMO, SERO	-	-	-	-
Primary site management	NPS - SEMO	-	Lowndes Co, Lowndesboro, Hayneville, Whitehall	Participating entities	-
Secondary site management	-	-	Lowndes Co, Lowndesboro, Hayneville, Whitehall	Participating entities	-
Affiliated site management	-	-	Lowndes Co, Lowndesboro, Hayneville, Whitehall	Participating entities	-
Secondary Trails	NPS	ALDOT	Lowndes Co, Lowndesboro, Hayneville, Whitehall	-	-
Viewshed protection	FHWA NPS	ALDOT AHC ¹	Lowndes Co	-	-
US Highway 80 wayside maintenance	-	ALDOT	Lowndes Co	-	-

Table 7
Alternative C: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non- Profit Organizations	Educational Institutions
Montgomery					
Interpretive Center acquisition	-	ALDOT, FHWA, AHC ¹	-	-	-
Interpretive Center rehabilitation	NPS (technical assistance)	AHC ¹	-	-	-
Interpretive Center staffing	NPS	AHC ¹	-	MCFA	-
Interpretive Center maintenance	NPS	AHC ¹	City of Montgomery	MCFA	-
Interpretive Center exhibit design	NPS - HFC	-	-	-	-
Delivery of Interpretive services	NPS - SEMO	AHC ¹	-	MCFA	Trenholm Tech, ASU
Archive collection	NPS	AHC ¹	City of Montgomery	MCFA, CSJ RPM	Trenholm Tech, ASU
Wayside signs – design and installation	NPS	-	-	-	-
Wayside signs - maintenance	NPS	-	City of Montgomery	-	-
Primary site certification	NPS - SEMO, SERO	-	-	-	-
Secondary site certification	NPS - SEMO, SERO	-	-	-	-

Table 7
Alternative C: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Affiliated site certification	NPS - SEMO, SERO	-	-	-	-
Primary site management	NPS - SEMO	-	Montgomery Co City of Montgomery	Participating entities	Participating entities
Secondary site management	-	-	Montgomery Co City of Montgomery	Participating entities	Participating entities
Affiliated site management	Tuskegee NHS	-	Montgomery Co City of Montgomery	Participating entities	Participating entities
Trailwide					
Marketing and promotion	NPS	ALBT&T	-	Friends Associations and Participating entities	-
Visitor safety	NPS	-	Dallas, Lowndes and Montgomery counties	-	-

AHC – Alabama Historical Commission
ALBT&T – Alabama Bureau of Travel and Tourism
ALDOT – Alabama Department of Transportation
ASU – Alabama State University
CSJ – City of St. Jude
DCFA – Dallas County Friends Association
FHWA – Federal Highway Administration
LCFA – Lowndes County Friends Association
MCFA – Montgomery County Friends Association
NPS - HFC – National Park Service (Harpers Ferry Center)
NPS - SERO – National Park Service (Southeast Regional Office)
NPS - SEMO – National Park Service (Selma to Montgomery Office)
NVRM – National Voting Rights Museum
ODM – Old Depot Museum
RPM – Rosa Parks Museum
SFA – Selma Friends Association

Trenholm Tech – H. Council Trenholm State Technical College
Tuskegee NHS – Tuskegee National Historic Site

Key:
- means no action taken

Note:
1. Though the Alabama Historic Commission (AHC) is identified as a general partner in the development of the St. Jude Interpretive Center, the specific role of the AHC has not yet been defined.



Figure 25 Existing walking tour panel for Martin Luther King, Jr. Street in Selma



Figure 26 Existing Trail logo sign in Selma

No Action Alternative

The No Action Alternative would continue current management activities and trends. No major changes in visitor programs, resource management or facility development would occur. This alternative would involve the minimal actions required to preserve and maintain the cultural and natural resources associated with the march and its related sites.

Story definition

Existing signs in Selma and Montgomery and Trail logo signs along US Highway 80 would identify the march route and some individual sites and structures connected to the march. There would be no coordinated effort to explain the history and significance of the 1965 events and no interpretive materials to elaborate on the themes of individual sacrifice, non-violent protest, grass-roots organization, and political change.

Resource protection

In accordance with the MOA, ALDOT would re-design US Highway 80 to accommodate additional lanes and new safety features, while preserving the original lanes only for local traffic. Under this alternative, however, there would be no identified and marked safe areas for pedestrian and bicycle use on the original portions of the Trail.

Also, as part of the MOA, ALDOT and the SHPO would cooperate in efforts to inventory the significant, historically intact landscapes along the corridor and seek funding for acquisition and preservation. The No Action alternative, however, would not feature additional efforts on the part of the Trail partners to identify priorities for the protection of viewsheds along US Highway 80. Additionally, the NPS would not actively coordinate with other managing partners to protect the historic and cultural integrity of the Trail landscape.

High potential sites

The NPS would not certify high potential primary, secondary or commemorative sites, city streetscapes or segments for inclusion in the Trail. Visitors would continue to have access to some historic sites and private interpretive facilities associated with the march, but these components would not be coordinated with other Trail-wide resources to tell a unified story.

High potential routes

The NPS would not certify any high potential secondary route segments, such as bike or walking trails that link US Highway 80 to Hayneville, Lowndesboro or other areas.

Visitor experience

Most visitors would experience the Trail as an entirely self-guided auto tour with periodic Trail logo signs and state historical markers at specific sites along US Highway 80.

Existing tourist materials would continue to identify the Trail, but visitors would not have access to an NPS Trail brochure with a map. The Trail would also lack a consistent and coordinated program of interpretive activities that place resources into a broad historical context and tie visitor experiences to Trail themes.

Visitor information services

Under the No Action Alternative, the Trail would have one interpretive center at the Tent City site in Lowndes County.

Selma

The Trail would lack an interpretive center in Selma to manage the entry experience of visitors. Visitors would not have a Trail-wide walking/driving tour booklet, interpretive materials or tours to orient them to the significant buildings, sites, and streets associated with the march. Visitors also

would not interact with additional wayside exhibits and panels that place Selma's resources into their historic context or introduce the city and its role in the march. Existing signs along the Trail in Selma, such as the Trail logo and Martin Luther King, Jr. Street Walking Tour panel would remain. These wayside panels do not conform to NPS planning and design standards.

Visitors would likely view route resources starting at a variety of dispersed points along the Trail without understanding the progression of events that parallels the physical journey starting in Selma and traveling through Lowndes County to Montgomery.

The NPS would not certify additional sites in Selma for inclusion as Trail components. Some self-guided tours of existing sites in Selma would continue. These tours would be volunteer-led and would not connect to the broader themes of the Trail. Some existing facilities, such as National Voting Rights Museum, would continue to provide Trail-related information.

Lowndes County/Tent City

The Tent City Interpretive Center would be the only site where visitors could obtain basic Trail-wide information on historic and cultural context.

The Tent City site would feature a limited set of interpretive services. The site would have a highway rest area and unstaffed visitor information center with brochures, wayside exhibits, picnic tables, and rest rooms. However, it would not be a major access point for secondary recreational opportunities, such as walking and biking trails.

Montgomery

The Trail would lack a managed exit experience and there would be no interpretive center in Montgomery. As in Selma, visitors in Montgomery would not have access to a Trail-wide walking/driving tour booklet or interpretive materials that orient them to the significant buildings, sites, and streets associated with the march.

Visitors could view route resources at a variety of dispersed points along the Trail without understanding the progression of events that led to the culmination of the march in Montgomery. Visitors also would not interact with additional wayside exhibits and panels that place Montgomery's resources into their historic context or introduce the city and its role in the march and the Modern Civil Rights Movement.

The NPS would not certify additional sites in Montgomery for inclusion as Trail components. Some self-guided tours of existing sites in Montgomery would continue. The tours would be volunteer-led and would not connect to the broader themes of the Trail. Informational handouts would continue to be available at some existing facilities, such as the Dexter Avenue King Memorial Baptist Church.



Figure 27 No Action Alternative - Selma to Montgomery March route and sites

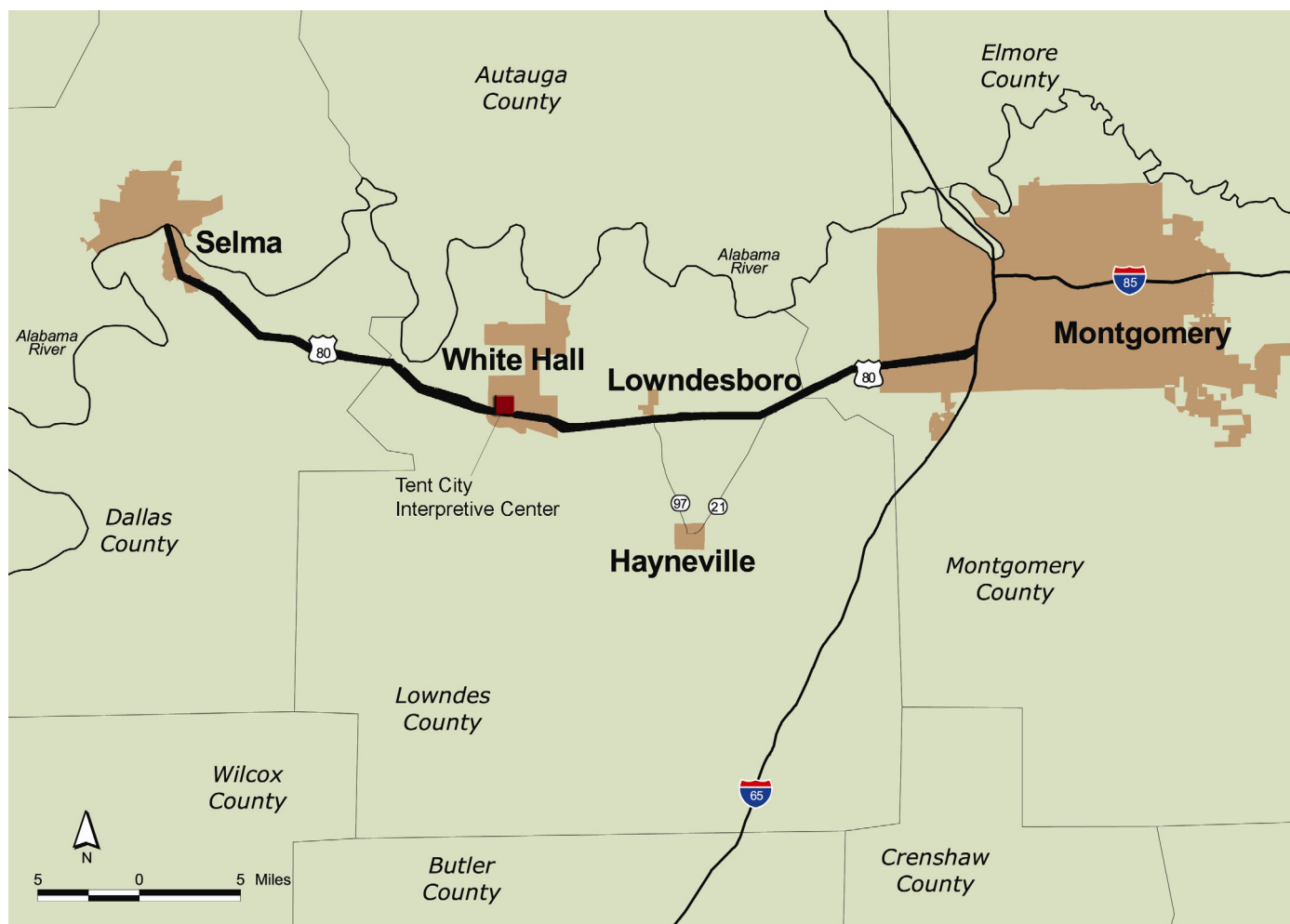


Figure 28 No Action Alternative - Selma to Montgomery March route and sites



Figure 29 No Action Alternative - Selma to Montgomery March route and sites

Partnerships/key activities/responsibilities

Table 8 summarizes the partnerships among the Trail's managing entities.

Table 8 No Action Alternative: Partnerships among Managing Trail Entities					
	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Selma					
Interpretive Center acquisition	-	-	-	-	-
Interpretive Center rehabilitation	-	-	-	-	-
Interpretive Center staffing	-	-	-		-
Interpretive Center maintenance	-	-	-	-	-
Interpretive Center exhibit design	-	-	-	-	-
Delivery of interpretive services	-	-	City of Selma	SFA, DCFA, NVRM	-
Archive collection	-	AHC	City of Selma	SFA, DCFA, NVRM ODM	Selma University
Wayside signs – design and installation	-	-	-	-	-
Wayside signs - maintenance	-	-	-	-	-
Primary site certification	-	-	-	-	-
Secondary site certification	-	-	-	-	-

Table 8
No Action Alternative: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Affiliated site certification	-	-	-	-	-
Primary site management	-	-	-	-	-
Secondary site management	-	-	-	-	-
Affiliated site management	-	-	-	-	-
Lowndes County					
Interpretive Center property acquisition	-	ALDOT	-	-	-
Interpretive Center construction	-	ALDOT	-	-	-
Interpretive Center primary management	-	ALDOT	-	-	-
Interpretive Center staffing	-	-	-	LCFA	-
Interpretive Center maintenance	-	ALDOT	Lowndes Co	LCFA	-
Interpretive Center exhibit design	-	-	-	-	-
Delivery of Interpretive services	-	-	-	LCFA	-
Archive collection	-	AHC	Lowndes Co	LCFA	-

Table 8
No Action Alternative: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Wayside signs – design and installation	-	-	-	-	-
Wayside signs - maintenance	-	-	-	-	-
Primary site certification	-	-	-	-	-
Secondary site certification	-	-	-	-	-
Affiliated site certification	-	-	-	-	-
Primary site management	-	-	-	-	-
Secondary site management	-	-	-	-	-
Affiliated site management	-	-	-	-	-
Secondary Trails	-	-	-	-	-
Viewshed protection	FHWA -	ALDOT AHC	-	-	-
US Highway 80 wayside maintenance	-	ALDOT	-	-	-
Montgomery					
Interpretive Center acquisition	-	-	-	-	-
Interpretive Center rehabilitation	-	-	-	-	-

Table 8
No Action Alternative: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Interpretive Center staffing	-	-	-	-	-
Interpretive Center maintenance	-	-	-	-	-
Interpretive Center exhibit design	-	-	-	-	-
Delivery of Interpretive services	-	-	-	MCFA	Trenholm Tech, ASU
Archive collection	-	AHC	City of Montgomery	MCFA, CSJ, RPM	Trenholm Tech, ASU
Wayside signs – design and installation	-	-	-	-	-
Wayside signs - maintenance	-	-	-	-	-
Primary site certification	-	-	-	-	-
Secondary site certification	-	-	-	-	-
Affiliated site certification	-	-	-	-	-
Primary site management	-	-	-	-	-
Secondary site management	-	-	-	-	-
Affiliated site management	Tuskegee NHS	-	-	-	-

**Table 8:
No Action Alternative: Partnerships among Managing Trail Entities**

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Trailwide					
Marketing and promotion	-	ALBT&T	-	Friends Associations and Participating Entities	-
Visitor safety	NPS	-	Dallas, Lowndes and Montgomery counties	-	-

AHC – Alabama Historical Commission
 ALBT&T – Alabama Bureau of Travel and Tourism
 ALDOT – Alabama Department of Transportation
 ASU – Alabama State University
 CSJ – City of St. Jude
 DCFA – Dallas County Friends Association
 FHWA – Federal Highway Administration
 LCFA – Lowndes County Friends Association
 MCFA – Montgomery County Friends Association
 NPS - HFC – National Park Service (Harpers Ferry Center)
 NPS - SERO – National Park Service (Southeast Regional Office)
 NPS - SEMO – National Park Service (Selma to Montgomery Office)
 NVRM – National Voting Rights Museum
 ODM – Old Depot Museum
 RPM – Rosa parks Museum
 SFA – Selma Friends Association
 Trenholm Tech – H. Councill Trenholm State Technical College
 Tuskegee NHS – Tuskegee National Historic Site

Key:
 - means no action taken



Figure 30 Edmund Pettus Bridge

Alternative A: The Story of the March

Actions described under this alternative would be in addition to those outlined in the “Actions Common to All Alternatives.”

Story definition

This alternative would tell the story of the Selma to Montgomery Voting Rights March as defined by events between March 7 and March 25, 1965 in Dallas, Lowndes, and Montgomery counties, Alabama. Under this alternative, Trail-related interpretation and educational opportunities would emphasize a limited range of interpretive themes related directly to local march activities.

Resource protection

In accordance with the MOA, ALDOT would re-design US Highway 80 to accommodate additional lanes and new safety features, while preserving the original lanes only for local traffic.

Also, as part of the MOA, ALDOT and the SHPO would cooperate in efforts to inventory the significant, historically intact landscapes along the corridor and seek funding for acquisition and preservation. Under Alternative A, however,

the NPS would not initiate and coordinate with other Trail partners on a broad effort to prioritize the protection of historically intact viewsheds along US Highway 80.

High potential sites

Since Alternative A stresses interpretive themes that relate directly to the events of March 1965, certification would only focus on high potential primary sites that played a pivotal role in the march and are adjacent to the Trail route. Alternative A would not feature certification of NRHP-eligible streetscapes.

Under Alternative A, high potential primary sites would include, but not be limited to:

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance
2 – moderate potential
disturbance
3 – high probability of
disturbance

Table 9
Alternative A: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Brown Chapel AME Church, origination point of the marches	Martin Luther King, Jr. St., Selma	NRHP	Private	< 5 acres	1	
George Washington Carver Homes, home to many march participants	Martin Luther King, Jr. Street, Selma	-	Public	> 10 acres	3	
The Berlin Wall, a symbol of a federal court injunction that banned marches until the court could rule on the issue	Martin Luther King, Jr. Street, Selma	-	Trail ROW	< 1 acre	3	
Cecil B. Jackson Public Safety Building, site of Dr. King's and marchers' incarceration	Alabama Avenue, Selma	NRHP	Public	< 5 acres	2	
Sullivan Building, site of Student Nonviolent Coordinating Committee headquarters	Alabama Avenue, Selma	NRHP	Private	< 5 acres	3	

Table Key:

NRHP – National Register of
Historic Places
ROW – right-of-way

1 – little potential disturbance
2 – moderate potential
disturbance
3 – high probability of
disturbance

Table 9
Alternative A: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Edmund Pettus Bridge, exit from Selma over the Alabama River	US Highway 80, Selma	NRHP	Trail ROW	1,248 linear feet	1	
“Bloody Sunday” site, confrontation point between marchers and law enforcement	US Highway 80 and Kings Bend Road, Selma	-	Private	< 5 acres	1	
David Hall property, site of overnight campsite on March 21, 1965, the first night of the march	US Highway 80 and Dallas County Route 67, Dallas County	-	Private	> 10 acres	1	
Tent City, site of emergency housing for evicted share cropper families	US Highway 80, Lowndes County	-	Private	> 10 acres	1	
Rosie Steele property, site of overnight campsite on March 22, 1965, the second night of the march	Westbound US Highway 80, Lowndes County	-	Private	> 10 acres	1	

Table Key:

NRHP – National Register of
Historic Places
ROW – right-of-way

1 – little potential disturbance
2 – moderate potential
disturbance
3 – high probability of
disturbance

Table 9
Alternative A: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Robert Gardner property, site of overnight campsite on March 23, 1965, the third night of the march	US Highway 80 and Fredrick Douglass Road, Lowndes County	-	Private	> 10 acres	1	
St Jude Complex, site of fourth and last overnight campsite and “Stars of Freedom Rally” on March 24, 1965	West Fairview Avenue, Montgomery	NRHP	Private	> 10 acres	1	
Washington Park neighborhood, supported marchers with food, restroom facilities, and lodging	Oak Street, Montgomery	-	Private	> 10 acres	2	
Five Points intersection, site where marchers led by Dr. King knelt and prayed before continuing to the capitol	Clayton Street and Goldthwait Street, Montgomery	-	Trail ROW	> 1 acre	2	
Alabama state capitol area, site of culminating rally on March 25, 1965	Bainbridge Street and Dexter Avenue, Montgomery	NRHP	Public	> 10 acres	1	

The vulnerability and threat of the site is based on the carrying capacity. As part of the recommended inventory of resources, each high potential site or segment is assigned a rating of 1, 2, or 3 (1 meaning little potential disturbance; 2 is moderate potential disturbance; and 3 is a high probability of disturbance) for each of the factors listed in the Carrying Capacity section on page 14.

Since Alternative A focuses specifically on themes that tell the story of the march itself, the NPS would not certify additional secondary or commemorative sites.

High potential routes

The NPS would not certify any high potential secondary route segments, such as bike or walking Trails that link US Highway 80 to Hayneville, Lowndesboro or other areas.

Visitor experience

Most visitors would experience the Trail as an entirely self-guided auto tour with periodic Trail logo signs, state historical markers and limited wayside exhibits at specific sites along US Highway 80. The Trail would lack a consistent and coordinated interpretative program that places resources into a broad historical context and ties visitor experiences to historical and cultural themes. Visitors would have opportunities for the following experiences:

- immersion in the march story, both physically and emotionally, by driving at low speed along portions of the original route
- experiencing the essence of the Trail and its stories at major primary sites or without actually visiting any of the sites
- experiencing first-hand accounts from the people who were a part of the 1965 Voting Rights Marches

Visitor information services

Neither Selma nor Montgomery would have an interpretive center. The Tent City interpretive center would be the only facility where visitors could obtain basic Trail-wide information on historic and cultural context.

Selma

The Trail would lack an interpretive center in Selma to manage the orientation of visitors. Visitors would not be able to view audiovisual interpretive elements or participate in NPS-led tours of the significant buildings, sites and streets in Selma.

Visitors would have access to a Trail-wide walking/driving tour booklet, available at existing tourist information outlets, including state and local visitor information centers and museums. The brochure would orient visitors to primary sites along the Trail and direct the visitor experience from the beginning of the march in Selma through Lowndes County to its culmination in Montgomery.

To facilitate a higher level of visitor interaction with resources, the NPS would design wayside exhibits at major primary sites, such as:

- George Washington Carver neighborhood
- Brown Chapel AME
- Berlin Wall
- Cecil Jackson Public Safety Building
- Sullivan Building
- Bloody Sunday site
- Turnaround Tuesday site

The NPS would also design orientation and introduction panels for Selma and the overall Trail.



Figure 31 Alternative A - Selma to Montgomery March route and primary sites



Figure 32 Tent City

Lowndes County/Tent City

The Tent City site would feature a limited set of interpretive services. The site would have a highway rest area and unstaffed NPS visitor information center with brochures, wayside exhibits, picnic tables, and rest rooms.

Once traveling along US Highway 80, visitors could view various wayside exhibits that interpret the march story.

The NPS would design and install wayside exhibits at Trail-related sites in Lowndes County along US Highway 80 and at the Tent City property, including:

- Historic Trail orientation
- Campsite 1, the David Hall property
- Dallas/Lowndes County line
- Tent City orientation and historic Trail
- March through Lowndes County
- Campsite 2, Rosie Steel Farm
- Campsite 3, Robert Gardner property



Figure 33 City of St. Jude

Visitors would not have access to Traveler Information System broadcasts or a CD to further interpret Trail resources.

Under Alternative A, the Tent City site would not be a major access point for secondary recreational opportunities, such as walking and biking trails.

Montgomery

Montgomery would not have an interpretive center. Self-guiding brochures would be available at existing tourist information outlets and historic sites. Visitors would be able to view key resources in Montgomery, but there would be few wayside exhibits to connect these sites to Trail themes.

Specific wayside exhibits in Montgomery would include:

- Historic Trail orientation
- Montgomery orientation
- Liberation neighborhood
- Stars of Freedom Rally
- Campsite 4, St. Jude property
- March conclusion

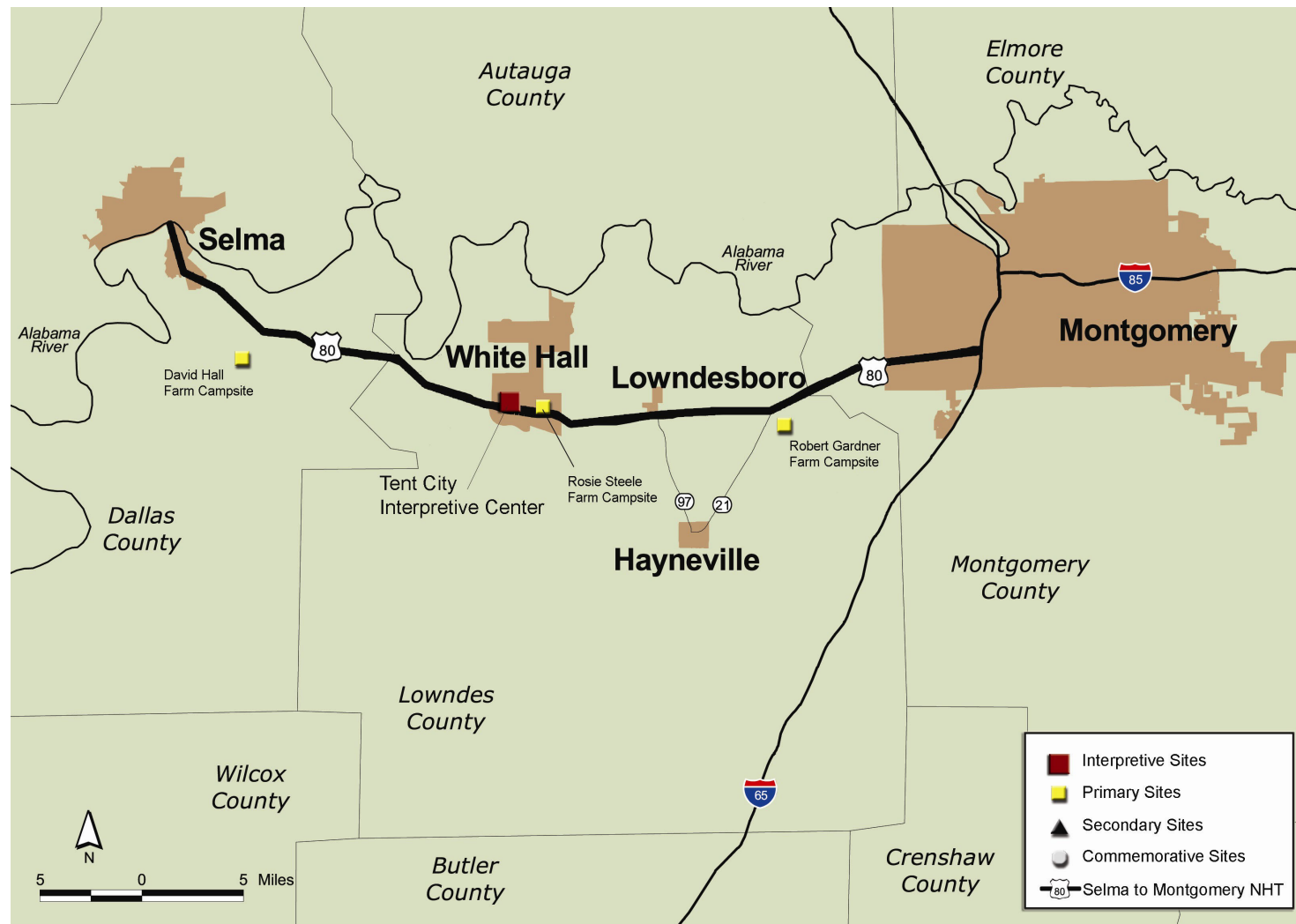


Figure 34 Alternative A - Selma to Montgomery March route and sites

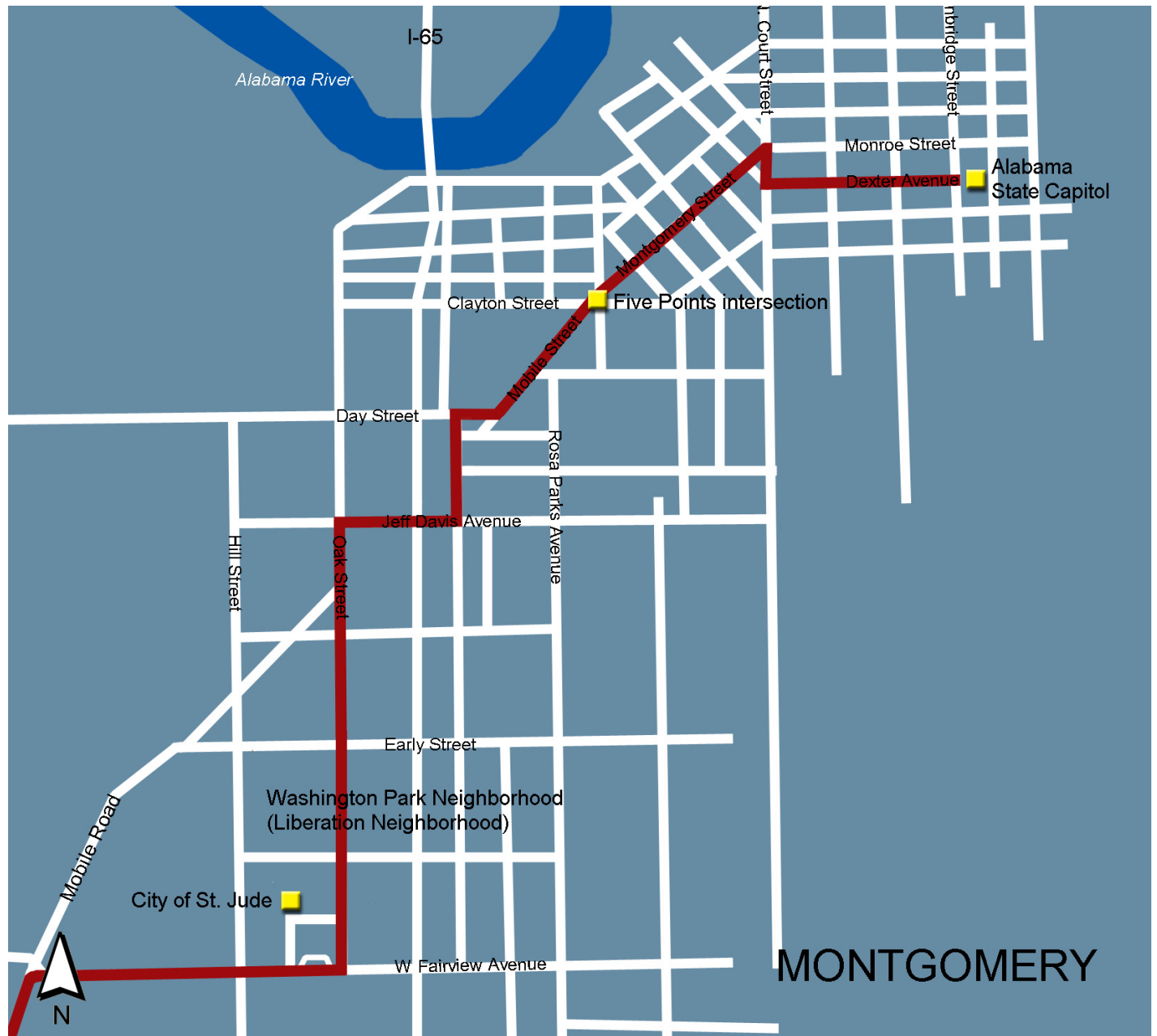


Figure 35 Alternative A - Selma to Montgomery March route and sites

Partnerships/key activities/responsibilities

Table 10 summarizes the partnerships among the Trail’s managing entities.

Table 10 Alternative A: Partnerships among Managing Trail Entities					
	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Selma					
Interpretive Center acquisition	-	-	-	-	-
Interpretive Center rehabilitation	-	-	-	-	-
Interpretive Center staffing	-	-	-	-	-
Interpretive Center maintenance	-	-	-	-	-
Interpretive Center exhibit design	-	-	-	-	-
Delivery of interpretive services	-	-	City of Selma	SFA, DCFA, NVRM	-
Archive collection	-	AHC	City of Selma	SFA, DCFA, NVRM ODM	-
Wayside signs – design and installation	-	-	-	-	-
Wayside signs - maintenance	-	-	-	-	-
Primary site certification	NPS – SEMO, SERO	-	-	-	-
Secondary site certification	-	-	-	-	-

Table 10
Alternative A: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Affiliated site certification	-	-	-	-	-
Primary site management	-	-	City of Selma Dallas Co	Participating entities	Participating entities
Secondary site management	-	-	-	-	-
Affiliated site management	-	-	-	-	-
Lowndes County					
Interpretive Center property acquisition	-	ALDOT	-	-	-
Interpretive Center construction	-	ALDOT	-	-	-
Interpretive Center primary management	-	ALDOT	-	-	-
Interpretive Center staffing	-	-	-	LCFA	-
Interpretive Center maintenance	-	ALDOT	Lowndes Co	LCFA	-
Interpretive Center exhibit design	NPS - HFC	-	-	-	-
Delivery of Interpretive services	-	-	-	LCFA	-
Archive collection	-	AHC	Lowndes Co	LCFA	-

Table 10
Alternative A: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Wayside signs – design and installation	NPS - HFC	-	-	-	-
Wayside signs - maintenance	NPS	ALDOT	Lowndes Co	LCFA	-
Primary site certification	NPS - SEMO, SERO	-	-	-	-
Secondary site certification	-	-	-	-	-
Affiliated site certification	-	-	-	-	-
Primary site management	-	-	Lowndes Co, Lowndesboro, Hayneville, Whitehall	Participating entities	-
Secondary site management	-	-	-	-	-
Affiliated site management	-	-	-	-	-
Secondary Trails	-	-	-	-	-
Viewshed protection	FHWA -	ALDOT AHC	Lowndes Co	-	-
US Highway 80 wayside maintenance	-	ALDOT	Lowndes Co	-	-

Table 10
Alternative A: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Montgomery					
Interpretive Center acquisition	-	-	-	-	-
Interpretive Center rehabilitation	-	-	-	-	-
Interpretive Center staffing	-	-	-	-	-
Interpretive Center maintenance	-	-	-	-	-
Interpretive Center exhibit design	-	-	-	-	-
Delivery of Interpretive services	-	-	-	MCFA	Trenholm Tech, ASU
Archive collection	-	AHC	City of Montgomery	MCFA, CSJ, RPM	Trenholm Tech, ASU
Wayside signs – design and installation	NPS	-	-	-	-
Wayside signs - maintenance	NPS	-	City of Montgomery	-	-
Primary site certification	NPS - SEMO, SERO	-	-	-	-
Secondary site certification	-	-	-	-	-
Affiliated site certification	-	-	-	-	-
Primary site management	-	-	Montgomery Co City of Montgomery	Participating entities	Participating entities

Table 10
Alternative A: Partnerships among Managing Trail Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Secondary site management	-	-	-	-	-
Affiliated site management	-	-	-	-	-
Trailwide					
Marketing and promotion	NPS	ALBT&T	-	Friends Associations and Participating Entities	-
Visitor safety	NPS	-	Dallas, Lowndes and Montgomery counties	-	-

AHC – Alabama Historical Commission
ALBT&T – Alabama Bureau of Travel and Tourism
ALDOT – Alabama Department of Transportation
ASU – Alabama State University
CSJ – City of St. Jude
DCFA – Dallas County Friends Association
FHWA – Federal Highway Administration
LCFA – Lowndes County Friends Association
MCFA – Montgomery County Friends Association

NPS - HFC – National Park Service (Harpers Ferry Center)
NPS - SERO – National Park Service (Southeast Regional Office)
NPS - SEMO – National Park Service (Selma to Montgomery Office)
NVRM – National Voting Rights Museum
ODM – Old Depot Museum
RPM – Rosa Parks Museum
SFA – Selma Friends Association
Trenholm Tech – H. Councill Trenholm State Technical College
Tuskegee NHS – Tuskegee National Historic Site

Key:
- means no action taken



Figure 36 Viewshed at Pintlala Creek

Alternative B: The Regional Struggle

Actions described under this alternative would be in addition to those outlined in the “Actions Common to All Alternatives.”

Story definition

Alternative B would describe the march and link it to the broader 1965 efforts to gain voting rights by the African-American community in the City of Marion and Dallas, Lowndes and Montgomery counties, Alabama.

Under this alternative, Trail-related interpretation and educational opportunities would emphasize a wider range of interpretive themes than Alternative A, stressing early grass roots organizing, the march, and the aftermath of the march in the surrounding counties.

Resource protection

In accordance with the MOA, ALDOT would redesign US Highway 80 to accommodate additional lanes and new safety features, while preserving the roadway’s original lanes. The Trail partners, including ALDOT, would identify and mark safe areas for pedestrian and bicycle use on those original portions of the Trail that would restrict access to local traffic.

Also, as part of the MOA, ALDOT and the SHPO would cooperate in efforts to inventory the significant, historically intact landscapes along the corridor and seek funding for acquisition and preservation.

Under this alternative, the Trail partners would further enhance preservation of the route’s historic setting by determining priorities for the protection of Trail viewsheds with scenic and historic integrity. Viewsheds are areas of the landscape that are visible from the Trail route. See Table 2 for viewshed protection priorities.

High potential sites

Since Alternative B emphasizes a range of interpretive themes from the events of March 1965 to early grass-roots organizing efforts and the regional struggle for equality, more high potential primary, secondary and commemorative sites would be certified than under Alternative A. Alternative B would also certify those NHRP-eligible streetscapes along the Trail.

Under Alternative B, high potential primary sites along the Trail would include, but not be limited, to:

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance

2 – moderate potential
disturbance

3 – high probability of disturbance

Table 11**Alternative B: High Potential Primary Sites**

Site	Location	Status	Ownership	Size	Threat	Image
First Baptist Church, site of mass meetings	Martin Luther King, Jr. Street, Selma	NRHP	Private	< 5 acres	2	
Brown Chapel AME Church, origination point of the marches	Martin Luther King, Jr. Street, Selma	NRHP	Private	< 5 acres	1	
George Washington Carver Homes, home to many march participants	Martin Luther King, Jr. Street, Selma	-	Public	> 10 acres	3	
Clark Elementary School, site of rally for Teacher's March on January 22, 1965	Martin Luther King, Jr. Street, Selma	-	Public	< 5 acres	3	
The Berlin Wall, a symbol of a federal court injunction that banned marches until the court could rule on the issue	Martin Luther King, Jr. Street, Selma	-	Trail ROW	< 1 acre	3	

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance

2 – moderate potential
disturbance

3 – high probability of disturbance

Table 11
Alternative B: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Martin Luther King, Jr. Street, part of the Bloody Sunday, Turnaround Tuesday, and March 21 march routes	Martin Luther King, Jr. Street from Jefferson Davis Avenue to Water Avenue, Selma	NRHP	Trail ROW	> 1,000 linear feet	2	
Water Avenue, part of the Turnaround Tuesday march route and the Water Avenue Historic District	Water Avenue between Martin Luther King, Jr. Street and Broad Street, Selma	NRHP	Trail ROW	> 1,000 linear feet	2	
Alabama Avenue, part of the Bloody Sunday and March 21 march routes	Alabama Avenue between Martin Luther King Street and Church Street, Selma	NRHP	Trail ROW	> 1,000 linear feet	2	
Cecil B. Jackson Public Safety Building, site of Dr. King's and marchers' incarceration	Alabama Avenue, Selma	NRHP	Public	< 5 acres	2	
Sullivan Building, site of Student Nonviolent Coordinating Committee headquarters	Alabama Avenue, Selma	NRHP	Private	< 5 acres	3	

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance

2 – moderate potential
disturbance

3 – high probability of disturbance

Table 11
Alternative B: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Dallas County Courthouse, site of registration efforts and protests	Corner of Lauderdale Street and Alabama Avenue, Selma	NRHP	Public	< 5 acres	2	
Broad Street, part of the Bloody Sunday and March 21 march routes	Broad Street from Alabama Avenue to the Edmund Pettus Bridge, Selma	NRHP	Trail ROW	> 1,000 linear feet	2	
Edmund Pettus Bridge, exit from Selma over the Alabama River	US Highway 80, Selma	NRHP	Trail ROW	1,248 linear feet	1	
"Bloody Sunday" site, confrontation point between marchers and law enforcement	US Highway 80 and Kings Bend Road, Selma	-	Private	< 5 acres	1	
David Hall property, site of overnight campsite on March 21, 1965, the first night of the march	US Highway 80 and Dallas County Route 67, Dallas County	-	Private	> 10 acres	1	

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance

2 – moderate potential
disturbance

3 – high probability of disturbance

Table 11**Alternative B: High Potential Primary Sites**

Site	Location	Status	Ownership	Size	Threat	Image
Mt. Gilliard Missionary Baptist Church, site of first mass meetings in Lowndes County and home to many civil rights activities	Westbound US Highway 80, Lowndes County	-	Private	< 5 acres	3	
Tent City, site of emergency housing for evicted share cropper families	US Highway 80, Lowndes County	-	Private	> 10 acres	1	
Rosie Steele property, site of overnight campsite on March 22, 1965, the second night of the march	Westbound US Highway 80, Lowndes County	-	Private	> 10 acres	1	
Robert Gardner property, site of overnight campsite on March 23, 1965, the third night of the march	US Highway 80 and Fredrick Douglass Road, Lowndes County	-	Private	> 10 acres	1	
St Jude Complex, site of fourth and last overnight campsite and "Stars of Freedom Rally" on March 24, 1965	West Fairview Avenue, Montgomery	NRHP	Private	> 10 acres	1	

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance

2 – moderate potential
disturbance

3 – high probability of disturbance

Table 11
Alternative B: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
City of St. Jude Historic District, Catholic Church complex noted for its role in education and health care, and prominence in the African-American community	Includes streetscape along W. Fairview Ave. in Montgomery between Mobile Road and Oak Street, Montgomery	NRHP	Private	> 10 acres	1	
Oak Street, part of the March 21 march route.	Oak Street between West Fairview Avenue and Jeff Davis Avenue, Montgomery	-	Trail ROW	> 1,000 linear feet	2	
Washington Park neighborhood, supported marchers with food, restroom facilities, and lodging	Oak Street, Montgomery	-	Private	> 10 acres	2	
West Jeff Davis Avenue, part of the March 21 march route	Includes streetscape along West Jeff Davis Avenue between Oak Street and South Holt Street, Montgomery	-	Trail ROW	> 1,000 linear feet	2	
Five Points intersection, site where marchers led by Dr. King knelt and prayed before continuing to the capitol	Clayton Street and Goldthwait Street, Montgomery	-	Trail ROW	> 1 acre	2	

Table Key:

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Table 11
Alternative B: High Potential Primary Sites

Site	Location	Status	Ownership	Size	Threat	Image
South Holt Street, part of the March 21 march route	Includes streetscape along South Holt Street between West Jeff Davis Avenue and Day Street, Montgomery	-	Trail ROW	> 1,000 linear feet	2	
Mobile Street, part of the March 21 march route	Includes streetscape along Mobile Street between Day Street and Clayton Street, Montgomery	-	Trail ROW	> 1,000 linear feet	2	
Montgomery Street, part of the March 21 march route	Includes streetscape along Montgomery Street between Clayton Street and Court Street, Montgomery	-	Trail ROW	> 1,000 linear feet	2	
Court Square Historic District and Court Square-Dexter Avenue Historic District (Boundary Increase), area noted for Late Victorian architecture and its role in commerce/trade	Streetscapes including Dexter Avenue, Perry Street, Monroe Street and Court Street, Montgomery	NRHP	Public/Streets	> 5,000 linear feet	2	
Alabama state capitol area, site of culminating rally on March 25, 1965	Bainbridge Street and Dexter Avenue, Montgomery	NRHP	Public	> 10 acres	1	

High potential secondary sites under Alternative B would include, but not be limited, to:

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance

2 – moderate potential
disturbance

3 – high probability of disturbance

Table 12
Alternative B: High Potential Secondary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Tabernacle Baptist Church in Selma, site of initial support meetings	Broad Street and Minter Avenue, Selma	-	Private	> 5 acres	3	
Amelia Boynton House in Selma, site of Courageous Eight meeting	Lapsley Street, Selma	-	Private	> 1 acre	1	
Selma University, student participation in demonstrations and marches	Lapsley Street, Selma	-	Private	> 10 acres	3	
Old Depot Museum, contains exhibits related to rail history, civil rights, and other history	Water Avenue and Martin Luther King, Jr. Street, Selma	-	Private	< 5 acres	2	
Silver Moon Café, site of Rev. James Reeb's death and symbol of clergy's support of the march	Corner of Washington Street and Selma Avenue, Selma	-	-	> 1 acre	3	

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance

2 – moderate potential
disturbance

3 – high probability of disturbance

Table 12
Alternative B: High Potential Secondary Sites

Site	Location	Status	Ownership	Size	Threat	Image
Good Samaritan Hospital in Selma, site where most injured African-Americans were treated	Broad Street, Selma	-	Private	< 5 acres	3	
The Edmundite Mission in Selma, symbol of church support of voting rights and civil rights cause	Broad Street, Selma	-	Private	> 1 acre	3	
The City of Lowndesboro, preserved plantation-style houses and symbol of agrarian-based socio-economic system	North of US Highway 80, Lowndes County	NRHP	Public/Private	> 10 acres	3	
Lowndes County Jail House in Hayneville, site of Jonathan Daniels incarceration	Courthouse square, Hayneville	NRHP	Public	< 1 acre	3	
Lowndes County Courthouse in Hayneville, site of murder trials for Viola Liuzzo and Jonathan Daniels	Courthouse square, Hayneville	NRHP	Public	< 1 acre	3	

Table Key:

NRHP – National Register of
Historic Places

ROW – right-of-way

1 – little potential disturbance

2 – moderate potential
disturbance

3 – high probability of disturbance

Table 12
Alternative B: High Potential Secondary Sites

Site	Location	Status	Ownership	Size	Threat	Image
First Baptist Church in Hayneville, site of primary election for Lowndes County Freedom Organization	Off courthouse square, Hayneville	-	Private	< 5 acres	3	
Mt. Zion AME Church in Montgomery, site of many civil rights mass meetings and the place where the Montgomery Improvement Association was first formed.	Holt Street and Mobile Street, Montgomery	NRHP	Private	< 5 acres	1	
Dexter Avenue King Memorial Baptist Church in Montgomery, Dr. King was pastor from 1954 to 1960; backbone of the 1955-1956 Montgomery bus boycott	Dexter Avenue, Montgomery	NRHP	Private	< 5 acres	1	

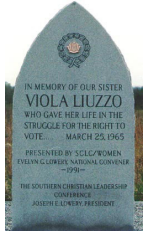
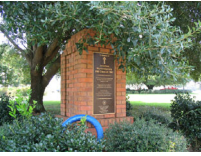
High potential commemorative sites would include, but not be limited, to:

Table Key:

NRHP – National Register of
Historic Places
ROW – right-of-way

1 – little potential disturbance
2 – moderate potential
disturbance
3 – high probability of disturbance

Table 13
Alternative B: High Potential Commemorative Sites

Site	Location	Status	Ownership	Size	Threat	Image
Viola Liuzzo Monument	Eastbound US Highway 80, Lowndes County	-	Private	< 1 acre	3	
Jonathan Daniels Monument	Courthouse square, Hayneville	-	Public	< 1 acre	3	
James Reeb Monument	Old Depot Museum, Selma	-	Private	< 1 acre	3	
Martin Luther King, Jr. Monument	Brown Chapel, Selma	-	Private	< 1 acre	1	

The vulnerability and threat of the site is based on the carrying capacity. As part of the recommended inventory of resources, each high potential site or segment is assigned a rating of 1, 2, or 3 (1 meaning little potential disturbance; 2 is moderate potential disturbance; and 3 is a high probability

of disturbance) for each of the factors listed in the Carrying Capacity section on page 14.

Unlike Alternative C, Alternative B would not contain a design concept for the Bridge to Freedom Memorial Park

near the Edmund Pettus Bridge or the Bloody Sunday site at US Highway 80 and Kings Bend Road.

High potential routes

The Trail partners would orient visitors to walking and biking opportunities around Lowndesboro and Hayneville, but would not collaborate with ALDOT to designate a Lowndes County Heritage Trail.

Visitor experience

Visitors would have access to a range of interpretive and recreational activities, including walking, biking and driving. Visitors would have the following opportunities:

- immersion in the march story, both physically and emotionally, by walking, bicycling, and/or driving at low speed along portions of the original route
- easily accessing orientation and activity planning information
- experiencing the essence of the Trail and its stories at several locations or without actually visiting any of the sites
- choosing from a range of activities that vary in length and depth
- learning about some of the Trail's themes through a variety of well-maintained interpretive media and quality interpretive services
- experiencing first-hand accounts from the people who were a part of the 1965 Voting Rights Marches
- experiencing authentic places related to the Trail's history and significance
- understanding the various Trail corridor designations

Visitor information services

As with Alternative C, Alternative B would provide three interpretive facilities in Selma, Lowndes County, and Montgomery.

Selma

Alternative B would feature the rehabilitation and adaptive re-use of the former People's Bank building. The facility would orient visitors to the city and the Trail.

The FHWA and ALDOT would acquire this property using Scenic Byways funds. The FHWA and ALDOT would transfer facilities to the City of Selma, which would assume primary responsibility for facility operation. The NPS would staff the center, but would not assume maintenance responsibilities. The NPS would also provide professional services in support of rehabilitation, design, and construction and management.

In contrast to Alternative C, which would take both a regional and national perspective, Alternative B exhibits would focus on the story of the civil rights history of the Selma and Dallas County area, conveying an understanding of:

- why the march began in Selma
- the grass roots community effort that led to the passage of the 1965 Voting Rights Act
- the link between march events and civil rights activities throughout the Selma/Dallas County area

The center would orient visitors to the significant buildings, sites and streets of Selma through a self-guided walking/driving tour booklet and NPS-led shuttle and walking tours. Unlike Alternative C, Alternative B would not have audio-visual interpretive elements at the Selma center.

Ranger-guided walking tours would focus on the primary historic sites in proximity to the center, including structures along Martin Luther King, Jr. Street, churches, schools, and the “Berlin Wall.” Self-guided walking/driving tours could also include secondary sites that are farther removed from the Trail.

Under this alternative, there would not be a volunteer-staffed visitor contact station on Martin Luther King, Jr. Street. The NPS would design and install orientation and introduction panels for Selma and the overall Trail and wayside exhibits at primary, secondary, and commemorative sites, such as:

- First Baptist Church
- George Washington Carver neighborhood
- Clark Elementary School
- Brown Chapel AME
- Berlin Wall
- Silver Moon Café
- Cecil Jackson Public Safety Building
- Sullivan Building
- Dallas County Courthouse
- Tabernacle Baptist Church
- Amelia Boynton house
- Bloody Sunday site
- Turnaround Tuesday site

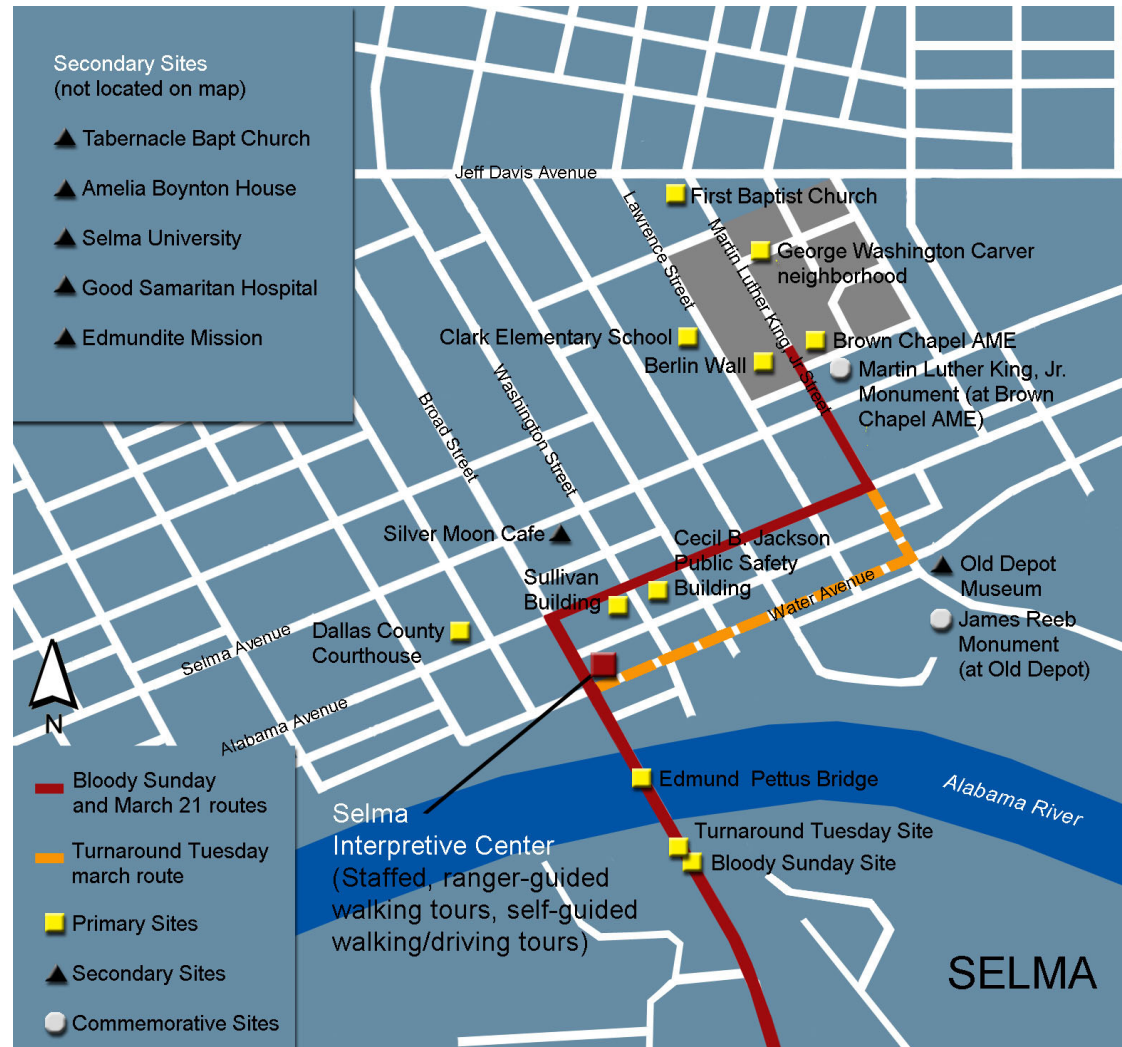


Figure 37 Alternative B - Selma to Montgomery March route and sites

Lowndes County/Tent City

The Tent City site would serve as a combined interpretive center/highway rest area with exhibit space, and a staffed NPS presence.

Exhibits would tell the story of the grass roots efforts in Lowndes County area and the relationship of those efforts to the march and post-march civil rights organizing.

To facilitate a higher level of visitor interaction with resources, the NPS would design wayside exhibits at various sites in Lowndes along US Highway 80 and at the Tent City property, including:

- Historic Trail orientation
- Campsite 1, the David Hall property
- Dallas/Lowndes County line
- Mount Gilliard Missionary Baptist Church
- Tent City orientation and historic Trail
- March through Lowndes County
- Campsite 2, Rosie Steel Farm
- Campsite 3, Robert Gardner property
- Viola Liuzzo murder site

Visitors could also follow the Trail while listening to a Traveler Information System broadcast or CD.

The Tent City Center would guide visitors to nearby historical features, but the NPS would not collaborate with ALDOT to designate walking and biking trails.

Montgomery

An area across the street from the City of St. Jude complex would house an interpretive center. The site consists of approximately 10 acres at the northwest corner of I-65 and West Fairview Avenue. The property for the interpretive center is currently a commercial strip mall, including a grocery store. The AHC would purchase the site and the NPS and AHC would jointly develop and operate the facility.

Unlike Alternative C, Alternative B would focus on the regional struggle for civil rights and would not connect Trail themes to the national social and political scene. Accordingly, the NPS would design the following wayside exhibits in Montgomery:

- Historic Trail orientation
- Montgomery orientation
- City of St. Jude
- Liberation neighborhood
- Stars of Freedom Rally
- Campsite 4, St. Jude property
- Five Points Intersection
- March conclusion with focus on Dr. King

Under Alternative B, the St. Jude property would not contain a loop Trail.

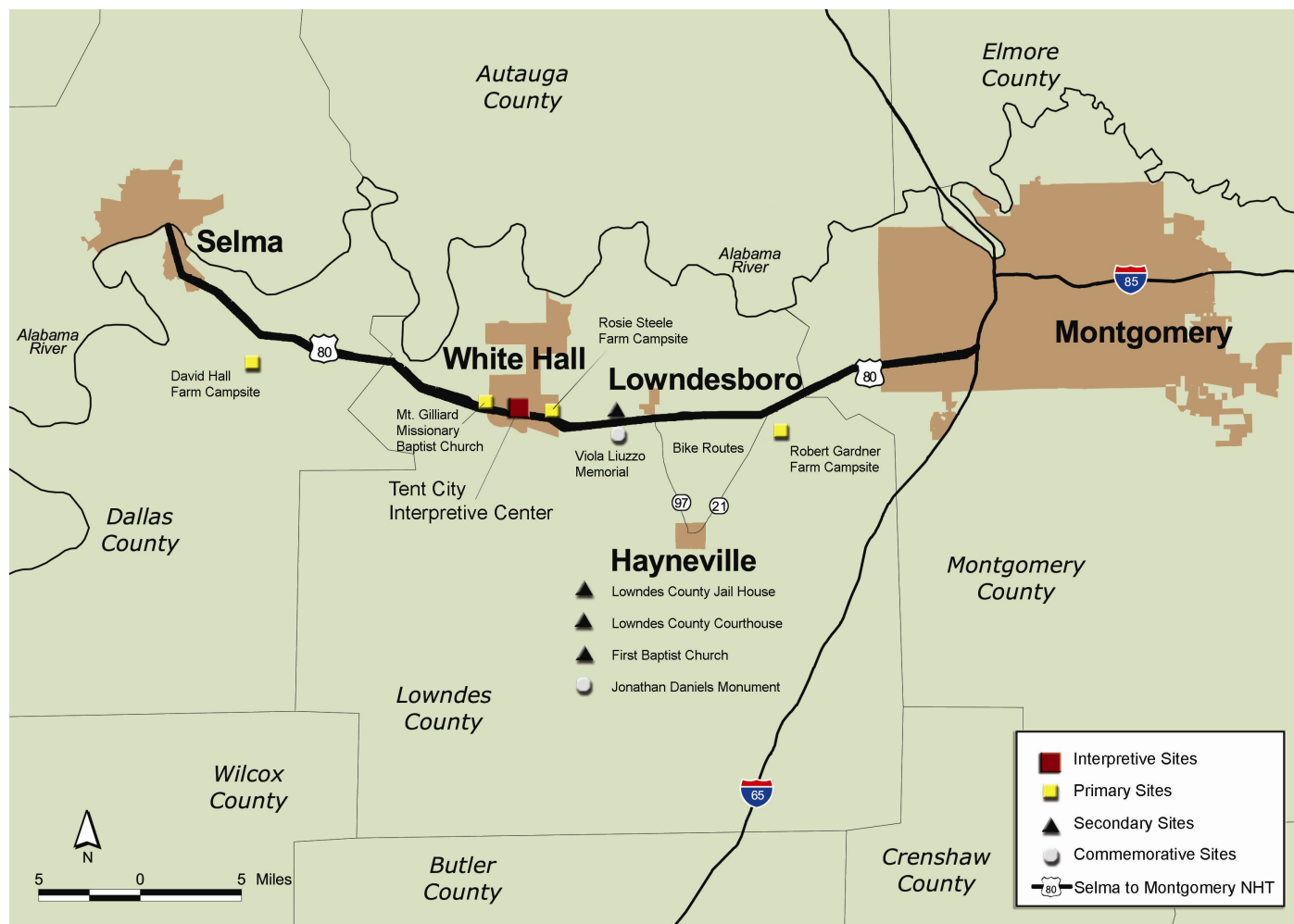


Figure 38 Alternative B - Selma to Montgomery March route and sites

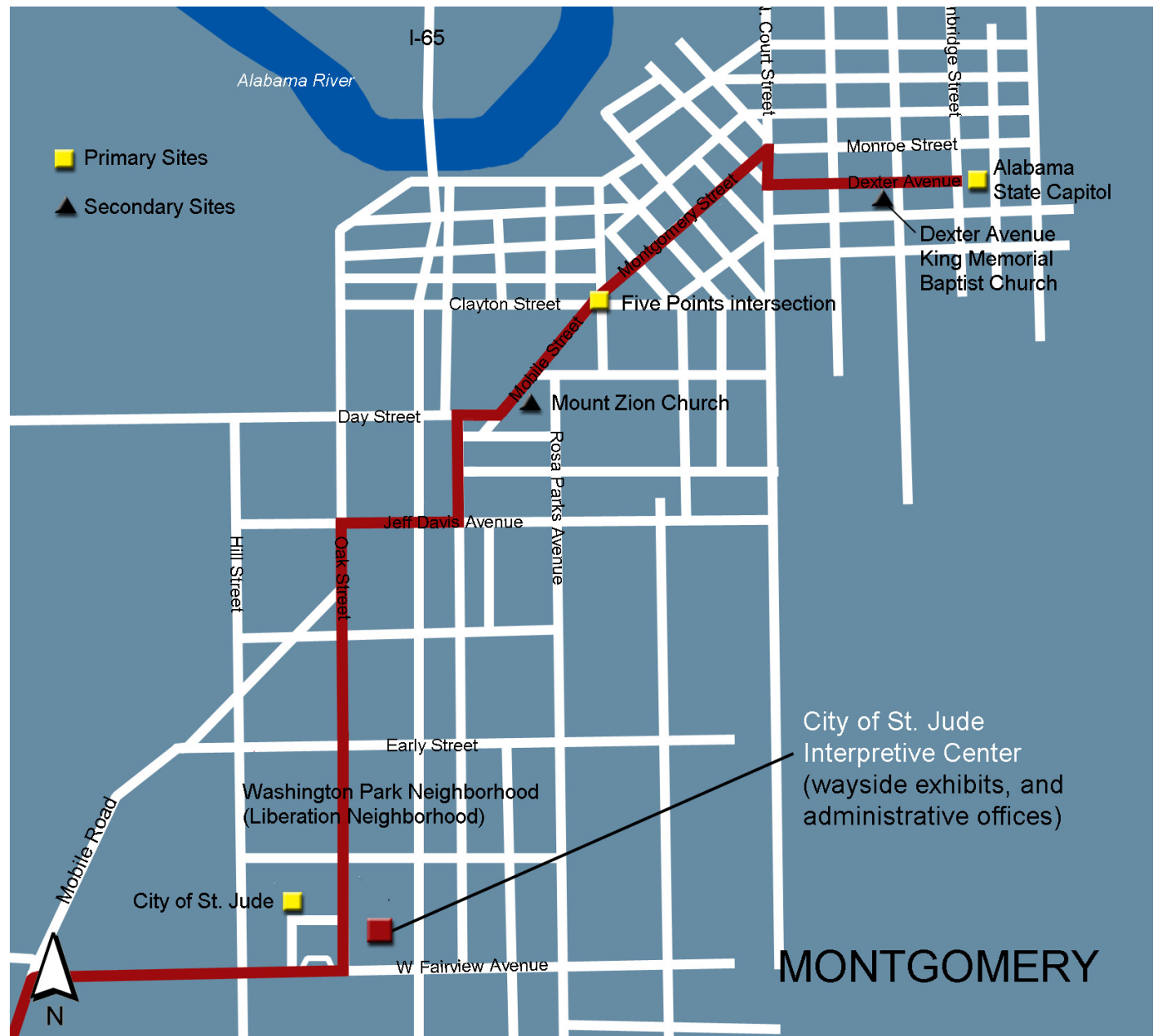


Figure 39 Alternative B - Selma to Montgomery March route and sites

Partnerships/key activities/responsibilities

Table 14 summarizes the partnerships and roles of managing entities.

Table 14					
Alternative B: Partnerships among Managing Entities					
	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Selma					
Interpretive Center acquisition	FHWA	ALDOT	-	-	-
Interpretive Center rehabilitation	NPS (technical assistance)	ALDOT AHC	-	-	-
Interpretive Center staffing	NPS	-	-	SFA, DCFA, NVRM	-
Interpretive Center maintenance	-	-	City of Selma	-	-
Interpretive Center exhibit design	NPS - HFC	-	-	-	-
Delivery of interpretive services	NPS - SEMO	-	City of Selma	SFA, DCFA, NVRM	-
Archive collection	NPS	AHC	City of Selma	SFA, DCFA, NVRM ODM	Selma University
Wayside signs – design and installation	NPS	-	-	-	-
Wayside signs - maintenance	NPS	-	City of Selma	-	-
Primary site certification	NPS – SEMO, SERO	-	-	-	-

Table 14
Alternative B: Partnerships among Managing Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Secondary site certification	NPS – SEMO, SERO	-	-	-	-
Affiliated site certification	NPS – SEMO, SERO	-	-	-	-
Primary site management	-	-	City of Selma Dallas Co	Participating entities	Participating entities
Secondary site management	-	-	City of Selma Dallas Co	Participating entities	Participating entities
Affiliated site management	-	-	City of Selma Dallas Co	Participating entities	Participating entities
Lowndes County					
Interpretive Center property acquisition	-	ALDOT	-	-	-
Interpretive Center construction	-	ALDOT	-	-	-
Interpretive Center primary management	-	ALDOT	-	-	-
Interpretive Center staffing	NPS	-	-	LCFA	-
Interpretive Center maintenance	-	ALDOT	-	-	-
Interpretive Center exhibit design	NPS - HFC	-	-	-	-
Delivery of Interpretive services	NPS	-	-	LCFA	-

Table 14
Alternative B: Partnerships among Managing Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Archive collection	NPS	AHC	Lowndes Co	LCFA	-
Wayside signs – design and installation	NPS - HFC	-	-	-	-
Wayside signs - maintenance	NPS	ALDOT	Lowndes Co	LCFA	-
Primary site certification	NPS - SEMO, SERO	-	-	-	-
Secondary site certification	NPS - SEMO, SERO	-	-	-	-
Affiliated site certification	NPS - SEMO, SERO	-	-	-	-
Primary site management	-	-	Lowndes Co, Lowndesboro, Hayneville, Whitehall	Participating entities	-
Secondary site management	-	-	Lowndes Co, Lowndesboro, Hayneville, Whitehall	Participating entities	-
Affiliated site management	-	-	Lowndes Co, Lowndesboro, Hayneville, Whitehall	Participating entities	-
Secondary Trails	-	-	-	-	-

Table 14
Alternative B: Partnerships among Managing Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Viewshed protection	FHWA NPS	ALDOT AHC	Lowndes Co	-	-
US Highway 80 wayside maintenance	-	ALDOT	Lowndes Co	-	-
Montgomery					
Interpretive Center acquisition	-	ALDOT, FHWA, AHC ¹	-	-	-
Interpretive Center rehabilitation	NPS (technical assistance)	AHC ¹	-	-	-
Interpretive Center staffing	NPS	AHC ¹	-	MCFA	-
Interpretive Center maintenance	NPS	AHC ¹	City of Montgomery	MCFA	-
Interpretive Center exhibit design	NPS - HFC	-	-	-	-
Delivery of Interpretive services	NPS - SEMO	AHC ¹	-	MCFA	Trenholm Tech, ASU
Archive collection	NPS	AHC ¹	City of Montgomery	MCFA, CSJ, RPM	Trenholm Tech, ASU
Wayside signs – design and installation	NPS	-	-	-	-
Wayside signs - maintenance	NPS	-	City of Montgomery	-	-
Primary site certification	NPS - SEMO, SERO	-	-	-	-

Table 14
Alternative B: Partnerships among Managing Entities

	Federal Agencies	State Agencies	Local Governments	Volunteer/ Non-Profit Organizations	Educational Institutions
Secondary site certification	NPS - SEMO, SERO	-	-	-	-
Affiliated site certification	NPS - SEMO, SERO	-	-	-	-
Primary site management	-	-	Montgomery Co City of Montgomery	Participating entities	Participating entities
Secondary site management	-	-	Montgomery Co City of Montgomery	Participating entities	Participating entities
Affiliated site management	-	-	Montgomery Co City of Montgomery	Participating entities	Participating entities
Trailwide					
Marketing and promotion	NPS	ALBT&T	-	Friends Associations and Participating Entities	-
Visitor safety	NPS	-	Dallas, Lowndes and Montgomery counties	-	-

AHC – Alabama Historical Commission
 ALBT&T – Alabama Bureau of Travel and Tourism
 ALDOT – Alabama Department of Transportation
 ASU – Alabama State University
 CSJ – City of St. Jude
 DCFA – Dallas County Friends Association
 FHWA – Federal Highway Administration
 LCFA – Lowndes County Friends Association
 MCFA – Montgomery County Friends Association
 NPS - HFC – National Park Service (Harpers Ferry Center)
 NPS - SERO – National Park Service (Southeast Regional Office)
 NPS - SEMO – National Park Service (Selma to Montgomery Office)
 NVRM – National Voting Rights Museum

ODM – Old Depot Museum
 RPM – Rosa Parks Museum
 SFA – Selma Friends Association
 Trenholm Tech – H. Councill Trenholm State Technical College
 Tuskegee NHS – Tuskegee National Historic Site

Key:
 - means no action taken

Cost Estimates

Estimated personnel costs for the three interpretive centers proposed under Alternative C, including the salaries and benefits, and support materials and services, such as equipment, travel, and training for current and additional NPS staff would be approximately \$1.8 million each year. Costs would support a full complement of park guides, park rangers, administrative staff, and interpretive specialists.

Under this alternative, the NPS would allocate approximately \$200,000 for technical assistance to facilitate interpretation at the Selma and Montgomery facilities. Technical assistance would include research, sketches, publication printing, conceptual estimates, VIPs, community planning, and facilitation of meetings. The NPS would also assume the \$125,000 yearly operational cost of the St. Jude site in Montgomery, covering grounds and building maintenance, equipment, and utilities.

Given the more limited range of interpretive activities identified for Alternative B, the NPS would not employ specialists in public relations, interpretive media, historical interpretation, museum exhibits, and personnel management. Annual staffing costs would thus be reduced to \$1.5 million. Under this alternative, the NPS would continue to allocate a total of \$400,000 for technical assistance in Selma and Montgomery and an additional \$125,000 for yearly operational costs at St. Jude.

Alternative A would maintain current personnel plus a limited staff of park rangers and park guides at a cost of \$570,000 a year. Since this alternative does not propose interpretive centers in Selma or Montgomery, the NPS would not assist with rehabilitation and center development or assume operational costs at St. Jude.

The No Action Alternative maintains only the current operational NPS budget of \$260,000 with no additional staff, technical assistance, or support for facility operations.

The costs shown in Table 15 are general estimates intended to give the NPS flexibility in the planning of future budgetary operations.

Table 15
Comparison of Alternatives by Estimated Cost

	No Action	Alternative A	Alternative B	Alternative C
Annual NPS Staffing	Current NPS staffing	1- Chief Park Ranger 2- Park Rangers 2- Park Guides	1- Chief of Admin 1- Chief of Interp 1- Chief Park Ranger 8- Park Rangers 9- Park Guides	1- Chief of Admin 1- Chief of Interp 1- Chief Park Ranger 1- PR Spec 8- Park Rangers 9- Park Guides 1- Historian/CRM 1- Museum Spec 1- Inter Media Spec 1- Personnel Man Spec
		Total FTE: 5	Total FTE: 20	Total FTE: 25
	Cost: \$260,000	Cost: \$570,000	Cost: \$1,500,000	Cost: \$1,800,000
NPS Technical Assistance for the Selma Interpretive Center	\$0	\$0	\$200,000	\$200,000

Table 15
Comparison of Alternatives by Estimated Cost

	No Action	Alternative A	Alternative B	Alternative C
NPS Technical Assistance for the Montgomery Interpretive Center	\$0	\$0	\$200,000	\$200,000
NPS Operational Support for the Montgomery Interpretive Center	\$0	\$0	\$125,000	\$125,000
Total Cost	\$260,000	\$570,000	\$2,025,000	\$2,325,000
Note: FTE – Full Time Equivalent				

AFFECTED ENVIRONMENT

Under NEPA, proposed Federal actions, such as those presented in this plan, require preparation of an EIS. An EIS ensures decision-makers are fully apprised of the impacts of the proposed action (preferred alternative), as well as the alternative actions on the human environment.

An important component of the EIS is the description of the area to be affected or created by the alternatives under consideration. This Affected Environment section describes the Trail from the City of Selma through Lowndes County to the City of Montgomery. This section addresses both natural and cultural features and stresses the importance of managing them as a comprehensive set of Trail resources.

For purposes of this plan, the Trail consists of three distinct environmental settings: the City of Selma, rural Lowndes County, and the City of Montgomery. Variations in these settings, including changes in buildings and streetscapes, vegetation, terrain, roadway corridors, adjoining land uses, and views, set the character of the Trail and form the basis of the overall cultural landscape.

This section also includes a brief description of the natural environment and the socio-economic conditions of the three counties through which the Trail passes.

Cultural Resources

Landscapes

The marchers' experiences revolved around the broad physical and cultural features of the areas through which they passed. Today, the Trail captures and interprets these experiences in the form of cultural landscapes. A cultural landscape includes a specific geographic region, but also embraces the wildlife, historic resources, and aesthetic values of the area. For purposes of this analysis, the Trail consists of three distinct cultural landscapes. Differences in vegetation and viewsheds provide the main basis for distinguishing among the Trail landscapes. These regions also reflect the three major land use components that exist along the route: agriculture, forests, and urban/suburban uses.

Landscapes should be a high priority for protection because they define the nature of the Trail, both at the time of the original use and in interpretation.

The City of Selma

The City of Selma's physical landscape consists mostly of small-scale, traditional urban spaces set along the Alabama River. The river with its dramatic bluffs signals a sharp and historically significant transition for the marchers as they crossed from the relative security of Selma into the rural setting of the Trail.

Lowndes County

As the marchers passed from Selma over the Edmund Pettus Bridge into the Selmont area, the landscape became more rural. This viewshed between the Edmund Pettus Bridge in Dallas County and Caney Creek in Montgomery County is culturally and historically significant.

In 1965, marchers saw a very rural landscape with harvested corn and cotton fields, as well as pastures with grazing cattle, horses, and mules.

The agricultural landscapes that intertwined with bottomland forest in 1965 remain largely unchanged. Additionally, Big Swamp, a large bottomland forest connected to the road, remains mostly intact. Analysis of photographs indicates a loss of about 15 percent in open space along the route, primarily in the urban areas. Increases in road width, however, have generally pushed vegetation farther from the highway. Table 16 compares the viewsheds along various segments of US Highway 80 to 1965 conditions. Sections of the landscape showing the highest level of integrity (limited changes in land use, limited loss of open space, similar patterns of vegetation and no significant intrusions relative to original conditions) include:

- the section from Dallas County Road 7 to Big Swamp Tributary

- the section from Big Swamp Creek to Lowndes County Road 29

Table 16
Viewshed Integrity

Segment	Viewshed Integrity
Edmund Pettus Bridge to SR 41 at Selmont	3
SR 41 to Hall Campsite at CR 67	2
CR 67 to CR 7 in Dallas	1
CR 7 to Big Swamp Tributary	1
Big Swamp Tributary to CR 17 in Lowndes	2
CR 17 to Big Swamp Creek	2
Big Swamp Creek to CR 29 in Lowndes	1
CR 29 to Caffey Rd	2.5
Caffey Rd to CR 37 in Lowndes	3
CR 37 to Mitchell Young Rd	2
Mitchell Young Rd to Airport	3

Source: Cultural Landscape Inventory, NPS, April 2000

Viewshed Integrity

Viewshed Integrity Key:

- 1: Land uses unchanged; roadside vegetation similar in density and proximity to roadway; open space decreased by less than 10%; no exotic or invasive plant material; no significant intrusions into the historic scene
- 2: Land uses similar, but with some changes in development or evidence of natural succession; open space decreased by 10% to 15%; minor intrusions into the historic scene
- 3: Land uses changed significantly; view obstructed or dramatically altered; roadside vegetation different in either type or distance from roadway; open space decreased by more than 15%; invasive roadside vegetation escaped from cultivation; major intrusions to the historic scene

The essential physical feature of the viewshed is the mid-twentieth century agrarian setting that evolved from the historic plantation social structure. The road, right-of-way and adjacent landscape create the context for the march, reflecting a fertile soil region of the Deep South where African-Americans cultivated white-owned land.

The City of Montgomery

Once passing the Montgomery Airport and Caney Creek, Trail visitors transition into the last of the environmental settings, the City of Montgomery. This section of the Trail again features the landscape of a traditional urban space.

US Highway 80

One of the most defining elements of the cultural landscape of the Trail is US Highway 80, along which participants marched. The highway has a design typical of highways built before construction of the Federal Interstate Highway System. The roadway has steep vertical alignments, bridges with open guardrails, and narrow shoulders along its older segments. Many of the features of the highway do not meet current safety standards.

The roadway proper (the physical alignment and position in the landscape) is of variable historic integrity with some sections remaining much as they did in 1965 and other sections significantly altered. According to the 2000 NPS *Cultural Landscape Inventory*, the specific design of US Highway 80 bears little relationship to march events or the overall historic character of the area.

However, the roadway's alignment, median, and number of lanes between the Edmund Pettus Bridge in Dallas County and Caney Creek in Montgomery County strongly evoke a setting, feeling and association specific to the events of 1965.

During their journey in 1965, marchers passed from the open, wider four-lane portions of the highway inside Selma to a narrow two-lane country road before reaching Montgomery. Extensive alterations to the roadway alignment, median design, and the number of lanes disrupt this transition, creating a more homogenous feel than the marchers experienced along the route. Table 17 evaluates the integrity of current segments of the roadway relative to conditions in 1965.

Table 17
Roadway Integrity and Preservation Priorities

Segment	Roadway Integrity
Edmund Pettus Bridge to SR 41 at Selmont	1
SR 41 to Hall Campsite at CR 67	1
CR 67 to CR 7 in Dallas	1
CR 7 to Big Swamp Tributary	2
Big Swamp Tributary to CR 17 in Lowndes	2
CR 17 to Big Swamp Creek	2
Big Swamp Creek to CR 29 in Lowndes	3
CR 29 to Caffey Rd	3
Caffey Rd to CR 37 in Lowndes	1
CR 37 to Mitchell Young Rd	1
Mitchell Young Rd to Airport	1

Source: Cultural Landscape Inventory, NPS, April 2000

Roadway integrity by segment

Roadway Integrity Key:

- 1: Roadway alignment unchanged; number of lanes unchanged.
- 2: Roadway alignment unchanged; number of lanes increased.
- 3: Roadway alignment changed; number of lanes increased.

Historic resources

The historic resources associated with the Trail are extensive. The plan identifies a total of 8 individual structures and 12 historic districts along or near the Trail that are listed on the National Register of Historic Places. Table 18 lists these high potential historic resources.

Table 18
High Potential Historic Structures and Districts on or near the Trail

Site	Address	Location
First Baptist Church	709 Martin Luther King, Jr. St.	Selma
Brown Chapel African Methodist Episcopal Church	410 Martin Luther King, Jr. St.	Selma
Dallas County Courthouse	109 Union St.	Selma
Water Avenue Historic District	Water Ave.	Selma
Old Town Historic District	Roughly bounded by the Alabama River, Jefferson Davis Ave., Pettus, Broad, and Franklin Sts.	Selma
Icehouse Historic District	Roughly bounded by Jefferson Davis and Dallas Aves., Union and Lapsley Sts., and Valley Cr.	Selma
Riverview Historic District	Roughly bounded by Selma Ave., Satterfield and Lapsley Sts. and the Alabama R.	Selma
Lowndes County Courthouse	Washington St.	Hayneville
Lowndesboro	N of U.S. 80	Lowndesboro
City of St. Jude Historic District	2048 W. Fairview Ave.	Montgomery
Court Square-Dexter Avenue Historic District	Roughly Dexter Ave., Perry, Court, and Monroe Sts.	Montgomery
Court Square Historic District	21-35 Court St., 12 Dexter Ave., 18--24 N. Court St., and Court Sq.	Montgomery
Dexter Avenue Baptist Church	454 Dexter Ave.	Montgomery
Pastorium, Dexter Church	309 S. Jackson St.	Montgomery
Alabama State Capitol	Goat Hill, E end of Dexter Ave.	Montgomery
Alabama State Univ District	915 S. Jackson St. in Montgomery	Montgomery
Mt. Zion AME Zion Church	467 Holt St.	Montgomery

Table 18
High Potential Historic Structures and Districts on or near the Trail

Site	Address	Location
North Lawrence-Monroe Street Historic District	132-148, 216, 220 Monroe St. and 14, 22, 28-40, 56 N. Lawrence St.	Montgomery
South Perry Street Historic District	Roughly Perry St. between Washington St. and Dexter Ave.	Montgomery
Lower Commerce Street Historic District and Boundary Increase	Roughly bounded by RR tracks, N. Court, Commerce, Coosa, and Tallapoosa Sts.	Montgomery

Source: National Register of Historic Places Database, June 2003

Archaeological resources

Evidence of archeological sites along the Trail is limited. Archeologists have found sites in the area that date as far back as 600 B.C. Major village sites identified in the area include: Piachi, Mabila, and unnamed villages near Selma and Durant Bend.

From 1539 to 1543, Hernando De Soto led the first expedition into the interior of Eastern North America. According to the expedition diaries, De Soto and his men apparently traveled in the vicinity of a portion of the US Highway 80 corridor west of Montgomery and south of the Alabama River.

In the early 1800s, Selma was the site of a major slave auction center, serving the entire southeast. By the mid-1800s, Selma had become a shipping hub. The corridor through which US Highway 80 now passes served as a major transportation route, with the Alabama River, a stagecoach line and a railroad all connecting Selma and Montgomery.

The Battle of Holy Ground took place in 1813 approximately six miles north of US Highway 80, near Whitehall. In the battle, U.S. troops led by General Claiborne overpowered the Muscogee Indians.

Natural Environment

Physiography

The historic route stretches through the central Alabama counties of Dallas, Lowndes and Montgomery in the northern part of the Coastal Plain Province. The Trail also crosses the Black Prairie (Black Belt).

The Black Belt, which consists of red prairie land or post-oak prairie land, extends east-west for 15 miles, in some places, from an area just south of Montgomery, south to LeGrand and Downing. The relief ranges from gently sloping in the north to a higher and more rolling topography in the south.

The soils of the Black Belt are thought to have strongly influenced the historical events of 1965. The Black Belt attracted many agricultural entrepreneurs in the 19th Century because of the belief that the soil would yield cotton in great abundance. The resulting economy revolved around a planter class supported by slave labor. Planters bought and sold slaves in the markets of Selma and Montgomery. Even after the abolition of slavery, the agricultural economy of the region created a social system that disenfranchised African-Americans.

Climate

The climate in Alabama is considered humid and subtropical, with mild winters and hot summers. Winters (January) near the coast average a temperature of 54°F and summers (July) average a temperature of 81°F.

Alabama has a consistently high amount of precipitation throughout the year. Precipitation along the Trail ranges from an annual average of 53.10 inches in Dallas County to a range of 49.16 to 52 inches in areas of Lowndes and Montgomery Counties.

Air quality

According to air quality data collected from the Environmental Protection Agency, the Montgomery Alabama Metropolitan Statistical Area is in compliance with all national air quality standards.

Vegetation

Vegetation along the Trail ranges from forested upland to herbaceous cultivated vegetation and wetlands. Between Selma and Montgomery, much of the land in Lowndes County consists of deciduous, evergreen and mixed forests. Agriculture is also dominant with production of corn, soybeans, tobacco and cotton and hay pastures for area livestock. Woody wetlands contain forests, which are periodically saturated or covered with water. Emergent herbaceous wetlands account for a smaller amount of the area and consist of perennial vegetation, which are also periodically saturated or covered with water.

Tables 24, 25, and 26 in Appendix 5 describe more specific vegetation along US Highway 80. The NPS *Cultural Landscape Inventory* presents additional information on vegetation at specific sites.

Wildlife

Wildlife in Alabama, and along the Trail, is both abundant and varied. Typical bird species include migratory and resident

water fowl such as wild turkey, mallard duck, downy woodpecker, blue jay, bald eagle, wood duck, mourning dove and redtail hawk. Opossum, raccoon, and gray squirrel are common, along with larger fauna such as bobcat, alligator, coyote and whitetail deer.

Deer dominate the area along the Trail, with 16 to 30 deer per square mile in north Montgomery and more than 30 deer per square mile in Dallas and Lowndes counties. The Lowndes Wildlife Management Area in the town of Whitehall between Bob Woodruff Lake and US Highway 80 allows hunting of deer, turkey, squirrel, quail, rabbit, raccoon, dove, duck, goose, and wild hog.

Threatened and endangered species

As of August 31, 2003, there were 97 animal species and 18 plant species that are threatened or endangered in the State of Alabama according to the United States Fish and Wildlife Service. Further research is needed to determine where or if any of these species occur/live along the march route. For a complete list of threatened and endangered species, see Tables 27 and 28 in the Appendix 5.

Water resources

With over 235,000 miles of waterways, the state of Alabama has abundant surface water resources used for industrial uses, power generation, waste dilution, recreation, and domestic consumption.

The most significant surface water resource in the Trail region is the Alabama River. The river connects Selma to Montgomery and forms the northernmost boundary for both Lowndes and Montgomery counties. Between Selma and Montgomery, the river is impounded as the Jones Bluff Reservoir, also known as Bob Woodruff Lake. The reservoir is over 12,000 acres and supports hydroelectric power generation, navigation, and recreation uses.

Watersheds are areas of land that catch precipitation such as snow and rain and drain into a water body such as a stream, lake, or groundwater. Seven watersheds

intersect the three-county area along the Trail. These watersheds include: Upper Alabama, Cahaba, Middle Alabama, Sepulga, Upper Conecuh, Patsaliga and Lower Tallapoosa. The watersheds drain into approximately 124 streams and rivers, including the Little Cahaba, Cahaba, Tallapoosa, Pastaliga, Coosa and the Alabama rivers.

Groundwater is an important source of water for many municipalities in Alabama. Much of the state's precipitation is absorbed by soil, evaporates, or enters the groundwater system. Aquifers near the Trail are considered generally sufficient for industrial or municipal development with a yield of 150 gallons per minute or more.

Floodplains

The Trail does not fall within the 100-year floodplain. Nearby areas of floodplain likely exist near the Big Swamp Creek just north of US Highway 80 near County Road 17.

Wetlands

According to the 1993 *Selma to Montgomery National Trail Study*, no significant wetlands exist along the Trail. Nearby areas of intact wetland systems likely exist along Big Swamp Creek just north of US Highway 80 near County Road 17.

Socioeconomic Environment

The authorized route of the Trail travels 54 miles and crosses three counties, ranging from regional cities to rural communities. The sections below describe land ownership and use and socio-economic conditions along the Trail.

Prime and unique farmland

Agriculture use is common in portions of rural Lowndes County. Agriculture produces corn, soybeans, tobacco, cotton and hay pastures for area livestock.

Land ownership and use

The march route from Selma to Montgomery mainly follows US Highway 80. The State designates this roadway as both the Jefferson Davis Highway and the Hernando DeSoto Trail. Most of the land along the route is privately owned. The Montgomery Airport is the largest land owner along the route. State and local governments maintain limited rights-of-way adjacent to the portions of the road within their jurisdictions.

Predominant land uses along the route include residential, industrial, and commercial uses in the cities and agricultural, forestry, residential, and industrial uses in rural areas.

The City of Selma has a relatively compact, traditional, and pedestrian-scale downtown just north of the Alabama River. Visitors can move easily throughout the downtown on a connected grid of streets and sidewalks. Main land uses in the downtown include city and Dallas County government offices, churches, small stores and offices. Some residential uses also exist, particularly along Martin Luther King, Jr. Avenue.

Much of the historic architecture of downtown Selma remains intact, but shows varying degrees of preservation. The downtown core features a variety of well-maintained historic structures and museums, including the Brown Chapel AME Church, the Old Depot Museum, and the National Voting Rights Museum. Marginal businesses and some deteriorated structures, however, scatter throughout the downtown.

With the transition from downtown Selma to the unincorporated Selmont area, large-lot houses intersperse with light industrial activity. Craig Field Airport and Industrial Complex, which contains industrial buildings and recreation facilities, is the largest single use in this area.

The route becomes rural in Lowndes County, consisting primarily of agriculture (crops and livestock) and forests. The Montgomery Airport signals the transition to a more urbanized land use pattern. Commercial and industrial uses intensify east of the airport.

Major land uses in the Montgomery portion of the route include the 56-acre City of St. Jude complex. Founded in the 1930s by a Catholic priest, the City of St. Jude houses a historic church, former hospital, administration building, social services center, and existing elementary and high school. The hospital closed in 1985 and much of the existing building now serves as apartments for low-income families. Portions of the hospital, however, remain unused.

Primarily African-American neighborhoods surround the St. Jude property. The Washington Park neighborhood shows some signs of economic distress and physical decline. The area just north of St. Jude consists of a commercial strip mall with a grocery store.

Downtown Montgomery features a more urbanized scale than Selma. State government offices, along with some cultural institutions, dominate the downtown core.

Population and economy of the region

Dallas and Lowndes Counties are rural, poor, and have a high minority population relative to the State of Alabama and the US as a whole. Median incomes for both Dallas and Lowndes Counties are more than \$10,000 below that of the State of Alabama, and nearly \$20,000 below the national median figure. As of the 2000 Census, the unemployment rate in these counties was above 11 percent, nearly twice as high as the State of Alabama unemployment rate. The main economic activities in Dallas County are manufacturing and public administration; the main economic activities in Lowndes County are manufacturing, construction, and agriculture.

Montgomery County has an average rank in terms of income and employment for the State of Alabama. Racially, Montgomery County has equal numbers of whites and African-Americans. The presence of the State Capitol and government offices buoys Montgomery County's economy, which has a large public administration and professional services sector.

Table 19
Economic Status of Counties versus State and US, 2000

	Median Income	% Unemployed
Dallas	\$23,370	11.1%
Lowndes	\$23,050	11.9%
Montgomery	\$35,962	6.5%
Alabama	\$34,135	6.2%
US	\$41,994	5.7%

Source: U.S. Census, 2000

Table 20
Population Breakdown of Counties versus State and US, 2000

	Population	% White	% Black
Dallas	46,365	35.6%	63.3%
Lowndes	13,473	25.9%	73.4%
Montgomery	223,510	48.8%	48.6%
Alabama	4,447,100	71.1%	26.0%
US	281,421,906	75.1%	12.3%

Source: U.S. Census, 2000

Table 21
Poor Census Tracts in Dallas County, 2000

Census Tract	9971 (South of Selmont along Co Rd 30)	9972 (South of the City of Selma and including Selmont)	9973 (East of Selmont along US Hwy 80)
Population	1,672	2,224	5,246
% Unemployed	11.5%	21.5%	15.0%
% Poverty	30.2%	54.3%	42.6%

Source: U.S. Census, 2000

A review of income figures for areas of Dallas County outside of Selma indicates particularly high rates of unemployment and poverty.

Most of the areas through which the Trail passes have experienced recent population growth, including Lowndes and Montgomery Counties and the city of Montgomery. The populations of Dallas County and the city of Selma, however, declined in the 1990s. (See Table 21)

Table 22
Population Growth by County and City, 1990 to 2000

		1990	2000	1990 to 2000 % Change
County	Alabama	4,040,587	4,447,100	10.1%
	Dallas	48,130	46,365	-3.7%
	Lowndes	12,658	13,473	6.4%
	Montgomery	209,085	223,510	6.9%
City	Selma	23,755	20,512	-13.7%
	Montgomery	187,106	201,568	7.7%

Source: U.S. Census, 1990 and 2000

ENVIRONMENTAL CONSEQUENCES

Introduction

As part of the environmental impact statement, this section analyzes the consequences of the preferred alternative and other alternatives on Trail resources. Since the alternatives identified in the CMP are general strategies for the long-term administration and use of Trail resources, the following analysis of environmental impacts will also be general.

During implementation of the CMP, the Trail partners and cooperating agencies shall conduct any site-specific environmental review required by NEPA, Section 106 of NHPA, and state and local regulations. The Section 106 process applies to proposed federal actions with the potential to affect historic properties.

The EIS organizes findings by alternative and includes an analysis of unavoidable adverse environmental effects, short-term uses and long-term productivity, and cumulative impacts.

The analysis eliminates the following impact topics from further discussion because the preferred alternative and other Trail management alternatives would not affect these resources.

Environmental justice

Executive Order 12898 requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental effects on minorities or low income populations or communities.

The preferred alternative and other alternatives would not be expected to cause adverse health or environmental impacts to minorities, low-income populations or communities.

Air quality

According to air quality data collected from the Environmental Protection Agency, the Montgomery Alabama Metropolitan Statistical Area is in compliance with all national

air quality standards. The preferred alternative and other alternatives would not be expected to contribute to a decline in regional air quality.

Threatened and endangered species

No threatened or endangered species (plant or animal) are known to exist within the Trail corridor. The preferred alternative and other alternatives would not be expected to adversely affect protected species.

Floodplains

Most Trail development would occur in already disturbed areas, thus minimizing the hazards associated with proximity to the 100-year floodplain.

Wetlands

No significant wetlands exist along the Trail. The alternatives, therefore, would not have a negative impact on wetlands.

Archeological resources

No known archeological sites exist within the Trail corridor. The alternatives would not be expected to produce negative impacts on archeological resources.

Prime and unique farmland

The placement of signs and wayside exhibits along the Trail would not have an adverse affect on surrounding farmlands.

Regulations and Policies

Numerous laws and associated regulations, memoranda of agreement, and policies direct the design of project alternatives, the analysis of impacts and the development of mitigation measures.

These regulations and policies include, but are not limited to, NEPA, NHPA, Executive Order 11990 (wetlands), Executive

Order 11998 (floodplains), the Clean Air Act (CAA) and the NPS Director's Order No. 12, *Conservation Planning Environmental Impact Analysis, and Decision-making*.

Cumulative Impacts

According to the Council on Environmental Quality (CEQ), 40 CFR 1508.7, a cumulative impact results from the incremental effect of the proposed action when added to other past, present, and reasonably foreseeable future actions, regardless of who undertakes them.

Cumulative impacts can result from individually minor, but collectively significant actions taking place over a period of time. The analysis identifies cumulative impacts under each alternative.

Impairment of Trail Resources or Values

In addition to evaluating the environmental consequences of alternatives, NPS *Management Policies* and Director's Order-12 require a determination of the extent to which actions would impair Trail resources.

Trail managers must always seek ways to avoid or minimize to the greatest degree practicable adverse impacts on resources and values. NPS management has the discretion to allow impacts to resources and values when necessary and appropriate to fulfill the purposes of the Trail. The impact, however, must not constitute an impairment of the affected resources and values. The sections below assess any impairment of Trail resources.

Mitigating Measures

Mitigation for NEPA purposes is based on the avoidance of adverse effects or the application of standard mitigation measures. Mitigation includes actions intended to reduce the negative impacts produced by implementation of a chosen alternative.

Alternatives A, B or C would include the following mitigation measures, as necessary:

- place signs, wayside exhibits or facilities outside of the 100-year floodplain
- use silt fences or other Best Management Practices to prevent the introduction of sediment into nearby wetlands
- design all non-historic buildings with universal accessibility and environmental sustainability
- revegetate areas with species native to central Alabama
- develop a plan for filling gaps in existing archaeological data in areas likely to be disturbed
- develop procedures to cease work if ground-disturbing activity uncovers archeological resources; consult with the Alabama SHPO
- monitor signs of visitor use in excess of Trail carrying capacity, using indicators, such as damage to historic buildings, creation of "social trails" (informal trails) around facilities, damage to vegetation, or an inability of visitors to enjoy the Trail amenities due to overcrowding
- promote the development of supporting commercial uses within village centers away from US Highway 80
- promote the use of historically accurate facades for privately-owned structures adjacent to US Highway 80, consistent with NPS Management Policies

Environmentally Preferred Alternative

NPS policy requires the EIS to identify an environmentally preferred alternative to aid decision-makers in choosing among alternatives. The environmentally preferred alternative:

- (1) fulfills the responsibilities of each generation as trustees of the environment for use by succeeding generations
- (2) assures for all generations safe, healthful, productive, aesthetically-pleasing and culturally-rich surroundings
- (3) attains the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences
- (4) preserves important historic, cultural and natural aspects of our national heritage and maintains, wherever possible, an environment that supports diversity and variety
- (5) achieves a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities
- (6) enhances the quality of renewable resources and approaches the maximum attainable recycling of depletable resources

In correspondence dated September 27, 2004, the U.S. EPA rated the preferred alternative as "LO," meaning that the review did not identify any potential environmental impacts requiring changes to the proposal.

Table 23 compares the environmental impacts of the Preferred Alternative C, the No Action Alternative, and Alternatives A and B.

Table 23 Comparison of Impacts				
	No Action	Alternative A	Alternative B	Alternative C
Historic sites	▪ voluntary protection of historic resources ▪ protection may be inconsistent and inadequate ▪ risk of damage to or loss of resources	▪ narrow range of sites eligible for protection under NPS certification ▪ remaining resources at risk for damage	▪ broader range of sites eligible for protection under NPS certification ▪ rehabilitation of existing historic structures in Selma and City of St. Jude ▪ some risk of damage to historic resources due to increased visitor use	▪ broadest range of sites eligible for protection under NPS certification ▪ rehabilitation of existing historic structures in Selma and City of St. Jude ▪ some risk of damage to historic resources due to increased visitor use
Landscapes	▪ some preservation of significant landscapes under MOA ▪ no additional NPS coordination of viewshed protection ▪ some portions of viewshed at risk of intrusion from inappropriate uses	▪ some preservation of significant landscapes under MOA ▪ limited coordination between NPS and managing partners to protect viewshed ▪ some portions of viewshed at risk of intrusion from inappropriate uses	▪ some preservation of significant landscapes under MOA ▪ additional landscape preservation possible under NPS acquisition and collaboration with managing partners	▪ some preservation of significant landscapes under MOA ▪ additional landscape preservation possible under NPS acquisition and full collaboration with managing partners
Visitor use	▪ limited opportunities for educational and interpretive programming ▪ no growth in visitor use	▪ limited interpretative programming ▪ some growth in visitor activity expected	▪ broader range of interpretive programming ▪ additional recreational opportunities ▪ growth in visitor use expected	▪ most comprehensive range of interpretive programming ▪ additional recreational and education opportunities ▪ highest expected growth in visitation

Table 23
Comparison of Impacts

	No Action	Alternative A	Alternative B	Alternative C
Land ownership and use	private property use unaffected	- potential loss of privacy to adjacent landowners - minor increase of noise levels and vehicular use along Trail	- potential loss of privacy to adjacent landowners - increase of noise levels and vehicular use along Trail	- potential loss of privacy to adjacent landowners - highest probable increase of noise levels and vehicular use along Trail
Population and economy	minimal local and regional economic benefits	limited increase in local and regional economic benefits	- increased revenue to the region from visitors - new job growth - displacement of commercial uses in Washington Park neighborhood	- highest expected increase in revenue to the region from visitors - strongest expected new job growth - displacement of commercial uses in Washington Park neighborhood
Trail resources and values	no impairment of Trail resources	no impairment of Trail resources	no impairment of Trail resources	no impairment of Trail resources
Cumulative	no cumulative impacts	minimal cumulative impacts	positive benefit on mobility choices and economic development	positive benefit on mobility choices and economic development
US Highway 80	- alteration of viewshed from original route - increased vehicular traffic along an improved roadway - possible conflicts with pedestrian and bicycle use along Trail	- alteration of viewshed from original route - increased vehicular traffic along an improved roadway - possible conflicts with pedestrian and bicycle use along Trail	- alteration of viewshed from original route - increased vehicular traffic along an improved roadway - possible conflicts with pedestrian and bicycle use along Trail	- alteration of viewshed from original route - increased vehicular traffic along an improved roadway - possible conflicts with pedestrian and bicycle use along Trail
Construction impacts	minor, short-term, disturbance to vegetation and wildlife near site of Tent City interpretive center	minor, short-term, disturbance to vegetation and wildlife near site of Tent City interpretive center	- minor, short-term, disturbance to vegetation and wildlife near Tent City center - re-use of structures in Selma and Montgomery produce minor impacts	- minor, short-term, disturbance to vegetation and wildlife near Tent City center - re-use of structures in Selma and Montgomery produce minor impacts

Impacts of Alternative C: The National Struggle (Environmentally Preferred Alternative)

Historic sites

Positive Impacts

Under Alternative C, the NPS would recognize the broadest range of primary, secondary and commemorative sites and route segments. Managing partners participating in the certification process would develop resource protection plans, thus maintaining consistency of stewardship and preservation among individual Trail components.

Alternative C would also rehabilitate an existing historic structure in Selma and restore and re-use portions of the historic City of St. Jude site in Montgomery. The NPS would provide technical assistance to preserve the distinguishing architectural features of the buildings. In addition to these specific actions, the NPS would coordinate an effort among managing partners to protect existing historic resources.

Negative Impacts

As the most highly publicized and coordinated Trail management approach, Alternative C would produce the highest level of use along the Trail. Unmanaged visitor activity could contribute to the deterioration of historic sites.

Landscapes

Positive Impacts

The Alabama Department of Transportation and the SHPO would cooperate to inventory the significant, historically intact landscapes along US Highway 80 and seek funding for acquisition and preservation.

Private entities would retain control of most of the land adjacent to the existing Trail right-of-way, which exposes the Trail to the risk of inappropriate commercial or industrial development. The NPS, however, would collaborate with

managing partners to protect the landscape along the Trail and actively set priorities for the acquisition of key viewsheds.

Negative Impacts

Increased visitation under Alternative C would trigger demand for tourist related development, such as restaurants, convenience stores, and overnight accommodations along the march route. Inappropriate commercial uses along US Highway 80 would detract from the aesthetic qualities of the Trail and diminish historical integrity.

Visitor use

Alternative C would enhance visitor experiences by offering the most comprehensive range of educational and recreational activities. Visitors could access a fully managed experience along the entire Trail with interpretive materials, information, and NPS staff available in Selma, Lowndes County and Montgomery.

Under this alternative, travelers could also use designated pedestrian and biking routes to explore additional recreational and cultural opportunities near the Trail corridor.

Land ownership and use

Landowners near US Highway 80 and the secondary walking and biking routes in Lowndes County could experience a loss of privacy and possible trespass by visitors. Higher traffic levels would also produce increased noise levels and possibly some minor traffic congestion at key access points during high use periods.

Since US Highway 80 is already a major transportation corridor with planned upgrades, increases in traffic volume and noise levels would be minor. The NPS could mitigate the impacts on nearby property owners by clearly designating secondary trails and walkways.

In the primarily urbanized setting of Selma and Montgomery, where much of the use is expected to be pedestrian, traffic and noise impacts would be minor.

Population and economy

Positive Impacts

Alternative C would feature three interpretive centers in Selma, Lowndes County, and Montgomery, respectively. During the construction and rehabilitation phases, the surrounding economy would receive revenue in the form of local purchases and the hiring of local labor. This impact would be short-term and provide minor economic benefits to the region.

The Alabama Bureau of Tourism and Travel and the Auburn University Montgomery Center conducted an economic impact study for the Trail in 2000. According to their analysis, which used economic impact modeling and direct household surveys, the anticipated economic impact is a function of marketing efforts for the Trail.

The study determined that market penetration levels between 25 percent and 50 percent are the most likely. Market penetration refers to the percentage of households that become aware of an attraction following the start of a promotional campaign.

At 25 percent market penetration, the Trail would attract an estimated 185,125 visitors annually over the next five years. Approximately 86 percent of these visitors would travel from states other than Alabama. Travelers would spend approximately \$13,616,348 on items, such as food, gasoline, and hotel rooms. This revenue would then re-circulate throughout the regional economy, producing a projected total economic impact of \$26,942,616.

The study also indicates that visitor activity under the 25 percent scenario would introduce 598 new jobs into the central Alabama economy with an expected increase in earnings of \$9,043,305. Job growth would take place primarily in services that support the tourist industry, such as hotels and restaurants.

At the upper range of its impact (assuming a market penetration of 50 percent), the Trail would produce 370,272

visitors annually over the next five years. Visitor activity would translate into traveler spending of \$27,232,695 and total projected spending within the local economy of \$53,885,232. The economy would add 1,195 jobs, primarily in the service sector of central Alabama.

Job creation and economic stimulus would be of significant value in a region characterized by pockets of rural poverty and unemployment.

Since Alternative C would feature the most coordinated and developed set of visitor amenities, the preferred alternative would be the likeliest among the management scenarios to generate a positive economic impact within the range identified by the study.

Negative Impacts

Alternative C would displace a grocery store on West Fairview Avenue to accommodate the interpretive center at the City of St. Jude. The existing grocery is adjacent to a poor and predominately minority neighborhood with households that are likely to be dependent on nearby stores to meet their daily needs.

To mitigate this adverse impact, NPS would cooperate with other managing partners, including the City of Montgomery, to identify a suitable, alternate site for a grocery in proximity to the Washington Park neighborhood.

Impairment of Trail resources or values

Alternative C would not impair the resources or values of the Trail.

Cumulative impacts

The implementation of Alternative C combined with existing plans to expand transit and pedestrian opportunities would be expected to have a long-term, positive benefit on mobility choices within the Montgomery area.

Alternative C could also strengthen other economic development initiatives in the area, particularly in Lowndes County, which has pockets of poverty and unemployment. This cumulative result would contribute to an improved long-term change in the social and economic functions of the area.

Impacts of the No Action Alternative

Historic sites

Existing volunteer entities or individuals would continue to manage historic sites along the Trail. Without an NPS-led certification process, however, protection for resources would be inconsistent and possibly inadequate.

The No Action Alternative would not adversely affect historic structures through increased visitor use. The lack of heightened awareness for historic resources and the inability to manage inappropriate uses along the Trail, however, may cause harm to sites through neglect, inappropriate use, or inadvertent destruction.

Landscapes

As part of the MOA, ALDOT and the SHPO would cooperate to inventory the significant, historically intact landscapes along the corridor and seek funding for acquisition and preservation.

Private entities would retain control of most of the land adjacent to the existing Trail right-of-way. The NPS would not coordinate with other managing partners to protect the historic and cultural integrity of the Trail landscape. The landscapes along the Trail, therefore, would remain vulnerable to inappropriate commercial and industrial activity.

Visitor use

Under the No Action Alternative, the Trail partners would not increase interpretive and educational efforts. Visitors would continue to have few opportunities to learn the significance of individual Trail sites and the story of the Modern Civil Rights Movement as a whole.

In the absence of a coordinated effort to explain the significance of the 1965 events, the history of African-American struggles to gain voting rights equality would remain inaccessible to travelers in the area.

Visitors also would not be able to access information on the additional recreational and cultural opportunities available within the US Highway 80 corridor.

Land ownership and use

The No Action Alternative would not produce increased levels of visitor activity that affect private property use along US Highway 80.

Population and economy

With limited increases in visitation anticipated, the economic benefits of the No Action Alternative on the local and regional economies would be minimal.

Impairment of Trail resources or values

The No Action Alternative would not impair the resources or values of the Trail.

Cumulative impacts

Since the No Action Alternative produces no incremental impacts on the Trail or surrounding area, this management option would result in no cumulative impacts.

Impacts of Alternative A: The Story of the March

Historic sites

Positive Impacts

Existing management of historic resources would continue with some added protection for a narrow range of NPS-certified sites.

Alternative A would be unlikely to produce visitor levels that would threaten existing resources.

Negative Impacts

The minimal Trail recognition provided in this alternative, however, could contribute to the deterioration or loss of non-certified sites through neglect, inappropriate use, or inadvertent destruction.

Landscapes

Positive Impacts

As part of the MOA, ALDOT and SHPO would cooperate to inventory the significant, historically intact landscapes along the corridor and seek funding for acquisition and preservation.

With limited gains in visitor use expected, this alternative would not produce pressure to develop new tourism-related uses along US Highway 80.

Negative Impacts

Private entities would retain control of most of the land adjacent to the existing Trail right-of-way. The NPS would coordinate on a limited basis with other managing partners to

protect the historic and cultural integrity of the Trail landscape, leaving portions of the viewshed vulnerable to intrusion.

Visitor use

Under Alternative A, the Trail partners would interpret a limited range of themes related directly to local events between March 7 and 25, 1965 in Dallas, Lowndes, and Montgomery counties, Alabama. Visitors would not have access to information on the broader history and significance of the march.

Visitors also would not be able to readily explore the additional recreational and cultural opportunities available within the US Highway 80 corridor.

Land ownership and use

Due to its lower activity level, Alternative A would be expected to produce limited noise, increased vehicular use, or loss of privacy to adjacent landowners.

Population and economy

Positive Impacts

Alternative A may produce some limited gain in visitor use and associated spending. Since this management approach lacks a full set of visitor amenities, however, it would be expected to produce smaller positive economic impacts than the preferred alternative.

Negative Impacts

Alternative A also would not produce the economic benefits associated with facility construction and rehabilitation in Selma and Montgomery.

Impairment of Trail resources or values

Alternative A would not impair the resources or values of the Trail.

Cumulative impacts

Alternative A would be expected to produce minimal cumulative impacts on the surrounding area.

Impacts of Alternative B: The Regional Struggle

Historic sites

Positive Impacts

Alternative B is similar to the preferred alternative, but would recognize fewer certified sites. This alternative would also preserve and re-use existing historic structures and sites in Selma and the City of St. Jude in Montgomery.

Negative Impacts

Historic sites not certified under Alternative B could be adversely affected. As with the preferred alternative, higher levels of visitor use may threaten some historic sites through tourist-related development.

Landscapes

Positive Impacts

ALDOT and the SHPO would cooperate to inventory the significant, historically intact landscapes along the corridor and seek funding for acquisition and preservation.

Private entities would retain control of most of the land adjacent to the existing Trail right-of-way. Similar to the preferred alternative, the NPS would collaborate with managing partners to protect the landscape, as well as set priorities for the acquisition of key viewsheds.

Negative Impacts

Alternative B would trigger demand for tourist related development, which could lead to possible encroachment of incompatible commercial uses. Such uses would detract from the aesthetic qualities of the Trail and diminish historical integrity.

Visitor use

Similar to the preferred alternative, Alternative B would offer visitors a range of educational and recreational opportunities in Selma, Lowndes County, and Montgomery. Visitors, however, would not have access to an NPS-managed experience along the entire length of the Trail.

Land ownership and use

Alternative B could produce more noise, increased vehicular use, and possible loss of privacy to adjacent landowners.

Population and economy

Alternative B would provide a slightly reduced level of visitor amenity than the preferred alternative and, therefore, would be expected to produce smaller positive economic impacts than the preferred alternative.

Impairment of Trail resources or values

Alternative B would not impair the resources or values of the Trail.

Cumulative impacts

Alternative B would produce cumulative impacts similar to the preferred alternative.

Unavoidable Adverse Environmental Effects (all alternatives)

US Highway 80

Under all alternatives, ALDOT would add two lanes parallel to non-historic portions of US Highway 80 in Lowndes County in accordance with the ALDOT/FHWA/SHPO MOA.

The new lanes would alter the viewshed from the original route, but MOA provisions would minimize the visual impact on the historic segments of the roadway.

Increased vehicular traffic along an improved US Highway 80 could also conflict with pedestrian and bicycle use along the Trail. To mitigate this impact, the Trail partners should cooperate with ALDOT to mark safe pedestrian segments along US Highway 80 for visitors wishing to recreate the original march.

The Trail partners could also reduce traffic impacts during peak Trail use by cooperating with ALDOT to close portions of US Highway 80 during specially scheduled commemorative activities.

Tent City Interpretive Center

The construction of an interpretive center at the Tent City site in Lowndes County would alter the viewshed of the area. The center would, however, increase visitor opportunities to view and enjoy the mostly undisturbed rural countryside surrounding the site.

Construction activities

The preferred alternative, and potentially the other alternatives, would add historic Trail markers and wayside exhibits, interpretive centers and a contact station at key points along the Trail. Trail improvements and facility development would produce minor short-term impacts on soils, vegetation, and wildlife.

Soils and Sedimentation

The renovation of existing structures in Selma and the City of St. Jude would have no impact on soils. Construction at the Tent City facility, however, would displace and disturb soils and add paved surfaces around the site. Impacts caused by soil disturbance would be minor and short-term. The increase in storm water runoff associated with more paved surfaces, however, is a long-term impact. Best management practices can mitigate the effects of soil loss and increased storm water runoff.

Vegetation

Some Trail improvements and facility developments would require the removal of vegetation. The NPS and managing partners would assess impacts to vegetation on a site-specific basis and develop appropriate mitigation, such as revegetation with native plants.

The use of secondary pedestrian and bicycle trails and a general increase in human activity in rural portions of Lowndes County could also have an impact on vegetation.

Wildlife

Since the roadway already exists for the length of the march route and two of the three interpretive centers would be in existing structures, the construction process would cause minimal and short-term disturbance of wildlife.

The use of secondary pedestrian and bicycle trails and a general increase in human activity in rural portions of Lowndes County could also have an impact on surrounding wildlife.

Short-Term Uses and Long-Term Productivity (all alternatives)

Alternatives B and C recommend land use changes to accommodate interpretive centers. In Selma, existing structures would house an interpretive center, while at the City of St. Jude, the managing partners would convert an existing strip commercial development into an interpretive center.

In Selma, the former Peoples Bank building would contain the majority of interpretive amenities. The building is currently vacant. Other structures surrounding the building would become part of the interpretive center. Current tenants in the buildings would relocate.

At the City of St. Jude, the existing strip commercial center has several operating stores and two stand-alone vacant buildings. Tenants currently using the spaces would relocate.

CONSULTATION AND COORDINATION

Public Involvement

Public workshops

The planning team and National Park Service staff conducted three public meetings related to development of this CMP. The meetings were held as a follow up to numerous public participation activities conducted as part of the NPS *Alternatives Summary* and the ALDOT *Master Plan* in 1999.

The meetings were held as follows:

Monday, July 28, 2003, 4:00 - 7:00 p.m.
Selma Convention Center, 211 Washington Street

Tuesday, July 29, 2003, 4:00 - 7:00 p.m.
White Hall Town Hall, 625 Freedom Road, White Hall, Alabama

Wednesday, July 30, 2003, 4:00 - 7:00 p.m.
St. Jude Apartments, Activity Center-Trailblazers Lounge, 2018 Fairview Avenue, Montgomery

At the meetings, the planning team briefed the public about the draft management alternatives and recent trail developments and listened to comments and concerns that the public had regarding management of the Trail.

See Appendix 4 for public comments.

Other information gathering

The National Park Service began consultation and coordination with Federal, state and local agencies, and private organizations during its 1993 *National Trail Study*. The following agencies and organizations were consulted as part of the process:

The Federal Highway Administration
The Fish and Wildlife Service
Forest Service, US Department of Agriculture
Soil Conservation Service, US Department of Agriculture
Corps of Engineers, US Department of the Army

Alabama Bureau of Tourism and Travel
Alabama Department of Conservation and Natural Resources
Alabama Department of Economic and Community Development
Alabama Highway Department
Alabama Historical Commission
City of Benton
City of Hayneville
City of Montgomery
City of Selma
Dallas County Commission
Lowndes County Commission
Montgomery County Commission
Brown Chapel AME Church
Dexter Avenue-King Memorial Baptist Church
First Baptist Church of Selma
Landmarks Foundation
Montgomery Chamber of Commerce
Montgomery Improvement Association
Old Depot Museum
Selma-Dallas County Chamber of Commerce
Southern Poverty Law Center
World Heritage Museum

The National Park Service also consulted with various stakeholders during preparation of the 1999 *Alternatives Summary*, including:

The National Historic Trail Friends Groups of Selma
The National Historic Trail Friends Groups of Lowndes County
The National Historic Trail Friends Groups of Montgomery
The National Historic Trail Citizens Advisory Council
The Federal Highway Administration
Alabama Department of Transportation
Alabama Historical Commission.

The following public workshops were held in 1999:

May 10 – ALDOT and FHWA

May 11 – the Alabama Historical Commission and the Friends of the NHT from Montgomery and Lowndes Counties.

May 12 – Friends of the NHT of Dallas County, including the City of Selma

May 13 – Citizens Advisory Council meeting

June 14 – follow up session in Lowndes County

June 15 – follow up session in Selma

June 30 – follow up session in Montgomery

Additionally, the NPS sought broader public review and comment on the alternatives, history, and interpretive themes presented in the *Alternatives Summary* brochure.

The Alabama Department of Transportation conducted extensive public participation activities as part of the 1999 *Master Plan*, including public meetings and workshops in each of the three counties, as well as personal interviews with organizers and march participants.

List of Agencies and Organizations Consulted

State of Alabama

Governor Bob Riley

Representative John F. Knight, Jr., Alabama House of Representatives

Alabama Bureau of Tourism & Travel

Lee Sentell, Director

Alabama Department of Transportation

Joe McInnes, Director

Alfredo Acoff, State Coordinator, Environmental Section

Alabama Historical Commission

Lee H. Warner, Executive Director

Elizabeth Ann Brown, Division Director, Deputy SHPO

Janice Hawkins, Chair of the Alabama Historical Commission

Alabama State University

Dr. Joe A. Lee, President

City of Montgomery, Alabama

Honorable Bobby Bright, Mayor

Jeff Downs, Executive Assistant

City of Selma, Alabama

Honorable James Perkins, Mayor

Elizabeth Driggers, Planning & Development Director

United States Department of Transportation, Federal Highway Administration

Joe Wilkerson, Division Administrator

The National Voting Rights Museum & Institute

Joanne Bland, Museum & Institute Historian and Tour Director

Sam Walker, Museum & Institute Coordinator

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U.S. Census Bureau

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United States Fish & Wildlife Service

2003 *Threatened and Endangered Species System*,
<http://endangered.fws.gov/>

United States Environmental Protection Agency

2003 *Air Quality Index Summary Report*,
<http://oaspub.epa.gov>

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National Park Service, Southeast Regional Office

Richard Sussman, Chief, Planning and Compliance Division

John Barrett, Contracting Officer's Technical Representative and Project Manager

Richard McCollough, Partnership Program Manager

Selma to Montgomery National Historic Trail

Catherine Farmer Light, Superintendent

APPENDIX 1

Memorandum of Agreement regarding Selma to Montgomery Trail

Memorandum of Agreement regarding Selma to Montgomery Trail

Alabama Department of Transportation

Alabama Historical Commission

Federal Highway Administration

WHEREAS, the Alabama Department of Transportation (ALDOT) and the Federal Highway Administration (FHWA) have a series of planned alterations to US Highway 80 between the Alabama River crossing at Selma, Alabama, and the Montgomery Airport in Montgomery County, Alabama, known as the Selma to Montgomery Voting Rights March route, a property eligible for inclusion in the National Register of Historic Places, and have consulted with the Alabama State Historic Preservation Officer (SHPO) pursuant to 36 CFR Part 800, regulations implementing Section 106 of the National Historic Preservation Act (16U.S.C. 470f); and

WHEREAS, the consulting parties agree that the Selma to Montgomery Voting Rights March route should be addressed as a single historic resource with a programmatic mitigation that considers the collective positive and negative impacts of the projects to be undertaken; and

THEREFORE, FHWA, ALDOT, and the Alabama SHPO agree that the projects included in this agreement shall be administered in accordance with the following stipulations for undertakings that may have an impact on the Selma to Montgomery Voting Rights March route.

This document addresses the effects of possible treatments to the eligible property and specifies effect determinations for certain recurring actions. These stipulations reflect the condition of the eligible historic property as of October 31, 2002. Any undertakings carried out under the terms of this agreement should be judged against the current conditions of the eligible property.

Section A. FHWA, ALDOT and the Alabama SHPO agree that certain highway improvements made to the eligible historic property outside of mile marker 107.5 to mile marker 113.2, and mile marker 114.3 to mile marker 116.8 (generally those areas in Montgomery and Dallas Counties which were four lanes in 1965), will be treated as follows:

1. Resurfacing existing roadway, patching potholes, mowing grassy medians and shoulders, erecting ground mounted traffic control signs (as found in the Manual on Uniform Traffic Control Devices) and guardrail and repainting roadway markings will have no effect on the historic property.
2. The extension of pipe and culvert headwalls which includes a covering of vegetation identical to that of the surrounding area will have no effect.
3. Any new traffic signals between the Selma City limits and the Montgomery Airport will not have an adverse effect on the historic property if installed with concrete poles with lights strung on wires or wooden poles with lights strung on wires as a first choice.
4. Where there are paved shoulders existing on the road as of October 31, 2002, the development of bike lanes on the shoulder shall be considered no effect.
5. Shoulder treatments shall be considered to have no adverse effect on the historic property when:
 - a. Any shoulder maintenance or stabilization project which maintains grassy cover at the current width or with the road edge stabilized with paving of no more than two feet,
 - b. Maintenance of paved shoulders where they exist.
6. Bridge replacements with design which meet current highway design recommendations shall be considered no adverse effect on the historic character of the roadway.

Section B. FHWA, ALDOT and the Alabama SHPO agree that certain highway improvements in Lowndes County, between mile marker 107.5 and mile marker 113.2, and between mile marker 114.3 and mile marker 116.8 will be treated as follows:

1. ALDOT will develop a project to purchase new rights-of-way adjacent to the most recently constructed lanes of the highway and new travel lanes will be constructed in this right-of way to provide four-lane travel. New lanes will be constructed in this right of way using current highway design specifications, and will be reviewed under the standard NEPA process, but will not be considered an adverse effect to the historic lanes. The historic lanes will provide for local traffic, pedestrian and bicycling amenities only. When the new lanes are constructed, if vehicular traffic is restricted from access to any portion of the historic lanes, ALDOT may, at it's option, convey ownership of those restricted portions of the historic lanes to the appropriate entity for maintenance and operation.

2. The design of the transition between the four-lane highway and the historic lanes will be designed in consultation with the SHPO.
3. Resurfacing existing roadway, patching potholes, mowing grassy medians and shoulders, erecting ground mounted traffic control signs (as found in the Manual on Uniform Traffic Control Devices) and guardrail and repainting roadway markings will have no effect on the historic property.
4. On the historic two-lane section of the road, bridges replaced so that the visual character as seen from the road remains the same in lane width and bridge rail design will not have an adverse effect on the historic property. Deck and structure under the bridge may be altered as required.

Section C. FHWA, ALDOT and the Alabama SHPO agree to the following general provisions concerning the entire historic property.

1. A landscape architect or landscape historian will be hired by the SHPO through a contract with ALDOT to inventory the significant, historically intact landscapes along the eligible corridor. This effort will produce a ranked list of significant unaltered areas in the view shed of the march route with their acreage and location (mile marker) along U.S. Highway 80. ALDOT commits a maximum amount of \$40,000 in Federal Transportation Enhancement funds toward this effort. SHPO will provide matching funds in the amount of \$10,000.
2. The restoration of the historic landscape is highly desirable in reestablishing and maintaining the historic character of the route. The most effective means to accomplish that end is to acquire historic and scenic easements at appropriate points on the route. To this end, the Alabama SHPO will identify and seek funding to purchase such easements.
3. Any work not identified above shall be processed in accordance with all applicable state and federal laws.
4. It is agreed that the sections of road where the vertical curve does not meet current design standards will remain as they are as of October 31, 2002. If accident data indicates safety problems in areas of steep vertical curve, the DOT will consult with the SHPO on design of improvements to minimize the safety issues according to the standard 106 process.
5. All requests for driveway access will be forwarded to the State Maintenance Engineer for review and coordination with the Alabama Historical Commission. All permitted driveways will be designed in accordance with the ALDOT Maintenance Manual.

6. To the extent that it is practical, any intersections will be constructed at or below the October 31, 2002 grade. Any proposal to construct a grade separated intersection above the October 31, 2002 grade will require further coordination with the SHPO.

7. Termination

Any party to this Agreement may terminate it by providing 180 days notice to the other parties, provided that the parties will consult during the period prior to termination to seek agreement on amendments or other actions that would avoid termination.

Execution of this Memorandum of Agreement by the Federal Highway Administration and the Alabama SHPO, its subsequent acceptance by the Council, and implementation of its term, evidence that the Federal Highway Administration has afforded the Council an opportunity to comment on the planned alterations to US Highway 80 between the Alabama River at Selma, Alabama, and the Montgomery Airport in Montgomery County, Alabama, and its effects on historic properties, and that the Federal Highway Administration has taken into account the effects of the undertaking on historic properties.

ALABAMA DEPARTMENT OF TRANSPORTATION

By: Dom. J. [Signature]
Date: March 3, 2003

ALABAMA STATE HISTORIC PRESERVATION OFFICER

By: [Signature]
Date: 19 Feb 03

FEDERAL HIGHWAY ADMINISTRATION

By: [Signature]
Date: Feb 27, 03

PUBLIC LAW 101-321—JULY 3, 1990

104 STAT. 293

Public Law 101-321
101st Congress

An Act

To amend the National Trails System Act to designate the route from Selma to Montgomery for study for potential addition to the national trails system.

July 3, 1990
[H.R. 3834]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the “Selma to Montgomery National Trail Study Act of 1989”.

SEC. 2. FINDINGS.

The Congress finds that:

(1) The march from Selma to Montgomery led to the passage of the Voting Rights Act of 1965, which achieved the legal right to vote for all Americans.

(2) Events associated with the march from Selma to Montgomery and from what came to be known as “Bloody Sunday” sent shock waves around the world, raised the Nation’s consciousness and convinced political leaders that the time had come for voting rights legislation.

(3) The designation of the route of the march from Selma to Montgomery as a national historic trail will serve as a reminder of the right and responsibility of all Americans to fully participate in the election processes. It will serve as a reminder that we must be ever vigilant in securing our right to vote. It will also give long overdue recognition to the men and women who have sacrificed so much for, and dedicated their lives to, voting rights for all Americans.

SEC. 3. DESIGNATION OF TRAIL FOR STUDY.

Section 5(c) of the National Trails System Act (82 Stat. 919; 16 U.S.C. 1244(c)) is amended by adding the following new paragraph at the end thereof:

“(33) The route from Selma to Montgomery, Alabama traveled by people in a march dramatizing the need for voting rights legislation, in March 1965, includes Sylvan South Street, Water

Selma to
Montgomery
National Trail
Study Act of
1989.
Alabama.
National parks,
monuments, etc.
Historic
preservation.
16 USC 1241
note.

Avenue, the Edmund Pettus Bridge, and Highway 80. The study under this paragraph shall be prepared in accordance with subsection (b) of this section, except that it shall be completed and submitted to the Congress with recommendations as to the trail's suitability for designation not later than 1 year after the enactment of this paragraph."

Approved July 3, 1990.

LEGISLATIVE HISTORY—H.R. 3834:

HOUSE REPORTS: No. 101-425 (Comm. on Interior and Insular Affairs).
SENATE REPORTS: No. 101-313 (Comm. on Energy and Natural Resources).
CONGRESSIONAL RECORD, Vol. 136 (1990):
Mar. 20, considered and passed House.
June 14, considered and passed Senate.

APPENDIX 3

NTSA Legislation

See <http://www.nps.gov/nts/legislation.html> for the
THE NATIONAL TRAILS SYSTEM ACT
(P.L. 90-543, as amended through P.L. 107-325, December 4,
2002)

OPEN HOUSE

SELMA TO MONTGOMERY

NATIONAL HISTORIC TRAIL

Dates:
Monday, July 28th—Selma, AL
Tuesday, July 29th—Lowndes County, AL
Wednesday, July 30th—Montgomery, AL

Time: 4:00 p.m.—7:00 p.m.

Locations:
Selma, AL: Convention Center,
211 Washington Street
Lowndes County, AL: White Hall -Town
Hall, 625 Freedom Road
Montgomery, AL: City of St. Jude,
2048 W. Fairview Avenue

Hear about new developments
for the trail and review the draft
management alternatives for the
trail and its associated sites!

Review design drawings!

Ask questions!

Make comments or suggestions!






If you have any questions please contact:
Catherine F. Light at 334.727.6390

The National Park Service cares for special places saved by the American people so that all may experience our heritage



Advertisement distributed in the community to publicize July open house meetings.

Public Meeting Comments

Overall, there was a positive response from the public meetings. Participants noted that Alternative C would include educational opportunities to learn about the struggles for voting rights and have a positive impact on the state.

Some general concerns that were noted by attendees included the slow pace of the project, the possibility of a landfill along a portion of Highway 80, the location of the Selma Interpretive Center at the old Peoples Bank building, and the way in which the events of the march will be depicted.

Also included were some suggestions for additional sites:

- Craig Air Force Base
- Lutheran Academy
- Hudson High School
- SNCC Freedom House in Whitehall
- SNCC Freedom Riders on Tremont
- Alabama Street

Monday, July 28, 2003 – Selma, Alabama

- Did not see exterior visuals of Tent City Interpretive Center. What is the origin of phrase – We Got a Movement?
- Object to Visitors Center at old Peoples Bank building – should be reconsidered for Jeff Davis area
- The information presented was very informative. The people were very helpful. This was an excellent idea. It was worth the money spent. The community salutes you.
- Well, the Plan is OK. From the looks of things, it's just great. Hope to be able to help on the construction sight.
- I think that it's a great idea. It would be nice to have a place to visit and learn about the struggle that my parents and grandparents had to go through.
- This is an event whose time has come. I think that this is going to do great things for the State of Alabama.

- Include various routes on image boards – Bloody Sunday (Selma Avenue), Turnaround Tuesday (Water Avenue), March 21 (Alabama to Broad)
- Put Interpretive Center on Jeff Davis – that's where movement was.
- NPS Visitor Contact Station on MLK
- Liuzzo – correct spelling on image board
- Lutheran Academy (now Concordia College), Hudson High School and now middle school should be added
- Look at economic revitalization issues in Washington Park neighborhood and neighborhood in Selma
- Recognize neighborhood issues and grassroots involvement in Selma
- Craig Field as a secondary site
- Bring Interpretive Center to fruition!! The movement touched all of Selma. The site at Broad and Water was selected – Important.
- The citizens of Selma/Dallas County are ready to move forward with an Interpretive Center!
- SNCC Freedom House in Whitehall, SNCC Freedom Riders on Tremont in Selma
- A very large Interpretive Center (Selma) 1) with paid workers and volunteers. 2) Put the trail on all statewide tourism advertisements - including David Bronner's State Employee's Retirement Television Station and the different tourism magazines.

Thursday, July 29, 2003 – Whitehall, Lowndes County, Alabama

- Make sure Black Panther symbol and story is included in Center. This movement and usage of symbol changed the political landscape in this state and country!
- Alt. B – Story Definition – transfer to Alt. C
- Include full or partial walking trail along Highway 80
- When will the building of the Center in Lowndes County really start??? Why the hold-up of the Center being built???
- What is the Dept. of Transportation doing besides sweet talking?
- Somehow zone 80 to control business and keep historic pasture land.
- We do not want to see a landfill put on Highway 80 by Waste Management
- Voting Rights Museum – materials to Interpretive Center and existing museum available for education, etc. Museum would be the Interpretive Center at new facility. NPS would contribute additional materials
- What a lot of good work! Please be vigilant when selecting imagery for Tent City display at Interpretive Center to use photos from local collections in addition to

those available from national sources. As much as possible, try to present images as they were seen by the people who made the history, not scenes through the eyes of outside observers.

Wednesday, July 30, 2003 – City of St. Jude, Montgomery, Alabama

- Less is more; add Alabama State as a secondary site.
- Alabama Street as possible secondary site in Montgomery
- Remember the usage of the Black Panther symbol for those voters who could not read or write. This caused the change in political landscape in state and shook-up those in Washington, DC and the nation.
- Stop the dump on the Civil Rights Trail!
- Get off the slow track and get on the job and start building the centers in Lowndes County. No more delays, sweet talks, start building now!
- Gee's Bend – a mobilization "port" for Rev. Dr. Martin Luther King, JR.
- Change signs on I-85 to Martin Luther King, JR. Interchange

APPENDIX 5

Vegetation and Threatened and Endangered Species

Table 24 Typical fencerow plants along U.S. Highway 80			
Botanical Name	Common Name	Current Confirmation	Comment
<i>Albizia julibrissin</i>	Mimosa	Field observation	Exotic and invasive
<i>Andropogon glomeratus</i>	Brushy bluestem	Field observation	Native
<i>Andropogon ternaries</i>	Splitbeard bluestem	Field observation	Native
<i>Celtis laevigata</i>	Sugar hackberry	Field observation	Native
<i>Erianthus giganteus</i>	Sugarcane plumegrass	Field observation	Native
<i>Ilex deciaua</i>	Possumhaw	Field observation	Native
<i>Juniperus virginiana</i>	Eastern redcedar	Field observation	Native
<i>Ligustrum sinese</i>	Chinese privet	Field observation	Exotic and invasive
<i>Maclura pomifera</i>	Osage orange	Field observation	Native
<i>Melia azedarach</i>	Chinaberry Tree	Field observation	Exotic and invasive
<i>Myrica cerifera</i>	Waxmyrtle	Field observation	Native
<i>Phoradendron serotinum</i>	Mistletoe	Field observation	Native
<i>Pinus spp.</i>	Pine	Field observation	Native (some species)
<i>Prunus spp.</i>	Wild Plum	Field observation	Native
<i>Rhus spp.</i>	Sumac	Field observation	Native
<i>Quercus nigra</i>	Water Oak	Field observation	Native
<i>Schizachyrium scoparium</i>	Little bluestem	Field observation	Native

Source: Cultural Landscape Inventory, NPS, Southeast Regional Office, April 2000

Table 25 Characteristic agricultural crops January-February 2000		
Botanical Name	Common Name	Current Confirmation
<i>Carya spp.</i>	Pecan	Field observation
	Cotton	Field observation
	Corn	Field observation
<i>Pinus spp.</i>	Pine	Field observation

Source: Cultural Landscape Inventory, NPS, Southeast Regional Office, April 2000

Table 26 Characteristic bottomland plants			
Botanical Name	Common Name	Current Confirmation	Comments
<i>Acer rubrum</i>	Red maple	Association	Native
<i>Magnolia virginiana</i>	Sweetbay	Field observation	Native
<i>Platanus occidentalis</i>	Sycamore	Field observation	Native
<i>Sabal minor</i>	Palmetto	Field observation	Native
<i>Tillandsia usneoides</i>	Spanish moss	Field observation	native

Source: Cultural Landscape Inventory, NPS, Southeast Regional Office, April 2000

Table 27 Threatened and Endangered Animals	
Species	Status
Acornshell, southern	E
Alligator, American	T

Bat, Gray	E
Bat, Indiana	E
Bean, Cumberland (pearlymussel)	XN
Blossom, tubercled (pearlymussel)	XN
Blossom, turgid (pearlymussel)	E
Blossom, yellow (pearlymussel)	E
Blossom, yellow (pearlymussel)	XN
Campeloma, slender	E
Catspaw	E
Catspaw	XN
Cavefish, Alabama	E
Chub, spotfin	T
Clubshell, ovate	E
Clubshell, southern	E
Combshell, Cumberlandian	E
Combshell, Cumberlandian	XN
Combshell, southern	E
Combshell, upland	E
Darter, boulder	E
Darter, goldline	T
Darter, slackwater	T
Darter, snail	T

Darter, vermillion	E
Darter, watercress	E
Eagle, bald	T
Elimia, lacy	T
Fanshell	E
Heelsplitter, Alabama	T
Kidneyshell, triangular	E
Lampmussel, Alabama	E
Lampmussel, Alabama	XN
Lilliput, pale (pearlymussel)	E
Lioplax, cylindrical (snail)	E
Mapleleaf, winged (mussel)	XN
Moccasinshell, Alabama	T
Monkeyface, Cumberland (pearlymussel)	E
Monkeyface, Cumberland (pearlymussel)	XN
Mouse, Alabama beach	E
Mouse, Perdido Key beach	E
Mucket, orangenace	T
Mucket, pink (pearlymussel)	E
Mussel, oyster	E
Mussel, oyster	XN
Pearlymussel, birdwing	XN

Pearlymussel, cracking	E
Pearlymussel, cracking	XN
Pearlymussel, dromedary	XN
Pebblesnail, flat	E
Pigtoe, dark	E
Pigtoe, finerayed	E
Pigtoe, finerayed	XN
Pigtoe, flat	E
Pigtoe, heavy	E
Pigtoe, rough	E
Pigtoe, shiny	E
Pigtoe, shiny	XN
Pigtoe, southern	E
Pimpleback, orangefoot	E
Plover, piping	T
Pocketbook, finelined	T
Pocketbook, shinyrayed	E
Ring pink (mussel)	E
Riversnail, Anthony's	E
Riversnail, Anthony's	XN
Rocksnail, painted	T
Rocksnail, plicate	E

Rocksnail, round	T
Salamander, Red Hills	T
Sculpin, pygmy	T
Sea Turtle, green	T
Sea Turtle, hawksbill	E
Sea Turtle, Kemp's ridley	E
Sea Turtle, leatherback	E
Sea Turtle, loggerhead	T
Shiner, blue	T
Shiner, Cahaba	E
Shiner, palezone	E
Slabshell, Chipola	T
Snail, armored	E
Snail, tulotoma	E
Snake, eastern indigo	T
Stirrupshell	E
Stork, wood	E
Sturgeon, Alabama	E
Sturgeon, gulf	T
Tortoise, gopher	T
Turtle, Alabama red-belly	E
Turtle, flattened musk	T

Wartyback, white (pearlymussel)	E
Whale, finback	E
Whale, humpback	E
Woodpecker, red-cockaded	E

Source: United States Fish & Wildlife Service's Threatened and Endangered Species System, August, 2003

E – Endangered

T – Threatened

XN – Experimental Population, non-essential

Table 28 Threatened and Endangered Plants	
Species	Status
Amphianthus, little	T
Potato-bean, Price's	T
Fern, American hart's-tongue	T
Leather Flower, Morefield's	E
Leather Flower, Alabama	E
Prairie-clover, leafy	E
Sunflower, Eggert's	T
Bladderpod, lyrate	T
Button, Mohr's Barbara	T
Harperella	E
Water-plantain, Kral's	T
Pitcher-plant, green	E
Pitcher-plant, Alabama canebrake	E

Chaffseed, American	E
Pinkroot, gentian	E
Fern, Alabama steak-sorus	T
Trilium, relict	E
Grass, Tennessee yellow-eyed	E

Source: United States Fish & Wildlife Service's Threatened and Endangered Species System, October, 2002

E – Endangered

T – Threatened

XN – Experimental Population, non-essential

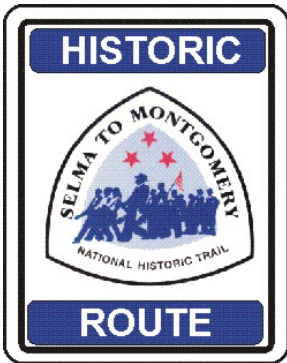


Figure 40 Sign currently found along the march route

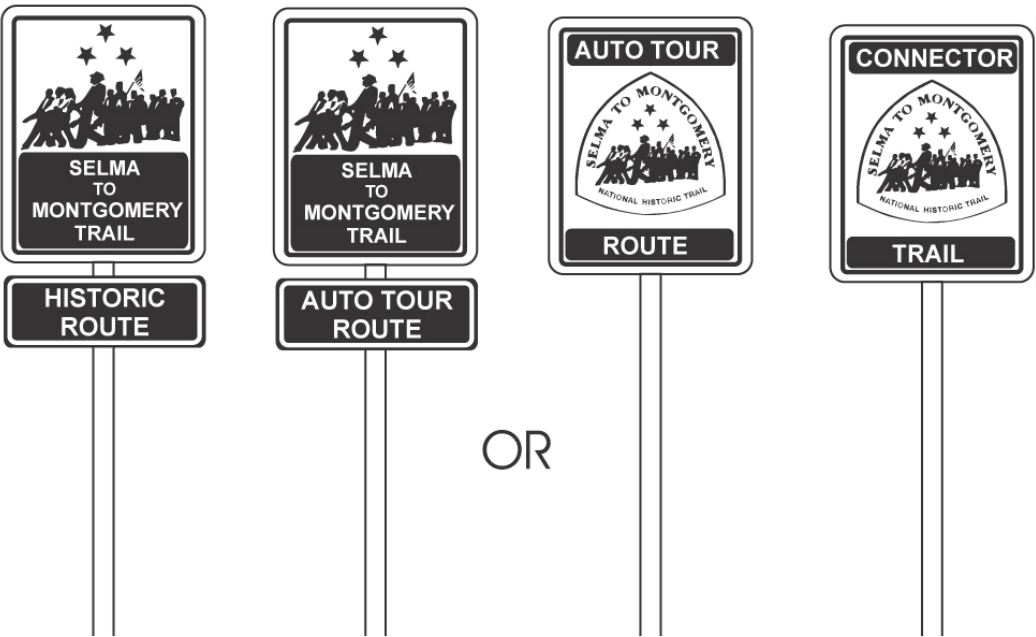


Figure 41 Sample uniform markers used on original trail route and auto route



Figure 42 Sample uniform markers used on designated bike route

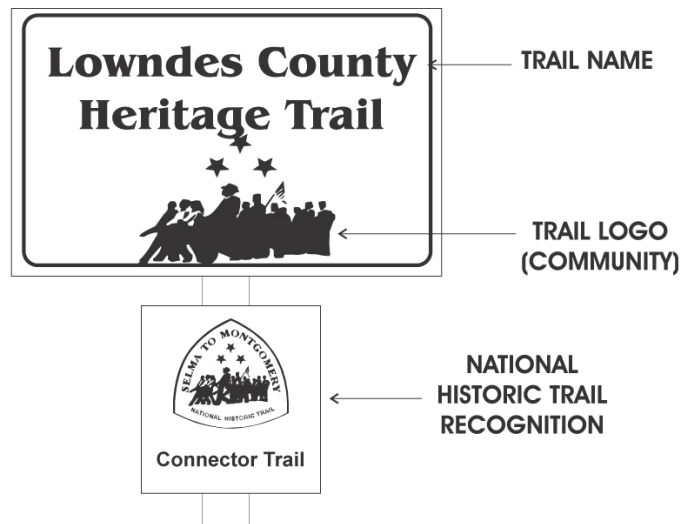


Figure 43 Concepts for connector trails

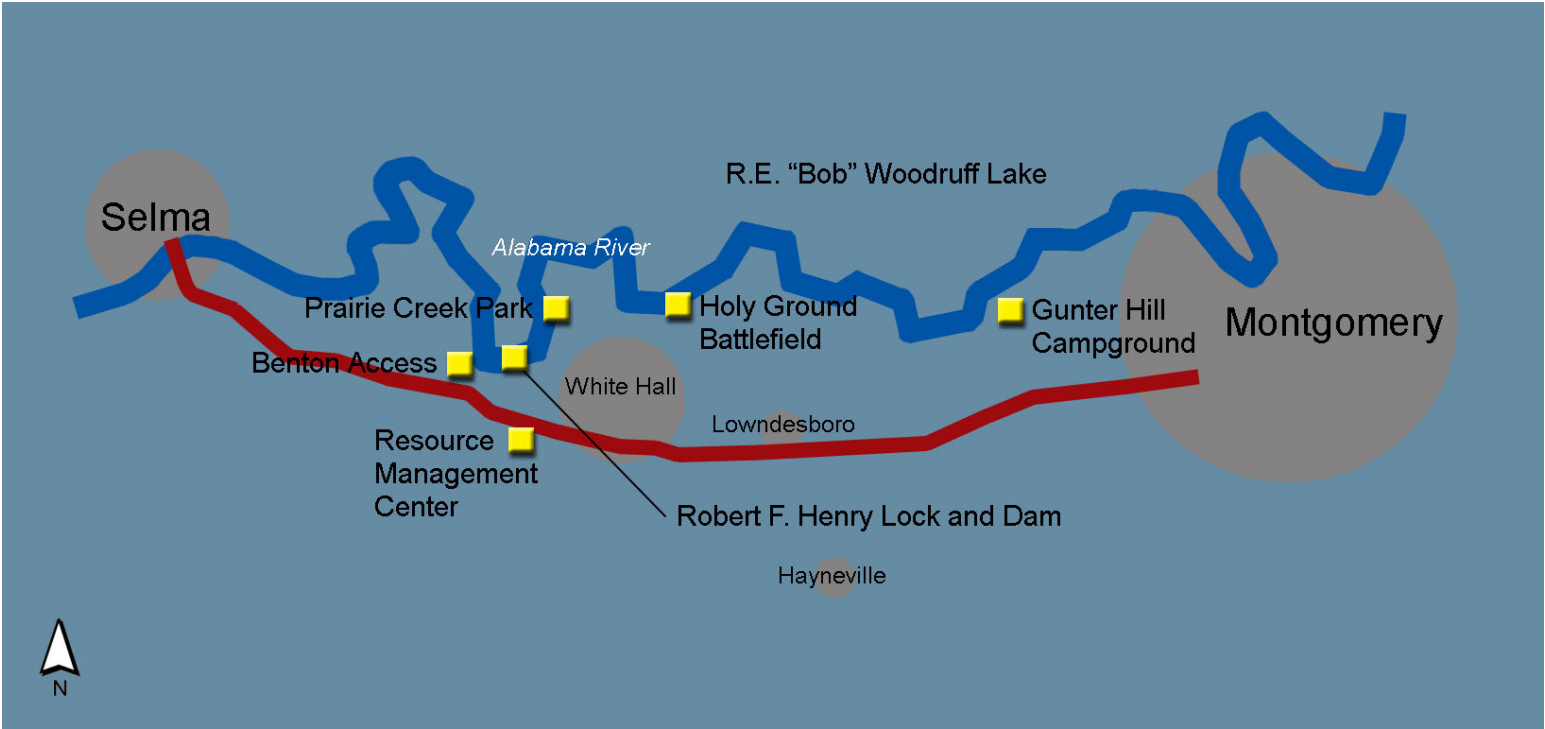


Figure 44 Army COE sites near the march route

APPENDIX 8

Memorandum of Understanding between National Park Service and the Federal Highway Administration on joint partnership management of the Trail.



*Memorandum of Understanding Between U.S. Department of Transportation,
Federal Highway Administration and
U.S. Department of the Interior, National Park Service.*

*To Foster Cooperation and Joint Activities Along the Selma to Montgomery
National Historic Trail and the Selma to Montgomery All-American Road*

Whereas, on September 19, 1996, the Secretary of Transportation designated the Selma to Montgomery Scenic Byway as an All-American Road under the National Scenic Byways Program.

Whereas, the National Park Omnibus Act of 1996 officially established the Selma to Montgomery National Historic Trail, consisting of 34 miles of city streets and United States Highway 80 from Crown Chapel A.M.E. Church in Selma to the State Capitol Building in Montgomery, Alabama.

Whereas, U.S. 80 was the scene of the 1965 Voting Rights March, led by Dr. Martin Luther King, Jr., to secure equal voting rights for African Americans.

Whereas, when the Voting Rights March reached the State Capitol Building in Montgomery on March 25, 1965, Dr. King addressed the marchers, saying, "Let us march on to the realization of the American dream. Let us march on the ballot boxes, march on poverty, march on segregated schools and segregated housing, march on until racism is annihilated and America can live at peace with its conscience. That will be a day not of the white man, not of the black man. That will be the day of man as man. How long will it take? I come to say to you this afternoon, however difficult the moment, however frustrating the hour, it will not be long, because truth pressed to earth will rise again."

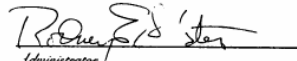
Whereas, the Selma to Montgomery March helped inspire congressional passage of voting rights legislation that President Lyndon Johnson signed on August 6, 1965, empowering African Americans and all Americans to cast their ballot for the American dream of which Dr. King spoke.

Whereas, the Federal Highway Administration is delegated the responsibility to administer the National Scenic Byways Program.

Whereas, the National Park Omnibus Act designated the National Park Service (NPS) to be the lead Federal agency in administering this Trail as part of the National Trails System.

Whereas, the Parks Omnibus Act directs the NPS to cooperate with other Federal, State, and local authorities to preserve historic sites along the route.

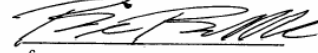
Now Therefore Be It Resolved, that the Federal Highway Administration and the National Park Service will coordinate program plans, resources, and technical assistance associated with designation of U.S. 80 from Selma to Montgomery as an All-American Road and a National Historic Trail to maintain, enhance, and interpret the national historic significance of the highway, of the events associated with the 1965 Voting Rights March, and of the legacy of Dr. Martin Luther King, Jr., and other civil rights advocates who marched along the route and who agreed with Dr. King when he said on March 25, 1965, that "the moral universe is long but it bends toward justice."


Administrator
Federal Highway Administration

Witnessed by:


Secretary
Department of Transportation


Director
National Park Service


Secretary
Department of Interior

Declaration of Participation and Support

*From State and Local Governments, Members of Communities,
and Civil Rights Advocates*

*To Foster Cooperation and Joint Activities with the Federal
Highway Administration and the National Park Service along the
Selma to Montgomery National Historic Trail and the Selma to
Montgomery All-American Road*

Whereas, the U.S. Department of Transportation, Federal Highway Administration and the U.S. Department of Interior, National Park Service by Memorandum of Understanding will coordinate program plans, resources, and technical assistance associated with designation of U.S. 80 from Selma to Montgomery as an All-American Road and a National Historic Trail.

Whereas, members of Alabama communities, State and local governments, as well as civil rights advocates, have witnessed the signing of the Memorandum of Understanding between the Federal Highway Administration and the National Park Service.

Now Therefore Be It Resolved, that these witnesses will participate in and support the planning and implementation of program activities connected to the designation of U.S. 80 from Selma to Montgomery as an All-American Road and a National Historic Trail to maintain, enhance, and interpret the national historic significance of the highway, of the events associated with the 1965 Voting Rights March, and of the legacy of Dr. Martin Luther King, Jr., and other civil rights advocates who marched along the route.

Supported By:

Agnes P. Boynton Robinson
Emma Jean Jackson
James D. Young
Nancy A. Threlk
Gene Garry
Donis Dozier Givston
Rose M. Givdes
Kathy L. Dealy
William C. King
Cathy L. Gordon

Earl J. Villard
Patricia A. Hall
Spencer H. H. H. H.
Richard L. H. H. H.
John L. H. H. H.
Marie J. H. H. H.
Elizabeth H. H. H.
James L. H. H. H.
Marie L. H. H. H.

Declaration of Participation and Support

*From State and Local Governments, Members of Communities,
and Civil Rights Advocates*

*To Foster Cooperation and Joint Activities with the Federal
Highway Administration and the National Park Service along the
Selma to Montgomery National Historic Trail and the Selma to
Montgomery All-American Road*

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Supported By:

