

general management plan  
development concept plan &  
environmental assessment

MARTIN LUTHER KING JR.

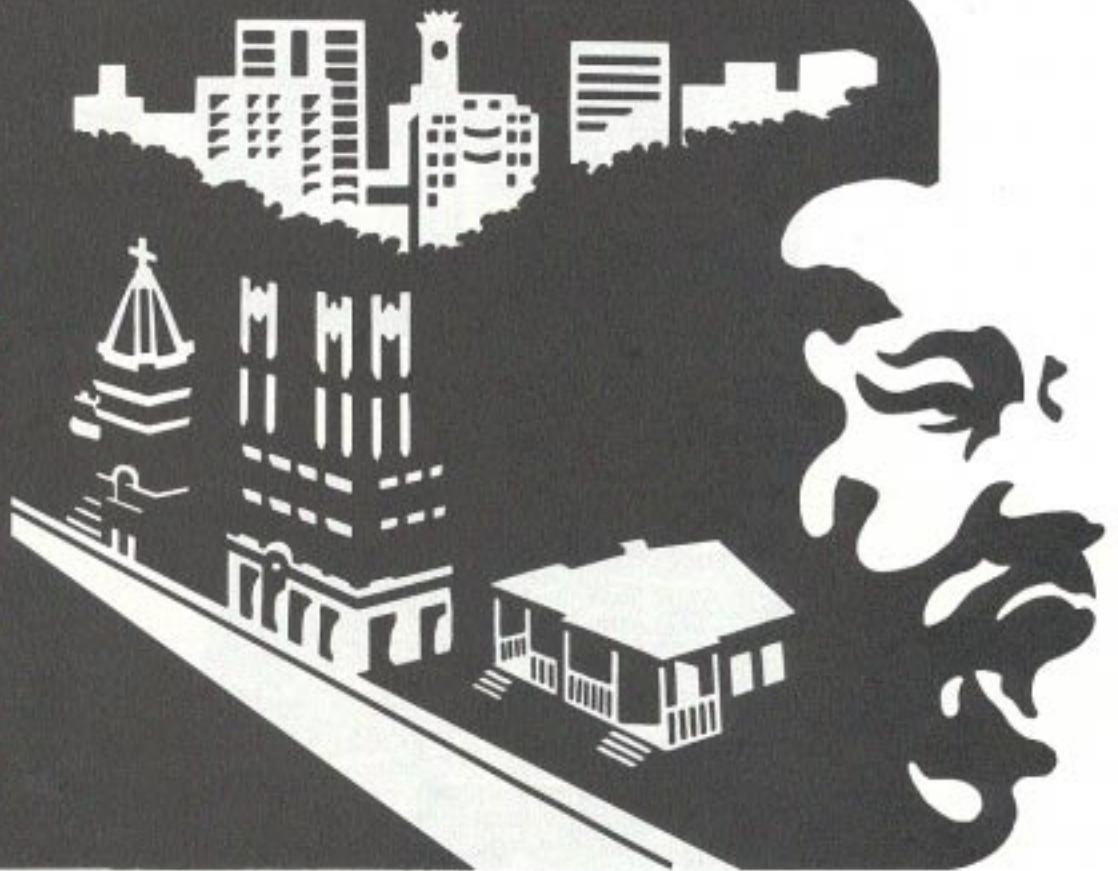


NATIONAL HISTORIC SITE & PRESERVATION DISTRICT / ATLANTA

may 1985

U.S. DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

General Management Plan, Development Concept Plan & Environmental Assessment



MARTIN LUTHER KING JR.  
NATIONAL HISTORIC SITE & PRESERVATION DISTRICT  
ATLANTA, GEORGIA



BIRTH HOME BLOCK  
(National Historic Site)



ODD FELLOWS BUILDING  
(Preservation District)

## SUMMARY

The Martin Luther King, Jr., National Historic Site and Preservation District includes most of an Atlanta area known as "Sweet Auburn," a community that reflects perhaps better than any other in America the historical achievements of black families, businesses, churches, and other public institutions. The national historic site includes Dr. King's birth home, Ebenezer Baptist Church (where he served as co-pastor), his memorial gravesite in the Freedom Hall complex, and the residential street on which he spent his boyhood years. The preservation district includes the surrounding commercial and residential areas that were a vital part of the environment in which Dr. King grew up.

Management of this park complex will be a cooperative undertaking by the National Park Service, the city of Atlanta, and numerous local agencies and organizations. The primary responsibilities of the National Park Service will be historic preservation and interpretation of Dr. King's life. Most of the proposals of the draft general management plan included in this document address resource management, public use, and development within the national historic site. Proposals for the preservation district are more tentative, because the National Park Service has no land acquisition authority within the preservation district and may only cooperate with other landowners to promote historic preservation and public use.

The four alternatives considered during the development of the draft plan resulted from an intensive analysis of the actions necessary to fulfill the purposes of the park, the community's potentials and problems, and its relationship to the city of Atlanta and its economy. The alternatives represent possible approaches to interpretation and visitor use, management and protection of cultural resources, and development of visitor facilities. The alternatives differ in the extent of historic preservation and in the kinds of interpretive programs. The alternatives also address different approaches to community revitalization and ways of encouraging economic development and improving the living conditions for residents. The alternatives are based on current and previous plans for the area, park legislation, and information received during numerous consultations and a 10-week public comment period in the spring and summer of 1983. The draft general management plan reflects the broad public preference for an approach that preserves as many structures as possible while not precluding the economic revitalization of the area. The public is encouraged to comment once again on this draft plan, before a final plan is prepared.

The draft general management plan proposes to focus on preservation and interpretation of the Auburn Avenue corridor. Interpretive programs will center around the structures most directly associated with Dr. King: his birthplace, the residences on the same block, Ebenezer Baptist Church, and his memorial gravesite. The National Park Service will operate an information kiosk and conduct walking tours of the national historic site. Exhibits, publications, and historic buildings will be used to interpret the life and work of Dr. King and the larger story of the civil rights movement. The Martin Luther King, Jr., Center for Nonviolent Social

Change, which carries on the work of Dr. King, will continue to memorialize him and explain his philosophies and legacy to visitors. The National Park Service will not establish a major visitor center in the national historic site.

The National Park Service will lease the birth home from the King Center to provide for the long-term preservation and interpretation of this key structure. All vacant and tenant-occupied structures on the birth home block will be acquired and rehabilitated by the National Park Service. Current tenants will be able to remain in their homes at stabilized rents. Some structures will be resold to individuals, but the National Park Service will retain sufficient interests in these properties to protect their historic appearance and ensure continued residential use. The National Park Service will work with the city of Atlanta to assist owner-occupants in rehabilitating their structures on the birth home block.

The preservation district will be managed according to a development program that is being prepared by the park's advisory commission with the help of the city of Atlanta. One purpose of the development program is to identify ways to integrate the park with the surrounding area and to capitalize on the presence of the park as a focus of economic revitalization. The National Park Service will work cooperatively with the advisory commission and the city of Atlanta to ensure consistency and compatibility between the general management plan and the development program. The draft general management plan assumes that the city will take appropriate actions to stimulate historic preservation, economic revitalization, and tourism in the Sweet Auburn area. If the city takes such action, the National Park Service could supplement the city's efforts by operating a visitor facility at the western end of the preservation district and by making limited funds available for facade restoration of historic buildings. The assistance will be funded through the park's operating budget. The development program for the preservation district and surrounding area will decide the most appropriate roles for the National Park Service, city of Atlanta, and others, and that decision will be reflected in the final general management plan.

Within the boundaries of the national historic site and preservation district, actions taken by the National Park Service, the city of Atlanta, and the private sector might have widely varying effects on historic resources, visitor use, and the community. This document describes the general effects that are expected to result from the implementation of the draft general management plan and compares them to the probable effects of the other alternatives. In a separate cost-effectiveness analysis, which considered the effects of the alternatives on interpretation, community health and stability, and cultural resource protection, as well as costs, the proposal was rated highest in overall effectiveness. (For a complete discussion, see "Cost Effectiveness of GMP Alternatives," NPS 1985).

The draft general management plan is expected to result in the preservation of all the park's significant cultural resources. Acquisition and development costs will be moderate to high, but economic benefits to the city and area residents will also be high. As park development proceeds, private projects oriented toward visitor and community services

may cause an increase in property values and create a more attractive setting for economic and residential activity. Historic values should be adequately protected by city zoning, complemented by NPS assistance in facade restoration.

Rent controls on NPS residential properties will help minimize the disruptive effect on the community. In spite of these efforts, however, the large visitation and extensive economic revitalization will inevitably change the neighborhood. The displacement of some existing businesses may be at least partially offset by the creation of new jobs. The alternatives and their major impacts are summarized in the following tables.

## Summary of Alternatives

	Proposal	Alternative 1 (No Action)	Alternative 2 (Minimum Requirements)	Alternative 3
Overall concept	Target entire length of Auburn for preservation and visitor use	Continue current conditions	Concentrate efforts on birth home block	Preserve entire community
Interpretation/visitor use				
Focus of programs	Dr. King and the civil rights movement	Dr. King's life and legacy	Dr. King's life and leadership of the civil rights movement	Dr. King and the civil rights movement as seen in Sweet Auburn
Responsibility	NPS, King Center, and other private organizations	King Center	NPS and King Center	NPS and King Center
Method of interpretation	Equal reliance on publications, exhibits, and historic structures	Very high reliance on publications	High reliance on publications; also limited walking tours and exhibits at the welcome center	High reliance on exhibits and historic structures
National Park Service information/interpretation center(s)	Community Center Plaza, Auburn at Piedmont or Butler	None	Edgewood at Boulevard	Edgewood at Boulevard, Auburn at Piedmont or Butler
Focus of historic preservation	Birth home, birth home block, Edgewood, Auburn, Howell, Old Wheat, and Hogue streets	Birth home	Birth home, plus several commercial structures along Auburn and Edgewood avenues	Entire community
NPS ownership of property (% of tracts)				
Birth home block	48	0	8	85
National historic site	21	0	10	48
Birth home block ownership and management				
Ownership	NPS and private	Private	City	Preservation commission
Management	Contractor and private	Private	City and contractor	Contractor
Rents	Controlled for current tenants	Fair market value	Controlled for current tenants	Controlled for current tenants



## Summary of Impacts

	Alternative 2 (Minimum Requirements)		
	Alternative 1 (No Action)	Alternative 2 (Minimum Requirements)	Alternative 3
	<b>Proposal</b>		
Cultural resources Resource protection	Some loss of resources in preservation district	Potential loss of resources especially in preservation district	Potential loss of resources, especially in preservation district
Urban Environment Economic revitalization potential	High	Low to moderate	Moderate to high
Potential for minimizing displacement	Moderate	Low	High
Probable job creation	High	Low to moderate	Moderate to high
Potential for lowering crime rate	Moderate to high	Low to moderate	Moderate to high
Attractiveness for private sector/community participation	High	Low to moderate	Moderate to high
Opportunity for new construction	Moderate to high	Very high	Moderate
Potential for improved housing	Moderate to high	Low	High
Potential for increased visitation	Very high	Moderate	High
Costs			
Acquisition	\$ 80,000	\$1,800,000	\$1,900,000
Development	\$300,000	\$4,100,000	\$4,600,000



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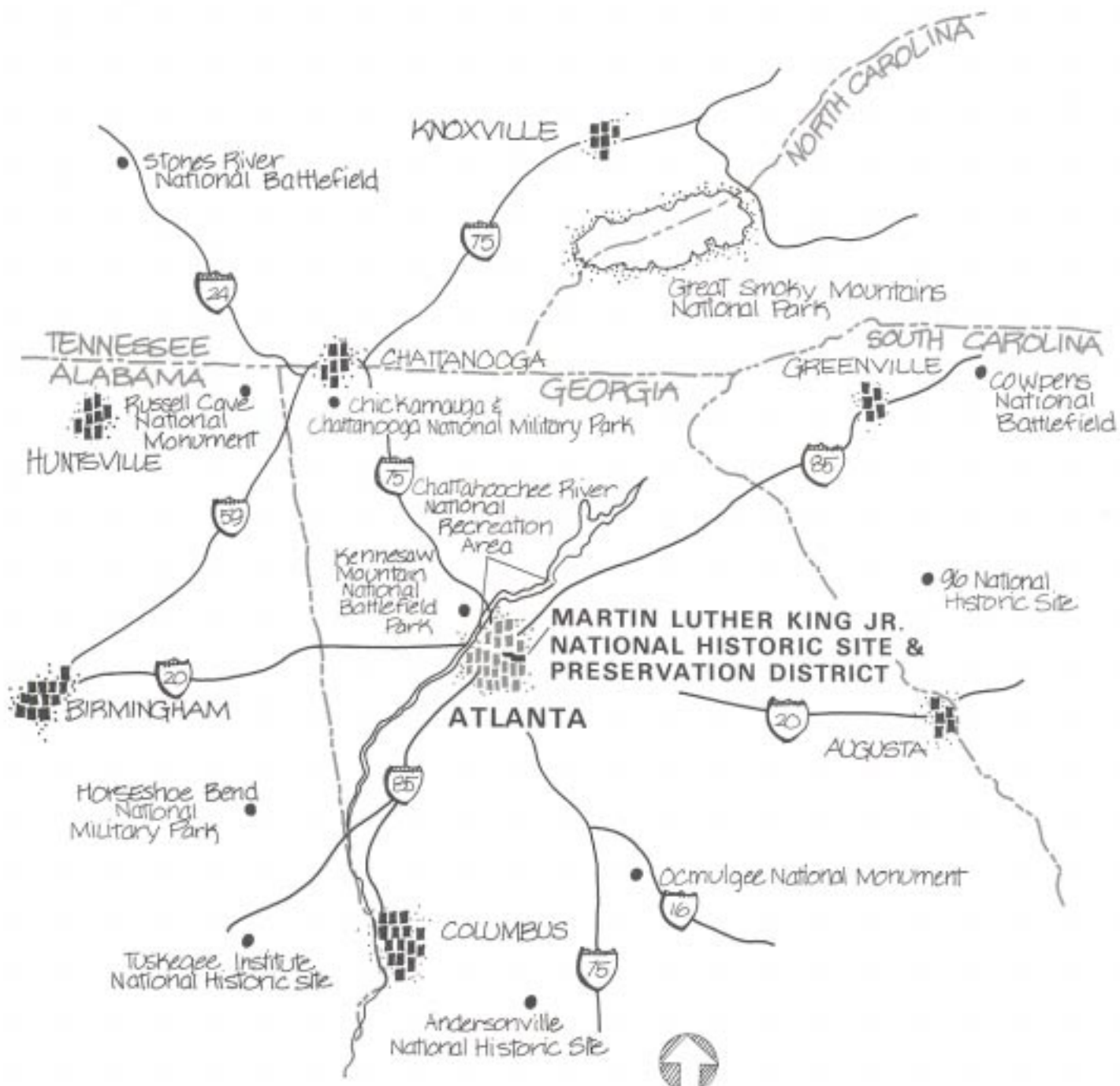
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## REGION

MARTIN LUTHER KING JR. NATIONAL HISTORIC SITE & PRESERVATION DISTRICT

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

## PURPOSE OF AND NEED FOR THE PLAN

In establishing the park on October 10, 1980, Congress specified that "the places where Martin Luther King, Junior, was born, where he lived, worked, and worshipped, and where he is buried" should receive special attention "to protect and interpret [these areas] for the benefit, inspiration, and education of present and future generations" (PL 96-428). In keeping with Congress's intent, the general management plan addresses the needs to preserve the park's cultural resources; to interpret the significance of Dr. King, the Sweet Auburn neighborhood where he grew up, and the civil rights movement; and to provide for visitor use in the national historic site and preservation district.

The plan was selected from among several alternatives, which are included for comparison in this document. After this document has been reviewed, the National Park Service will address appropriate comments in a final general management plan. Once approved, the plan will guide management of the park for approximately the next 10 years.

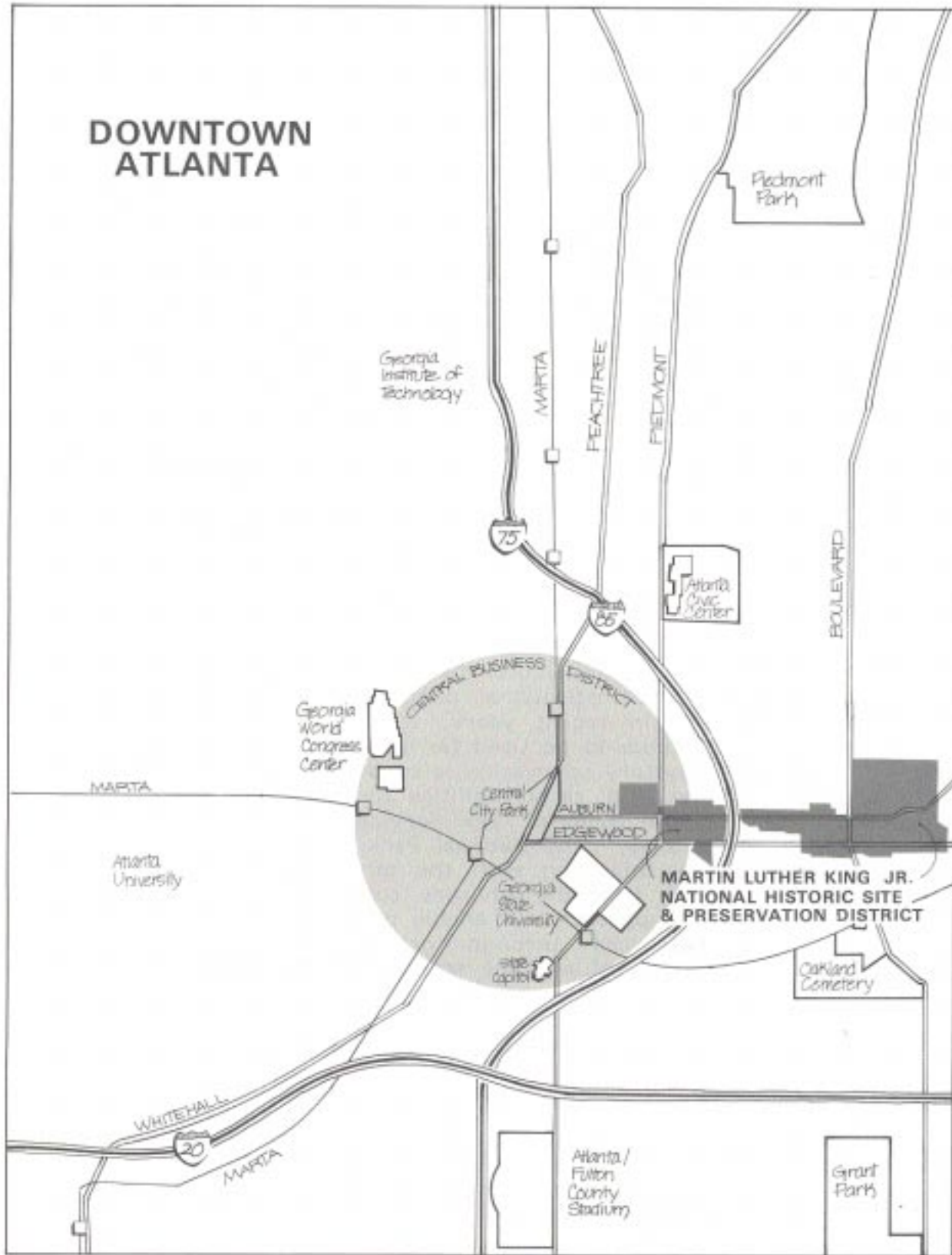
A major factor in the development of the plan has been consideration of the needs of the surrounding community, as well as the needs related more directly to the park. Most of the more than 300 structures included within the historic site and preservation district boundaries are used for residential, commercial, and institutional purposes. Although the area has declined economically in recent years, it is still a living, active community which will continue to be used for many purposes unrelated to the park. The park's advisory commission is conducting a study that will identify appropriate roles and responsibilities for various agencies and organizations, including the National Park Service, for the preservation and revitalization of the area. The National Park Service will coordinate the actions proposed in this plan with the other public and private proposals that will emerge from the advisory commission's study. It is expected that a combined approach will enable preservation of the park's significant cultural resources through private sector investment, enhancing both the environment and the economy of the Auburn Avenue community.

The major issues addressed by this plan are summarized below:

Preservation. The appearance of some of the streets and buildings in the national historic site has changed dramatically since Dr. King's childhood there. Many structures are in poor condition and will deteriorate rapidly if action is not taken to stabilize and preserve them. However, many area residents and property owners do not have the means to rehabilitate their structures. Another factor to be considered is the lack of historic zoning protection for the portion of the park west of Jackson Street. None of the historic structures in this area has legal protection against demolition or inappropriate alteration.

The National Park Service is responsible for interpretation of historic structures in the preservation district but has no authority to acquire them for preservation. Means other than NPS acquisition

# DOWNTOWN ATLANTA



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## VICINITY

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must therefore be found to ensure the preservation of these important resources.

Community. The low incomes of most residents make them extremely vulnerable to displacement caused by rising property values and rents. While the National Park Service will not force anyone out of the residences it acquires, it can do nothing to prevent displacement of residents from privately owned homes or apartments. If the area does revive economically, people could be involuntarily displaced from their homes and places of business. The advisory commission study will address this problem.

Also, there is a potential for conflict between visitor use and community use of the Auburn area. One of the goals of the plan is to identify ways to minimize conflicts through adequate parking and other visitor facilities.

Visitor Use. Visitors come to the park from all over the world to pay homage to Dr. King, an internationally respected leader. Most of these visitors currently arrive on scheduled bus tours of the city, charters, and school tours. Atlanta's position as a major regional service and transportation center for the southeastern United States, its attractiveness as the nation's third largest convention city, and periodic events held at the Martin Luther King, Jr., Center for Nonviolent Social Change have a great effect on present and potential visitor use of the area.

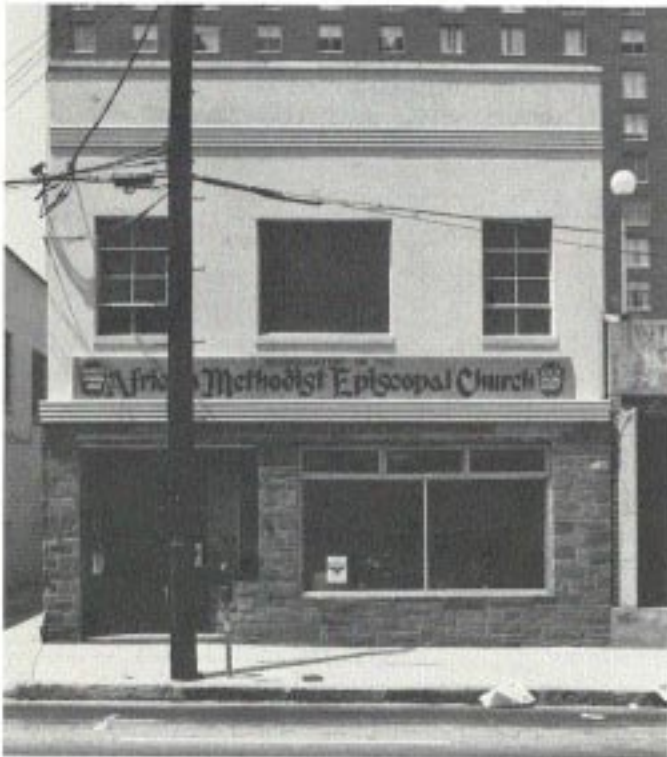
Visitors currently are limited in what they can see and learn about Dr. King and the Sweet Auburn community. Visitor services and facilities are lacking. In addition, current visitor use places a severe strain on the limited resources of the King Center. The plan addresses visitor access, park information, interpretation of the life and legacy of Dr. King, the civil rights movement, and the Sweet Auburn community, and other visitor services.



ATLANTA LIFE INSURANCE BUILDING



RUCKER BUILDING



ALEXANDER BUILDING



ROYAL PEACOCK CLUB



BUTLER STREET YMCA



ALEXANDER HAMILTON HOME



PRINCE HALL MASONS BUILDING



BIG BETHEL A.M.E. CHURCH



HERNDON BUILDING



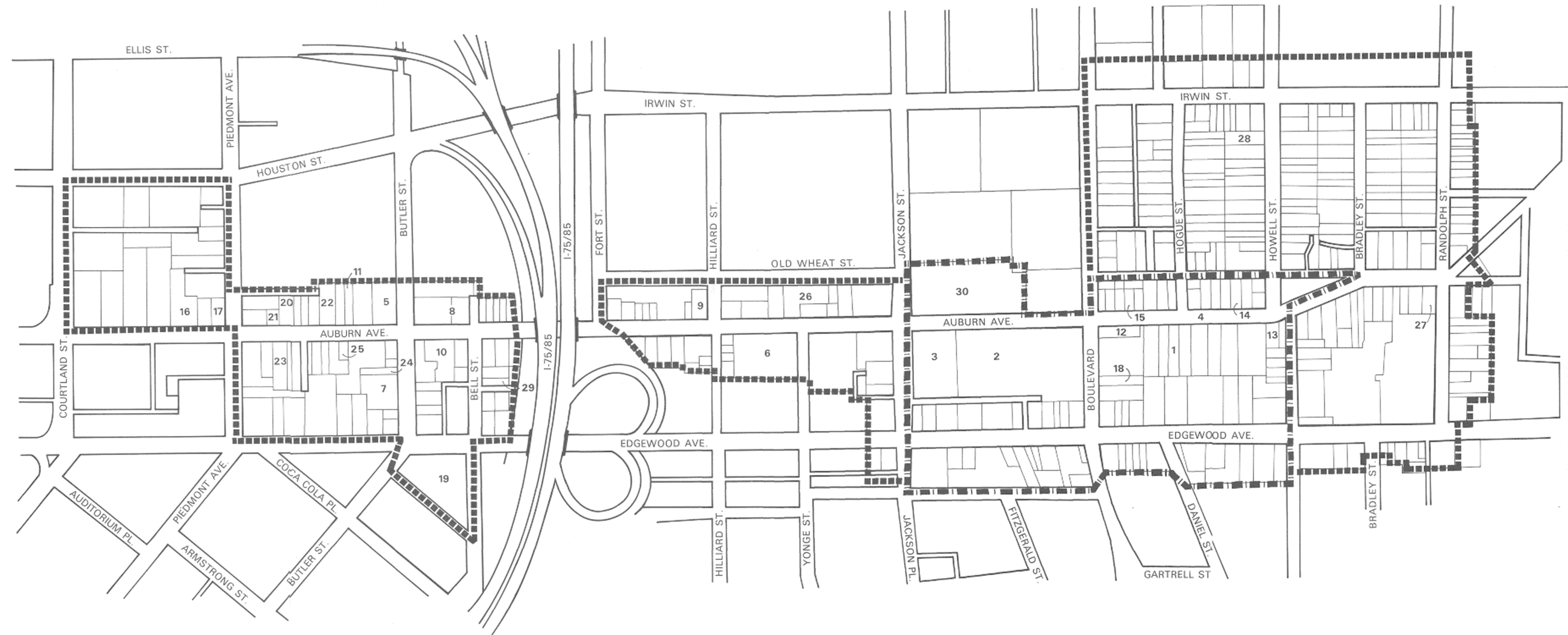
ODD FELLOWS BUILDING



RESIDENCE



WHEAT STREET BAPTIST CHURCH



- POINTS OF INTEREST**
- |                                     |                                   |
|-------------------------------------|-----------------------------------|
| 1 Birth Home                        | 16 Atlanta Life (Old Home Office) |
| 2 Freedom Hall Complex              | 17 Rucker Building                |
| 3 Ebenezer Baptist Church           | 18 Our Lady of Lourdes School     |
| 4 Birth Home Block                  | 19 Municipal Market               |
| 5 Big Bethel A.M.E. Church          | 20 Royal Peacock Club (top Hat)   |
| 6 Wheat Street Baptist Church       | 21 Henry's Grill                  |
| 7 Butler Street YMCA                | 22 Silver Moon Barber Shop        |
| 8 Odd Fellows Building & Auditorium | 23 Afro Beauty Shop               |
| 9 Prince Hall Masons Building       | 24 Walden Building                |
| 10 Herndon Building                 | 25 Mutual Federal Savings & Loan  |
| 11 Alexander Building               | 26 Haugabrooks Funeral Home       |
| 12 Fire Station #16                 | 27 Wigwam Apartments              |
| 13 Charles Harper Home              | 28 Alexander Hamilton Home        |
| 14 Antoine Graves Home              | 29 Hanley's Funeral Home          |
| 15 "Shotgun" Row Houses             | 30 Community Center Plaza         |

NATIONAL HISTORIC SITE  
 PRESERVATION DISTRICT  
  
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**MAJOR FEATURES**

MARTIN LUTHER KING JR. NATIONAL HISTORIC SITE & PRESERVATION DISTRICT  
 UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE



**PART ONE  
DESCRIPTION OF THE ENVIRONMENT**







## INTRODUCTION

In this section, the park's significance and cultural resources are briefly described, followed by an overview of the environment. A complete description of all aspects of the park environment has been compiled in other documents that are available at the park (refer to the "Selected References" list). Additional information can be found in the Impact Area Study that was prepared by the city of Atlanta in 1983.



BIRTH HOME



EBENEZER BAPTIST CHURCH

SIGNIFICANCE OF THE NATIONAL HISTORIC SITE  
AND PRESERVATION DISTRICT

Dr. Martin Luther King, Jr., the leader of the civil rights movement, is known and honored throughout the world for his leadership in the black struggle for equality and for his philosophy of nonviolent social change. Two structures directly associated with Dr. King constitute the primary historic resources of the national historic site: the home where he was born, at 501 Auburn Avenue, and Ebenezer Baptist Church, where he served as co-pastor, on the southeast corner of Auburn and Jackson. The property next to the church was chosen for the Freedom Hall complex, which is the site of Dr. King's memorial gravesite and the permanent home of the Martin Luther King, Jr., Center for Nonviolent Social Change (the King Center). Also included in the historic site are portions of the residential area, on Auburn Avenue, and a portion of the commercial area, on Edgewood Avenue. In all, there are 67 historic structures in the national historic site, most of which were built between 1890 and 1910.

The National Park Service can acquire property in the national historic site, and this part of the park will be the focal point of NPS interpretive activities and visitor services. The protection and interpretation of this historic neighborhood will allow present and future generations to see the area as Dr. King knew it when he was a child. By experiencing the places where he was born, worked, worshipped, and is buried, visitors will be helped to understand Dr. King, his leadership of the civil rights movement, and the effects of his teachings on this important 20th century social movement.

Dr. King's broader childhood environment is included in the preservation district, which encompasses approximately 230 historic structures in both commercial and residential portions of the Sweet Auburn community. Called "sweet" because of the great economic, political, and social success blacks achieved there, Auburn was one of the most prosperous black communities in the United States in the early 20th century. Black religious leaders, bankers, educators, doctors, politicians, and men and women of all occupations worked together to form a foundation for a self-sufficient society and the civil rights movement. Growing up in Sweet Auburn, young Martin Luther King, Jr., saw black men and women achieving, thriving, and building a life for themselves. But he also saw that unfair restrictions and borders prevented the full realization of their potential. By learning about these men and women and seeing the environment they created, visitors will understand the history and effects of segregation and the conditions that inspired Dr. King to lead the fight for freedom of all Americans.

## CULTURAL RESOURCES

### HISTORICAL VALUES

The park has been divided into three historic zones to help focus preservation work and interpretation on the most significant years for the various parts of the community. For the block where Dr. King was born, the most significant historic period extended from 1929 (the year Dr. King was born) to 1941 (the year the King family moved to a home on Boulevard). For the larger residential area and Edgewood Avenue, the most significant years were 1890 to 1948 (the year when Dr. King moved away from the neighborhood). For the commercial area, the period of significance extended from 1890 until 1968 (the year Dr. King was killed).

The approximately 300 historic structures in the national historic site and preservation district have been divided into two categories: structures of individual significance, and structures that are contextually significant as part of the historic scene. These categories are noted on the maps for the proposal and for the alternatives.

Birth Home Block. The block on Auburn Avenue between Boulevard and Howell constitutes the primary cultural resource of the national historic site. This was the childhood environment of Dr. King. The home where he was born (501 Auburn), a two-story Queen Anne style wood-frame house, was built in 1895. Dr. King's grandfather purchased the 14-room home in 1909. The homes of several other prominent black Atlantans are also in this block, including the home of Rev. Peter James Bryant, editor and early antisegregationist (522 Auburn), and Charles Harper, a prominent educator (535 Auburn). Directly across from Dr. King's birthplace are several Victorian "shotgun" duplex houses that were built by a textile company in 1905 as worker housing. At the southeast corner of Auburn and Boulevard is Fire Station no. 6, built in 1894, the oldest operating fire station in Atlanta. Our Lady of Lourdes, one of the earliest black Catholic schools in Georgia, is next to the fire station on Boulevard.

Ebenezer Baptist Church. A member of Dr. King's family has preached at this church since 1894. The present Gothic Revival style church building was completed in 1922, and a school building was added in 1956. Dr. King's father became the pastor in 1931, and Dr. King served with him as co-pastor from 1960 to 1968.

Commercial Area. Most commercial structures are centered around Auburn Avenue in the western portion of the preservation district. Several significant commercial structures still stand in the area, including the Atlanta Life Building, Rucker Building, Odd Fellows Building and Auditorium, Royal Peacock Nightclub, Prince Hall Masonic Building, and Municipal Market. Important institutions in this area include Wheat Street Baptist Church, Big Bethel AME Church, and the Butler Street YMCA, which has been the training ground for many black political, religious, and business leaders.





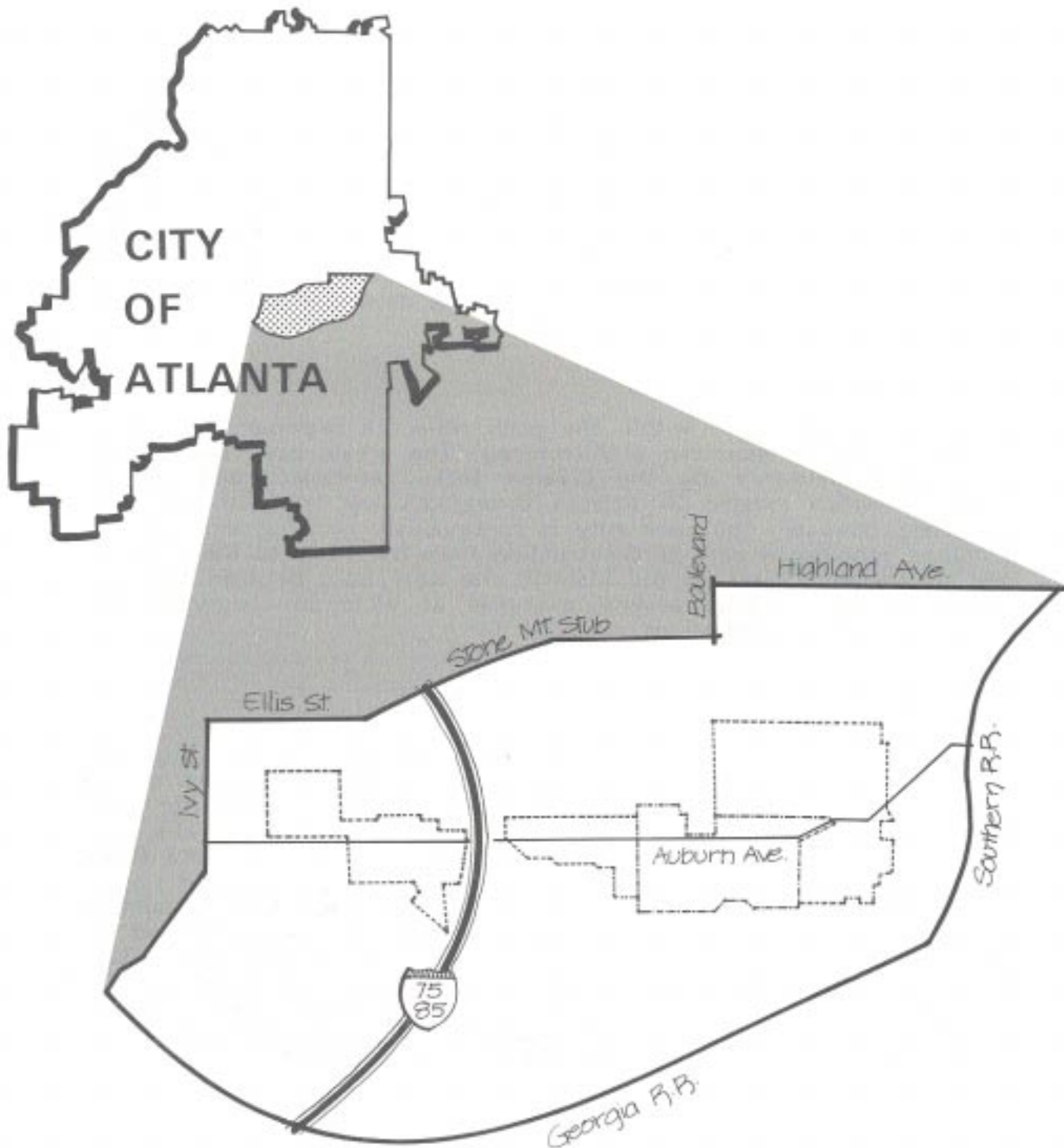
Residential Area. The eastern portion of the preservation district is residential in character. In the early 20th century, when black and white Atlantans were legally segregated, this area became the home of many of Atlanta's black affluent, middle class, and working class men and women. The people who lived here were part of an active community that supported a rich social and cultural life involving literary societies, self-help groups, and political activity. Significant structures in this area include the homes of Thomas and George Goosby and Alexander Hamilton, rival building contractors, and the Wigwam Apartment Building, constructed in 1940 by successful real estate developer Cornelius King.

#### ARCHITECTURAL VALUES

The architectural styles within the park reflect a regional response to popular trends in American architecture. The area's built environment was shaped primarily by the diverse social, economic, and political conditions which existed in Atlanta throughout the late 19th and 20th centuries; however, the community is continuously evolving and contains buildings ranging in date of construction from the 1890s to the present. Most of the structures in the historic site were built between 1890 and 1910, and they include several examples of Victorian commercial and residential architectural styles.

#### ARCHEOLOGICAL VALUES

An archeological study of the Auburn commercial area conducted in 1979 by the Interagency Archeological Services in Atlanta as part of the Historic American Buildings Survey concluded that the "potential for early historic resources within the historic district is quite strong." In early 1982 an analysis of aerial imagery of the open ground in the park (back yards, vacant lots) was conducted by the Southeast Archeological Center of the National Park Service. This study concluded that subsurface testing could be undertaken in a limited number of areas proposed for ownership by the National Park Service, but that testing would likely reveal data about prehistoric occupation rather than more recent periods. The analysis noted that considerable surface modification has occurred, and no archeological features were apparent that would provide additional primary data directly related to park themes and purposes.



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# IMPACT STUDY AREA

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## HUMAN ENVIRONMENT

### POPULATION

The Auburn community lies just east of the Atlanta central business district. In 1980 the city had approximately 415,000 inhabitants, while the 15-county Atlanta standard metropolitan statistical area had a population of 2.3 million.

In 1980 there were approximately 1,470 people residing within the boundaries of the national historic site and preservation district. (The exact population is difficult to determine because the census block boundaries do not coincide exactly with the park boundaries.) In the larger area including the park and several blocks surrounding it, which has been designated the "impact area" for the purposes of the advisory commission study, the 1980 population was 6,566. The 1980 population was smaller than the 1970 population by 20 percent in the park and 31 percent in the impact area.

In 1980, 92.7 percent of the park population was black, 13.8 percent was under 18, and 29 percent was 65 or older. There were a large proportion of one-person households (62 percent in the park compared with 33 percent in the city as a whole). Most of the residents had low incomes. In 1979 the household median income in the park was \$4,385, compared to a citywide household median income of \$11,297.

### HOUSING

In 1980 there were 996 housing units in the park and 862 (86.5 percent) were occupied. Homeownership in this area was relatively low. The citywide average for homeownership was 41.3 percent, but in the park only 6.6 percent of all housing units were owner-occupied. A high proportion of apartment buildings accounted for much of this difference. When apartments were excluded from the survey, 35.9 percent of the remaining units were found to be owner-occupied (NPS 1983b).

The values of housing were also considerably lower in the park than in the rest of the city. The median value of owner-occupied housing in the park was \$14,000, compared with a median value of \$54,500 for housing in the greater Atlanta metropolitan area. Similarly, average rental payments in the park were \$117, compared with average payments of \$201 in the city as a whole. In the impact area, which takes in two large public housing projects, one in the north-central and one in the south-central portion, the average rental payment is \$80.

Housing conditions vary widely from block to block, and sometimes from structure to structure. However, because of the high level of absentee ownership and low rents, many housing units are in deteriorated and dilapidated condition.

## ECONOMY

Economic activities in the impact area are grouped in a large institutional complex south of Edgewood Avenue and west of the expressway (the site of Grady Hospital and Georgia State University), in small commercial establishments along Auburn Avenue, and in light industries and repair services catering to a more regional clientele along Edgewood Avenue and Decatur Street. Most businesses on Auburn are small and oriented to personal services: beauty shops, barber shops, shoe repair shops, dry cleaners, laundries, real estate agencies, insurance agencies, restaurants and lounges, and funeral homes. Many of these businesses have operated on the avenue for decades.

The major employers in the park are Atlanta Life Insurance Company (one of the largest black insurance firms in the nation), the city's MLK Community Center, the King Center, Atlanta Belting Company, and Dynamic Metals. Another key business, the Atlanta Municipal Market on Edgewood Avenue, offers a variety of fresh produce and meat to customers from throughout metropolitan Atlanta. The unemployment rate for persons living in the area is high. According to the 1980 census, 29.8 percent of those in the work force received unemployment compensation at some time during 1979.

## CRIME

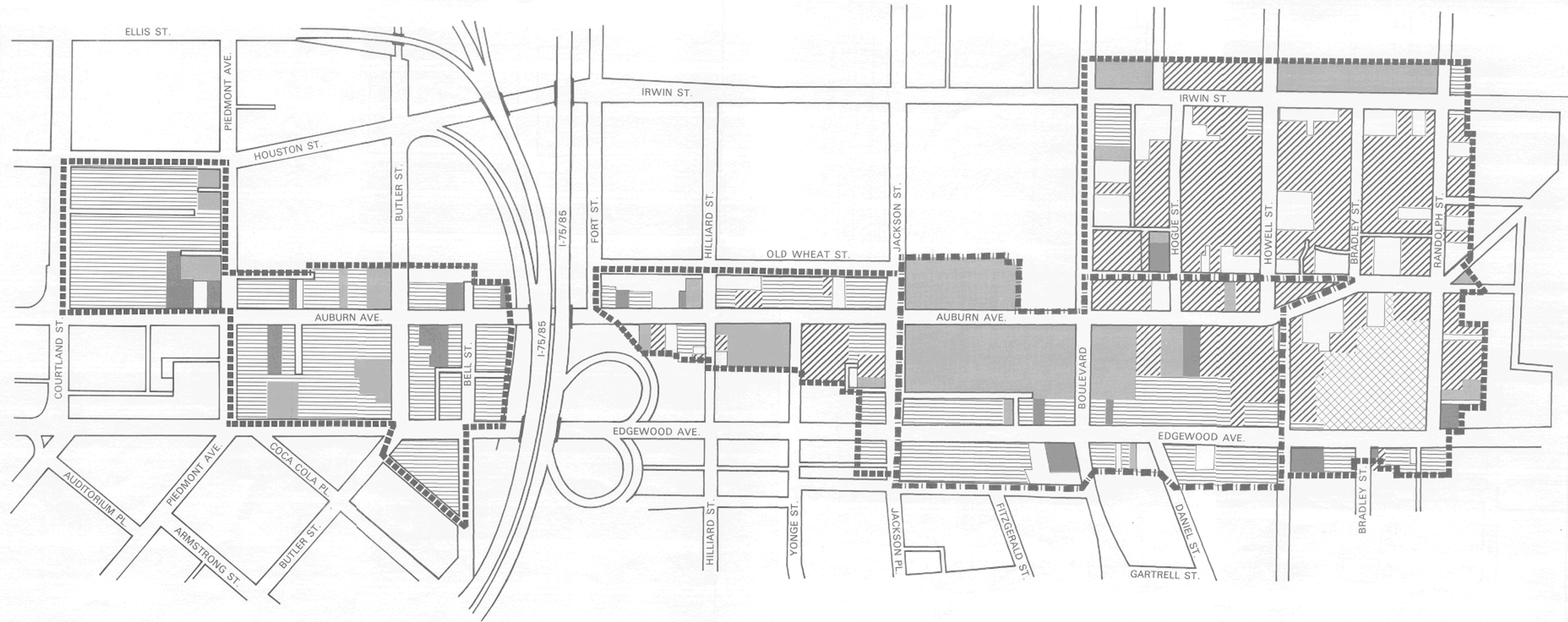
A major deterrent to the revitalization of this area is crime, or the perception of crime. Appendix G shows the major crime statistics for the park, the impact area, and the city of Atlanta. While the total impact area experienced a 7.8 percent increase in reported crimes from 1981 to 1982, crime in the park boundaries decreased 16 percent. Still, the portion of Auburn between Piedmont and I-75/85 had the second highest rate of muggings in the city.


## COMMUNITY ATTITUDES AND CONCERNS

The attitudes and feelings that seem to be most prevalent among community residents include disappointment about the changes in the neighborhood in recent years. As buildings, and especially residences, have deteriorated and crime has increased, safety has become a primary concern. Another problem for many elderly residents is a lack of mobility, which hinders their everyday lifestyles.

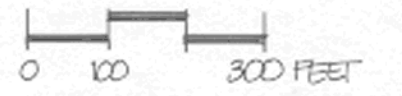
Some residents have expressed dissatisfaction with the influx of outsiders to the area. Large numbers of visitors on Auburn sometimes interfere with residents' use of the sidewalks and the street, including the on-street parking space, and they may disrupt the use of porches for meetings and socializing.

Although some renters feel that lodging in the area is only temporary, many strongly believe that it would be wrong to displace older people, especially those who have lived in the neighborhood most of their lives. There is a genuine fear of displacement. Although many residents seem



-  RESIDENTIAL
-  COMMERCIAL
-  INDUSTRIAL
-  INSTITUTIONAL
-  VACANT BUILDING
-  VACANT LAND

-  NATIONAL HISTORIC SITE
-  PRESERVATION DISTRICT



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### CURRENT LAND USE

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to be proud that visitors come from all over the world to see their neighborhood, they emphasize that it is not worthwhile if their neighborhood is destroyed through the displacement of people from their homes. Confusion exists about the role of the National Park Service and its association with the King Center, private landlords, and city housing programs.

Some property owners are interested in selling their properties, and many residents are worried about outside investors and are seeking ways for the community to control the property. A common bond among most groups and individuals seems to be a desire to change the existing situation into something they can be proud of. Organizations such as the Auburn Area Revitalization Committee (AARC) and the People's Neighborhood Community Development Corporation are seeking to improve existing businesses and the built environment of the community.

## PARK USE AND DEVELOPMENT

### EXISTING FACILITIES AND OPERATIONS

The federal government owns several parcels of property in the boundaries of the national historic site, including 522 Auburn Avenue, which houses a portion of the park's administrative staff; Community Center Plaza, 1.8 acres of open space at 450 Auburn Avenue, which is currently the site of two temporary trailers housing the park's information station and interpretive division; and four tracts on Edgewood Avenue that will be developed for visitor parking. (One of the Edgewood tracts includes two commercial buildings, which will remain in use.) In addition, the government owns several tenant-occupied houses on the birth home block and a preservation easement on the parcel that includes the houses at 540, 546, and 550 Auburn Avenue.

Park operations include visitor services, planning, history research, and technical assistance to private individuals on rehabilitation of historic property. The birth home is open for tours for approximately 60 hours per week in June, July, and August and for about 30 hours per week during the remainder of the year. The park has also started rehabilitation of the Community Center Plaza.

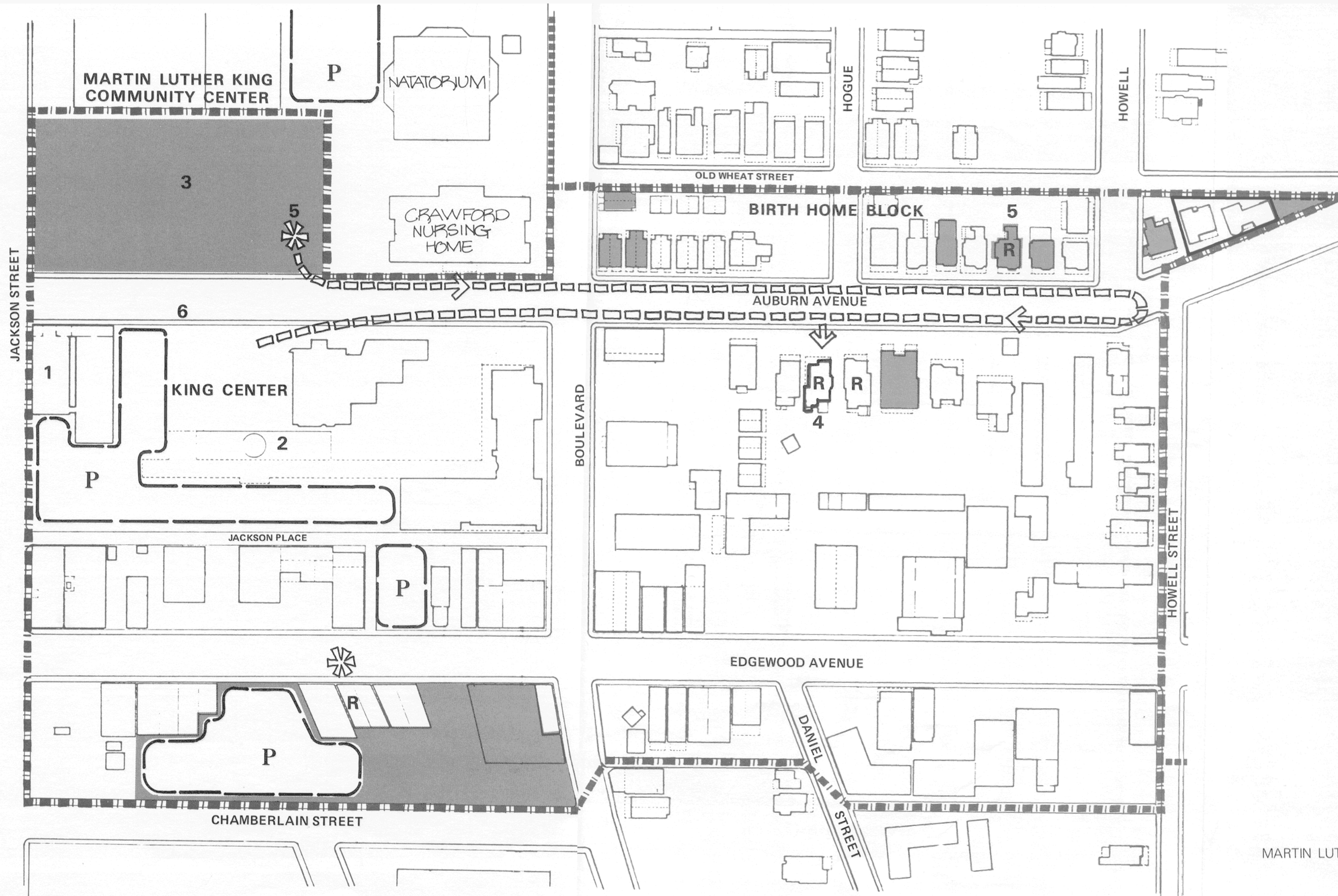
### ACCESS

Three major arterials pass through the national historic site and preservation district. The "downtown connector" (I-75/85) is the most notable, but the park is also traversed by Edgewood Avenue, which connects the central business district with the eastern part of Atlanta, and by Boulevard, which runs north-south through the middle of the national historic site (see the Existing Access map).

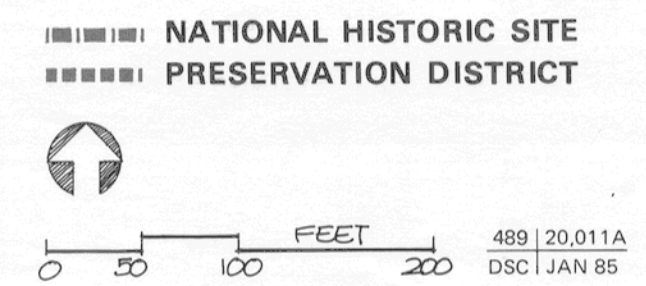
Park visitors traveling by car have access to the park from I-20 (Boulevard exit) and from I-75/85 (Auburn/Edgewood and Butler exits). Several bus tours visit the King Center and gravesite. Beyond this, however, there are no developed transportation linkages between the park and the downtown hotels, convention facilities, and cultural and entertainment centers.

The park is served by three Metropolitan Atlanta Rapid Transit Authority (MARTA) bus lines. The closest rapid rail station, the King Memorial Station, is about three blocks south of the national historic site boundary.

Public parking is inadequate. About 50 spaces behind the King Center are used by the center's visitors and employees and by Ebenezer Baptist Church members. Other visitors currently park along Auburn Avenue between Jackson and Howell streets, contributing to general congestion and sometimes causing parking problems for residents. There are metered parking spaces along the commercial portion of Auburn and limited parking connected with the Municipal Market, but area merchants feel that the lack of parking is one cause of depressed economic



- NPS OWNERSHIP
- NPS LEASE
- R** REHABILITATED STRUCTURE
- NPS VISITOR CONTACT
- ➔ WALKING TOUR
- EXISTING OFF-STREET PARKING
- 1** EBENEZER BAPTIST CHURCH
- 2** GRAVESITE
- 3** COMMUNITY CENTER PLAZA
- 4** BIRTH HOME
- 5** NPS ADMINISTRATIVE OFFICE
- 6** TOUR BUS STOP

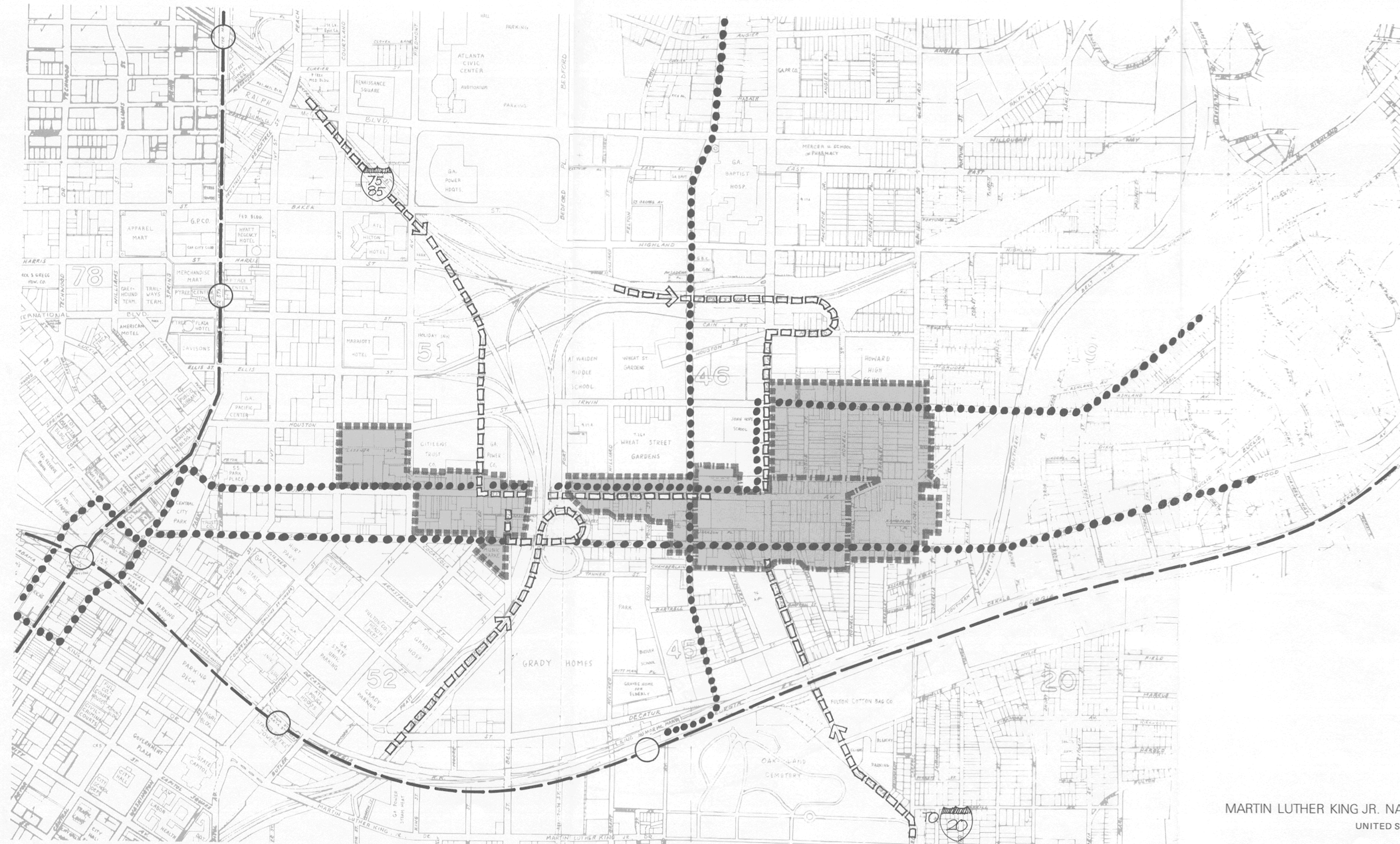


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**EXISTING CONDITIONS**  
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- □ □ □ HIGHWAY ACCESS
- ● ● ● SCHEDULED BUS ROUTE
- — — — RAPID RAIL LINE
- ○ ○ ○ RAPID RAIL STATION
- ■ ■ ■ NATIONAL HISTORIC SITE
- ▣ ▣ ▣ ▣ PRESERVATION DISTRICT
- ↑ ↑ ↑ ↑

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**EXISTING ACCESS**  
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conditions in the area. Additional parking is needed for park visitors and, if the commercial area is to be revitalized, for area business patrons.

### VISITOR USE

Counts of park visitors show that approximately 350,000 people visited the national historic site in 1983. This is based on counts taken for six months (July-December) at the King Center, gravesite, Ebenezer Baptist Church, and Community Center Plaza. Of the 350,000 total, 190,000 people were counted crossing the Community Center Plaza and the remaining 160,000 were counted in the vicinity of the gravesite, Ebenezer, and the King Center. Because there are several possible entrances to the plaza, some visitors were probably not counted. Visitor counts at the birth home were not included in the annual estimate because it was assumed that all but a very tiny percentage of visitors to the home also visited the King Center, gravesite, or Ebenezer and were counted there.

Auburn Avenue between Jackson and Boulevard is extremely congested during the day, with cars parked on both sides of the street and buses stopping at various times. The King Center is a planned stop for most bus tours of the city, and interpreters estimate that five tour buses stop there every day. Usually the buses stop for 15 minutes or less, and the visitors have time only for brief visits at Dr. King's grave and the King Center gift shop.

The King Center estimates that 20,000 visitors tour the birth home every year. The National Park Service interprets the birth home through a cooperative agreement with the King Center. NPS interpreters are available to guide visitors through the home on a regular basis.

The park has conducted the first phase of a visitor use survey, which provides a demographic profile of visitors and information about their trips to Atlanta and their park expectations and experiences. The survey focused on the backgrounds of the respondents, their perceptions about the park, their suggested changes, and their spending patterns during their visits. A detailed explanation of the survey data is available at the park. Briefly, the first set of data revealed that approximately 60 percent of respondents were nonresidents of Atlanta, and a majority of these were not southerners. Pleasure or vacation constituted the largest single reason for their visits to Atlanta, followed closely by a desire to visit friends. More than half were accompanied on their visits by two or three other persons.

Most visitors (82 percent) were staying in Atlanta for six or fewer days. Approximately 49 percent were staying at hotels. The largest daily mean expenditure was \$60.60 for lodging. More than 45 percent of the respondents had visited the site at least once previously.

Seventy-seven percent of respondents were younger than 45. Forty-five percent were college graduates, and 95 percent were at least high school graduates. Forty-six percent had household incomes of \$20,000 or more.

Approximately 58 percent of respondents were male, while 42 percent were female; 74 percent were black and 24 percent were white.

When asked what they most wished to see in the park, 56.8 percent of the respondents chose the gravesite and 16.3 percent chose the King Center. Seventy-three percent of the respondents felt information was adequate for adults, while about half felt it was adequate for young visitors. In spite of the apparently high satisfaction with information services, however, most respondents (71.5 percent) did not know that the site was a unit of the national park system. Also, approximately 70 percent of the visitors did not know about the availability of a tour. Almost 93 percent said they would like to take a tour, and 87 percent wanted to know more about the neighborhood where Dr. King grew up. About 17.4 percent of the respondents felt eating and drinking facilities were missing from the area, while 36.4 percent felt nothing was missing.

Visitor use is expected to increase, both as a result of expanding NPS operations and as a result of increases in regional tourism (see "Visitation Projections" in the plan section of this document). The proximity of the park to downtown Atlanta, a city experiencing and fostering growth as a convention center, will have a major effect on visitor use. Atlanta's role as the Southeast's business and transportation center will also bring visitors to Atlanta, and therefore to the park.

## NATURAL ENVIRONMENT

The park is located in a densely developed urban area. Most vegetation is found in the fairly small residential front and back yards, which cover about 10 percent of the total surface area. The remainder is covered with paving or structures. There are no endangered species in the park or the impact area. The vegetation consists of many native species and nonnative species introduced by man. Animals are those typically found in urban places, such as squirrels and pigeons.

Air pollution is caused primarily by automobile emissions. According to the Georgia Environmental Protection Division, air quality in Atlanta is below the U.S. Environmental Protection Agency standards for carbon monoxide and ozone. The Atlanta area is within EPA standards for all other air pollutants. According to the Georgia Department of Transportation, widening of I-75/85 and construction of the Presidential Parkway will tend to improve traffic flows and thus reduce air pollution in the area.





**PART TWO  
DRAFT GENERAL MANAGEMENT PLAN**





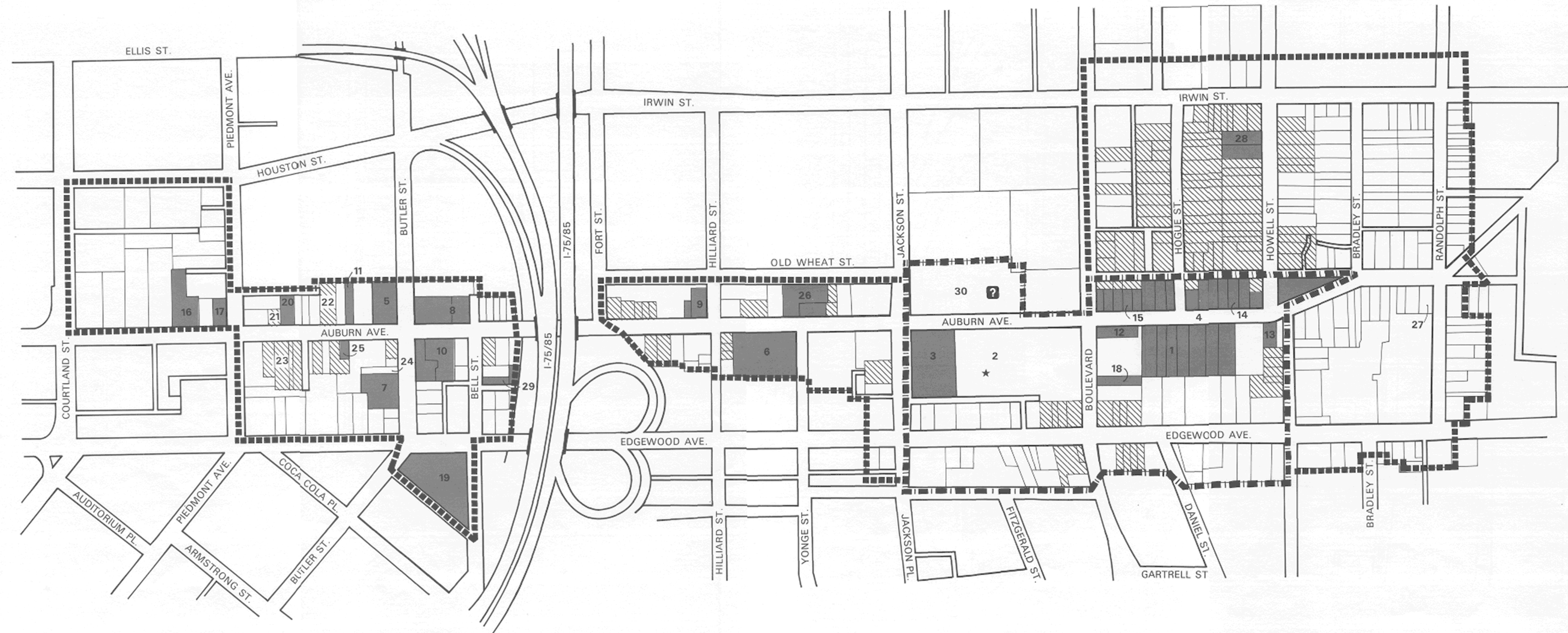
## INTRODUCTION

This plan focuses on the development of the national historic site as a place where visitors can learn about Dr. King, the civil rights movement, and Sweet Auburn. The National Park Service will attempt to preserve all the residential structures on the birth home block and conduct tours of the birth home, Ebenezer Baptist Church, and neighborhood streets.

If the city of Atlanta chooses to encourage other visitor attractions and services in the revitalization of the Auburn Avenue area, visitation to the national historic site will likely increase dramatically. One possible effect of this action will be to stimulate economic development in the Sweet Auburn community. This might result in the creation of many jobs for area residents, but rising property values might also create pressure for displacement of low-income residents and businesses.

NPS actions in the preservation district will depend upon the outcome of the city's development program and subsequent public and private actions. If the city commits to preservation and revitalization of the area through regulation and funding, NPS actions in the preservation district could include markings for historic structures, walking tours, limited facade rehabilitation, and establishment of a visitor facility near the western edge of the preservation district.









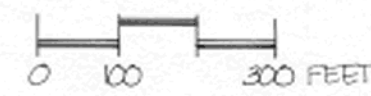
**POINTS OF INTEREST**

- |                                     |                                   |
|-------------------------------------|-----------------------------------|
| 1 Birth Home                        | 16 Atlanta Life (Old Home Office) |
| 2 Freedom Hall Complex              | 17 Rucker Building                |
| 3 Ebenezer Baptist Church           | 18 Our Lady of Lourdes School     |
| 4 Birth Home Block                  | 19 Municipal Market               |
| 5 Big Bethel AME Church             | 20 Royal Peacock Club (Top Hat)   |
| 6 Wheat Street Baptist Church       | 21 Henry's Grill                  |
| 7 Butler Street YMCA                | 22 Silver Moon Barber Shop        |
| 8 Odd Fellows Building & Auditorium | 23 Afro Beauty Shop               |
| 9 Prince Hall Masons Building       | 24 Walden Building                |
| 10 Herndon Building                 | 25 Mutual Federal Savings & Loan  |
| 11 Alexander Building               | 26 Haugabrooks Funeral Home       |
| 12 Fire Station #6                  | 27 Wigwam Apartments              |
| 13 Charles Harper Home              | 28 Alexander Hamilton Home        |
| 14 Antoine Graves Home              | 29 Hanley's Funeral Home          |
| 15 "Shotgun" Row Houses             | 30 Community Center Plaza         |

**HISTORIC BUILDING RELATED TO NPS INTERPRETIVE PROGRAM**

-  INDIVIDUAL SIGNIFICANCE
-  CONTEXTUAL SIGNIFICANCE
-  KING CENTER VISITOR PROGRAM
-  NPS INFORMATION FACILITY

-  NATIONAL HISTORIC SITE
-  PRESERVATION DISTRICT



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**PROPOSAL**

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## CULTURAL RESOURCE MANAGEMENT

The primary cultural resource of the national historic site is the historic environment of Dr. King's birth home block along Auburn between Boulevard and Howell. The National Park Service will focus its historic preservation work on this environment, with the goal of restoring the exteriors of the structures and the grounds to appear as they did when Dr. King lived there as a boy. Community values will be maintained through continued private use of residential structures along the birth home block.

The historic setting in other portions of the national historic site and in the preservation district will be preserved through the efforts of private property owners, assisted by the city of Atlanta and the National Park Service. Economic activity related to visitor use of the park may stimulate the rehabilitation and adaptive use of historic structures, while the city's protective zoning as a historic and cultural conservation district will ensure that any proposals for rehabilitation, restoration, demolition, new construction, and similar activities are compatible with the purposes of the park.

The National Park Service will follow the secretary of the interior's standards for the rehabilitation of cultural resources owned by the government (36 CFR 67), and it will encourage private property owners to follow the same standards. A number of research projects, including a detailed cultural resource management plan, will be needed to fully develop the strategies proposed in this section of the general management plan (the related research is listed in appendix F).

### NATIONAL HISTORIC SITE

Three preservation categories have been established for structures in the national historic site. The birth home and Ebenezer Baptist Church--both of which will remain in private ownership--will be placed in the most restrictive category. The objective for these structures will be to fully preserve or restore their appearance to the period of historical importance associated with Dr. King. The National Park Service will assist the King Center with work on the birth home. At this time, it is not proposed to expend federal funds on the church structure; however, it is hoped that treatment of the church will parallel treatment of the home, where both interior and exterior details, finishes, and materials will be preserved in place, and any repairs will be accomplished by replacing the deteriorated fabric in kind. Modifications to provide barrier-free access for handicapped persons and other improvements, such as efficient mechanical and security systems, may be made.

The remaining historic structures on the birth home block will be placed in the next most restrictive preservation category. Their exterior appearance is of great importance to the visitor experience at the birth home and Ebenezer Baptist Church, and the exteriors will be restored to reflect the same period as the birth home. More flexibility can be permitted when considering interior modifications, and the interiors will

be rehabilitated to meet present-day residential standards, the needs of current residents, the housing code requirements of the city of Atlanta, and other criteria that would contribute to the continued use and long-term preservation of these structures. All significant interior architectural features and historic fabric will be preserved. This rehabilitation and restoration work will be done by the Park Service on tenant-occupied structures that are proposed for acquisition. Assistance to owner-occupants by the Park Service, the city of Atlanta, and others will help provide for work on other residential buildings along the block.

The majority of structures in the national historic site will be placed in the third, least restrictive preservation category. This category includes historic structures and sites owned and managed by others than the Park Service. In these cases, preservation must rely on indirect means of control, such as zoning, preservation easements, and the provision of technical and perhaps financial assistance. These methods are described under "Preservation District," below. The National Park Service will seek to acquire exterior preservation easements on historic structures and on nonhistoric structures visible from the birth home block. Modifications to the interiors of these buildings may be extensive and may involve major structural change. Minor exterior modifications will also be allowed if necessary to accomplish the interior development needed to accommodate economically feasible uses. New construction that is compatible with the historic setting will also be allowed.

The proposed uses and treatment of all NPS owned or managed structures and sites will be in accordance with park management objectives for protection of cultural resources and interpretation (see appendix B). The National Park Service will comply with the requirements of section 106 of the National Historic Preservation Act of 1966, the Advisory Council on Historic Preservation's "Regulations for the Protection of Historic and Cultural Properties" (36 CFR 800), Executive Order 11593 ("Protection and Enhancement of the Cultural Environment"), and NPS preservation guidelines and management policies. More specific proposals for individual structures are described below.

#### Birth Home

The birth home will remain under the ownership of the King Center, which acquired the residence in 1974 and has undertaken extensive work to restore it to its appearance at the time of Dr. King's birth. Under the terms of a cooperative agreement, the National Park Service leases the home to compensate the King Center for income it previously derived from donations made for tours of the structure. The Park Service proposes to continue to conduct visitor tours and to assist the King Center in making further improvements and maintaining the property in return for the first right of refusal to purchase the building if it is sold in the future.

The home will be restored and maintained to preserve its appearance during the 1929-41 period. A historic structure report, now in preparation, will recommend what changes are needed to provide for accurate interpretation and restoration. The significant material and structural factors affecting preservation will be analyzed, and methods

will be devised for dealing with them. The original building fabric will be investigated so that it will not be damaged or altered by any future work.

An evaluation of the building's structural stability and electrical and mechanical systems was conducted during the summer of 1983. The study concluded that the birth home is in sound condition and will require only minor repairs and upgrading of existing systems. Traffic on the stairs and second floor will be limited to prevent structural weakening. These areas will be monitored by the park staff to determine if further reinforcement is needed. Adequate security and fire suppression/detection systems will be maintained.

The principal rooms of the birth home will be presented as an exhibit museum, with some rooms refurnished as period rooms. An interpretive design plan and a furnishing and exhibit plan will inventory the furnishings in the home and make detailed proposals for each room. A historic structure preservation guide will outline necessary maintenance procedures for the structure and its furnishings.

Additional research is also needed to determine the historic appearance of the grounds of the birth home. Oral histories, historic photographs, and archeological findings will be used to re-create the front and back yards as they were when Dr. King played there as a boy.

Recommendations from the historic structure report in combination with proposals for development and use in this plan will provide adequate data to secure the approval of the Advisory Council on Historic Preservation.

#### Ebenezer Baptist Church

A historic structure report will document the appearance of the church during Dr. King's tenure and any modifications that will be required to the exterior or the sanctuary. Preliminary indications are that only a few minor changes have been made to the building. A furnishings study and interpretive design plan will also be prepared. The National Park Service will enter into an agreement with the church to provide for a photo exhibit and an audio interpretive program. The church will continue to schedule and lead tours of the church sanctuary.

#### Tenant-Occupied and Vacant Buildings on the Birth Home Block

The National Park Service will seek to acquire and rehabilitate the tenant-occupied and vacant residential buildings that form the immediate surroundings of the birth home. The current tenants will have the opportunity to continue renting their apartments at about the same price they are paying when the Park Service purchases the structures. Some rehabilitated units will serve as temporary housing for tenants awaiting rehabilitation of their own housing. Structures no longer occupied by current tenants will be rented at fair market value or sold for private residential use, with the Park Service retaining a preservation easement or deed restriction over the use and appearance of the building exterior and the grounds.

The building exteriors and the surrounding grounds will be restored as closely as possible to their appearance during the 1929-41 period, when Dr. King lived on the block. Restoration of historic interiors is not an objective, but any original intact detailing or finishes will be retained. If the original building fabric has become so damaged that it is not economical to repair, it will be replaced using modern construction methods and materials, such as gypsum board in place of plaster walls. Other modifications may include changes in interior walls to accommodate a different density of occupancy. In buildings now used as boarding houses, the number of units will eventually be reduced to lessen the wear on the building, increase its life expectancy, and minimize the maintenance cost. Buildings will be brought into compliance with all applicable life safety and occupancy codes.

Data on the historic structures will be compiled through the park's historic resource study. Separate historic structure reports will not be prepared for each building, but historic structure preservation guides will outline the procedures for maintenance.

The structure at 522 Auburn Avenue, which has been rehabilitated for temporary use as park administrative offices, will be rented or sold for private residential use once office space is relocated.

#### PRESERVATION DISTRICT

Preservation of the historic scene will rely a great deal on protective city zoning. City zoning as a historic and cultural conservation district currently protects the area east of Jackson Street, which includes all of the national historic site and the residential portion of the preservation district. To be effective, this zoning will have to be extended to the commercial portion of the preservation district west of Jackson Street. The National Park Service will continue to work with the community and the city of Atlanta to ensure that zoning protection is extended throughout the preservation district.

The Atlanta Urban Design Commission (AUDC) must review and issue a certificate of appropriateness for any construction, demolition, or change in land use in a city historic and cultural conservation district. Guidelines for determining appropriateness are adopted by the Atlanta City Council. The park's enabling legislation specifies that NPS proposals for the preservation district must be submitted, like any other proposal, to the design commission for review and comment. A cooperative agreement between the Atlanta Urban Design Commission and the National Park Service formally establishes procedures for AUDC review of NPS proposals for both the national historic site and the preservation district.

Facade rehabilitation and restoration of historic buildings will be encouraged by potential funding from the National Park Service and the city of Atlanta. If feasible, the city's Bureau of Housing and Physical Development might administer a cooperative program that would combine NPS funds for work on facades with city and other funds for the rehabilitation of building interiors. Owner-occupants would receive first priority for funding assistance, in exchange for which they would donate



an easement or sign an agreement with the city and the National Park Service providing for a covenant on the facade for a specified number of years. The city would monitor the program and the Park Service would provide technical assistance and approve plans for exterior work on buildings. All such rehabilitation and restoration work would meet AUDC requirements and the secretary of the interior's standards for historic preservation projects.

Land owned by the state of Georgia or any of its political subdivisions may be acquired only by donation.

Land owned by Mrs. Coretta Scott King or the Martin Luther King Jr. Center for Non-Violent Social Change, Inc., may be acquired only with the consent of the owner, unless the property is about to undergo a change in use that would be inconsistent with the purpose of the park.

The authority to acquire property in the national historic site includes the authority to acquire less-than-fee-simple interests, such as preservation easements. The secretary has the authority to sell or lease property the government owns. In the case of a sale, the secretary must offer the last owner of record a reasonable opportunity to purchase the property. In the case of a lease, the last tenant of record must be given the opportunity to rent at a rate not substantially higher than the last rent paid for that property, and future increases may not exceed the general escalation of rental rates in the surrounding area.

The secretary may not acquire property in the preservation district; however, the secretary may lease properties for park purposes and expend funds for their improvement, restoration, and maintenance, and the secretary may accept donations of preservation easements on properties. Also, in the preservation district as well as in the national historic site, the secretary may enter into cooperative agreements with property owners to allow the National Park Service to mark, interpret, improve, restore, and provide technical assistance for the preservation and interpretation of historic properties.

## RECOMMENDATIONS

A land protection plan for the park was approved December 5, 1985. The plan defines different methods of land protection, identifies the properties in the national historic site that need to be protected, and recommends the most appropriate land protection methods to be applied to each parcel of property. Of 78 properties in the national historic site, 34 have been identified for fee-simple acquisition. For a complete discussion of available land protection techniques and a parcel-by-parcel list of recommended techniques, the reader may refer to the park's "Land Protection Plan," which is on file at the park and regional headquarters. The plan recommendations are summarized below:

## LAND PROTECTION

### AUTHORITIES

The act that established the park (PL 96-428) authorized the secretary of the interior to purchase land within the boundaries of the Martin Luther King, Jr., National Historic Site with two restrictions on this authority:

Land owned by the state of Georgia or any of its political subdivisions may be acquired only by donation.

Land owned by Mrs. Coretta Scott King or the Martin Luther King, Jr., Center for Non-Violent Social Change, Inc., may be acquired only with the consent of the owner, unless the property is about to undergo a change in use that would be inconsistent with the purpose of the park.




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The secretary may not acquire property in the preservation district; however, the secretary may lease properties for park purposes and expend funds for their improvement, restoration, and maintenance, and the secretary may accept donations of preservation easements on properties. Also, in the preservation district as well as in the national historic site, the secretary may enter into cooperative agreements with property owners to allow the National Park Service to mark, interpret, improve, restore, and provide technical assistance for the preservation and interpretation of historic properties.

### RECOMMENDATIONS

A land protection plan for the park was approved December 2, 1983. The plan defines different methods of land protection, identifies the properties in the national historic site that need to be protected, and recommends the most appropriate land protection methods to be applied to each parcel of property. Of 76 properties in the national historic site, 34 have been identified for fee-simple acquisition. For a complete discussion of available land protection techniques and a parcel-by-parcel list of recommended techniques, the reader may refer to the park's "Land Protection Plan," which is on file at the park and regional headquarters. The plan recommendations are summarized below:



-  EXISTING NPS OWNERSHIP
-  PROPOSED NPS OWNERSHIP
-  PROPOSED PRESERVATION EASEMENT ACQUISITION

-  NATIONAL HISTORIC SITE
-  PRESERVATION DISTRICT



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**LAND PROTECTION**  
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National Historic Site

Birth home: cooperative agreement

Tenant-occupied residential structures (26) and vacant lots (2) on the birth home block: fee-simple acquisition and leaseback or sellback with restrictive covenants

Ebenezer Baptist Church: cooperative agreement

Vacant parcels (5) on the south side of Edgewood: fee-simple purchase for visitor parking

Owner-occupied residential structures, nonhistoric buildings with visual impact on the birth home block, and historic structures on Edgewood and Howell: acquisition of preservation easements through purchase or donation

Nonhistoric structures on Edgewood: local zoning

Preservation District

All properties: city zoning

Structures that are leased will be leased to tenants of record at the rates they were paying before government ownership; when those tenants no longer wish to live in the structures, they will be leased at fair market value. Structures that are sold will be sold according to the procedures outlined in 36 CFR 17. No structure will be purchased without the consent of the owner unless the property is threatened with changes that would seriously affect the historic character of the birth home block.

## MANAGEMENT ZONING

A management zoning system has been formulated for the national historic site to serve as a guide for how lands should be managed to achieve park purposes and management objectives. The entire site has been broadly categorized as a historic zone, where management emphasis is on the preservation, protection, and interpretation of cultural resources and their settings. Within this zone various subzones have been identified to define the different management actions appropriate to specific portions of the park. The subzones are based on the integrity of the historic resources, the legislative intent, management objectives for the park, and preservation laws and regulations. Existing and proposed uses and activities have also been considered, including those related to both the visitor and the community. The Management Zoning map shows the locations of the subzones. The management emphasis in each subzone is listed below:

### Preservation/Restoration Subzone

Emphasis on preservation and restoration, including furnishings of the birth home, to reflect the period 1929-41 for interpretation and visitor enjoyment

### Preservation/Rehabilitation Subzone

Emphasis on rehabilitation of structures to perpetuate existing uses while protecting and enhancing the historic scene

### Preservation/Special Use Subzone

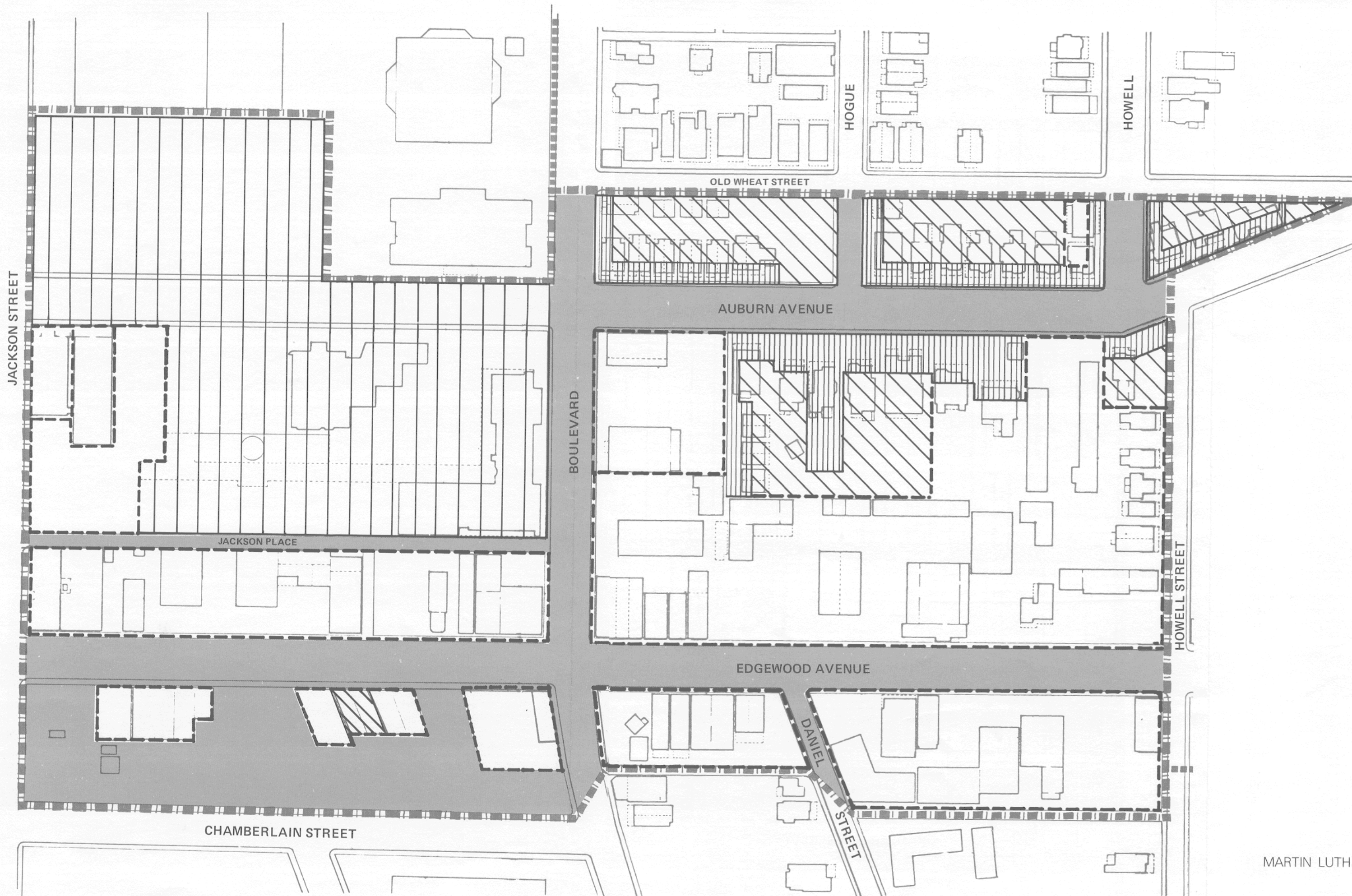
Emphasis on preservation of the historic scene through rehabilitation of historic building facades and control of changes to nonhistoric and historic commercial, institutional, and residential properties that will continue to be owned by private and other nonfederal interests (This subzone includes areas which may be used for compatible new construction and other activities, including future park development, in compliance with the city of Atlanta's historic and cultural conservation district zoning.)

### Commemoration/Visitor Services Subzone

Emphasis on preservation and provision of visitor facilities and information in areas that commemorate the life of Dr. King and the Auburn Avenue community

### Park Development/Transportation Subzone

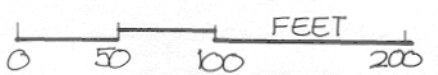
Emphasis on providing facilities for vehicular access and pedestrian movement through continued use of public rights-of-way and development of visitor parking



**HISTORIC ZONE**

-  **PRESERVATION/ RESTORATION SUBZONE**
-  **PRESERVATION / REHABILITATION SUBZONE**
-  **PRESERVATION/ SPECIAL USE SUBZONE**
-  **COMMEMORATION/ VISITOR SERVICES SUBZONE**
-  **PARK DEVELOPMENT/ TRANSPORTATION SUBZONE**

-  **NATIONAL HISTORIC SITE**
-  **PRESERVATION DISTRICT**



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**MANAGEMENT ZONING**

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## INTERPRETATION AND VISITOR USE

### INTERPRETIVE THEMES AND PROGRAMS

Martin Luther King, Jr., National Historic Site and Preservation District commemorates the life of Dr. King, the civil rights movement, which he led, and the Sweet Auburn community, where he was born, lived until age 12, and later returned as pastor and head of the Southern Christian Leadership Conference. A strong relationship exists among Dr. King's personal convictions, his experiences in the Sweet Auburn community, and the philosophy of the civil rights movement. Although most of the major events of the movement occurred elsewhere, it was in Sweet Auburn that many of the ideas and forces of the movement developed.

The national historic site represents several subthemes identified in the 1972 National Park System Plan:

#### America at Work

- Commerce and Industry, Commerce, Distribution
- Architecture, Classical and Eclectic Revival, Domestic and Commercial-Industrial

#### Society and Social Conscience

- American Ways of Life, Ethnic and Religious Minorities and Occupational Groups and Economic Classes
- Social and Humanitarian Movements, Civil Rights Movement and Humanitarian Movements

The various aspects of this extremely rich set of cultural resources will be communicated to visitors through the following interpretive themes:

#### The life and legacy of Dr. King:

- early years
- educational experiences
- as co-pastor of Ebenezer Baptist Church
- as civil rights leader
- impacts of Dr. King's life and work
- philosophy of nonviolent social change

#### Dr. King in the context of a prosperous black neighborhood:

- role of the church
- role of social organizations
- role of businesses
- role of cultural activities
- role of social interaction
- role of the physical community
- community leaders as models of success for Dr. King

#### Evolution of the civil rights movement:

- Dr. King's participation in the civil rights movement
- evolution of the civil rights movement through 1968, focusing on Sweet Auburn
- national struggle for equality: evolution and aftermath of the civil rights movement

INTERPRETATION AND VISITOR USE



COMMUNITY CENTER PLAZA



FREEDOM PLAZA



GRAVESITE



KING CENTER ADMINISTRATION BUILDING

These themes will be developed through different types of media and on several levels so that interpretation can be understood and enjoyed by people of varying ages and backgrounds, including school groups and foreign visitors. An interpretive prospectus will provide a more detailed outline of programs and activities.

Detailed interpretation of each of these themes will be provided through guided tours of the birth home, Ebenezer Baptist Church, and the Freedom Hall plaza, and through guided and self-guiding walking tours of other community landmarks. The Freedom Hall complex, which contains Dr. King's memorial gravesite and the institution that carries on his ideas and philosophies, will remain the primary location for paying homage to Dr. King's memory.

Visitors will need approximately one to two hours to tour the birth home and Ebenezer Baptist Church and visit the gravesite and other attractions at the King Center. Those desiring to experience more of the history of the area will need to plan for a longer visit or return visits. Additional activities will include guided or self-guiding walking tours of the national historic site and the commercial portion of the preservation district, with stops at churches and other important community institutions. Specific programs and facilities are described below.

#### National Historic Site

Community Center Plaza. Visitors will receive information about the attractions of the national historic site and preservation district and an overall sense of the interpretive themes at the information kiosk. Free park literature will be available. The kiosk will display a map locating the park's important features, a schedule of activities, and other pertinent information for visitors. This plaza will also be used as a staging area for scheduled walking tours of the park. Visitors will gather at a new seating area, where the gravesite and Ebenezer Baptist Church will be visible in the background. NPS interpreters will begin their tours by providing visitors with a feeling for the location and the significance of the park's features in relation to Auburn Avenue and downtown Atlanta.

Freedom Hall Plaza and APA Building. The King Center will continue to interpret the legacy of Dr. King's philosophies and the civil rights movement through exhibits and programs in the APA (administration, programs, and archives) Building. Researchers may use the King Center's archives, which house a wealth of information about Dr. King and the civil rights movement. The center also sells a number of publications that provide information about the civil rights movement and the broader struggle for equality.

NPS interpreters, working under the terms of a cooperative agreement with the King Center, will guide visitors through the outdoor areas of the Freedom Hall complex. Tours will probably end at the gravesite, providing visitors an opportunity to spend additional time in contemplation, exploring the Freedom Walkway, or viewing the exhibits in the APA Building. With the help of the King Center, the Park Service

These themes will be developed through different types of media and on several levels so that information can be understood and enjoyed by people of varying backgrounds and interests. The program will be developed through the help of the King Center, the Park Service, and other community organizations.

Provided through the tour, and the walking tour of the Freedom Hall plaza, which contains the birth home to Dr. King's memory and photographs, Dr. King's memory



BIRTH HOME INTERIOR



SHOTGUN ROW HOUSES



The park's important features, a schedule of activities, and pertinent information for visitors. This data will also be used to plan the walking tour of the park. Visitors will be able to gather at a new seating area for the gravesite and Ebenezer Baptist Church will be visible. Their tour by providing information about the significance of the park and the role of the King Center in downtown Atlanta.

After will continue to and the civil rights movement through exhibit programs, and archival Center's archives, which and the civil rights movement that provide the broader struggle for equality.



VICTORIAN RESIDENCE

NPS interpreters, working under the terms of a cooperative agreement with the King Center, will guide visitors through the outdoor areas of the Freedom Hall complex. Tours will probably end at the gravesite, providing visitors an opportunity to spend additional time in contemplation, exploring the Freedom Walkway, or viewing the exhibits in the ARA Building. With the help of the King Center, the Park Service

has designed and constructed a permanent exhibit for the APA building that includes photographs, quotes, artifacts, and a time-line indicating the important events of the civil rights movement. During periods of heavy visitor use, the Park Service might station an interpreter in the area of the gravesite to answer questions and to provide some orientation and interpretation for visitors who are not part of a tour.

Ebenezer Baptist Church. At Ebenezer Baptist Church, Dr. King's spiritual home, visitors will see where Dr. King preached in the 1960s and learn about his and his family's association with the church. In addition to the tours given by church personnel, interpretation will be accomplished through an exhibit about the church's pastors, photos of Dr. King at the church, and an audio program incorporating excerpts from Dr. King's sermons and speeches. The exhibit plan will be prepared by the National Park Service with the help of church representatives and will be subject to their approval.

A visit to the church building will last approximately 15 minutes. About 300 visitors can take the tour at one time. Therefore, approximately 6,000 visitors can tour the church in a five-hour day. Visitors with impaired mobility can enter the church sanctuary by means of a mechanical lift.

Birth Home. At the birth home visitors will learn about Dr. King's boyhood, his family life, and the ways his family influenced his thought. Tours of the birth home will be offered at no charge by the National Park Service through a cooperative agreement with the King Center. The home will be open on a regular basis for approximately 30 hours per week during the winter and 60 hours during the summer and other isolated high use periods, such as King Week in January. Access to the first floor of the birth home for visitors in wheelchairs will be provided by means of a mechanical lift on the eastern side of the front porch along the driveway.

Approximately 240 visitors per hour can tour the birth home (only one-fifth the number that can tour Ebenezer Baptist Church). An NPS interpreter will give a brief orientation on the front porch or in the foyer just inside the front door, and NPS personnel will be stationed on each floor to answer questions and provide security.

A wayside exhibit will be developed to provide alternative interpretation of the birth home for visitors unable to go inside. This exhibit will be placed across the street from the birth home on a vacant lot to avoid an intrusion on the historic scene.

The King Center will provide the National Park Service with information concerning the home, its furnishings, and Dr. King's life there, and the Park Service will use this information as the basis for interpretive programs. Recommendations in the furnishings and exhibit plans will be developed in consultation with the King Center. The King Center will be able to use the birth home for special activities so long as they do not conflict with public use or previous commitments for use of the home and if they are consistent with NPS management policies regarding the use of historic structures.

Birth Home Block. Preservation of the immediate residential surroundings of the birth home will allow visitors to accurately perceive the neighborhood where Dr. King lived as a boy. Interpretation will focus on the architecture of the historic homes and on the prominent people who lived there and in the other historic residences along Howell, Hogue, and Old Wheat streets that are visible from the birth home block. Park interpreters will remind visitors that almost all the homes in the area are private residences and ask visitors to respect the privacy of residents.

#### Preservation District

The scale and extent of interpretive developments in the preservation district will depend on the direction for the future management and use of the area decided upon by the city and the private sector. The following proposals assume that the city will make a commitment to preserve the commercial portion of Sweet Auburn by zoning it as a historic and cultural conservation district. If this occurs, the National Park Service will use the historic setting to help explain the numerous influences of the community in shaping Dr. King as a person and a leader. Possible NPS activities include wayside exhibits, walking tours, assistance to private organizations in developing exhibits, and development of a Sweet Auburn history center near the intersection of Auburn and Butler, in the western portion of the preservation district. The history center would provide information and orientation to the park as well as exhibits on the Sweet Auburn community and its role in Dr. King's life and the civil rights movement.

#### Other Programs

Special cultural, educational, and interpretive programs sponsored by the King Center, community groups, the city of Atlanta, the area public schools and universities, the National Park Service, and other organizations will supplement the park's ongoing interpretive activities.

#### VISITATION PROJECTIONS

Visitation is expected to increase significantly over the next five years. In the first two to three years of operation, the visitation increases common to new units of the national park system will be expected. In 1986 and after, visitation is likely to increase even further due to the opening of other nearby tourist attractions, particularly Underground Atlanta. (Following a similar development by the same company--Harbor Place in Baltimore--visitation at nearby Fort McHenry National Monument and Historic Shrine, which is a well-established park system unit, has jumped 33 percent in five years.)

Visitors to the national historic site can be divided into two groups: visitors to the King Center and other attractions and visitors to the community center plaza. The latter group (190,000 in 1983) is not expected to increase significantly because use of the community center

probably will not increase. However, the group of visitors to the King Center (160,000 in 1983) will grow dramatically as NPS visitor services are established. Based on the experience of other newly established national historical parks in urban areas and at Fort McHenry in Baltimore, a conservative projection of growth for Martin Luther King visitation is 20 percent per year for the first five years of the park's operation (1984-88). At this rate of growth there will be about 400,000 visitors to the King Center, Ebenezer Baptist Church, the birth home, and the NPS interpretive facilities in 1988. Including the visitors to the community center plaza, the total park visitation projected for 1988 is approximately 600,000 visitors.



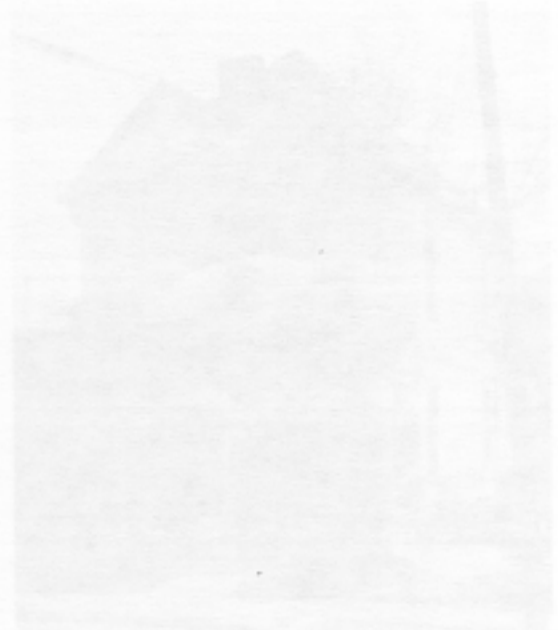
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FIRE STATION NO. 6



RESIDENCE

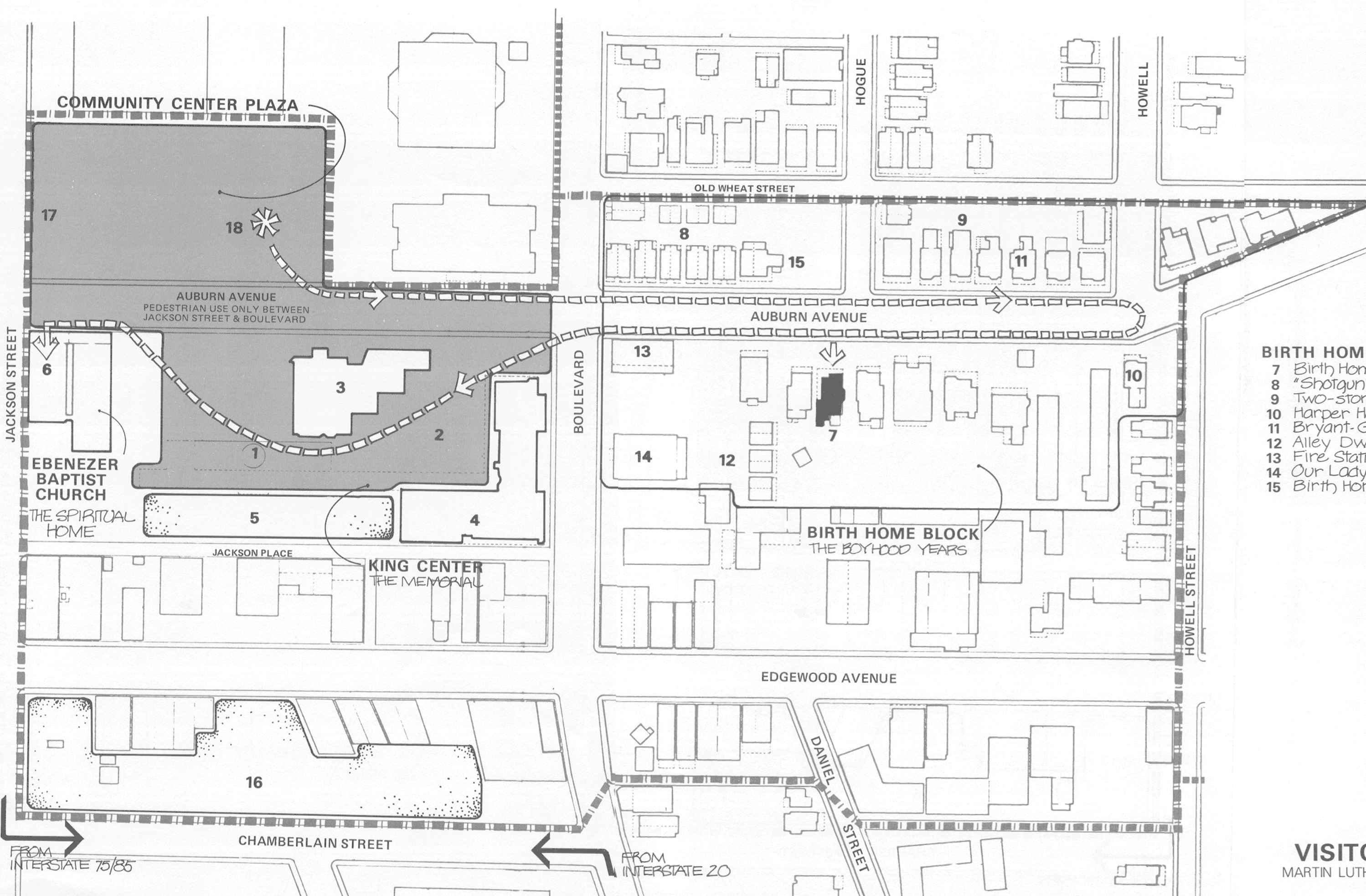


C. L. HARPER HOME



EDGEWOOD AVENUE





**KING CENTER**

- 1 Gravesite
- 2 Freedom Plaza
- 3 Admin. Building Exhibits
- 4 Freedom Hall Conference Facilities Souvenirs Future Food Service Film
- 5 Staff Parking

**EBENEZER BAPTIST CHURCH**

- Visitor Tours
- 6 Audio Programs-Sanctuary Exhibits

**BIRTH HOME BLOCK**

- 7 Birth Home-Visitor Tour
- 8 "Shotgun" Row Houses
- 9 Two-story Victorian Houses
- 10 Harper Home
- 11 Bryant-Graves Home
- 12 Alley Dwellings
- 13 Fire Station #6
- 14 Our Lady of Lourdes School
- 15 Birth Home Exhibits

**NPS FACILITIES**

- 16 Visitor Parking
- 17 Short Term Tour Bus Parking
- 18 Walking Tour Staging Area Information-Orientation Special Events

PEDESTRIAN USE  
 MAJOR VEHICULAR ACCESS  
 WALKING TOUR ROUTE  
 NATIONAL HISTORIC SITE  
 PRESERVATION DISTRICT

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## STAFFING

On-site management of the park will be accomplished by a superintendent and staff for three divisions of park operations: administration, maintenance, and interpretation and visitor use. Members of the administrative staff will coordinate special events, be responsible for leasing of historic properties and community relations, coordinate the development of NPS visitor facilities, and work closely with local government and the private sector in ongoing planning and implementation of development and preservation projects. The interpretation and visitor use division will perform all research activities in addition to providing for all visitor services. The maintenance division will be responsible for preservation maintenance work. The park staff will perform certain types of restoration and rehabilitation work on structures.

The park will actively recruit minority citizens and local residents to fill available positions. In addition, the assistance of local citizens familiar with the community and Dr. King will be sought as part of a volunteer program in which they will conduct tours and share their knowledge with visitors.

The park will contract with the city and the private sector for certain services. The management of rental property in NPS structures, janitorial services, and ground-maintenance work are particular areas where a cost savings might be realized through the use of contracts. The Park Service will enter into a cooperative agreement with the city for law enforcement in the park. Local government services will be used for trash disposal, water, sewer, fire protection, and other park needs.

## GENERAL DEVELOPMENT

### ACCESS AND CIRCULATION

Access to the park for private vehicles will be primarily via the downtown connector (I-75/85) and I-20. The National Park Service will work with the Georgia Department of Transportation in upgrading signs along these routes to identify the national historic site's location. Signs to direct visitors on local streets in and around the site will be developed in cooperation with the city of Atlanta. Visitors will be directed to use Boulevard, Auburn, and Edgewood avenues as access routes to the national historic site.

A visitor parking lot will be developed on Edgewood Avenue. The National Park Service has already acquired several parcels of land that will accommodate approximately 60 to 70 cars and several buses. Acquisition of additional property at the intersection of Jackson Street and Edgewood will increase the capacity to nearly 100 vehicles. This amount of parking should be sufficient to accommodate visitors for the next three to five years. The future need for additional parking will be addressed in the advisory commission's development program.

Visitors arriving by tour bus will be dropped off at one of two locations, depending upon their planned length of stay. Tour buses stopping only briefly (15 minutes) will use a new drop-off and pickup area on the west side of the community center plaza on Jackson Street. This arrangement will require only a few more footsteps for visitors and will help alleviate the congestion problem along Auburn Avenue in front of the gravesite and Ebenezer Baptist Church. As park programs become fully operational, charter buses and city tour buses will stop at the park in greater numbers. Many of the tours are likely to allow passengers sufficient time to visit some of the park's significant sites. The National Park Service will work with the city of Atlanta to identify appropriate locations for long-term bus parking.

Visitors will be encouraged to walk from site to site within the park to minimize traffic and parking congestion. It is expected that most visitors will easily travel the short distances between the park's principal attractions. The National Park Service will cooperate with the city to install curb cuts at all corners so that wheelchairs may easily be used during tours. As visitation increases, more and more pedestrians will use the plazas at the community center and King Center, and the need to cross a busy street to go from one plaza to the other will create a potentially hazardous situation for visitors. As a means of possibly eliminating this hazard, the National Park Service recommends that the city consider closing the block of Auburn Avenue between Jackson and Boulevard to vehicles.

If a transportation system is developed by the city or others to move Atlanta visitors through Underground Atlanta, the World Congress Center, and the hotel district, the park and King Center could be included on the route. Such a system would significantly reduce the demand for visitor parking. The route along Auburn could be staffed by

NPS interpreters who would give talks about the history and significance of Sweet Auburn.

Visitors will be urged to respect the rights of the community's residents by not occupying their on-street parking spaces. If desired by residents, the National Park Service will request a permit-only parking designation for the area so that only residents can legally park on the street.

### COMMUNITY CENTER PLAZA

Redesign and rehabilitation of the community center plaza will include new plantings to provide year-round color, interest, and shade, redesign of paved areas and walkways to accommodate increased numbers of visitors, installation of seating areas, and construction of an information kiosk. Once the kiosk is ready for use, the temporary trailers that now occupy the eastern end of the plaza will be removed.

### OFFICES

The administrative offices of the park will be divided between 522 Auburn Avenue and 443 Edgewood Avenue for the next two or three years. In the meantime the park will work with the King Center, the city, and local citizens and property owners to identify an appropriate location for permanent offices on or near Auburn Avenue in the national historic site. When the park staff moves into permanent headquarters, the temporary offices will be sold or leased for their historic uses (522 Auburn, residential; 443 Edgewood, commercial).

### ENERGY CONSERVATION

Plans for the preservation of park-owned structures will incorporate energy-efficient systems compatible with the historic fabric. All actions will comply with NPS guidelines for energy conservation in historic buildings. To help with preservation as well as energy conservation, climate control systems will be balanced to maintain year-round even temperatures throughout the structures.

### DEVELOPMENT SCHEDULE

Development of visitor facilities will be accomplished in three phases:

#### Phase 1 (first two years):

- visitor parking: 70 cars, 4 buses
- birth home: minor repairs and exhibits
- Ebenezer Baptist Church: audio message for use in sanctuary
- King Center: APA building exhibits
- historic building markers/wayside exhibits for national historic site

community center plaza: information/orientation exhibit, initial landscaping, tour bus pickup/drop-off, basic layout of walkways

Sweet Auburn visitor facility: preliminary set up for information/orientation

Phase 2 (years 3-5):

birth home: completion of furnishings

Ebenezer Baptist Church: exhibits in lobby

initial historic building markers/wayside exhibits for preservation district

self-guiding tour pamphlet

community center plaza: walkways, new lighting, benches, plant material

Phase 3 (years 6-10):

visitor parking expansion (if needed)

birth home: restoration work

Sweet Auburn visitor facility: exhibits, audiovisual presentation

completion of historic building markers for preservation district

community center plaza: installation of new fountain, additional plant materials, program area

Rehabilitation/restoration work on residential structures will occur during all three phases. The rate of progress will depend upon congressional appropriations for this purpose.

## COST ESTIMATES

### NPS CONSTRUCTION COSTS

Projected NPS construction costs are listed below.

Building rehabilitation/restoration:	
birth home, exterior and interior restoration (historic structure report not yet complete)	not estimated
27 residential structures on the birth home block, exterior restoration and interior rehabilitation	\$2,000,000
3 large commercial structures in the preservation district, exterior restoration	300,000
Interpretive exhibits and other media*	558,650
General development:	
visitor parking**	171,300
community center plaza	700,000
Gross construction cost	\$4,340,900

### LAND PROTECTION

A total of \$1,300,000 will be needed for fee-simple and easement acquisition. This is estimated in 1983 dollars and not based on appraisals. Costs will be reduced by approximately \$400,000 by selling back some residential structures along the birth home block for private use after rehabilitation is complete.

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\* Cost of furnishings for birth home not estimated at this time.

\*\* Includes parking for staff and other park vehicles as well as landscaping.





**PART THREE  
ENVIRONMENTAL CONSEQUENCES  
OF THE PROPOSAL AND ALTERNATIVES**





## PROPOSAL 4 (ALTERNATIVE 4) INTRODUCTION

This section describes and analyzes the impacts of four alternatives for the preservation, use, development, and management of the national historic site. Decisions about the preservation district are being deferred pending the completion of the city's development program.

The alternatives were previewed in May and June 1983, and based on management considerations and public comments, alternative 4 was selected for the draft plan.

### National Historic Site

National Park Service: The National Park Service would lease the birth home from the King Center and accomplish preservation work and conduct tours of the home. The vacant and tenant-occupied structures on the birth home block would be acquired, rehabilitated, and leased back to private residents. Current tenants would continue to rent at stabilized rates, while others would pay fair market rates. Owner-occupants of structures on the birth home block would be assisted by the National Park Service and the city of Atlanta in rehabilitating their structures. The National Park Service would acquire preservation easements on significant owner-occupied structures throughout the national historic site.

King Center: The King Center would interpret the legacy of Dr. King at Freedom Hall. The National Park Service would assist with interpretive exhibits and other materials and provide the staff to interpret the gravesite and Freedom Plaza area for visitors.

City of Atlanta: The city would continue to protectively zone properties within the national historic site boundary as a historic and cultural conservation district. This would help protect historic structures from demolition and incompatible new development. Financial assistance for improvements could also be offered.

### Preservation District

The preservation district would be managed according to a development program prepared by the park's advisory commission and the city of Atlanta. The National Park Service would cooperate in historic preservation and economic revitalization effort by making limited funds available for facade restoration and perhaps by operating a visitor facility at the western end of the preservation district.

## PROPOSAL (PREVIOUSLY ALTERNATIVE 4)

### DESCRIPTION

Alternative 4 was selected as the proposal and is described in detail in the "Draft General Management Plan" section of this document. It is summarized here for comparison with the other alternatives. This alternative envisions using historic resources along the entire length of Auburn Avenue to develop the interpretive themes of Dr. King's life, the civil rights movement, and the Sweet Auburn community. All of the significant historic structures in the national historic site and preservation district would be preserved through the cooperative efforts of private landowners, the National Park Service, and the city of Atlanta. The preservation of the resource base as envisioned in this alternative would allow visitors to view for themselves the buildings that housed many prominent black families, institutions, and businesses, and help them to perceive the significance of the community.

### National Historic Site

National Park Service. The National Park Service would lease the birth home from the King Center and accomplish preservation work and conduct tours of the home. The vacant and tenant-occupied structures on the birth home block would be acquired, rehabilitated, and leased back to private residents. Current tenants would continue to rent at stabilized rates, while others would pay fair market rates. Owner-occupants of structures on the birth home block would be assisted by the National Park Service and the city of Atlanta in rehabilitating their structures. The National Park Service would acquire preservation easements on significant owner-occupied structures throughout the national historic site.

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### Preservation District

The preservation district would be managed according to a development program prepared by the park's advisory commission and the city of Atlanta. The National Park Service would cooperate in a historic preservation and economic revitalization effort by making limited funds available for facade restoration and perhaps by operating a visitor facility at the western end of the preservation district.

## IMPACTS

### Cultural Resources

This proposal would result in the revitalization, preservation, and heavy visitor use of Auburn Avenue. The level of visitation that would result from National Park Service actions in the national historic site and the associated economic opportunities would provide a stimulus for the preservation of the avenue from Dr. King's birth home west toward downtown Atlanta. By combining this stimulus with protective city zoning covering all historic structures in the preservation district, including the Butler Street YMCA and Municipal Market, and with facade rehabilitation assistance by the city and the National Park Service, preservation of the most significant structures would be likely.

Full interior and exterior restoration of the birth home would enhance its interpretive value and preserve its historic fabric and character. NPS acquisition and rehabilitation of tenant-occupied structures in the same block as the birth home would protect additional historic fabric and help to maintain the historic residential character of the block. So long as these structures remained in NPS ownership, their maintenance and preservation would be ensured. The retention of easements or deed restrictions would help protect the exterior appearance of buildings that were sold back to a community-based organization or other private owners, but it would not guarantee their long-term maintenance. Similarly, the acquisition of easements on owner-occupied structures would protect the exterior appearance of the buildings from intentional change, but it would not ensure that the structures would not deteriorate from a lack of maintenance.

Preservation of the structures on Edgewood Avenue would be uncertain, relying upon the successful negotiation of preservation easements and enforcement of the city's historic district zoning regulations. These historic resources on Edgewood could be lost.

With most NPS and city attention directed toward Howell and Hogue streets, where historic resources are most intact, the preservation of historic buildings in other residential portions of the preservation district would depend largely on private actions. Although structures on Howell and Hogue streets would likely be rehabilitated and preserved, many other buildings might be lost--particularly those whose condition or size would make private rehabilitation uneconomic. This loss might be prevented by NPS technical assistance in preservation or by financial incentives offered by the city or the private sector.

Preservation of structures would protect the subsurface remains of past uses of the sites. All known significant archeological resources would be protected by federal regulations.

### Urban Environment

If the National Park Service operated a visitor facility at the western end of the preservation district, it would stimulate a great increase in tourism and general economic growth and job creation.

Residents on the birth home block would be protected from displacement and enjoy improved housing conditions. Homeowners throughout the area would benefit from increased property values. Increased property values would also result in increased property taxes, which might present a problem for homeowners on low or fixed incomes. In the preservation district, limited financial assistance for rehabilitation of houses on Hogue and Howell streets would be available, offsetting pressures for displacement. In the rest of the area, however, displacement would be likely unless the city or community group took positive action to prevent it. Because of the concentration of public assistance for housing on Auburn, Howell, and Hogue streets, a geographic economic stratification could occur, with most low-income residents clustered on these three streets and middle and upper income residents living in higher priced housing in the remainder of the area.

As a result of growing tourism in the area, some community-related businesses would likely be replaced by businesses serving tourists. If some new businesses provided services and goods for both residents and visitors, the lack of shopping facilities for area residents could be alleviated. However, the new businesses might seriously threaten the businesses that currently meet the needs of the area's poorest residents. Small stores that provide quasi-banking services such as check-cashing and credit might be driven out. Local residents might also find stores offering needed goods and services at higher prices.

Business operators would be under a great deal of pressure to increase their revenues because commercial property values and rents would increase along with the income potential of the area as a tourist attraction. To compete successfully in the new milieu, existing neighborhood businesses would require support such as financial aid and seminars on tourism and standard business practices.

The level of activity would increase greatly, and the activity would be of a different nature than exists now. In addition to losing some businesses, residents would also lose some privacy. Sidewalks, local eateries, and neighborhood gathering places would be shared with strangers.

The community would have limited control over revitalization under the proposal. There would be no preservation commission around which community groups could focus their activities (as in alternative 3), so the groups would have to be more self-reliant. There might be a great deal of competition for funding and other resources among groups.

### Visitor Use

The proposal would result in more extensive visitor use of the area than any of the other alternatives. The "Cost Effectiveness Analysis of GMP Alternatives" (NPS 1984g) ranked the proposal highest in interpretive effectiveness because it would include the theme of the civil rights movement in the interpretive program. The combination of walking tours with other attractions would provide a greater potential for visitor understanding of the park's themes than would be available under any

other alternative. A variety of attractions could result in the area's becoming a major stop for many Atlanta visitors, filling a portion of the "entertainment gap" that is now perceived to exist in the downtown area.

The length of stay for the average visitor would increase to about two hours. Use of the park by school groups and others interested in educational values should also be the highest because of the range of themes presented.

#### National Historic Site

King Center: The King Center would remain responsible for all visitor services and facilities in the park. Visitor information and interpretive programs would be consolidated at the Freedom Hall complex. The story would be told mostly through exhibits, audiovisual presentations, and other media. The King Center would also operate and maintain the birth home, which would be open for tours during scheduled hours.

National Park Service: NPS involvement would be generally limited to technical and minimal financial assistance. The National Park Service would assist the King Center in developing exhibits, audiovisual presentations, and other programs to interpret Dr. King's accomplishments and their importance to present and future generations. A limited discussion of the Sweet Auburn community would also be provided through such media. In addition, the National Park Service would enter into a cooperative agreement with the King Center to provide limited technical assistance for the preservation and interpretation of the birth home, and it would enter into a similar agreement to provide technical assistance to Ebenezer Baptist Church for preservation and interpretation of the church. Like the birth home, the church would be open for visitor use during scheduled hours. No visitor facilities other than parking would be provided directly by the National Park Service. Property on Edgewood Avenue would be acquired by the National Park Service to provide necessary parking space.

Most property on the birth home block, on Edgewood Avenue, and in the rest of the national historic site would remain under individual ownership. The National Park Service might seek acquisition of a few tenant-occupied or vacant historic residential buildings for rehabilitation. Any structures purchased by the National Park Service would be sold or leased after rehabilitation was completed. NPS units would be leased at low rates to current tenants or leased or sold at fair market value to others. Structures rehabilitated by others would also be available at fair market value purchase or rental rates.

Some facade rehabilitation funds might be available to property owners in return for donation of preservation easements. If historic structures were preserved and rehabilitated through other private and public means, they could be used to further explain the history of the area to visitors.

## ALTERNATIVE 1

### DESCRIPTION

Alternative 1, the "no-action" alternative, would involve a continuation of existing trends, conditions, and programs. As now, visitor programs would focus on the life and legacy of Dr. King, with only a small amount of discussion about the Auburn community. Only those structures directly associated with Dr. King--the birth home and Ebenezer Baptist Church--would be targeted for preservation. The actions of private individuals and organizations would determine the future of the commercial and residential areas surrounding the birth home and Ebenezer.

### National Historic Site

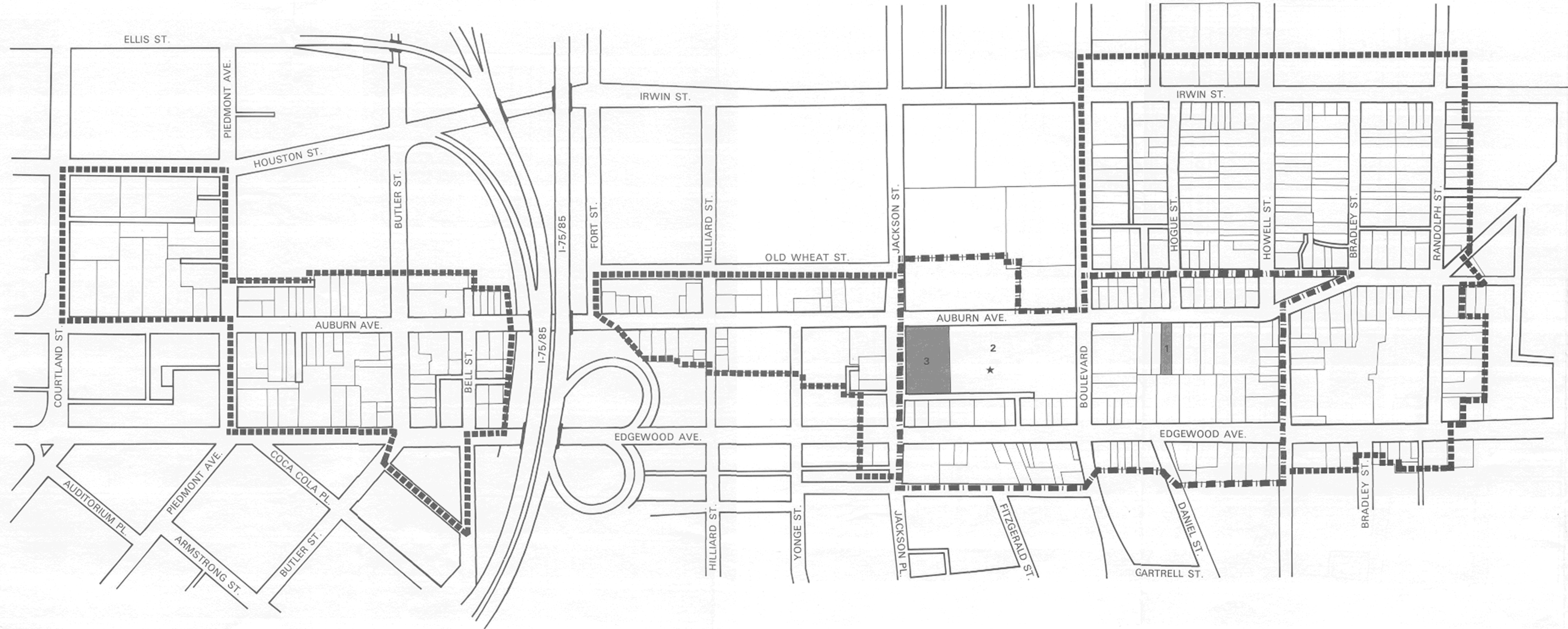
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Most property on the birth home block, on Edgewood Avenue, and in the rest of the national historic site would remain under individual ownership. The National Park Service might seek acquisition of a few tenant-occupied or vacant historic residential buildings for rehabilitation. Any structures purchased by the National Park Service would be sold or leased after rehabilitation was completed. NPS units would be leased at low rates to current tenants or leased or sold at fair market value to others. Structures rehabilitated by others would also be available at fair market value purchase or rental rates.

Some facade rehabilitation funds might be available to property owners in return for donation of preservation easements. If historic structures were preserved and rehabilitated through other private and public means, they could be used to further explain the history of the area to visitors.





**POINTS OF INTEREST**

- 1 Birth Home
- 2 Freedom Hall Complex
- 3 Ebenezer Baptist Church

**HISTORIC BUILDING RELATED TO NPS INTERPRETIVE PROGRAM**

■ INDIVIDUAL SIGNIFICANCE

★ KING CENTER VISITOR PROGRAM

▤ NATIONAL HISTORIC SITE

▨ PRESERVATION DISTRICT



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**ALTERNATIVE 1**

MARTIN LUTHER KING JR. NATIONAL HISTORIC SITE & PRESERVATION DISTRICT  
UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE



The National Park Service would provide technical assistance to groups and individuals in historic preservation efforts.

City of Atlanta. The city would continue to protectively zone properties within the national historic site boundary as a historic and cultural conservation district.

#### Preservation District

City of Atlanta. City zoning already provides some protection for historic structures in the residential portion of the preservation district. The current zoning would remain in force, but it would not be extended to the commercial portion of the community. Review and comment on proposed development by the Atlanta Urban Design Commission would continue.

Private Property Owners and Community Residents. Although no broadly agreed upon direction for the area has been established, local groups and organizations would continue their efforts to revitalize the Sweet Auburn area. Property owners, merchants, investors, and developers would shape the future of Sweet Auburn through a series of individual actions. Over the long term, large new commercial or office buildings could be constructed, and uses that did not directly relate to the community could be introduced. Some community-related businesses might also be developed.

Private property owners and community residents would also continue to be relied upon for rehabilitation of residential buildings and improvement of housing conditions.

National Park Service. The National Park Service would not play a role in the preservation district. The amount of new construction likely to occur in the long run in the commercial and residential areas under this alternative would eventually greatly reduce their potential value in relating the park's interpretive themes to visitors, and for this reason the National Park Service would not participate in preservation or interpretive activities.

### IMPACTS

#### Cultural Resources

The no-action alternative would involve the least amount of preservation, rehabilitation, and enhancement of cultural resources of any of the alternatives. Only the birth home and Ebenezer Baptist Church would be protected through cooperative agreements between the owners and the National Park Service. Private owners would continue to be solely responsible for preservation of all other historic structures, and some cultural resources might be lost. NPS technical assistance to private individuals or the city to encourage appropriate rehabilitation of historic structures and streetscapes would be quite limited because of minimal funding. The resulting environment would be a combination of

nonhistoric and historic features, with nonhistoric features gaining prominence in time.

Any archeological resources which may exist would receive less protection, investigation, and interpretation than in the other alternatives. Such efforts would continue to be limited to federal properties and other publicly owned properties where access could be secured.

These negative impacts might be reduced if private developers or a community-based development corporation acquired and rehabilitated structures. However, in the absence of NPS technical assistance in the preservation district, rehabilitation efforts might result in the large-scale modification or destruction of historic fabric or the introduction of unsuitable uses. Nonresidential uses of the birth home block, if introduced, would alter the character of this section of the avenue.

### Urban Environment

The no-action alternative would generally result in a continuation of existing conditions for area residents. Property values and rents would probably remain at about the same levels, so current residents would feel no economic pressure to move out of the area. By the same token, absentee landlords would have no incentive to improve their properties. There would be little market for property, especially in the residential area, so ownership would be expected to remain generally the same. Unless positive actions were taken by community groups, the city of Atlanta, or others, some buildings could ultimately become uninhabitable and residents would have to leave. In any case, most housing units would deteriorate.

With no change in population and no significant influx of tourists to the area, merchants would be unlikely to invest in new businesses or inventories. Because the area would not be targeted by the city for revitalization, there would be no additional public assistance for business development. The economy would remain stable or decline, depending on the ability of Auburn businesses to compete with the other areas surrounding downtown. Local shopping facilities would be unlikely to expand under this alternative.

Land use patterns in the area would probably not change for the next 5 to 10 years. The portion of Auburn west of the downtown connector might be used for expansion of surrounding uses, such as Georgia State University, Grady Hospital, and the central business district. If public institutions expanded or if the area declined economically, the city would lose tax revenue from the area. Crime would probably remain at its current level or increase if no additional prevention measures were taken.

If there were no significant changes in numbers of residents, businesses, or tourists, as would be likely under this alternative, there would be no need for improvements in transportation to or around the area other than the provision of adequate visitor parking, which would be accomplished by the National Park Service.

This alternative would not preclude the possibility that housing and business conditions might be improved by community organizations. However, without local or federal government assistance it would be extremely difficult to garner the resources needed to gain control of property and to begin the revitalization of the community.

### Visitor Use

The smallest number of visitors to the park would be expected in alternative 1. Visitation patterns would generally remain the same as at present. The park would draw visitors who are interested in Dr. King and black history, and there would be continued use by school groups focused on the study of Dr. King.

Because of limited interpretive programs and materials, the length of stay would probably remain short for most visitors (30 to 40 minutes or less). Repeat visitation would be limited because visitors could see everything in one visit and exhibits and programs would change only infrequently.

Tours of the birth home might be conducted by the King Center, and tours might also be provided by Ebenezer Baptist Church. If the King Center could not keep the birth home open on a regular basis, visitors who were not able to tour the house might feel inconvenienced and disappointed. A similar situation could occur if Ebenezer Baptist church could not keep the sanctuary open on a full schedule for visitors. The King Center would determine whether orientation and information would be provided for visitors to the gravesite and Freedom Hall.

With only the birth home, Ebenezer Baptist Church, and the Freedom Hall complex and gravesite available for viewing, it would be difficult to explain the history of the Sweet Auburn community and its influence on the life and work of Dr. King.

## ALTERNATIVE 2

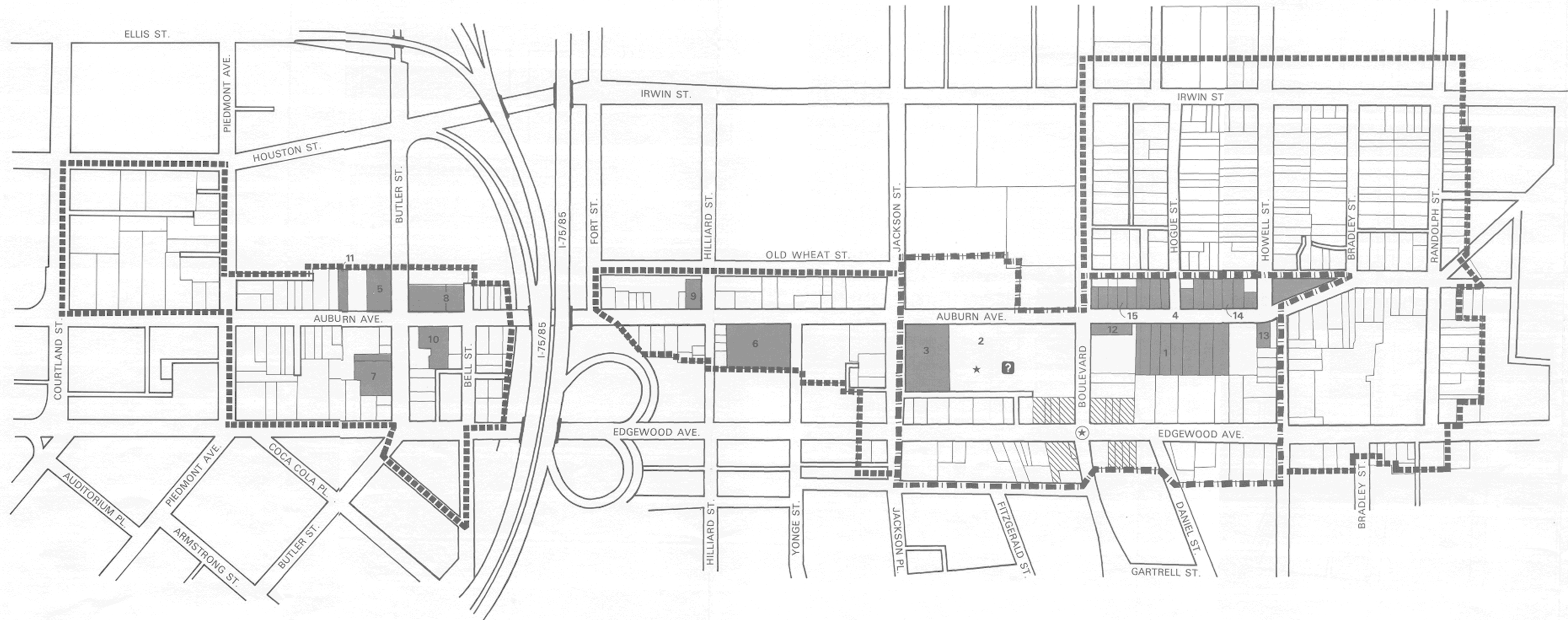
### DESCRIPTION

This alternative would provide for a full interpretation of Dr. King's life and his leadership of the civil rights movement. It envisions that between 20 and 30 of the significant historic structures that were most strongly related to Dr. King would be the focus of cooperative preservation and interpretive efforts by private landowners, the National Park Service, and the city of Atlanta. These would include all the buildings on the birth home block and some others associated with important people, accomplishments, and organizations in the community that clearly influenced Dr. King's ideals, philosophies, and leadership abilities. Most of the structures are in the historic site, but some are in the preservation district (see the map for alternative 2). The National Park Service would assume financial responsibility for the structures in the national historic site that were important to the interpretive program, but it would rely on the city to undertake actual acquisition, rehabilitation, and management of many of the structures. As in alternative 1, the future of the surrounding area would depend on private sector actions, with little development direction or assistance from government agencies.

### National Historic Site

National Park Service. The National Park Service would provide most visitor facilities and services. Although this alternative would involve preservation and rehabilitation of several more historic structures than alternative 1, programs for visitors would still focus on the use of exhibits, literature, and audiovisual presentations. A welcome center and offices would be established in a historic structure near the intersection of Boulevard and Edgewood that would be acquired and rehabilitated for that purpose. The facility would offer exhibits and audiovisual programs to tell the story of Dr. King's life and the civil rights movement that he led, and to provide an overview of the people who were his key role models in the community. The National Park Service would also conduct building tours of the birth home and Ebenezer Baptist Church and offer neighborhood walking tours. Guided walking tours of the birth home block and self-guided tours of other key portions of the community would allow visitors to view a few important, dispersed remnants of the community along Auburn Avenue.






The National Park Service would seek to acquire the birth home and to provide for its continued preservation and visitor use. In addition, to ensure that visitors would continue to be allowed to experience the immediate neighborhood where Dr. King was born and lived until the age of 12, the historic residential character of the birth home block would be maintained by making funds available for facade rehabilitation in exchange for preservation easements on the historic structures. To protect the current tenants of the birth home block from displacement as a result of increasing property values, tenant-occupied structures would be treated differently from owner-occupied structures, as described below.



**POINTS OF INTEREST**

- 1 Birth Home
- 2 Freedom Hall Complex
- 3 Ebenezer Baptist Church
- 4 Birth Home Block
- 5 Big Bethel AME Church
- 6 Wheat Street Baptist Church
- 7 Butler Street YMCA
- 8 Odd Fellows Building & Auditorium
- 9 Prince Hall Masons Building
- 10 Herndon Building
- 11 Alexander Building
- 12 Fire Station #6
- 13 Charles Harper Home
- 14 Antoine Graves Home
- 15 "Shotgun" Row Houses

**HISTORIC BUILDING RELATED TO NPS INTERPRETIVE PROGRAM**

-  INDIVIDUAL SIGNIFICANCE
-  CONTEXTUAL SIGNIFICANCE
-  KING CENTER VISITOR PROGRAM
-  NPS VISITOR PROGRAM
-  NPS INFORMATION FACILITY

-  NATIONAL HISTORIC SITE
-  PRESERVATION DISTRICT



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**ALTERNATIVE 2**

MARTIN LUTHER KING JR. NATIONAL HISTORIC SITE & PRESERVATION DISTRICT  
UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE





The National Park Service would seek a change in legislation to allow a transfer of funds to the city of Atlanta for the city's acquisition and rehabilitation of tenant-occupied structures on the birth home block. The city would donate preservation easements to the National Park Service and manage the structures on a self-supporting basis (see below). For owner-occupied structures, the National Park Service would enter directly into cooperative agreements with the individual owners to provide funding for facade rehabilitation in return for the donation of preservation easements.

The National Park Service would enter into similar agreements with the owners of other residential properties within the historic site (those fronting on Howell Street), several commercial properties near the intersection of Boulevard and Edgewood, and those directly behind the birth home, to ensure that incompatible new construction would not occur in those areas.

Several vacant properties along Edgewood would be acquired for visitor parking.

City of Atlanta. The city would continue to protectively zone properties within the national historic site boundary as a historic and cultural conservation district. This would help to protect historic structures from demolition and incompatible development.

In addition, with funds received from the National Park Service, the city would purchase and rehabilitate all tenant-occupied and vacant structures along the birth home block and donate preservation easements to the National Park Service. Following interior and exterior rehabilitation work, the structures would be leased to current tenants and others. Lease fees would be used to pay for maintenance and management of the properties. The city would contract with a private firm or community-based organization for property management. Current tenants would rent at stabilized rates, while others would pay fair market rates.

Housing code assistance and other programs would provide financial assistance to homeowners with low or moderate incomes. For example, loans for energy conservation improvements could be arranged through private lending institutions and local utility companies.

Existing programs such as the business improvement loans program would assist commercial development along Edgewood Avenue.

King Center. The King Center would interpret the legacy of Dr. King at Freedom Hall. The National Park Service would provide assistance in preparing exhibits and other materials and in setting up an information station.

#### Preservation District

The preservation district would be managed according to a development program prepared by the park's advisory commission and the city of Atlanta. If the city extended historic and cultural conservation district

zoning to cover the commercial portion of the preservation district, the National Park Service would develop an information center for visitors near the intersection of Auburn Avenue and Butler Street. The National Park Service would seek to lease space on the first floor of a historic structure fronting on Auburn Avenue for this facility.

The residential area would not directly contribute to the interpretive programs of the park; therefore, the National Park Service would not have a role there.

## IMPACTS

### Cultural Resources

Alternative 2 would provide for the protection of most of the cultural resources within the national historic site. NPS acquisition and restoration of the birth home would ensure the protection of this key resource. Tenant-occupied residences on the same block would be protected through acquisition and rehabilitation by the city of Atlanta and through easements donated to the National Park Service. Easements on owner- and tenant-occupied buildings would protect the exterior appearance of a structure from any intentional change, but it would not ensure the structure's long-term maintenance. Preservation of historic structures not on the birth home block would rely to an even greater extent on private efforts. NPS acquisition and rehabilitation of a building at Boulevard and Edgewood for use as a welcome center would ensure the preservation of that one structure, but other buildings at this important intersection would be protected only by easements and zoning, and they might eventually be lost.

City zoning of the entire park as a historic and cultural conservation district would help minimize the possibility of the demolition of the most significant structures; nevertheless, some of these structures might be lost. NPS technical assistance in preservation of the most significant buildings would support the city's protection efforts. Since the National Park Service would not participate in preservation or interpretive activities in the block on the extreme western end of Auburn or in the residential portion of the preservation district, these areas could be removed from the park boundaries. Selection of this alternative would likely result in deterioration or loss of many historic structures in these portions of the preservation district.

As in alternative 1, these negative impacts could be reduced if private developers or a community-based development corporation acquired and rehabilitated structures. However, in the absence of city zoning and standards, the historic fabric and scene could be adversely affected by inappropriate modifications.

Protection of potential archeological resources would be increased by increased public ownership along the birth home block.

## Urban Environment

The current residents on the birth home block would be protected from displacement and enjoy improved housing conditions. Homeowners would benefit from increased property values on the block and possible financial assistance for rehabilitation of their homes. Increased property values would also result in increased property taxes, which might present a problem for homeowners on low or fixed incomes.

Although there would be little or no public assistance for housing rehabilitation in the preservation district in this alternative, rehabilitation of homes on the birth home block might stimulate the revitalization of the surrounding residential area by the private sector. If rehabilitation occurred, rents would be raised and current tenants would probably be displaced. Effects on homeowners would be the same as on the birth home block.

An increased number of tourists would improve conditions for business. Owners of commercial property would probably benefit from increased property values. Business tenants would face increased rents, but if they changed the focus of their operations to capitalize on tourist demands for goods and services, they could benefit from the improved business environment. The increased attractiveness of the area might result in the entrance of some new businesses, which would increase the pressure on existing businesses to adapt to a changing market.

Area residents should benefit from the improved business climate. Investors would be more likely to sustain existing enterprises and to support new ones that might also serve the needs of area residents. Some new jobs would be created for local residents, but not as many as would be under the proposal or alternative 3.

Land use patterns would generally remain the same. Limited rehabilitation activity along the western portion of Auburn could add to its attractiveness for expansion of activities and business from downtown.

Although visitor use would increase significantly over present levels, little would be done to mitigate their adverse effects on the community. Visitors would compete with residents for limited transportation and parking. Increased activity in the area might lead to a decrease in crime. As in alternative 1, community groups would have to take the lead in fighting displacement and working for the overall good of the neighborhood. Increased threats from outsiders might serve to coalesce community strength.

## Visitor Use

Visitor use would increase significantly as a result of increased awareness of the area as a fully operating unit of the national park system. Visitors might stay slightly longer to participate in walking tours of the birth home block guided by NPS interpreters or to take self-guided tours of Sweet Auburn, in addition to visiting the King Center, Ebenezer Baptist Church, and the birth home. Opening of the birth home for

regularly scheduled use should reduce visitor inconvenience and disappointment. Visitor understanding of the park's themes would be improved by the additional tours and by the provision of information and orientation at the Community Center Plaza. Preservation of all historic structures along the birth home block and other key structures along Auburn Avenue would help visitors understand the neighborhood Dr. King grew up in. However, even though more physical remains of the historic community would be preserved than in alternative 1, the reliance on exhibits, publications, photos, and other media to explain the interpretive themes would still be very high.

A complete NPS welcome center would probably result in more changing exhibits and visitor programs than would be offered at the King Center, attracting more repeat visitors.

Congestion along Auburn Avenue at Freedom Hall and Ebenezer Baptist Church would be reduced by a change in the arrival point for most visitors. Visitors arriving by car and bus would be directed to parking areas near the welcome center on Edgewood. Short-term bus parking along the Jackson Street side of the Community Center Plaza would also help alleviate the congestion problem.

## ALTERNATIVE 3

### DESCRIPTION

This alternative would explain the life and work of Dr. King against the backdrop of the entire Sweet Auburn community, emphasizing the influence of the Auburn experience on Dr. King and the civil rights movement. Visitors would learn about numerous businesses, social organizations, churches, and cultural groups that were successful during segregation, and how this environment produced many prominent black entrepreneurs and civil rights leaders. This alternative envisions that all historic structures and streetscapes in the park would be preserved, rehabilitated, and used to reestablish the mix of businesses, social organizations, and residences that characterized Sweet Auburn in its heyday. The anticipated mix of community- and visitor-oriented businesses, social organizations, and visitor attractions would reflect the historic identity of the community as a center of black cultural and economic life. Park themes would be explained to visitors as much through extensive walking tours of historic areas as through exhibits and other media, taking full advantage of the substantial number of structures dating from Dr. King's childhood.

### National Historic Site

National Park Service. The National Park Service would be responsible for most visitor programs and facilities, which would include a welcome center, extensive walking tours through many parts of the community, and interpretation of the birth home, Ebenezer Baptist Church, and other key historic structures. At the welcome center, visitors would be oriented to the park and learn about Dr. King's life and the civil rights movement through exhibits and other interpretive programs. The National Park Service would also provide a number of walking tours that together would encompass most of the Sweet Auburn community, and it would provide on-site interpretation at the birth home, Ebenezer Baptist Church, Dr. King's memorial gravesite, and perhaps at other key structures within the community.

As in the proposal, the National Park Service would continue a cooperative agreement with the King Center to assume management of the birth home. The National Park Service would be responsible for preservation, visitor use, maintenance, and utilities. The King Center would agree to donate a preservation easement to the Park Service and to grant it a right of first refusal to purchase the property at fair market value should it ever be offered for sale.

The National Park Service would not directly acquire any additional properties in the national historic site. Properties targeted for acquisition would be acquired by a preservation commission to be established by Congress (see below). However, at the end of the commission's ten-year tenure, its property interests would revert to the National Park Service. These interests could include tenant-occupied residences and leased commercial properties. The National Park Service would then manage the leasing of these properties.

The National Park Service would enter into cooperative agreements with the owner-occupants of residences along the birth home block and with the owners (who would not have to be the occupants) of residences on Howell Street. The National Park Service would offer technical and financial assistance for facade rehabilitation in exchange for the donation of preservation easements.

The National Park Service would acquire vacant properties along Edgewood Avenue to provide necessary visitor parking.

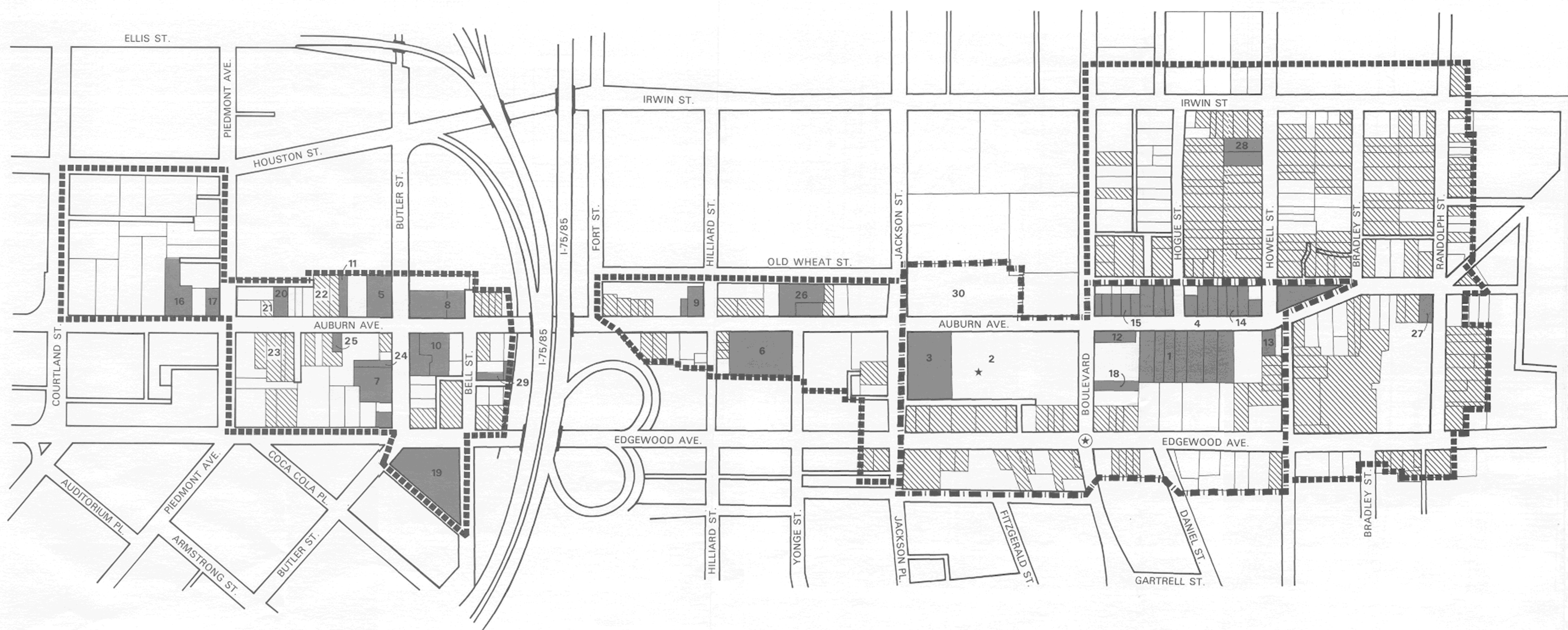
Preservation Commission. A special preservation commission with representatives from key public and private interests would stimulate and direct historic preservation and economic development work, while helping to protect the interests of current residents and businesses. One of the purposes of the preservation commission would be to provide economic assistance to community-oriented businesses that might otherwise not be competitive enough to survive. The commission would be created through a change in the park's establishing legislation and would be supported by federal funding. The preservation commission would acquire all tenant-occupied and vacant historic structures along the birth home block. Both interior and exterior rehabilitation would be provided, then the units would be leased to current tenants and other community residents or sold for residential use, with preservation easements or deed restrictions retained. Rents would be stabilized for current tenants. Some rehabilitated units would be kept available for temporary housing for community residents whose apartments were being rehabilitated and for residents who were displaced from other parts of the community. A waiting list of community residents desiring rehabilitated housing could be maintained by a community-based development corporation (see below). The commission would hire a private firm or community-based organization to manage the rental units. Lease fees would be used to pay for maintenance and management.

The preservation commission would also acquire some historic buildings along Edgewood Avenue and rehabilitate them to stimulate commercial activity. The highest priorities for acquisition would be given to structures with good potential for adaptive use and to buildings threatened with demolition or inappropriate change. The rehabilitated structures would be leased or sold for private use, with preservation easements retained by the commission.

In addition to acquiring structures, the commission would provide assistance to a community-based development corporation and help it to become self-sustaining. Assistance would include finding private investors and providing low-interest loans for development and rehabilitation through a revolving fund.

The commission would remain in existence for 10 years, after which time its properties would be transferred to the National Park Service.

King Center. The King Center would interpret the legacy of Dr. King at Freedom Hall. The National Park Service would assist with interpretive exhibits and other materials and provide the staff to interpret the gravesite and Freedom Plaza area for visitors.



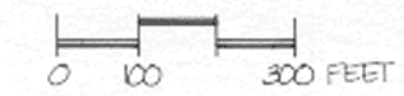
**POINTS OF INTEREST**

- |                                     |                                   |
|-------------------------------------|-----------------------------------|
| 1 Birth Home                        | 16 Atlanta Life (Old Home Office) |
| 2 Freedom Hall Complex              | 17 Rucker Building                |
| 3 Ebenezer Baptist Church           | 18 Our Lady of Lourdes School     |
| 4 Birth Home Block                  | 19 Municipal Market               |
| 5 Big Bethel AME Church             | 20 Royal Peacock Club (Top Hat)   |
| 6 Wheat Street Baptist Church       | 21 Henry's Grill                  |
| 7 Butler Street YMCA                | 22 Silver Moon Barber Shop        |
| 8 Odd Fellows Building & Auditorium | 23 Fbro Beauty Shop               |
| 9 Prince Hall Masons Building       | 24 Walden Building                |
| 10 Herndon Building                 | 25 Mutual Federal Savings & Loan  |
| 11 Alexander Building               | 26 Haugabrooks Funeral Home       |
| 12 Fire Station #6                  | 27 Wigwam Apartments              |
| 13 Charles Harper Home              | 28 Alexander Hamilton Home        |
| 14 Antoine Graves Home              | 29 Hanley's Funeral Home          |
| 15 "Shotgun" Row Houses             | 30 Community Center Plaza         |

**HISTORIC BUILDING RELATED TO NPS INTERPRETIVE PROGRAM**

-  INDIVIDUAL SIGNIFICANCE
-  CONTEXTUAL SIGNIFICANCE
-  KING CENTER VISITOR PROGRAM
-  NPS VISITOR PROGRAM

-  NATIONAL HISTORIC SITE
-  PRESERVATION DISTRICT



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**ALTERNATIVE 3**

MARTIN LUTHER KING JR. NATIONAL HISTORIC SITE & PRESERVATION DISTRICT  
UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE





City of Atlanta. The city would continue to protectively zone properties within the national historic site boundary as a historic and cultural conservation district. This would help protect historic structures from demolition and incompatible development. Financial assistance for improvements could also be offered.

#### Preservation District

The preservation district would be managed according to a development program prepared by the park's advisory commission and the city of Atlanta. The federal preservation commission would be authorized to operate in the preservation district as well as in the national historic site, and it could complement other programs proposed for the district. For example, it could provide seed money for a revolving fund that could be used by a community-based development corporation to rehabilitate residential and commercial properties and to provide loans to property owners and businesses. The commission could also act directly to ensure the preservation and reuse of vacant and some tenant-occupied historic structures in the preservation district through their purchase, rehabilitation, and lease or sale, with donation of preservation easements to the National Park Service. One of the effects of a preservation commission would be to encourage the development of community-oriented, as well as tourist-oriented, businesses in the preservation district.

The National Park Service would operate a history center near the intersection of Piedmont and Auburn. Exhibits and audiovisual programs would provide an in-depth account of the historical importance of the community and how it shaped Dr. King and contributed to the struggle for equality. The center would introduce visitors to the park's many attractions and help stimulate use of the area, especially by people coming from downtown Atlanta.

The National Park Service would also provide technical and financial assistance to owners of historic structures wishing to rehabilitate their property in return for the donation of a preservation easement. The National Park Service would not directly acquire any properties in the preservation district. However, the interests held by the preservation commission at the end of 10 years would revert to the National Park Service for long-term management. These structures would continue to be leased for residential and commercial use.

### IMPACTS

#### Cultural Resources

Alternative 3 would offer the highest degree of cultural resource protection and rehabilitation of any of the alternatives. The National Park Service would work with a special preservation commission, the city of Atlanta, and other agencies and organizations to extend preservation efforts to the entire historic community. The most extensive and accurate representation of the historic scene could be expected in this alternative.

Full restoration of the birth home would enhance its interpretive value and preserve its historic fabric and character. The preservation commission's acquisition and rehabilitation of vacant and tenant-occupied structures on the birth home block and in the preservation district would help protect these structures by enhancing their adaptive use potential. After 10 years, the National Park Service would assume the ownership of these structures or of the easements retained at the time of sellback, which would help to ensure their long-term protection. Preservation easements on owner-occupied structures would protect their exterior appearance, but easements would not ensure long-term maintenance.

Other historic buildings throughout the historic site and the preservation district would be protected through city zoning as a historic and cultural conservation district.

Archeological resources would receive the most protection available in any of the alternatives because of the broad nature of preservation actions.

#### Urban Environment

In "Cost Effectiveness of GMP Alternatives" (NPS 1984g), alternative 3 was ranked highest in benefits for the community. More of the current residents and businesses than under any other alternative would benefit from improved housing and working conditions with protection from displacement.

The preservation commission would rehabilitate some rental units in the historic site and also some in the preservation district, and it would stabilize rents for current tenants. For those who lived in houses and apartments not purchased by the commission, pressures for rehabilitation and displacement by private landlords would be greater. Overall, however, because of the activities of the preservation commission, this alternative would offer the greatest potential for neighborhood revitalization with minimal displacement. For homeowners, more money for home improvements would be available and property values would rise quickly. Gradually, some units being rented and sold at fair market rates could lead to a greater socioeconomic mix of residents in the area.

The emphasis on community-oriented as well as tourist-oriented businesses would be more beneficial to community residents than the more tourist-oriented revitalization that would occur under the proposal. Many more jobs could be created than in alternatives 1 or 2. As in the proposal, though, a large influx of tourists to the area might cause higher prices.

Owners of businesses would face the same types of pressures and opportunities as described for alternative 2, but to a greater extent. Many low-volume or low-profit businesses, such as second-hand stores, might have to relocate outside the area. Lease fees on privately owned commercial property might rise quickly, but this might be offset if the preservation commission could offer commercial space at low rents to marginal and displaced businesses.

Absentee owners of commercial and residential property would benefit under this alternative. If they chose to hold onto their properties, they would be able to charge higher rents. If owners wished to sell their properties, the market would be much better and the properties should bring a higher price. The area would become much more attractive to new investors, and both public and private financing would be easier to obtain.

The negative effects of the greater influx of tourists and workers to the area would be offset to some extent by measures taken by the preservation commission and other public agencies. More off-street parking would be provided, and improved transportation connecting the area to other tourist attractions would be likely under this alternative. In addition, a within-park transportation system would probably be provided along Auburn Avenue and could be used by community residents.

The goal of this alternative would be to foster land uses similar to those existing in the historic period. While the general land use pattern would not change significantly, the area would become more vibrant and diversified. There would be a great deal of activity, particularly on Auburn, during the day and in the evening. More businesses and pedestrian activity should tend to drive away much of the crime currently associated with Auburn, such as drug dealing and prostitution. However, crimes against tourists, such as mugging, might increase.

Increased business and real estate activity would raise the city's tax base in this area. The economy of the area should be boosted greatly by the preservation commission, which would use public funds to leverage private investment. As noted earlier, many new jobs would be likely in this alternative.

Community groups wishing to participate in the revitalization of the area would be eligible for preservation commission funding, and through a united front they could gain control of neighborhood revitalization efforts. Under this alternative, therefore, the community would have the greatest opportunity to control speculation and displacement.

#### Visitor Use

Visitor use would increase more than under any other alternative except the proposal in response to additional attractions and programs.

The amount of preservation in this alternative would afford visitors the opportunity to see extensive portions of the historic residential and commercial areas of the community. These physical remains would allow more in-depth interpretive programs and special tours. The interpretive themes of the park would be explained to visitors as much or more through the physical remains (rehabilitated historic structures) as through exhibits, publications, and other media. The provision of welcome centers in both the national historic site and Sweet Auburn would offer more opportunities for contact with visitors and would contribute, along with the variety of walking tours, to longer visits.

Although most visitors would still be drawn to the park to learn about Dr. King, many would either stay longer or return to take advantage of the other related themes that would be covered in the interpretive programs. Programs, especially the programs at the welcome center, which would deal with the community's role in producing leaders in civil rights, business, and other fields, would increase visitor understanding of Sweet Auburn as a whole.

Use by school groups for education purposes might also increase. Schools that now visit the area to teach students about Dr. King might schedule additional trips to cover other aspects of the Auburn community.

If a transportation system was added, it would assist visitors in getting to and moving within the park. Such a system would offer more visitors an opportunity to see the various parts of the community, especially those who were not able or willing to walk the considerable distances necessary to see the park through a walking tour. It would also facilitate visitor use during days of rainy or very hot or cold weather.

## CONSULTATION AND COORDINATION

### PUBLIC INVOLVEMENT

Informal briefings and meetings with various agencies, organizations, and individuals have been held since the creation of the park in 1980. The purpose of the meetings has been to clearly define the scope of issues and problems, explain why the park was created, and listen to the ideas of all interested parties.

Several meetings have been held with private organizations interested in establishing visitor-related and other types of new facilities in the area. The feasibility of the adaptive reuse of numerous historic structures was tested through these discussions with potential developers and through economic analyses of pro forma building rehabilitation plans, which have compared the costs of historic preservation to projected incomes from various adaptive uses. Local and state agencies were contacted for information on transportation, land use, and socioeconomic factors.

The major steps in the planning process have been as follows. Several preliminary alternative concepts were prepared and presented to the regional director of the southeast region and the director of the National Park Service in August 1982. These concepts were then refined through exploration of a wide variety of public and private programs and techniques for protection of historic resources and stimulation of economic development. Federal, state, and local agencies and private organizations were consulted about a long list of programs of direct aid (such as grants and loans) and indirect assistance (such as subsidies, insurance, and other incentives). Laws and regulations at each level of government were analyzed to provide a thorough understanding of the level of protection and assistance available for preservation of historic resources and protection of current residents of the community.

As part of the process of refining the alternative concepts, presentations were made to

- mayor of Atlanta
- various city department heads
- Atlanta Bureau of Planning
- Martin Luther King, Jr., Center for Non-Violent Social Change
- Auburn Avenue Revitalization Committee
- Central Atlanta Progress
- Martin Luther King, Jr., National Historic Site Advisory Commission
- Atlanta Economic Development Corporation staff
- key city council representatives

The alternatives were also reviewed by the Georgia state historic preservation officer.

The opening of park headquarters at 522 Auburn Avenue, in February 1983, was accompanied by an open house for the community and the release of a newsletter providing background on the new park and inviting suggestions and comments from local citizens.

A second newsletter, presenting four general management plan alternatives, was released in late May 1983. More than 4,000 copies were distributed to all community residents, businesses, and property owners, and also to interested organizations in Atlanta and across the country. A comment sheet was included to encourage citizens to make suggestions to the planning team in writing.

The National Park Service also received comments on the alternatives through four public meetings in June 1983. An additional meeting, to ensure that grass roots concerns were thoroughly considered in the planning process, was organized by the community and held at Wheat Street Baptist Church in mid August. A presentation was also made at a regularly scheduled meeting of neighborhood planning unit M, the city's official citizen planning advisory group for the area.

Public comments on the alternatives influenced the formulation of a scope of work for phase two of the advisory commission study (the development program). The Atlanta Office of Economic Development assembled an informal consultation group to discuss goals and specific tasks needed to provide for the economic revitalization of the area in concert with the future development and use of the park. The park's planning team and the advisory commission were a part of this effort. The city issued a request for proposals for the development program portion of the advisory commission study in December 1983. Several proposals were received, and a consultant was chosen and work began in October 1984. (For further discussion of the advisory commission study, see appendix C).

#### AGENCIES, ORGANIZATIONS AND PERSONS TO WHOM COPIES OF THE ASSESSMENT HAVE BEEN SENT

##### Federal

Advisory Council on Historic Preservation  
Department of Housing and Urban Development  
Department of Commerce  
    Small Business Administration  
Department of Transportation  
    Region IV Secretarial Representative  
    Federal Highway Administration  
Environmental Protection Agency  
U.S. congressional delegation from Georgia

##### State of Georgia

Office of the Governor  
State Clearinghouse  
    Office of Planning and Budget  
Georgia Department of Transportation  
Parks and Historic Sites Division  
    Parks and Historic Sites Operation Section  
    Historic Preservation Section (State Historic Preservation Office)

### Local Governments and Agencies

#### City of Atlanta

- Mayor's Office
- City Council
- Bureau of Planning
- Office of Economic Development
- Bureau of Housing and Physical Development
- Department of Parks and Recreation
- Department of Environment and Streets
- Department of Public Safety
- Atlanta Urban Design Commission

#### Fulton County

- County Commission
- Development Authority
- Atlanta Regional Commission
- Metropolitan Atlanta Rapid Transit Authority

### Organizations

- Auburn Area Revitalization Committee
- Martin Luther King, Jr., Center for Non-Violent Social Change
- Concerned Citizens of the Old Fourth Ward
- Task Force to Revitalize Auburn Avenue
- Historic District Development Corporation
- Atlanta Economic Development Corporation
- Central Atlanta Progress
- Atlanta Business League
- Butler Street YMCA
- Wheat Street Baptist Church
- Ebenezer Baptist Church
- Big Bethel AME Church
- Our Lady of Lourdes Catholic Church
- National Trust for Historic Preservation
- Auburn Avenue Merchants Association
- Atlanta Preservation Center





Public Law 96-428  
96th Congress

An Act

To establish the Martin Luther King, Junior, National Historic Site in the State of Georgia, and for other purposes.

Oct. 10, 1980  
(H.R. 7218)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) in order to protect and interpret for the benefit, inspiration, and education of present and future generations the places where Martin Luther King, Junior, was born, where he lived, worked, and worshipped, and where he is buried, there is hereby established the Martin Luther King, Junior, National Historic Site in the State of Georgia. The national historic site shall consist of that real property in the city of Atlanta, Georgia, within the boundary generally depicted on the map entitled "Martin Luther King, Junior, National Historic Site Boundary Map", numbered NASM/SERO/20, 109-C, and dated May 1980, together with the property known as 234 Sunset Avenue, Northwest. The map referred to in this subsection shall be on file and available for public inspection in the local and Washington, District of Columbia offices of the National Park Service, Department of the Interior.

Martin Luther King, Junior, National Historic Site.

Establishment.  
16 USC 461 note.

(b) In furtherance of the purposes of this Act, there is hereby established the Martin Luther King, Junior, Preservation District, which shall consist of the area identified as "Preservation District" in the map referred to in subsection (a) of this section.

Preservation District.

Sec. 2. (a) The Secretary of the Interior (hereinafter referred to as "the Secretary") shall administer the Martin Luther King, Junior, National Historic Site and Preservation District in accordance with the provisions of this Act, and the provisions of law generally applicable to national historic sites, including the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4) and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461-7).

Administration.

16 USC 461-467.

(b)(1) Within the national historic site the Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, transfer, or exchange, lands and interests therein, except that property owned by the State of Georgia or any political subdivision thereof may be acquired only by donation.

Lands and interests, acquisition.

(2) Notwithstanding the acquisition authority contained in paragraph (1), any lands or interests therein which are owned wholly or in part, by the widow of Martin Luther King, Junior, or by the Martin Luther King, Junior, Center for Social Change, shall be acquired only with the consent of the owner thereof, except that—

Other lands and interests, acquisition.

(A) the Secretary may acquire such property in accordance with the provisions of this section if he determines that the property is undergoing or is about to undergo a change in use which is inconsistent with the purposes of this Act, and

Exceptions.

(B) with respect to properties owned by the Center for Social Change, the Secretary shall have the first right of refusal to purchase such property for a purchase price not exceeding the fair market value of such property on the date it is offered for sale.

Parcel A  
property,  
conveyance to  
Interior Dept.

(3) Property may be acquired pursuant to this section subject to such conditions and reservations as in the judgment of the Secretary are not inconsistent with the purposes of this Act and the administration of the national historic site, including, in the event that the burial site of Martin Luther King, Junior, is acquired, the condition that his widow may be interred therein.

(4) Any and all legal or equitable title, interests, or encumbrances, if any, held by the Department of Housing and Urban Development in the property designated "Parcel A" on the map referenced in section one are hereby conveyed to the Secretary to be administered in accordance with the purposes of this Act.

(5) Structural space requirements of the National Park Service to meet its administrative, operational, and interpretive functions for the national historic site and preservation district shall, to the maximum extent feasible without displacing residents, be met within the district through the adaptive use of existing structures.

Freehold or  
leasehold  
property  
interest,  
conveyance.

SEC. 3. (a) Within the national historic site, the Secretary may convey a freehold or leasehold interest in any property, for such sums as he deems appropriate, and subject to such terms and conditions and reservations as will assure the use of the property in a manner which is, in the judgment of the Secretary, consistent with the purposes of this Act and the administration of the national historic site. The Secretary shall offer the last owner or tenant of record a reasonable opportunity to purchase or lease, as appropriate, the property proposed to be conveyed prior to any conveyance under this subsection, and in the case of a lease to such tenant of record, the initial rental charge shall not be substantially more than the last rent paid by the tenant for that property, with any future increases not to exceed the general escalation of rental rates in the surrounding area.

Cooperative  
agreements with  
property owners

(b) The Secretary may enter into cooperative agreements with the owners of properties of historical or cultural significance as determined by the Secretary, pursuant to which the Secretary may mark, interpret, improve, restore, and provide technical assistance with respect to the preservation and interpretation of such properties. Such agreements shall contain, but need not be limited to, provisions that the Secretary shall have the right of access at reasonable times to public portions of the property for interpretive and other purposes, and that no changes or alterations shall be made in the property except by mutual agreement. The authorities in this subsection shall also be available to the Secretary with respect to properties within the Martin Luther King, Junior, Preservation District.

Property  
improvement  
and restoration,  
funds.

(c) The Secretary may, in carrying out his authorities with respect to the interpretation of properties within the national historic site and the preservation district, accept the services and assistance, with or without reimbursement therefor, of qualified persons and entities to the extent he deems necessary and appropriate. Funds appropriated for the purposes of this Act may be expended for the improvement, restoration, and maintenance of properties in which the Secretary has acquired a leasehold interest.

Appropriate  
mementos,  
concession  
contract.

(d) Notwithstanding any other provision of law, the Secretary shall give first preference to the Martin Luther King, Junior, Center for Social Change with respect to any contract for a concession to sell books, postcards, tapes, or similar types of appropriate mementos related to the purposes of this Act, on facilities operated and maintained by the Secretary within the historic site: *Provided*, That agreement can be reached on terms and conditions acceptable to the Secretary.

(e) The Secretary is authorized to take only such actions within and upon the grounds of the Ebenezer Baptist Church as will directly support appropriate public visitation to and within the church in accordance with the purposes of this Act, or which will assist in the maintenance or preservation of those portions of said church which are directly related to the purposes of this Act.

Ebenezer Baptist Church, maintenance and preservation.

SEC. 4. (a) There is hereby established the Martin Luther King, Junior, National Historic Site Advisory Commission (hereinafter referred to in this section as the "Commission"). The Commission shall consist of thirteen members, eleven of whom shall be appointed by the Secretary as follows:

Martin Luther King, Junior, National Historic Site Advisory Commission. Establishment. Membership, terms.

(1) three members appointed for terms of three years from recommendations submitted by the governing body of the Martin Luther King, Junior, Center for Social Change;

(2) two members appointed for terms of four years from recommendations submitted by the Governor of the State of Georgia, one of whom shall have professional expertise in historic preservation matters;

(3) two members appointed for terms of five years from recommendations submitted by the mayor of the city of Atlanta, Georgia, one of whom shall represent the economic and cultural interests of the Sweet Auburn Historic District;

(4) one member appointed for a term of five years from recommendations submitted by the governing body of the Ebenezer Baptist Church;

(5) the Chairman of the Atlanta Urban Design Commission and one additional member from the Commission to be chosen by the Commission; and

(6) one member, appointed for a term of five years by the Secretary, who shall chair the Commission. In addition to the foregoing members, Mrs. Coretta Scott King, or such other appropriate family member as may be designated by the immediate family of Martin Luther King, Junior, and the Director of the National Park Service shall be ex officio members of the Commission.

(b) Any vacancy in the membership of the Commission shall be filled in the same manner in which the original appointment was made. Members of the Commission shall serve without compensation as such, but the Secretary may pay expenses of Commission members reasonably incurred by them in carrying out their responsibilities under this section upon presentation of vouchers signed by the chair of the Commission. Necessary administrative services and expenses shall be provided to the Commission by the Department of the Interior.

Compensation.

Administrative services and expenses.

Function.

(c) The function of the Commission shall be to:

(1) advise the Secretary with respect to the formulation and execution of plans for and the overall administration of the national historic site and the preservation district, including advice with respect to the consummation of cooperative agreements, and interpretation of properties, and the use and appreciation of the national historic site and the preservation district by the public;

Impact area plan outside district.

(2) prepare a generalized impact area plan for a one-mile radius outside the District which shall examine overall community development goals, plans, and efforts within that area, including historic preservation, transportation, parking, housing, urban revitalization, and parks and recreation functions, in

Detailed development plan outside district.

order to maximize beneficial relationships between these goals, plans, and efforts and the district herein established; and

(8) prepare, on the basis of the findings and recommendations of the impact area plan required by the preceding paragraph, a detailed development plan for the neighborhoods and outlying commercial areas immediately outside the district for such development, conservation, preservation, rehabilitation activities and transportation, parking, and land use planning as would complement and enhance the District and the purposes for which the District is established.

Staff and technical assistance, funds.

(d) The Secretary is directed to provide the appropriate planning agency of the city of Atlanta an amount of the local planning funds authorized by section 6 sufficient for that agency to provide such staff and technical assistance to the Advisory Commission as are required for it to develop the plans required by subsection (c) of this section. Such plans, prepared in full coordination with and opportunities for participation by, all relevant public agencies and private groups, shall be delivered to the Secretary in a timely fashion for use in preparing the general management plan for the district.

Termination date.

(e) The Commission shall terminate ten years from the effective date of this Act.

Admission fees.

SEC. 5. Notwithstanding any other provision of law, no fees shall be charged for entrance or admission to the national historic site or the preservation district established by this Act.

Effective date.

SEC. 6. Effective October 1, 1980, there are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, but not to exceed \$1,000,000 for development, \$100,000 for local planning, and \$3,500,000 for the acquisition of lands and interests therein. Notwithstanding any other provision of this Act, authority to enter into contracts, to incur obligations, or to make payments under this Act shall be effective only to the extent, and in such amounts, as are provided in advance in appropriation Acts.

Auburn Avenue overpass, major change.

SEC. 7. (a) In order to better integrate the east and west portions of the Martin Luther King, Junior, Preservation District, the Federal Highway Administration, in cooperation with the Georgia Department of Transportation, is hereby directed to insure that any design and reconstruction of the North Interstate 85 and Interstate 75 Expressway over Auburn and Edgewood Avenues in the city of Atlanta, Georgia, and the interchange at Edgewood Avenue, shall minimize the adverse impacts on the preservation district.

Construction or demolition, change in land use, review and comment.

(b) In carrying out the provisions of this subsection, the Federal Highway Administration shall require that, where feasible, any major change required for the Auburn Avenue overpass results in a design which permits a wider distance between overpass support structures and the disposition of understructure development rights for appropriate business or recreation uses.

(c) Plans for the construction, exterior renovation, or demolition of any structure or change in land use within the preservation district by the National Park Service or any Federal agency must be submitted to the Atlanta Urban Design Commission in a timely fashion for its review and comment.

PUBLIC LAW 96-428—OCT. 10, 1980

94 STAT. 1842

**Sec. 8.** Within three complete fiscal years from the effective date of this Act, the Secretary shall submit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate, a comprehensive general management plan for the historic site and the preservation district consistent with the provisions of this Act and pursuant to the provisions of section 12(b) of the Act of August 18, 1970 (84 Stat. 825), as amended (16 U.S.C. 1a-1 et seq.).

Management  
plan,  
transmission to  
congressional  
committees.

Approved October 10, 1980.

**LEGISLATIVE HISTORY:**

CONGRESSIONAL RECORD, Vol. 126 (1980):

Sept. 9, considered and passed House.

Sept. 26, considered and passed Senate.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 16, No. 42:

Oct. 11, Presidential statement.

## APPENDIX B: MANAGEMENT OBJECTIVES

### COOPERATION/COORDINATION

#### General

Develop appropriate working relationships with those agencies, organizations, and individuals with whom cooperation is essential in order to fulfill the established purposes of the park.

#### Specific

Work with the city of Atlanta and the park's advisory commission in the preparation and implementation of the final phase of the advisory commission study (development program) for the purpose of integrating the park with the revitalization of the community.

Encourage economic and cultural activities within the area that are compatible with and help further describe park themes.

Provide a program of technical assistance which encourages and promotes revitalization through historic preservation in the National Historic Site and Preservation District.

Provide a variety of technical assistance and information to property owners, the city, and others, including architectural and landscape architectural services.

Work closely with the Atlanta Urban Design Commission in reviewing all proposed development or demolition plans within the National Historic Site and Preservation District.

Recognize the important and continuing role of the Martin Luther King, Jr., Center for Non-Violent Social Change and to work closely with the center on a variety of park-related activities, including special events.

Set up a mechanism to ensure a continuing dialogue on a regular basis with community residents, property owners, key Atlanta area organizations and others with important roles related to realization of park objectives.

Provide means for the effective coordination and stimulation of public and private preservation and economic revitalization activities; to foster a partnership of public and private responsibilities necessary for creating and maintaining the park's fundamental visitor experiences and protecting the needs of the community.

Define and communicate the potential of the park as an important cultural, tourist, and economic resource to downtown Atlanta and the region.

Cooperate with the Atlanta Police Department and others to ensure the safety of visitors and residents and resource protection.

Work closely with local tour companies, the Atlanta Convention and Visitors Bureau and other organizations in the scheduling of tours and the content of information and interpretation about the park.

Work closely with the Georgia Department of Transportation in the design of the I-75/85 expansion through the preservation district.

Work with the city to bring about consistency in the various boundaries affecting the park.

Work with the city to establish zoning regulations that protect park resources while allowing for appropriate new development.

## INTERPRETATION AND VISITOR SERVICES

### General

Offer a system of interpretive programs and visitor services which fully explains the park's themes.

Interpret the significance of the life and work of Dr. Martin Luther King, Jr., in relation to the fundamental changes made in this nation's political and social structure through the civil rights movement.

Interpret the evolution of the civil rights movement in terms of the broader struggle for equality beginning in the late 19th century.

Enable visitors to experience tangibly the home and immediate neighborhood where Dr. King was born and lived until the age of 12.

Enable present and future generations to view and understand Sweet Auburn as a center of black enterprise and cultural activities which played an important role in shaping the lives of Dr. King and other significant black and civil rights leaders.

### Specific

Encourage and assist the Martin Luther King, Jr., Center for Non-Violent Social Change in its interpretation of Dr. King's legacy at the Freedom Hall complex.

Ensure regularly scheduled visitor access to and interpretation of Dr. King's birth home and Ebenezer Baptist Church.

Develop programs that encourage park use by schools and other organized groups within the metropolitan Atlanta area through inclusion of park themes in curriculum materials.

Provide facilities and materials to facilitate visitor use of the park.

Provide for visitor contact facilities in accordance with the park's varied access and use patterns.

Use the Community Center Plaza as a staging area for visitor walking tours and special events.

Provide information in a manner that can be understood by persons of different ages and cultural and educational backgrounds.

Provide visitor information/orientation at key points throughout the city of Atlanta.

## ACCESS

### General

Facilitate visitor use of the park through provision of facilities for visitors arriving by foot and public and private vehicles.

Minimize interference between visitor activities and those of area residents and businesses.

### Specific

Minimize the impact of park-related vehicular traffic on local streets.

Emphasize Edgewood Avenue and Boulevard as the primary routes for through-traffic and vehicular access for visitors.

Develop barrier-free facilities that will permit special populations to experience and enjoy park resources.

Encourage and participate with the city of Atlanta and others in the development of a transportation system that addresses the needs of park visitors, community residents and downtown users and that links existing tourist attractions with the hotel/convention district adjacent to the park.

Ensure, in cooperation with the city of Atlanta and the state of Georgia, that all routes of access are prominently marked.

## CULTURAL RESOURCE MANAGEMENT

### General

Inventory, document, evaluate, protect, and maintain cultural resources within the national historic site and preservation district to the fullest extent possible in a manner consistent with the park's authorizing legislation, other legislative mandates, and National Park Service policies.

### Specific

Monitor and identify maintenance and curatorial needs of cultural resources.



Obtain, catalog, treat, and preserve a park artifact collection.

Contribute to the preservation of historically and architecturally significant structures through appropriate adaptive reuse for park operational purposes, including visitor contact, administration, maintenance, and technical assistance programs.

Focus NPS preservation efforts on the birth home block; provide for restoration of historic building facades (for the period 1921-41) and rehabilitation of interiors for continued private residential use.

Establish and maintain a formal ongoing program for monitoring proposals for change in existing structures or construction of new buildings that may threaten the area's historical and architectural integrity.

Foster public improvements which are compatible with and serve to re-create or retain elements of the historic streetscape for the period 1890-1968.

Explore fully and use all appropriate private public sector techniques of historic preservation and compatible economic revitalization.

Focus preservation efforts on those structures which contribute most directly to park purposes and themes.

Discourage alterations to historic structures that are not in keeping with the character of the building.

Promote maintenance, rehabilitation, and restoration work on historic structures in a manner as consistent as possible with their historic character.

Encourage and support organizations that are involved with activities that complement the park's cultural resources.

Complete ongoing research on cultural resources which will be used to foster appropriate rehabilitation work and full development of interpretive programs.

Address the resource protection needs of significant cultural properties outside of the national historic site and preservation district and encourage the protection of these resources.

## MANAGEMENT, ADMINISTRATION, AND SUPPORT

### General

Manage cultural and human resources in a manner that will lead to fulfillment of the purposes of the park.

Specific

Use the services of community residents wherever possible for park operation activities.

Provide adequate staffing and space for administrative support, material, and equipment for cultural resource preservation and to meet basic operational needs.

Develop and implement a program for park facilities and equipment that will enhance energy conservation.

Minimize displacement of residential and commercial occupants of property within the national historic site and preservation district.

Prepare a general management plan which integrates the results of the advisory commission study with the recommendations for the future use, management, and development of the park.

MANAGEMENT, ADMINISTRATION, AND SUPPORT

General

Manage cultural and human resources in a manner that will lead to fulfillment of the purpose of the park.

## APPENDIX C: ADVISORY COMMISSION STUDY

The advisory commission study has two phases, the impact area study (phase 1) and the development program (phase 2).

### IMPACT AREA STUDY

The "Impact Area Study" was completed in September 1983 by the Atlanta Bureau of Planning. The purpose of the study was to collect data related to population, housing, transportation, land use, and economic activity and to recommend actions by public and private agencies. The recommendations were based both on the extensive data gathered and on numerous discussions with area businessmen, public officials, officers of area institutions, and the NPS staff. The recommendations, which are presented below according to who should act on them, will form the basis for a full-fledged development plan to be prepared by consultants.

#### Development Consultants

Pursue the development of more tourist attractions within the park, such as a black history museum, African/black American art collection, gospel hall of fame, civil rights museum, quality musical entertainment as once existed on Auburn Avenue.

Find ways of preserving and reusing the following key buildings (through rehabilitation, adaptive reuse, and/or identification of appropriate tenants): Odd Fellows Building, Odd Fellows Auditorium, Herndon Building, Old Atlanta Life Building, and Rucker Building.

Determine appropriate reuses for the land occupied by Wheat Street Gardens, north of Irwin.

Examine Scripto and Four States properties for appropriate reuses.

Design a transportation system that links the park to other attractions and lodgings in the downtown central business district.

Create a unifying visual element for all of Auburn Avenue (such as unique, uniform pedestrian crossing markings like those on Broad Street).

#### Development Consultants and Atlanta Board of Education

Determine appropriate reuses for the Walden Middle School in anticipation of its closing in three years.

Examine Butler Elementary and Howard High School to determine if they are being fully and appropriately utilized. In addition, consider the grounds of Howard High School for appropriate reuse or new construction.

### Development Consultants, Hospital Authorities, and Private Sector

Given the proximity of Grady and Georgia Baptist hospitals to the area, pursue the development of additional medical facilities.

### Atlanta Urban Design Commission

Conduct an architectural and historical analysis in areas adjacent to the park to determine if additional buildings are eligible for National Register nomination.

### City of Atlanta

Designate the entire park as a neighborhood strategy area to make it eligible for a full range of community development block grant funding, particularly in regard to housing and economic development activities and social services.

Consider the expansion of the Municipal Market operations in the general area of the existing building, but avoid the demolition of historically significant buildings.

Relocate houses being removed from public land elsewhere to appropriate vacant lots in the impact area and offer them to the public in a program similar to Urban Homesteading.

Serve as an intermediary, where necessary, to arrange land swaps intended to preserve key historic structures while allowing for the expansion of commercial and institutional activities.

Sponsor occasional street festivals in the park (site some Atlanta Free Jazz Festival events on Auburn Avenue, for example) to attract tourists and new customers to the area.

### City of Atlanta and Private Sector

Acquire marginal properties to provide parking for nearby businesses. (Properties should be considered for parking on a site-specific basis, where there is a demonstrated need for added parking, and where the individually served businesses are willing to maintain the parking lots.)

Clean up the cluttered signing throughout the park, particularly along Auburn Avenue, and make it uniform where feasible and historically appropriate.

### Georgia Department of Transportation

Develop land made available by the widening of the Downtown Connector to maximize the linkage between the halves of Auburn Avenue.

Reconsider acquisition of the buildings between Bell and the expressway on the north side of Auburn Avenue in conjunction with the expressway widening.

#### Advisory Commission

Advise the city which area(s) and/or structures should be protected by zoning as a historic and cultural conservation district.

#### Advisory Commission and King Center

Ask the National Park Service to provide visitor information and general grounds maintenance services at the King Center.

#### National Park Service

Operate an information and exhibition facility in the Sweet Auburn Preservation District as far west of the expressway as feasible to attract tourists from the downtown central business district.

Develop a self-guiding tour system for the park.

Inform major real estate brokers and potential investors about the tax incentives for investing in the park.

#### National Park Service and/or Private Concessioners

Operate a gasoline- or electric-powered tour tram offering the public an attractive, secure, and educational means of seeing the park and its scattered historic sites.

#### U.S. Congress

Pass legislation to enable the National Park Service to accept donated land, structures, and other land interests in the preservation district.

#### DEVELOPMENT PROGRAM

The development program will be prepared by a team of consultants hired by the city. The following excerpts from the city's request for proposals outline the goals of the project, the scope of the services required, and the necessary qualifications of the consultant team.

SCOPE OF SERVICES  
DEVELOPMENT PROGRAM  
MARTIN LUTHER KING, JR., NATIONAL HISTORIC SITE  
AND ADJACENT AREAS

BACKGROUND

The purpose of this study is to produce a Development Program for the MLK National Historic Site and immediately adjacent areas, which will result in this study area, particularly "Sweet Auburn," becoming more economically viable. The goals of the Development Program shall be as follows:

- 1) Create a secure, vibrant retail environment in which small businesses can grow and prosper;
- 2) Develop an appropriate mix of residential uses that will attract diverse income groups but will not cause severe displacement problems; and
- 3) Capitalize on existing visitor attractions and other area assets;
- 4) Identify opportunities for new construction and properly integrate such construction into the area's historic fabric;
- 5) Preserve as many historic structures as is economically possible, and preserve the distinct historic character of the area;
- 6) Integrate the national park with future development in the area;
- 7) Take into account the broad public preference for a combination of Alternatives 3 and 4 in the General Management Plan for the future of the park;
- 8) Mitigate commercial displacement while pursuing a goal of economic growth;
- 9) Develop the most appropriate, economically feasible mix of tourist attractions, complementary visitor services, and neighborhood revitalization activities;
- 10) Maximize the potential for packaging public financial resources in revitalization efforts for the purpose of stimulating private investment.

The specific boundaries of the study area are as follows:

Beginning at the intersection of Ellis and Ivy Streets; running east along Ellis Street, across the Downtown Connector, to the so-called Stone Mountain Stub; continuing east along the stub to Boulevard; then north along Boulevard to Highland Avenue; then east along Highland Avenue to the Southern Railway tracks; then following the railroad southerly until it merges with the Georgia Railroad; then following the Georgia Railroad

westerly until it passes under Central Avenue; then along Central Avenue and continuing along Ivy Street to the intersection with Ellis Street and the point of beginning.

These boundaries encompass 430 acres.

This study area has already been the subject of an Impact Study, which gathered and analyzed demographic, economic, land use, and other data. The Development Program, consisting of several elements, is the sequel to this initial study and shall focus on implementable activities.

### SPECIFIC SERVICES REQUESTED

The following tasks, which comprise the Development Program, are to be performed:

#### 1. Market Analysis

An analysis shall be done which details the need and demand for services and goods in the study area. This market analysis shall specifically answer the following questions and may address other relevant issues identified by the consultant:

- a) What is the current level of use and the potential market for existing visitor attractions?
- b) What new visitor attractions could and/or should be developed?
- c) What neighborhood commercial uses can the market support?
- d) Is adaptive reuse economically feasible for these historic structures: Odd Fellows Auditorium and Tower, Herndon Building, Rucker Building, former Peacock Lounge, old Atlanta Life Building, Bronner Brothers Building and Tabor Building? If so, what reuses are most feasible?
- e) What are the best uses of the following properties:
  1. Wheat Street Gardens, Phases II & III
  2. Scripto properties
  3. Four States parcels
  4. Butler Elementary School
  5. Old Howard High School
  6. Walden Middle School
  7. Bell/Auburn Buildings
  8. Expressway Widening Area
- f) Is residential rehabilitation or new housing construction economically feasible? If so, what types, densities, and sales (or rental) ranges are most viable?
- g) In what ways would the area's environment have to be changed to maximize its marketability?

- h) Are new public safety measures needed to improve the area's attractiveness and image? If so, what changes are needed?

This market analysis must incorporate any current expansion proposals (and independent evaluations) for the Municipal Market.

## 2. Physical Framework Plan and Model

Based on the market analysis, a physical framework plan shall be prepared which addresses in graphic and narrative form the following:

- a) specific buildings proposed for renovation;
- b) new construction proposals;
- c) infrastructure improvements such as parking and streetscape beautification;
- d) housing densities;
- e) Proposed land use by block face--conditioned by job creation, beneficial impact on social fabric of area, and preservation of area's unique history;
- f) building sizes and types;
- g) a pedestrian and vehicular (including parking) system related to community and visitor needs;
- h) linkage of study area to the CBD, other nearby attractions, and the hospitality industry;
- i) most appropriate location of national park boundaries; and
- j) the potential for new National Register districts and additional historic (HC) zoning.

This plan shall take the form of a written report with appropriate graphics. Large display maps and renderings shall also be done. In addition, a table-sized model (about 4' x 8') of the study area shall be constructed embodying in three dimensions the above physical framework plan.

## 3. Financial Analysis and Implementation Strategy

Based on tasks 1 and 2, an analysis and set of recommendations shall be prepared, including the following components:

- a) development of detailed cost estimates for new construction and major rehabilitation projects involving commercial buildings, including pro formas on the previously mentioned historic structures;



- b) identification of the specific public and private costs of implementing the development strategy, including infrastructure and service improvements;
- c) identification of the public and private resources for financing proposed improvements, including identification of potential developers and small business entrepreneurs with interest in the area;
- d) identification of public and private sector roles and responsibilities;
- e) identification of legislative and policy actions which would remove any impediments to development and which could provide incentives for investment;
- f) a priority list of essential and implementable activities;
- g) a timetable for staged implementation through construction and operation;
- h) summary of economic benefits, including job creation and tax revenues; and
- i) strategies for local (community and City of Atlanta) training and hiring in actual construction/development.

Please note that the city is seeking workable solutions to economic and residential deficiencies in the study area--solutions that involve financing primarily by the private sector. The city is willing to consider added public funding as a support for, but not a substitute for, private investment in the area. At best, public/private partnerships might be formed to deal with specific development projects or public projects might be syndicated to private investors.

#### Study Management

A policy group will periodically review the consultant's progress on the Development Program tasks, recommend payment, and review the final report(s) and recommendations. This group will be composed of representatives from all agencies funding the study, the MLK Advisory Commission, the affected neighborhood(s), and other interested parties.

#### QUALIFICATIONS

The consultant/contractor team shall demonstrate a visible record of success in minority neighborhood revitalization causing minimal population change and displacement. Moreover, the team must have demonstrated ability and experience in comprehensive programs for the revitalization of urban communities, especially mixed-use neighborhoods; in the adaptive reuse of historic properties; and in projects which meet preservation standards.

The consultant/contractor team shall demonstrate the specific skills and abilities to perform the following tasks:

1. Economic base analysis
2. Facility evaluation
3. Assessment of reuse options
4. Housing needs analysis
5. Tourism development
6. Transportation analysis
7. Feasibility analysis
8. Cost estimating
9. Implementation strategies/options long- and short-range
10. Financial packaging/identification of sources of funds, public and private.

#### Study Management

A policy group will periodically review the consultant's progress on the Development Program tasks, recommend payment, and review the final report(s) and recommendations. This group will be composed of representatives from all agencies funding the study, the MLC Advisory Commission, the affected neighborhood(s), and other interested parties.

#### QUALIFICATIONS

The consultant/contractor team shall demonstrate a visible record of success in minority neighborhood revitalization causing minimal population change and displacement. Moreover, the team must have demonstrated ability and experience in comprehensive programs for the revitalization of urban communities, especially mixed-use neighborhoods, in the adaptive reuse of historic properties; and in projects which meet preservation standards.

## APPENDIX D: RESOURCE PROTECTION TECHNIQUES CONSIDERED

### LAWS AND REGULATIONS

Local  
State  
Federal

### ECONOMIC DEVELOPMENT/FINANCIAL ASSISTANCE

#### Direct Assistance

Economic development corporation  
Profit-making development company  
Management corporation/association  
Community revitalization coordination firm  
Neighborhood reinvestment corporation  
Establishment of a foundation

#### Grants

Community development block grants  
Urban development action grants  
Inner city ventures fund  
Endangered properties program  
Housing code assistance  
Emergency repairs  
Business development program  
Historic preservation grants-in-aid  
Foundation grants

#### Loans

SBA 7A  
SBA 502--local development company loans  
SBA 503--certified development company loans  
SBA business improvement loan program  
Title I home improvement loans and historic preservation loans  
Community development float loan program and 108 loan program  
Assistance to nonprofit sponsors of low and moderate income housing

Industrial revenue bonds  
Revolving funds

#### Indirect Assistance

##### Insurance and subsidies

Section 203 (b) and (i)--one-to-four family home mortgage insurance  
Section 8 housing assistance payment program  
Section 221 (d)(2) homeownership assistance for low and moderate income families  
Multifamily rental housing  
Housing in declining neighborhoods  
Special credit risks  
Mortgage insurance for the elderly  
Section 203 (k) rehabilitation mortgage insurance  
Single-family home mortgage coinsurance  
Multifamily housing coinsurance

APPENDIX D: RESOURCE PROGRAMS  
Graduated payment mortgage  
Section 510 demonstration program  
Rental rehabilitation demonstration program

**Tax Incentives**

Economic Recovery Tax Act of 1981  
Real property tax incentives

**Property Interests**

Preservation easement donation  
Preservation easement purchase  
Fee simple purchase  
Lease/purchase agreement  
Urban homesteading program

**Marketing/Technical Assistance**

Preservation logo design and awards  
Preservation reference room  
Preservation workshops  
Rehabilitation and restoration training program  
Employment and business opportunity  
Demonstration projects  
Promotion of preservation and economic efforts

**SOCIOLOGICAL**

Occupancy waiting list  
Security enhancement  
Citizen booster group

## APPENDIX E: CULTURAL RESOURCE COMPLIANCE

Martin Luther King, Jr., National Historic Site and Preservation District is included on the National Register of Historic Places and is protected by section 106 of the National Historic Preservation Act and the implementing regulations promulgated by the Advisory Council on Historic Preservation (36 CFR 800). A programmatic memorandum of agreement between the Advisory Council and the National Park Service, ratified in 1981, has eliminated the requirement for the council's and state officer's review of basic planning documents, such as this one, if they have been developed in consultation with the council and the appropriate state historic preservation officer. To date, the Georgia state historic preservation officer and the council have participated in the planning for the park through consultations and review of draft general management plan alternatives. Consultations will continue throughout the planning process to ensure that the plan is implemented in accordance with applicable NPS policies and guidelines to avoid or satisfactorily mitigate any adverse effects on Martin Luther King, Jr., National Historic Site and Preservation District. Completion of this process will satisfy the requirement of section 106 as applicable to the development and subsequent adoption of the general management plan.

In addition, the park has printed a document titled Sweet Auburn: The Thriving Hub of Black Atlanta, a general overview of the history of the area covering the years 1900 to 1960. An annotated bibliography on the history of Auburn Avenue has also been completed.

### Cultural Anthropology

Two cultural anthropologists have completed research on social and cultural patterns found in the Auburn community. The first, "First Report on the Residents of the Martin Luther King, Jr., National Historic Site and Preservation District," examines attitudes and concerns about the park and networks among park residents. The second, "Areas of Interaction: Sweet Auburn in Transition," explores attitudes and networks in the Auburn business community and Atlanta's black community. Both reports were used in evaluating the four alternatives' probable impacts on the urban environment.

### Advisory Commission Study

Two early phases of the advisory commission study were completed in 1982: an inventory of historic structures surrounding the park and the "Impact Study," which is a compilation of data for the designated impact area (a map of the impact area is included in the section of this report titled "Brief Description of the Park").

### Architectural Inventory

Architectural data sheets have been completed for each historic structure in the park. The data sheets include information on architectural styles, details, and alterations for each structure.

## APPENDIX F: REQUIRED RESEARCH PROJECTS

### COMPLETE

#### History Research

Park historians have completed the following reports:

"The Social and Cultural Growth of the Auburn Avenue Community (1890-1930)"

"Political Institutions and Personalities in the Auburn Avenue Area (1896-1929)"

"The Self-Help Institutions and Organizations of the Auburn Avenue Community (1890-1930)"

"The Residential Development of Auburn Avenue (1890-1930)"

"The Business Development of Auburn Avenue (1890-1956)"

In addition, the park has printed a document titled Sweet Auburn: The Thriving Hub of Black Atlanta, a general overview of the history of the area covering the years 1900 to 1960. An annotated bibliography on the history of Auburn Avenue has also been completed.

#### Cultural Anthropology

Two cultural anthropologists have completed research on social and cultural patterns found in the Auburn community. The first, "Final Report on the Residents of the Martin Luther King, Jr., National Historic Site and Preservation District," examines attitudes and concerns about the park and networks among park residents. The second, "Arenas of Interaction: Sweet Auburn in Transition," explores attitudes and networks in the Auburn business community and Atlanta's black community. Both reports were used in evaluating the four alternatives' probable impacts on the urban environment.

#### Advisory Commission Study

Two early phases of the advisory commission study were completed in 1983: an inventory of historic structures surrounding the park and the "Impact Study," which is a compilation of data for the designated impact area (a map of the impact area is included in the section of this report titled "Brief Description of the Park").

#### Architectural Inventory

Architectural data sheets have been completed for each historic structure in the park. The data sheets include information on architectural styles, details, and alterations for each structure.

## Catalog of Historic Structures

The park has also printed a catalog of the more than 300 historic structures within the boundaries of the national historic site and preservation district. The catalog includes photographs and a brief description of the history of each building.

## Economic Analysis

Several portions of the economic analysis have been completed. A methodology for comparing the costs and benefits of historic preservation was developed in "Economic Analysis of Historic Preservation." A "Cost-Effectiveness Analysis" was also developed by the Denver Service Center and park staffs. The Concessions Division of the Denver Service Center has completed an "Economic Feasibility Study." This report assesses the economic feasibility of commercial building uses suggested in the four general management plan alternatives. The first phase of the "Survey of Visitors," which identifies the origins of current visitors, has been completed. The relationship of the national historic site to other visitor attractions in Atlanta has been described and analyzed in a "Metropolitan Activity Analysis."

## IN PROGRESS

### History Research

Park historians are working on reports covering the following topics:

political institutions and personalities in the Auburn Avenue area (1930-1968)

residential development of Auburn Avenue (1930-1980)

business development of Auburn Avenue (1956-1983)

later life of Dr. Martin Luther King, Jr.

The Denver Service Center is preparing a historic structure report on the birth home. The report will contain full descriptions of the architecture, furnishings, and history of the structure and recommendations for restoration and visitor use.

### Development Program

The second phase of the advisory commission study, described in appendix C, is underway.

## NEEDED

### Economic Analysis

A comprehensive analysis of the possible economic impacts of the GMP is needed. This analysis will build on the work that has already been accomplished to provide more precise projections of economic factors such as job creation and changes in property values and tax revenues. This analysis is essential because of the great potential of the park to affect the economy of the community and the city of Atlanta. Before a final decision on the alternatives, financial leveraging and job creation potentials should be identified more clearly. In addition, more accurate visitation projections are needed to plan adequately for visitor programs and services.

### Interpretive Prospectus

This plan will describe in detail what facilities, media, programs, and other activities will be used to explain the interpretive themes to visitors. This information is a basis for facility and program design and specific cost estimates.

### Cultural Resource Management Plan

Detailed research is needed on the historical appearance of the birth home block. Once information is available about how buildings, yards, sidewalks, and streets looked during the period 1929-41, a plan to restore the block can be developed.

### Scope of Collections Statement

This statement will outline what types of objects or artifacts the park will collect. It will also describe the park's responsibilities in caring for the objects in the birth home, which are managed by the Park Service through a cooperative agreement with the King Center. The park will also catalog the home objects in the National Park Service "National Catalog."



APPENDIX G: CRIME STATISTICS

Crimes, First Half 1981 vs. First Half 1982

	National Historic Site		Commercial Section of the Preservation District		Residential Section of the Preservation District		Remainder of Impact Area	
	1981 (First Half)	1982 (First Half)	1981 (First Half)	1982 (First Half)	1981 (First Half)	1982 (First Half)	1981 (First Half)	1982 (First Half)
Homicide	0	0	1	1	0	0	3	1
Rape	0	0	3	1	0	1	9	13
Robbery	3	4	39	24	5	11	52	45
Assault	6	6	33	18	20	21	122	117
Burglary	10	11	16	11	15	11	39	73
Larceny	8	10	47	42	4	6	238	296
Auto theft	1	1	8	4	0	1	25	33
<b>Total</b>	<b>28</b>	<b>32</b>	<b>147</b>	<b>101</b>	<b>44</b>	<b>51</b>	<b>488</b>	<b>578</b>

	Total Impact Area		Remainder of City	
	1981 (First Half)	1982 (First Half)	1981 (First Half)	1982 (First Half)
Homicide	4	2	110	75
Rape	12	15	507	518
Robbery	99	84	3,361	3,179
Assault	181	162	4,769	5,024
Burglary	80	106	9,141	8,034
Larceny	297	354	14,843	14,856
Auto theft	34	39	1,820	1,872
<b>Total</b>	<b>707</b>	<b>762</b>	<b>34,551</b>	<b>33,558</b>
		(7.8% increase)		(2.9% decrease)

Source: City of Atlanta, Bureau of Police Services and Office of Management Services.



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## LIST OF PREPARERS

### PLANNING TEAM

Richard V. McCollough, Management Assistant, MLK NHS  
Ellen Vogler, Community Planner, MLK NHS  
Randolph Scott, Superintendent, MLK NHS 1984 to present  
Janet Wolf, Superintendent, MLK NHS 1980 to 1984  
Edwelyn Dooley, Community Relations Specialist, MLK NHS  
Troy Lissimore, Chief of Interpretation and Visitor Services, MLK NHS  
Dean Rowley, Lead Historian, MLK NHS  
Thomas Hensley, Historical Architect, MLK NHS  
David Bishop, Landscape Architect/Architect, NPS Denver Service Center

### ADVISORY COMMISSION

William Allison, Chairperson  
Elizabeth Lyon, Vice-Chairperson  
John Cox  
Freddie Henderson  
Christine King Farris  
Rev. Joseph Roberts  
John Calhoun  
Millicent Dobbs Jordan  
Randy Humphrey  
Handy Johnson  
James Patterson  
Coretta Scott King, ex officio

### CONSULTANTS

Susan Belcher, Cultural Anthropology Intern, MLK NHS  
Ramon Borrás, Estimator, NPS Denver Service Center  
Panke Bradley, Director, City of Atlanta Bureau of Planning  
Muriel Crespi, Cultural Anthropologist, NPS Washington Office  
Leon Eplan, Planning Consultant  
John Fischer, Park Planner, NPS Southeast Regional Office  
Curtis Hall, Deputy Director, City of Atlanta, Office of Economic  
Development  
Susan Hamilton, Cultural Anthropology Intern, MLK NHS  
Alexa Henderson, Assistant Professor of History, Clark College  
Charles Johnson, Williams-Russell and Johnson, Inc., Engineers  
Ronald Johnson, Supervisor, History Section, NPS Denver Service Center  
George Nez, Economist, NPS Denver Service Center  
Maury Paul, Structural Engineer, NPS Denver Service Center  
Russell Pishnery, Concessions Analyst, NPS Denver Service Center  
William Porter, Realty Specialist, NPS Southeast Regional Office  
Catherine Ross, Associate Professor, City Planning, Georgia Institute  
of Technology  
Judith Rozelle, Concessions Division, NPS Denver Service Center  
Joey Scotina, Urban Planner, City of Atlanta  
G. Michael Strock, Interpretive Specialist, NPS Southeast Regional Office  
Al Swift, NPS Harpers Ferry Center  
Vernon Tancil, Historian, NPS Denver Service Center  
Gail Morgan Timmis, Director, Atlanta Urban Design Commission  
Eugene Walker, Professor of History, Clark College



As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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