

④ Home agency for further research - OSTP

ABG meeting
October 5, 1998
2:30 PM

⑤ Help for Howard (?)
we can wait on this

To Do

① David H. w/ OMB re: re-comm. whether a fed. commitment to operating interp. centers.

If so, by whom and how much

② OR: explain this to key African-American leaders. Make sure they are involved in interp.

③ Fed. govt. support for (ME) expanded research - OSTP (?)
(where ind. govt. does research like this get funded?)

no further inquiries from NY or John Lewis.

~~Quiet~~ Quiet for now.

1. Where are we - Maria Echaveste

a. Maintenance and management of A.G.

b. Funding of a Slave Museum

2. Reports

• OMB- David Haun

• GSA- Thurman Davis and Lisa Wager

• Legislative Affairs - Brodrick Johnson

• OPL - Ben Johnson

3. What's next

a. OMB - where does the center fit?

(including exploring public-private partnerships)

Interpretive Center is not a "museum"
staffed as an ↑

interactive exhibits ⊕ tiny staff

History of site ⊕ history of

3-5 people

< \$1 million/year to run this

⊕

African-Americans in NYC and the greater diaspora.

DNA research (\$3-4 million)

⊕

① federal funding
policy decisions

② where to house ③ assistance w/ grant writing

other projects expanding this as a national effort

that fed govt. should support further research

meet again in 2 wks

11 am
Ben's office

10/5/98

African Burial Grounds

GSA

Concerned about how this issue plays out in 2000 budget cycle and 2000 political cycle.

Most concerned about the DNA piece of next steps.

[\$3 - \$4 million]

Dr. Blakely

does not want this piece separated from the rest of the project.

No deadline for when this must be resolved, but

Blakely is pushing to expand the project now (to include DNA).

→ We can deal w/where housed after Congress leaves

⊕

who should manage the ~~Center~~ function (once it becomes a Center in 2001)

GSA will run it until end of FY1999.

⊗ GSA has funding allocated to manage the function through FY2000.

No federal commitment to operating the Center once it opens. (GSA)

→ If WH wants a federal commitment to operate the Center, that would be a good thing (news).

GSA has had preliminary discussions w/ Smithsonian and Park Service.

OMB will bring us options of federal role.

(⊕ other entities (non-federal?))
Private citizen effort (?)

9/22/98

African Burial Ground Project

Issue: for 4-5 yrs. GSA has been managing this project
credible job

BUT they feel like they should manage this site in the long haul.

→ Who manages the site (~~Howard Univ.~~)

→ How to explore ideas re: museum to slavery?
[Scope] (expansion)

→ Relationship w/ Howard Univ.

Dr. Blakey has (w/ GSA & corp.) created a national reputation re: forensic, scientific, etc.

Wants this project to continue — next step = DNA testing

Members of Congress have written about this.

GSA wants out of the management role of this (+)
where did they get the \$

GSA has authority under law to spend the \$ but has to tell Congress how ~~to spend~~ they are spending this money (\$16 million).

⊗ Howard U. wants another 3.5 million

→ Q: How much has GSA spent (?) →
OMB needs to talk to GSA re: and notifying Congress.

→ Josh & Michael D. to think about where this project is best placed.

Park Service ~~or~~ Advisory Council on Historic Preservation
~~or~~ GSA ~~or~~ Interior ~~or~~ Smithsonian

Next
Step 5

David H. to talk to GSA

where we are w/ money we spend
what does Congress know?

① Tosh @ MD — ways we can fund or have funded (private?)
This effort.
Expand effort ?

Thinking on what is the right
role? who is to pay?
(NYC; NY state; private;)

This should be thought thru by leaders in Aff-Am community
etc.

② Brod:

Check Lewis, D'Amato, Hilgand; Nadler
they were inquiring about this.

③ OPL: had to be in this meeting

U.S. General Services
African Burial Ground Project
Briefing Paper
August 1998

OVERVIEW

Since the discovery of over four hundred 17th century African American human remains during construction at a federal building site in New York City, a major effort has been underway to memorialize their heritage and to conduct appropriate mitigation pursuant to section 106 of the National Historic Preservation Act, as amended. This paper is intended to summarize the actions of the U.S. General Services Administration since the 1992 Congressional hearings which specified \$3 million of construction funds be set aside for memorialization. GSA has served as the lead government agency for what is currently a \$16 million effort, the scale of which resulted from the demands of community activists and local officials.

The African Burial Ground Project is an extensive mitigation response to the unexpected discovery of the 200-year-old burial ground in lower Manhattan. It is a complex project with seven main components:

- Howard University research project
- Office for Public Education and Interpretation for the African Burial Ground (OPEI)
- Three Interior Memorial artworks specifically referential to the Burial Ground
- Interpretive Center
- Exterior Memorialization
- Reinterment of the human remains currently under study at Howard University
- Ceremony honoring the reinterment

These components are all interdependent and each has various public sensitivities and impacts. The African Burial Ground Project must be brought to conclusion with attention given to public input and the impact of the project on the descendent community.

The Project is currently projected to cost \$15,559,000. \$11,909,000 of this budget is funds borrowed from the Federal Financing Bank (FFB) and \$3,650,000 will come from the Federal Buildings Fund annual operating monies. These figures are *mitigation costs only* and do not include separate costs for the initial Environmental Impact Study, and extensive on-site archeology work.

In October 1997, the agency named a National Management Team comprised of senior GSA leadership and chaired by Deputy Administrator Thurman Davis, to provide policy and guidance in this effort.

BUDGET

The Project's total Current and Planned Expenditures, exclusive of EIS and on-site archeology, are \$15,559,000.

This sum is considerably in excess of the amount stipulated in the 12/23/91 amended MOA among GSA, the Advisory Council on Historic Preservation, and the NYC Landmarks Preservation Commission, pursuant to Section 106 of the National Historic Preservation Act, as amended. The MOA stipulated that "*GSA shall make available an amount not to exceed 1% of the estimated construction cost of (290 Broadway) to implement data recovery and mitigation...*"

← or
Park
Service

The total developer cost for 290 Broadway was \$292 million. One percent of this equals \$2,920,000. GSA has already budgeted over five times that amount.

Any further effort by GSA in support of mitigation or Steering Committee recommendations (as detailed later in this briefing paper) will require additional funds as an additional obligation to the FFB or from other sources.

A BRIEF HISTORY OF THE PROJECT

In the process of excavating for a federal office building in lower Manhattan, an African cemetery dating from the mid-1600's was uncovered. After significant community protest, construction continued on a smaller portion of the site. Occupancy of the Foley Square office building at 290 Broadway began in October, 1994.

The over-400 disinterred human remains are at Howard University for study. They will be reinterred at the site after Howard completes its scientific analysis.

As a result of Congressional hearings chaired by Rep. Gus Savage in 1992, \$3 million was specifically set aside for memorialization from the Foley Square project construction budget.

In further response to the hearings, GSA formed the Federal Steering Committee on the African Burial Ground. The Steering Committee submitted its recommendations to GSA and Congress in August, 1993, and continued to be involved and make recommendations up to the expiration of its charter on September 1, 1994.

The Steering Committee recommended that the African Burial Ground site be used for public education, historical interpretation and as a setting for cultural and religious events. Additional recommendations included the purchase of works of art for the lobby of the Federal office building, a memorialization feature such as a monument be built on the exterior African Burial Ground site adjacent to 290 Broadway, and that after appropriate research at Howard University, the human remains be reinterred at the site. The \$3 million Memorialization Funding stipulated by the Congressional hearings is a "fenced" portion of this FFB funding, and is allocated as follows: Interpretive Center \$1.35 million; Exterior Memorialization \$1.05 million; Interior Memorial Art \$500,000, Ceremony \$100,000.

In 1993 the site was designated a National Historic Landmark and New York City's Landmarks Preservation Commission designated an African Burial Ground and Commons Historic District. A Memorandum of Agreement, as amended, was signed among the GSA, the Advisory Council on Historic Preservation, and the NYC Landmarks Preservation Commission, pursuant to Section 106 of the National Historic Preservation Act, as amended, on December 23, 1991.

PROJECT COMPONENTS

All of the project components detailed below derive from the MOA, as amended. Five are specifically in response to the recommendations of the Steering Committee and are noted with with asterisks*: Interior Memorial Art (3 artworks), Interpretive Center, Exterior Memorial, Reinterment, and Ceremony.

The project components are described below and ordered as *current contracts*, *active procurements* and *future procurements*.

Current Contract

RESEARCH STUDIES

Contractor: HOWARD UNIVERSITY **Total: \$5,100,000** (Fed. Finance Bank)
Contract #GS-02P-93-CUC-0071

Contract for bioanthropological studies of human remains, history report and grave-level, non-human artifact studies. The Howard project is headed by Michael Blakey, Ph.D., the Scientific Director of the African Burial Project. GSA provided the University laboratory with appropriate advanced technical equipment including government furnished machinery and materials so that detailed bioanthropological studies could be performed. This research must be completed and the remains returned in order for reinterment to proceed.

- Schedule: This 36 month contract has been extended an additional 30 months to April 30, 1999, at no additional cost to the government.

Dr. Blakey submitted an expanded scope for this project on 1/20/98 that could add as much as two years and \$3.7 million. GSA is considering the expanded scope and has exchanged views with Howard University on this request.

Current Contract

OFFICE OF PUBLIC EDUCATION AND INFORMATION

Contractor: John Milner Associates **Total: \$3,844,000** **Obligated to date**
Contract No: 2PCB-CM-97-0154 **Total: \$1,856,000** **Requested** ☒

The OPEI was established to ensure ongoing interim interpretive and educational activities for the public until the opening of the Interpretive Center, in compliance with the MOA between GSA, the Advisory Council on Historic Preservation and the NYC Landmarks Preservation Commission. This office will close when the Interpretive Center opens in December 2001.

The OPEI employs a director, interpreters and a small office staff, and is additionally staffed by numerous volunteers. Using a slide show and tours of the site, the interpreters "interpret" the history of the Burial Ground in public presentations at their offices. They also travel within NYC to schools and other public events to lecture on the site's significance and cultural history. The OPEI publishes a quarterly newsletter to update the public about the progress of the Howard U. research and other information related to the Burial Ground.

Obligated to date (est):	\$2,659,000	(Fed. Finance Bank)
	<u>\$1,185,000</u>	(Fed. Building Fund)
Total Obligated to date:	\$3,844,000	
Planned FY'99 Request	\$ 740,000	(Fed. Building Fund)
Planned FY'00 Request	\$ 740,000	(Fed. Building Fund)
(six months) Planned FY'01 Request	<u>\$ 376,000</u>	(Fed. Building Fund)
Total:	\$1,856,000	

Current Contract

***INTERIOR MEMORIAL ART**

Contractors: **Total: \$600,000** (Fed. Finance Bank)
Tomei Arai, Barbara Chase-Riboud, Mel Edwards

These three Interior Memorial Artworks, sited in the 290 Broadway lobby, were commissioned in response to the Steering Committee's recommendations. *Renewal* by Tomei Arai (mural) and *Africa Rising* by Barbara Chase-Riboud (statue) are both completed and installed. *Gateway of Thanks and Appreciation* by Melvin Edwards (sculpted gate) will be completed in winter '99.

These Interior Memorial Artworks are specifically referential to the Burial Ground and are in addition to the three already installed artworks, (*New Ring Shout*, *Untitled* and *America Song*), which were funded by GSA's Art-in-Architecture budget.

Current Contract

MEMORIALIZATION CONSULTANT **Total: \$259,000** (Fed. Finance Bank)
Contractor: Ehrenkrantz & Eckstut/Shalom, Baranes Architects

The project strategy and budget includes a Project Executive for Memorialization for three years, a staff assistant for one year and possible support staff.

The Project Executive is tasked with the overall responsibility to ensure a high level of quality for the INTERPRETIVE CENTER and the EXTERIOR MEMORIAL of the exterior National Historic Landmark site.

The Project Executive is also tasked with responsibility for coordinating, scheduling and organizing the REINTERMENT of the human remains and related CEREMONY.

GSA will need to budget additional Federal Finance Bank funds if the agency continues the Project Executive's contract through the Reinterment Ceremony, as originally planned. Additional costs with staff support are estimated at \$350,000.

Active Procurement

***INTERPRETIVE CENTER**

Total: \$1,850,000 (Fed. Finance Bank)

This public facility within the federal office building at 290 Broadway building will be an interpretive environment intended to illustrate the important historic and scientific significance of this sacred site. The Interpretive Center is sited in 2,000 sf within the lobby of the federal building, overlooking the Burial Ground Exterior Memorial site. An additional 1,500 sf of administrative space will be sited on the 2nd floor of the building. GSA has solicited the advice of a group of African American individual Experts to assist us in procuring and designing this Center.

Panel of Experts

Michael Blakey, Ph.D., Scientific Director, ABG Project, Howard University
T.J. Davis, Ph.D., LL.D., Professor, History Dept., Arizona State University
Howard Dodson, Ph.D., Chair, Schomburg Center for Research in Black Culture, NYC
Rex Marshall Ellis, Ed.D., Director, Center for Museum Studies, Smithsonian Institute
Chester Higgins, Photographer, The New York Times
Fath Davis Ruffins, Ed.D., Chief, Advertising History Collections, Nat'l Museum of American History, Smithsonian Institution
Gretchen Sullivan Sorin, Director, Cooperstown Graduate Program in History Museum Studies, SUNY

- Schedule: Finalist selection is anticipated in Fall '98. Award is anticipated in Winter '99. Completion is anticipated for February 2001.

Active Procurement

***EXTERIOR MEMORIAL**

Total: \$1,050,000 (Fed. Finance Bank)

A memorial artwork on the site. The memorial site treatment could range from a sculptural monument to a landscaped earthwork. This site is a National Historic Landmark and within the New York City Historic District.

The site is to be remembered as a "sacred place" that will acknowledge for all time those who are buried there. Below grade reinterment was recommended by the Steering Committee for the over - 400 sets of remains.

- Schedule: Finalist announcement anticipated for Fall 1999. Award anticipated for Spring 2000. Installation anticipated for Winter 2001.

GSA has assembled a group of African American Art Advisors to assist us in procuring this Memorial.

Exterior Memorial Art Advisors

Stephen Campbell, Phoenix Design, (former Comm., NYC Dept. General Services)
Dorothy Desir-Davis, Independent Curator
Melvin Edwards, sculptor
Barbara Graves, Black Enterprise Magazine
Gene Norman, AIA, architect (former president of the Municipal Arts Society)
David Rice, Organization of Black Designers
Grace Stanislaus, art historian and administrator (former Dir., Studio Museum of Harlem)

Future Procurement

***REINTERMENT**

Total: \$550,000 (Fed. Finance Bank)

Reinterment at the sacred site involves procuring and constructing vaults, procuring coffins, packing and transporting the human remains from Howard University back to the site in NYC, and reintering the remains.

- *Vaults*: The remains will be buried in beneath ground vaults, unless an acceptable alternate plan develops out of the Memorial competition. These vaults are already designed in concept and will need to be procured, likely through an 8A contract.
- *Coffins and Transportation*: Coffins (of as yet undetermined) dimensions will be customized in some way specifically for this purpose, possibly built to order or decorated by the community in some fashion. Each set of the 427 human remains will be placed in an individual coffin. Most likely, the coffins will be transported to Howard University so the remains can be placed in them there. Then the coffins with remains will be transported to New York City. Transportation of remains is handled as "artwork transportation", not shipping, with attendant costs.
- *Reinter*: Remains will be reintered with appropriate ceremony at the National Historic Landmark site in New York City from which they were removed.
- Schedule: (Reinterment will occur after installation of Exterior Memorial.)

Future Procurement***CEREMONY****Total: \$100,000****(Federal Fin. Bank)**

This ceremony will commemorate the reinterment of the remains currently under study at Howard University. It is anticipated to draw significant public attention and to have a large public outreach component.

- Schedule: At the time of Reinterment.

NOTE: An expanded scope for the REINTERMENT and CEREMONY has been submitted by the Memorialization Consultant.

This “*Home Coming*” initiative would involve coffin creation, transportation, reinterment and the appropriate ceremony. This expanded scope would add an unspecified cost – coffin materials alone are estimated at \$80,000 – \$160,000 in the proposal. The actual project cost would likely be four or five times that.

The initiative proposes a two-year project that culminates in a national processional convening on Washington, DC for several days of events, then moving to NYC for “an international event involving a wide range of communities from the African Diaspora and African American communities.” Reinterment would occur in NYC with “an international interment ceremony and celebration.”