

# Abstract

## ABBREVIATED FINAL GENERAL MANAGEMENT PLAN AND ENVIRONMENTAL IMPACT STATEMENT

### BOOKER T. WASHINGTON NATIONAL MONUMENT, HARDY, VIRGINIA

This *Abbreviated Final General Management Plan and Environmental Impact Statement* describes and analyzes the preferred alternative (called “the proposed plan”) for the management and use of Booker T. Washington National Monument.

This plan was developed following a sixty-day public review of the *Draft General Management Plan and Environmental Impact Statement* dated June 1999, and is designed to be used in conjunction with that document. The two plans are complementary and the reader must consider the information in both documents to get a complete understanding of the planning issues, park resource conditions, visitor use considerations and other background information that helped define the range of management alternatives and the associated environmental impacts. The two documents together constitute the *Final General Management Plan and Environmental Impact Statement*.

The abbreviated format has been used because the changes to the draft document are minor and do not modify the analysis. Use of this format is in compliance with the 1978 implementing regulations (40 CFR 1503.4[c]) for the National Environmental Policy Act of 1969.

This *Abbreviated Final General Management Plan and Environmental Impact Statement* includes the following sections:

- The Proposed Plan
- Environmental Impacts of the Proposed Plan

- Corrections to the *Draft General Management Plan and Environmental Impact Statement*
- Comments and Responses Concerning the *Draft General Management Plan and Environmental Impact Statement*

This plan will be finalized by a record of decision, to be signed by the Regional Director, Northeast Region, 30 days after this document is issued. If you have any questions, please contact:

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This document and the draft plan can also be found on the park’s web site at <http://www.nps.gov/bowa>. E-mail messages can be sent to [bowa\\_superintendent@nps.gov](mailto:bowa_superintendent@nps.gov).

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# Summary

The National Park Service has developed this *Abbreviated Final General Management Plan and Environmental Impact Statement* to guide management of Booker T. Washington National Monument over the next 20 years. This document builds on the June 1999 *Draft General Management Plan and Environmental Impact Statement* and includes the results of the public review and comment period. The two documents are to be used together to understand the full range of issues, management alternatives and the associated environmental impacts that were considered during the planning process.

This plan establishes goals for every aspect of the park, including the use of facilities and land for resource protection, interpretation, visitor experience, visitor services, and park operations and maintenance. It also considers how, like all national parks, Booker T. Washington National Monument, can do more with less in achieving its mission of preservation and interpretation. The park can help achieve its mission through mutually beneficial partnerships with government, business, and non-profit organizations and with individuals interested supporting the park. The proposed plan offers the most feasible means to meet the mission of the park.

This summary provides an introduction to important information contained in both the draft and final plans. Included is:

- Information highlighting what is contained in the draft plan, including a summary of the four management alternatives and their potential impacts
- An overview of the proposed plan – the National Park Service’s preferred alternative
- Updated information on the Section 106 compliance process
- Updated information on the public involvement process

## DRAFT PLAN INFORMATION

The draft plan described four management alternatives, including a no-action alternative and a preferred alternative (proposed plan). The potential impacts associated with each alternative were identified and compared. The draft plan also included other information that has not been reprinted in this document but is incorporated by reference:

- A description of the resource and facilities of the park
- A description of the park’s mission and mission goals
- A description of the park’s interpretive themes
- A description of the planning issues affecting development of the General Management Plan
- A description of related planning efforts and research projects within and outside the park
- A description of current and potential future partnerships that would enhance park management and implementation efforts
- A description of the environment surrounding the park that would be affected by actions taken as a result of plan implementation
- A number of appendices including park legislation, preliminary implementation cost estimates, a bibliography, an index, a list of preparers of the documents, and contributors during the planing process

Following the June 1999 publication of the draft plan with its preferred alternative (proposed plan), two public meetings and a public review and comment period were held by the National Park Service. The National Park Service considered all of the

comments and suggestions received in writing and at the public meetings. This public dialogue provided an increased understanding of the issues and challenges to be addressed in developing and implementing the final plan.

### **SUMMARY OF THE ALTERNATIVE PLANS**

To help better understand the relationship between the draft and final plans below is a summary of the four alternative plans for management of Booker T. Washington National Monument found in the draft plan. Among these alternatives are a “no action” alternative (Alternative A) that would continue current management practices and the preferred alternative – the proposed plan (Alternative C).

#### **Alternative A: No Action**

Alternative A, the no action alternative, maintains the current management approach at BOWA. Resource protection and visitor use opportunities would continue on their present course, with no new changes planned that would substantially enhance resource management or visitor programs and facilities. Cultural and natural resources would be maintained in their present condition. The present use of the cabin area for primary on-site interpretation; the visitor center for visitor orientation and information; and the former school building for administrative and maintenance purposes would continue.

#### **ACTION ALTERNATIVES**

The action alternatives (Alternatives B, C, and D) provide differing approaches for strengthening resource protection and providing greater visitor opportunities at the park. Each of these alternatives begins with the premise that the newly-defined park purpose and significance of BOWA warrants consideration of a strengthened mission for the NPS to pursue, one that places the achievements of Booker T. Washington within the proper context of American

history, as compared to the purpose described in the park’s 1956 enabling legislation and in the 1980 General Management Plan.

#### **Alternative B**

This alternative envisions the park as a national pilgrimage destination dedicated to commemorating the impact that Booker T. Washington had on American education and race relations. Park cultural and natural resources would be managed to maintain existing conditions and provide a contemplative setting appropriate for a commemorative park. The park boundary would remain unchanged.

Implementation would include creating an interpretive Life Walk representing Washington’s achievements; rehabilitating and restoring the former segregated Booker T. Washington Elementary School as a full-scale visitor center; and creating an interactive library at the present visitor center. Cooperative efforts to maintain the park’s viewshed, particularly along the western side of the park near the former school would be increased. New administrative and maintenance facilities would be constructed. Circulation patterns within the park would be reoriented to bring visitors first to the former school, where they would begin their visit. Staffing levels would be increased to meet additional maintenance and programming requirements. Partnerships would focus on establishment of the Life Walk and maintaining the rural setting of the park and surrounding area.

#### **Alternative C: Proposed Plan**

This is the proposed plan. It envisions the park as a progressive educational center, offering a broad range of educational and interpretive programs and that uses the site’s cultural and natural resources to encourage awareness of Washington’s life and work, as well as the broader issues of American race relations. A fifteen-acre boundary adjustment would be made at the northeast

border of the park to include the remaining land from the Burroughs Plantation not currently within the park boundary. The present visitor center would be enlarged to allow for expanded exhibits and programming space. Washington's childhood and the later evolution of the site would be examined using a new system of waysides located along an expanded system of trails.

Implementation would be supported by ongoing archeological, ethnographic, and cultural landscape research to better protect the site and enrich the park's interpretive program. There would be increased school and community outreach opportunities, and additional efforts to help maintain and protect the rural, agricultural character of the land surrounding the park. The former school would continue to be used as park administrative space; however a portion of the historic building would be rehabilitated and restored for interpretive and educational purposes, and for use during special events and programs. To create such a space, the maintenance shop and yard would be relocated. Staffing levels would be increased to support expanded research and educational opportunities.

Establishing stronger interpretive and educational connections with other organizations and protecting the rural setting of the park and the surrounding would be the focus of partnership development opportunities.

### **Alternative D**

This alternative is a variation of Alternative C. It also focuses on use of the site's resources to expand understanding of Washington's place in history. The key distinction would involve the rehabilitation and restoration of the former segregated school building and establishing it as the new visitor center. Rehabilitation and restoration of the former school would improve resource protection of the building and fully integrate this significant park resource into the interpretive program. The approach to resource management would otherwise be the same as described in Alternative C. Recommendations regarding boundary are the same as in Alternative

C, although there would be increased attention to land development along the western boundary of the park, near the school building.

Pursuing Alternative D would trigger some key changes including new construction of a building (or relocating and reusing the current visitor center) near the school for park administrative functions and a new maintenance shop and yard in a site where it would not detract from visitor enjoyment. The new use of the school building would result in changes in circulation and visitor use patterns that have existed at the park for more than 30 years. Circulation patterns would be reoriented so that visitors began their tour of the park at the former school. Upon implementation of all other actions associated with this alternative, the present visitor center complex would be removed and the area restored consistent with the park's setting. Staffing levels would be increased to meet expanded research, interpretive, and programming requirements. Partnership opportunities would be pursued the same as in Alternative C.

### **SUMMARY OF ENVIRONMENTAL IMPACTS**

To increase understanding of the consequences of each of the management alternatives below is information summarizing the environmental impacts of the four alternatives.

#### **Major impacts associated with Alternative A**

- facility overcrowding during group visits and peak periods of visitation;
- threats to cultural and natural resources and the park setting due to development pressure on adjacent lands; and
- operational problems such as inadequate program space and limited staffing.

## Major impacts associated with the action alternatives

The action alternatives propose a range of undertakings to address park goals. All action alternatives recommend:

- enhanced management of the park resources;
- increased measures to ensure an adequate park boundary and/or maintain an appropriate park setting;
- additional commitment to help realize the full interpretive potential of the park; and
- improved and expanded facilities to provide additional and better quality visitor opportunities.

### *Cultural Resource Management*

Each of the action alternatives proposes to undertake a range of actions to increase the protection of significant park resources. As one example, the rehabilitation of the former Booker T. Washington Elementary School would have a major positive impact on cultural resources.

All three of the action alternatives recommend rehabilitation of all or part of the former school for interpretive purposes. Before undertaking such an activity, a Historic Resource Study or Historic Structure Report would be initiated. The report findings would be used to guide the rehabilitation of the school. Restoration of select elements that would help support the interpretive program is also recommended. Alternatives B and D propose rehabilitation of the entire building. Alternative C recommends rehabilitation of a portion of the building. Rehabilitation activities would constitute a positive impact on the school, and provide official recognition of its historic significance and interpretive potential.

Construction activity related to facility development has the potential to impact archeological resources. Prior to commencing this type of activity, BOWA would consult with the Virginia SHPO and develop

an appropriate mitigation strategy. The results of BOWA's recently completed *Archeological Overview and Assessment* will inform the site selection process.

### *Natural Resource Management*

Construction related ground disturbing activities and selective clearing of vegetation relating to expansion of the trail system could result in the relocation of certain wildlife species to other locations inside or outside the park. No threatened or endangered species have been identified to date within the park. Before initiating any ground-disturbing activity, the park would consult with appropriate state wildlife agencies to determine whether the proposed activities would represent an adverse affect on natural resources and to determine an appropriate mitigation strategy.

### *Boundary and Park Setting*

Expansion of the current park boundary to enable the acquisition of the 15-acre parcel of land that contains the remaining 7 acres of the Burroughs Plantation is proposed in Alternatives C and D. By preserving a resource that is directly related to the park's significance and securing a measure of viewshed protection for the northeast quadrant of the park, acquisition would be a major positive impact. If NPS does not acquire the property, as recommended by Alternatives A and B, it is likely to be sold and developed privately. Development of that land for a use that is not sympathetic to the purpose of the park would constitute a major negative impact. NPS would continue to work with interested parties to protect the rural character of the area surrounding the park, but it would be difficult to stem the tide of encroaching development coming from the east. Despite proposed cooperative efforts, changes in traditional land use patterns may still have a major negative impact on the setting of the park.

### *Carrying Capacity*

Current visitation levels have not resulted in adverse impacts on the park's cultural or natural resources. Given its acreage and the proposed expansion of the trail system, it is anticipated that the park would be able to accommodate even a doubling of its visitation without negatively affecting resource conditions. Carrying capacity, however, is an issue with respect to facilities. The visitor center and parking lot are regularly overtaxed during group visits, special events, and peak periods of visitation. Current facilities would be unable to accommodate even minor increases in visitation. Consequently, the expansion of visitor facilities proposed in Alternatives B, C, and D would have a major positive impact on facility-related carrying capacity.

### *Interpretive Program*

Each of the action alternatives proposes to significantly expand the scope of site interpretation, reflecting the intent of the new *Comprehensive Interpretive Plan* for the park. Provisions for additional exhibit space, flexible program areas, and related research are recommended. The allocation of financial and human resources to implement an expanded interpretive program would have a major positive impact on the visitor experience and interpretation.

### *Construction and Facilities*

In order to expand site interpretation, additional space would be required to accommodate exhibits, other interpretive media, and educational program space. Impacts that have the greatest potential to adversely affect park resources are construction activities related to proposed facility improvements. The amount of proposed construction varies by alternative. Alternative C is the least construction-intensive, followed by Alternative B, and Alternative D, which is the most construction-intensive.

Short-term impacts related to construction activities, such as fugitive dust, exhaust, soil erosion, and noise, would be mitigated using

methods determined by the appropriate consulting agency and the NPS.

### **OVERVIEW OF THE PROPOSED PLAN**

The proposed plan for the final GMP is a revised version of Alternative C, which was presented as the preferred alternative in the Draft GMP/EIS released in June 1999. Slight modifications to Alternative C were made in response to comments submitted during the public review period to create the proposed plan presented here.

The proposed plan envisions the park working collaboratively with partner institutions—local, regional, and national—to enhance protection of the park's cultural and natural resources and to create opportunities for outstanding and memorable visitor experiences that promote reflection, learning, and enjoyment related to the life and achievements of Booker T. Washington. Priorities for the proposed plan include the investigation and careful stewardship of the park's cultural, ethnographic, and natural resources; the expansion of the site's educational and interpretive offerings; and the preservation of the park's rural setting.

The goal of the proposed plan is to create a dynamic site that offers a changing menu of compelling educational programs—homage to Washington who was one of the most notable educators of his era. Resources would be managed in a way that enables the site's resources to visually tell a compelling story. The park would not attempt to restore the entire site to one particular historic era, but rather would use available above- and below-ground resources to show the evolution of the site through archeological investigation and interpretive signage. Existing historic and reconstructed structures, including buildings and fences, would remain in situ and be preserved through regular maintenance. Some reconstruction of cultural landscape features may be undertaken if sufficient documentation is found.

## Summary

Utilizing ongoing research and investigation of the site's resources, the park will be able to develop a rich repertoire of programs that will draw visitors of many ages time and again. The idea is to continue in the pursuit of new knowledge that may offer different perspectives or explore different facets of Washington, his childhood, and this site where he was born.

An expanded visitor center will provide a venue where this information can be presented through exhibits and other special programs. Another key element of the proposed plan is the transformation of the former Booker T. Washington Elementary School, which is currently used for offices, into a secondary venue for educational programs. The history of this building, which was constructed as a segregated school for black children in Franklin County, provides a crucial link between the distant and more recent past.

### **CULTURAL RESOURCES COMPLIANCE**

The National Park Service is mandated to preserve and protect its cultural resources through the NPS Organic Act of August 25, 1916, and through specific legislation such as the National Environmental Policy Act of 1969, and the National Historic Preservation Act of 1966. Cultural Resources would be managed in accordance with these acts and with Chapter 5 of the NPS Management Policies and NPS-28, Cultural Resources Management Guidelines.

Section 106 of the National Historic Preservation Act requires that federal agencies that have direct or indirect jurisdiction take into account the effect of undertakings on National Register listed or eligible properties and allow the Advisory Council on Historic Preservation an opportunity to comment. NPS would work with the Virginia State Historic Preservation Office and the Advisory Council to meet the requirements of 36 CFR 800 and the programmatic agreement among the National Conference of State Historic Preservation Officers, the Advisory Council, and the NPS. This

agreement requires the NPS to work closely with the state historic preservation office and the Advisory Council in planning for new and existing NPS areas.

The agreement also provides for a number of programmatic exclusions for specific actions that are not likely to have an adverse effect on cultural resources. The actions may be implemented without further review by the Virginia State Historic Preservation Office or the Advisory Council provided that NPS internal review finds the actions to meet certain conditions. Undertakings, as defined in 36 CFR 800, not specifically excluded in the programmatic agreement must be reviewed by the state historic preservation office and the Advisory Council before implementation. Throughout the process there will be early consultation on all potential actions.

NPS will complete an Assessment of Effect on Cultural Resources before implementation of any of the proposed actions. This is necessary to document any project effects, outline actions proposed to mitigate any effects, and document that the proposed action flows from the GMP. All implementing actions for cultural resources would be reviewed and certified by cultural resource specialists consistent with the August 1990 programmatic agreement.

Prior to any ground-disturbing action by NPS, a professional archeologist would determine the need for archeological activity or testing evaluation. Any such studies would be carried out in conjunction with construction and would meet the needs of the state historic preservation office and the National Park Service. Section 110 of the National Historic Preservation Act requires the NPS to identify and nominate to the National Register of Historic Places all resources under its jurisdiction that appear to be eligible. Historic areas of the national park system are automatically listed on the National Register upon their establishment by law or executive order. A nomination for the former Booker T. Washington Elementary School will be



prepared prior to it becoming eligible for listing in 2004.

At key points in the planning process the Virginia State Historic Preservation Office has been consulted on this project. On October 5, 1998, the NPS consulted in writing with the Virginia State Historic Preservation Officer regarding development and implementation of the general management plan. The Draft General Management Plan

and Environmental Impact Statement was sent to Virginia State Historic Preservation Office on June 18, 1999 and their response, dated July 29, 1999, is reprinted in Section Four of this document. The following chart identifies actions contained within the proposed plan that would likely require further review under the National Historic Preservation Act.

**TABLE S-1. CULTURAL RESOURCES COMPLIANCE CHART**

POTENTIAL ACTION	COMPLIANCE REQUIREMENT
Continuing of archeological site investigation	Section 106 compliance initiated as part of 1998 <i>Archeological Overview and Assessment</i>
Initiating cultural and natural resource research and planning projects	May require Section 106 SHPO/ACHP to determine effects; Review and comment consultation will occur for each project
Acquisition of additional parkland	Nationwide programmatic exclusion—Section 106 review within NPS
Rehabilitation/restoration of former school	Requires Section 110 compliance National Register eligibility; Section 106 SHPO/ACHP review to determine any effect on structure
Expansion of visitor center complex	Section 106 SHPO/ACHP review to determine any effect
Development of new administrative and maintenance facility	Section 106 SHPO/ACHP review to determine any effect
Establishing new park entrance road	Section 106 SHPO/ACHP review to determine any effect
Removal of existing visitor center complex and restoration of area	Section 106 SHPO/ACHP review to determine any effect
Installation of new wayside exhibits and signage	Nationwide programmatic exclusion—Section 106 review within NPS
Expansion of trail system	Section 106 SHPO/ACHP review to determine any effect
Initiating health and safety improvements to buildings and facilities	Nationwide programmatic exclusion—Section 106 review within NPS
Initiating utility improvements	Nationwide programmatic exclusion—Section 106 review within NPS

### **PUBLIC INVOLVEMENT PROCESS**

The history of public involvement for this project up until the issuance of the draft plan is described in Chapter Five of the *Draft General Management Plan and Environmental Impact Statement*.

A public review and comment period began on June 25, 1999 and concluded on August 31, 1999. Written comments on the draft plan were accepted for consideration during this period. In addition, public meetings were held at the Center for Applied Technology, Rocky Mount, Virginia on July 19, 1999 and at the Trinity Ecumenical Church in Moneta, Virginia on July 20, 1999. Comments received during these meetings were considered in developing the final plan.

The public involvement process will conclude with the signing of the record of decision by the Regional Director, Northeast Region, 30 days after this document is issued.

### **CONCLUSION**

This document, with the *Draft General Management Plan and Environmental Impact Statement*, constitutes the general management plan for Booker T. Washington National Monument. It meets the requirements set forth under the National Environmental Policy Act (40 CFR 1503.4 [c]) and Department of the Interior, National Park Service guidelines for the development of plans for units of the national park system. Alternatives for resource protection, visitor use, and management of the park in conjunction with the assessment of the impacts of these actions fulfill the requirements for an environmental impact statement. Requirements for public involvement in issue identification, data collection and alternative development have also been met.

The draft plan will not be reprinted. For the reader's convenience changes that would have been made to the draft plan have been reproduced in Section Three of this document. Copies of the *Draft General Management Plan and Environmental Impact Statement* can be obtained by visiting the park's web site at <http://www.nps.gov/bowa> or by an e-mail message addressed to: [bowa\\_superintendent@nps.gov](mailto:bowa_superintendent@nps.gov). Copies may also be requested by writing the park:

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## Section One: The Proposed Plan

### VISION

The General Management Plan (GMP) for Booker T. Washington National Monument provides clear guidance for the management of the park over the next twenty years. The proposed plan for the final GMP is a revised version of Alternative C, which was presented as the preferred alternative in the Draft GMP/EIS released in June 1999. Slight modifications to Alternative C were made in response to comments submitted during the public review period to create the proposed plan presented here.

The proposed plan envisions the park working collaboratively with partner institutions—local, regional, and national—to enhance protection of the park’s cultural and natural resources and to create opportunities for outstanding and memorable visitor experiences that promote reflection, learning, and enjoyment related to the life and achievements of Booker T. Washington. Priorities for the proposed plan include the investigation and careful stewardship of the park’s cultural, ethnographic, and natural resources; the expansion of the site’s educational and interpretive offerings; and the preservation of the park’s rural setting.

The proposed plan builds upon and reinforces initiatives undertaken by park staff to broaden the scope of interpretive programming, enrich the visitor experience, and attract new audiences to the park. The public response to these efforts thus far has been extremely positive. Indeed, now that the staff has begun to implement and promote a range of curriculum-based educational programs, the park has experienced a 40 percent increase in the

number of school group reservations. Such increases are indicative of the park’s potential to significantly expand its visitor base. By offering topical programs that connect the history of the site with events that continue to affect people today, the park has a tremendous opportunity to meet and further build on its legislated purpose of “providing a public national memorial to Booker T. Washington.” Booker T. Washington National Monument has the potential not only to portray one man’s rise from slavery to worldwide prominence, but just as importantly to examine the impact that Washington’s philosophy has had on the shaping of the civil rights and race relations struggles of this century.

The park, with its rolling pastures, tobacco fields, and woodlands, also provides a direct link to the community’s agricultural past and preserves a piece of the region’s rural character in the midst of increasing modern development along the Route 122 corridor. Comments received throughout the planning process confirmed that the park is a valued part of Franklin County’s cultural heritage. The public recognizes the national significance of the stories that can be told there, and sees the park as an anchor for future heritage preservation and development in the region.

The goal of the proposed plan is to create a dynamic site that offers a changing menu of compelling educational programs—homage to Washington, who was one of the most notable educators of his era. Utilizing ongoing research and investigation of the site’s resources the park will be able to develop a rich repertoire of programs that will draw visitors of many ages time and again. The idea is to

continue in the pursuit of new knowledge that may offer different perspectives or explore different facets of Washington, his childhood, and this site where he was born.

An expanded visitor center will provide a venue where this information can be presented through exhibits and other special programs. Another key element of the proposed plan is the transformation of the former Booker T. Washington Elementary School, which is currently used for offices, into a secondary venue for educational programs. The history of this building, which was constructed as a segregated school for black children in Franklin County, provides a crucial link between the distant and more recent past.

### **BOOKER T. WASHINGTON NATIONAL MONUMENT**

Booker T. Washington National Monument (BOWA) is located in Franklin County, Virginia within the fifth Virginia Congressional District. It comprises 223.92 acres located in the rolling hills of the Virginia Piedmont, 22 miles south of Roanoke (map 1). The park contains a visitor center, administrative offices located within a former school building, an 1890s tobacco barn, reconstructed plantation outbuildings, two marked archeological sites, three small cemeteries, and two walking trails that loop through the cabin area, meadows, and woodlands (map 2). Twentieth-century replicas include a slave cabin, smoke house, blacksmith shop, privy, hog pen, duck lot, and chicken house. All replicas are highly conjectural, and their designs derive from anecdotal evidence and general historic precedent. No replica of the main plantation house exists, but stones outline the unconfirmed general location and dimensions of the foundation. Based on recent archeological and ethnographic findings, it appears that the foundation's dimensions may be inaccurate and the site may not actually be that of the "big house" as formerly believed.

In 1856, Booker T. Washington was born into slavery on the site, which was then a small tobacco plantation owned by the Burroughs family. He lived there with his mother, sister and

brother until the end of the Civil War in 1865. It is speculated that Washington's father was a white man whose family owned the farm across from the Burroughs Plantation. After the Civil War and Emancipation, Washington's mother moved with her children to Malden, West Virginia to join her husband, who had gone there seeking work. As a child in Malden Booker T. Washington worked long days in a salt mine to help support his family and largely taught himself how to read and write. At the age of 16 Washington journeyed nearly 500 miles by himself with little money and no idea of what lay ahead to enroll in the Hampton Institute—an important step in his pursuit of an education.

Washington excelled at Hampton. After receiving his degree, he worked for several years as a teacher in West Virginia before returning to Hampton to teach. At only 25 years of age, he was recommended by the principal of Hampton to develop a new school in Alabama—The Tuskegee Normal and Industrial Institute (which later became Tuskegee University). The institute was established July 4, 1881. There, Washington built, both literally and figuratively, one of the premier educational institutions for African Americans in the United States.

Between 1895, when he delivered his famous speech at the Atlanta Exposition, and his death in 1915, he was arguably the single most influential American in the areas of race relations and black education. He served as an advisor to presidents, politicians, philanthropists, and business leaders. He was not, however, without critics. Some of his contemporaries felt that he made unforgivable compromises in accepting segregation while arguing for education and economic advancement for blacks, rather than advocating strongly for their political and social equality. Others felt that he worked within the constraints of his time to advocate for and achieve significant advances in the areas of education and economic empowerment for African Americans. As noted at the 1998 symposium *Washington and Du Bois: At the Turn of Two Centuries*, Washington was such a complex individual that he merits reevaluation with each new generation. Washington's philosophies and actions continue to spark lively, and sometimes

heated debate today, which opens up many potential doors to interpretation of the site.

In 1940, Sidney Phillips, one of Washington's former students at Tuskegee, purchased the property comprising Washington's birthplace. Phillips developed the site as a memorial where he carried out a wide range of educational and promotional activities. In 1952, the trustees of the Booker T. Washington Birthplace donated six acres of land along the western boundary of what is now the park for the construction of one of Franklin County's last segregated schools for black children. The school opened in 1954 and operated through 1966. The school, operating 100 years after Washington was freed from slavery, offers both physical and emotional links between Booker T. Washington and the continuing struggles of race and equality in America.

In 1956, Congress recognized the remainder of the site as the Booker T. Washington National Monument, and the NPS took responsibility for its administration. The site has been operated as a national monument since that date.

## **PARK MISSION AND MISSION GOALS**

The proposed plan has been developed in order to achieve Booker T. Washington National Monument's mission and its associated mission goals. The mission statement integrates the statements of purpose and significance for the park, describing the guiding reason why the park exists and what unique contribution it makes to understanding an important part of our nation's history. The four mission goals are derived from the mission, and broadly identify the desired conditions in the areas of resource management, site interpretation and visitor experience, facilities and park operations, and partnership development, that park management will seek to attain.

The information presented in Table 1-1. *Summary of Management Goals and Actions for the Proposed Plan*, and in the text that

follows the table are organized according to the park's mission goals.

### **Park Mission**

Booker T. Washington National Monument preserves and protects the birth site and childhood home of Booker T. Washington while interpreting his life experiences and significance in American history as the most influential African American between 1895 and 1915. The park provides a resource for public education and a focal point for continuing discussions about the legacy of Booker T. Washington and the evolving context of race in American society.

### **Mission Goals for the Park**

**Land and Resources:** Significant cultural and natural resources, including cultural landscapes, are protected and maintained in good condition, and are rehabilitated or restored as appropriate.

**Interpretation and Visitor Experience:** The public understands the life, legacy and significance of Booker T. Washington. Sites and resources within the park are entry points for discussion of various themes related to Dr. Washington.

**Facilities, Visitor Use, and Park Operations:** Park facilities and services assure a safe, accessible, and sustainable environment in which visitors explore and enjoy the interpretive and educational opportunities available.

**Partnerships:** Individuals and organizations understand the park's mission and work in partnership with the park to protect its resources, enhance visitor opportunities and maintain the area's scenic and rural character.

## CONCEPTUAL OVERVIEW

This alternative envisions Booker T. Washington National Monument as an engaging educational center where Washington's life and work and the complexity of American civil rights and race relations from the antebellum period to the present could be examined. This concept expands the mission of the site beyond its original legislative purpose as a memorial to Washington, noted "educator and apostle of good will." Rather, it seeks to educate visitors about the complexities of Washington's life, the times in which he lived, and the circles within which he moved.

This approach would use Washington's life and the resources available in the park as launching points for ongoing discussion and dialogue. The goal would be to create a dynamic, challenging environment in which visitors contribute their views on the issues presented through on-site interpretation, supplemented by special programs and interactive exhibits.

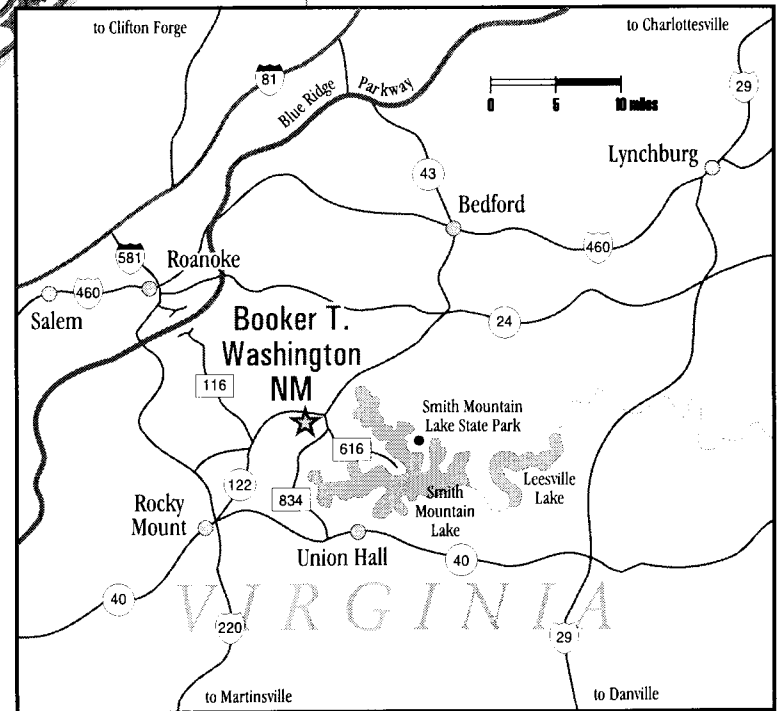
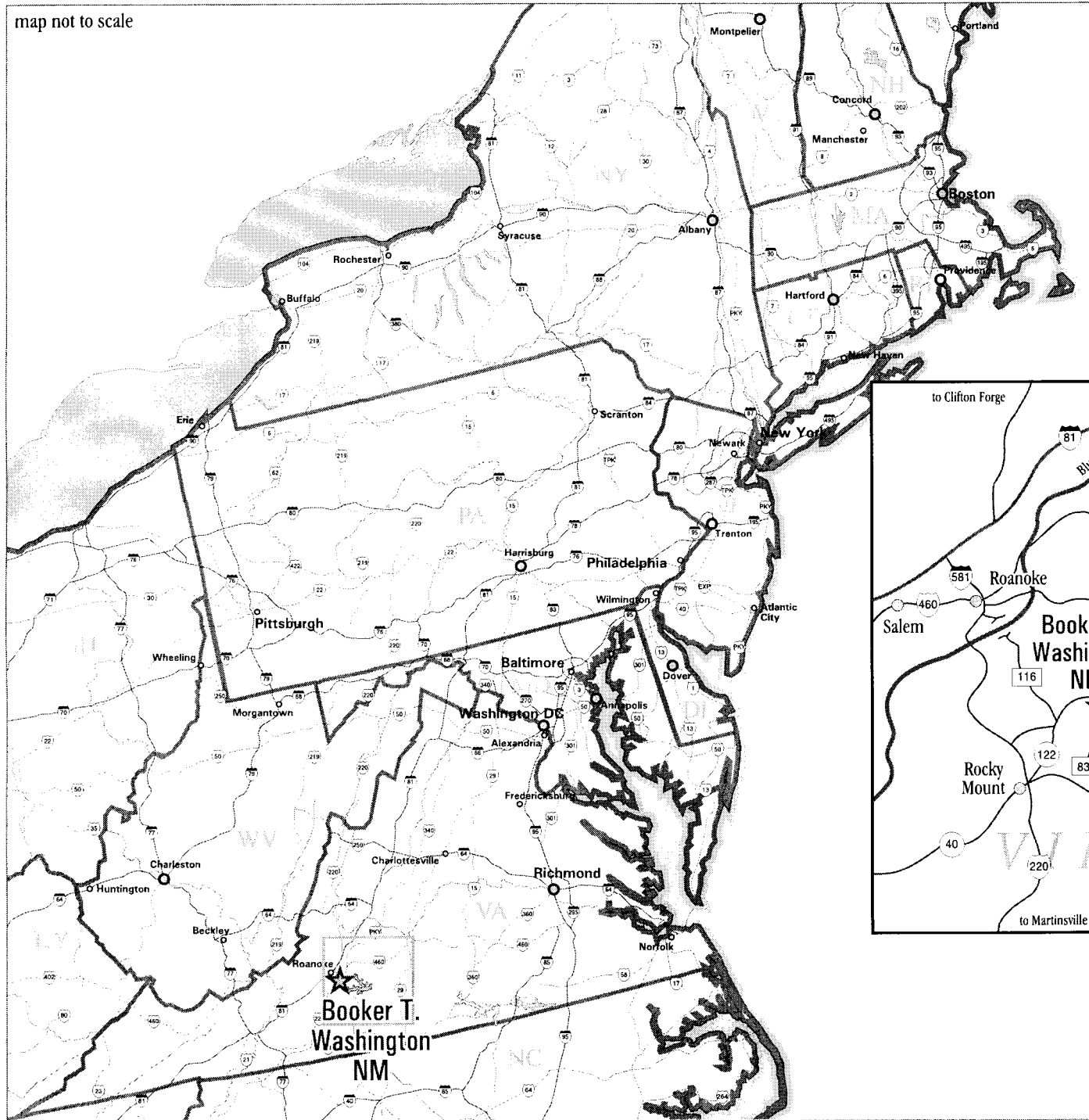
In this alternative, resources would be managed in a way that enables the site's resources to visually tell a compelling story. The park would not attempt to restore the entire site to one particular historic era, but rather would use available above- and below-ground resources to show the evolution of the site through archeological investigation and interpretive signage. Existing historic and reconstructed structures, including buildings and fences, would remain in situ and be preserved through regular maintenance. Some reconstruction of cultural landscape features may be undertaken if sufficient documentation is found.

## MANAGEMENT ZONES

The proposed plan would comprise one cultural landscape management zone with a facility development overlay zone for proposed and existing facilities. The development overlay delineates where facility and infrastructure improvements may occur. The proposed plan is based on the premise that the park's cultural landscape is a valuable educational resource to be researched and documented in its entirety. The information uncovered through this research would be used to interpret the stories of Booker T. Washington, his legacy, and the evolving context of race in American society. The entire site is a complex system of interrelated resources that contribute to the interpretive continuum. This continuum encompasses not only Washington's birth, but also the site's memorial period, the segregation era, and the period of NPS management. Due to the site's complex interrelationships, actions taking place in one portion of the park would affect all other resources.

Map 3 presents, in a conceptual way, some of the important changes planned at the site in order to carry out the vision described in this plan. As implementation takes place more detailed site information will be prepared and shared with the public.

map not to scale



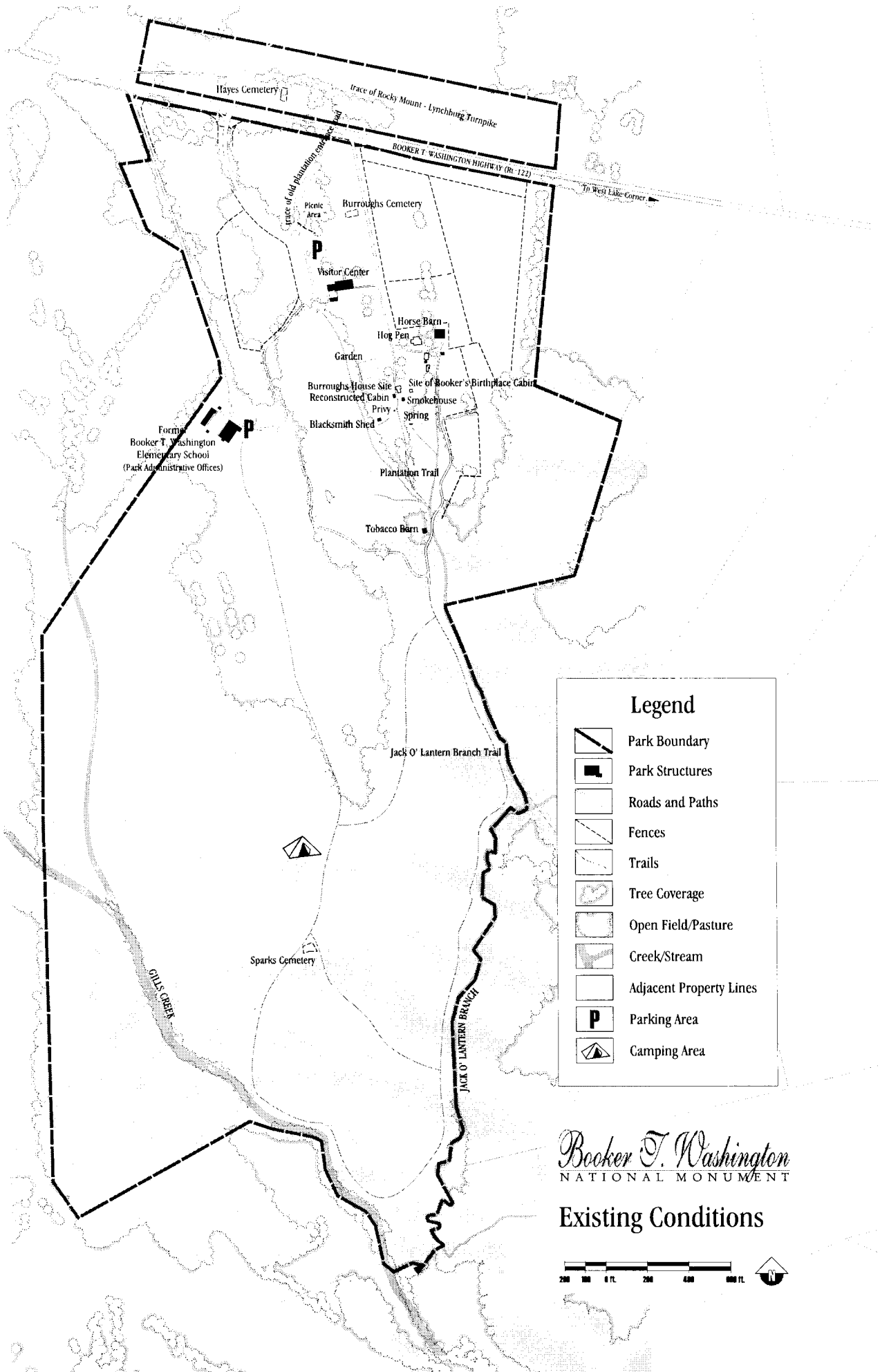
*Booker T. Washington*  
NATIONAL MONUMENT  
Park Location
















The Proposed Plan

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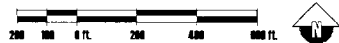


### Legend

-  Park Boundary
-  Park Structures
-  Roads and Paths
-  Fences
-  Trails
-  Tree Coverage
-  Open Field/Pasture
-  Creek/Stream
-  Adjacent Property Lines
-  Parking Area
-  Camping Area

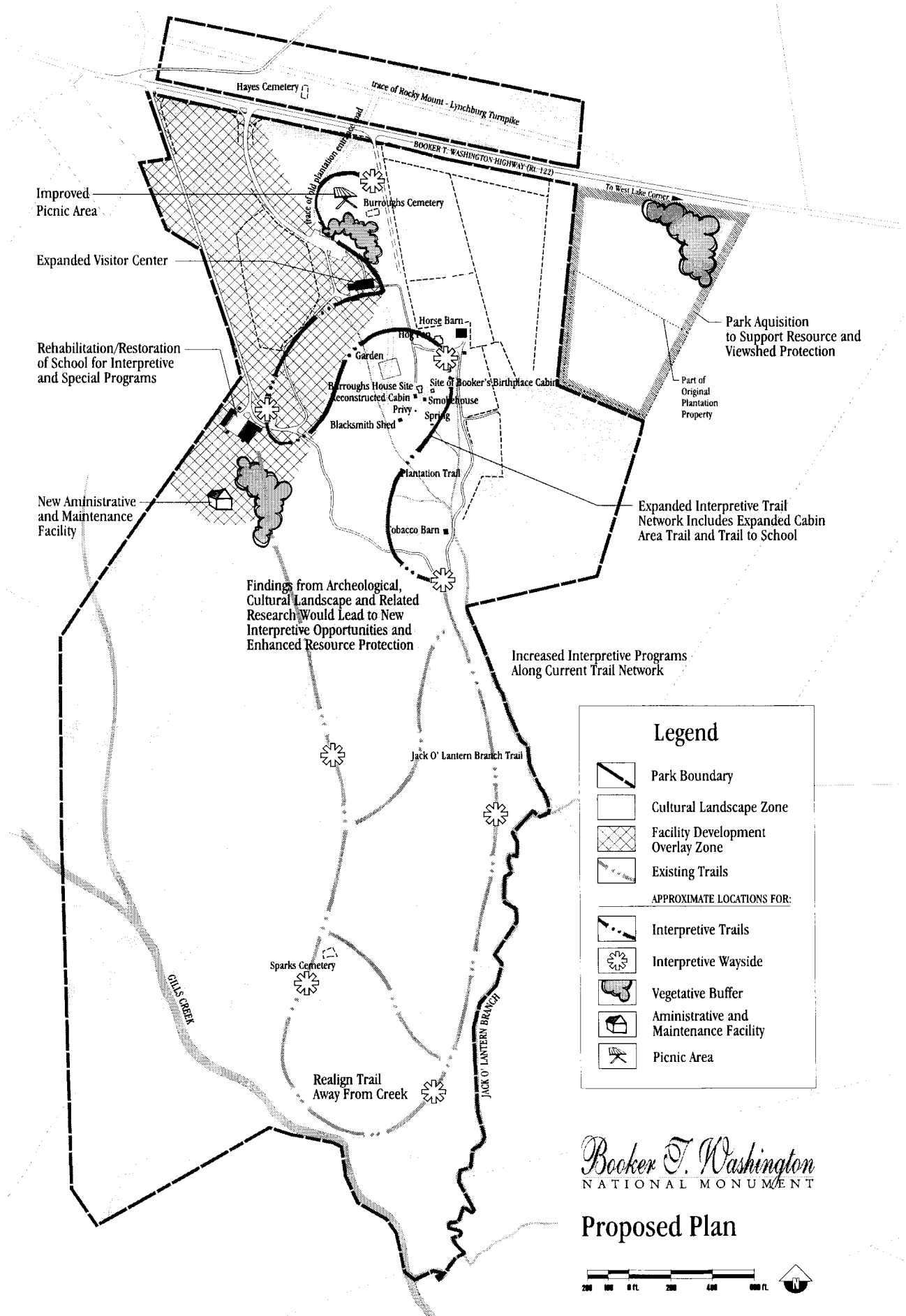
*Booker T. Washington*  
NATIONAL MONUMENT

## Existing Conditions



The Proposed Plan

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Improved Picnic Area

Expanded Visitor Center

Rehabilitation/Restoration of School for Interpretive and Special Programs

New Administrative and Maintenance Facility

Findings from Archeological, Cultural Landscape and Related Research Would Lead to New Interpretive Opportunities and Enhanced Resource Protection










Increased Interpretive Programs Along Current Trail Network

Park Acquisition to Support Resource and Viewshed Protection

Part of Original Plantation Property

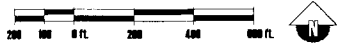
Expanded Interpretive Trail Network Includes Expanded Cabin Area Trail and Trail to School

### Legend

-  Park Boundary
-  Cultural Landscape Zone
-  Facility Development Overlay Zone
-  Existing Trails
-  APPROXIMATE LOCATIONS FOR:  
Interpretive Trails
-  Interpretive Wayside
-  Vegetative Buffer
-  Administrative and Maintenance Facility
-  Picnic Area

*Booker T. Washington*  
NATIONAL MONUMENT

## Proposed Plan



The Proposed Plan

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**TABLE 1-1. SUMMARY OF MANAGEMENT GOALS AND ACTIONS FOR THE PROPOSED PLAN**

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
<p><b>Cultural Resources</b> (Historic Structures, Archeological Resources, Cultural Landscape, Museum Objects, Ethnographic Resources)</p>	<p>The school is recognized as a significant cultural resource.</p> <p>Management decisions are based upon professional studies and adequate planning; cultural and ethnographic resources are actively investigated and documented, and inform interpretation and management of the site.</p> <p>Collections are stored and displayed in adequate environmental conditions.</p> <p>Knowledge about the site’s cultural landscape guides resource management policies and decisions.</p>	<p>Prepare a Historic Resource Survey (HRS) and/or a Historic Structure Report (HSR) for the former school.</p> <p>Remove maintenance functions from the former school.</p> <p>Prepare a National Register nomination for the former school in 2004 (when it becomes eligible).</p> <p>Initially open a portion of the school for public access with the intent of gradually rehabilitating the entire building for interpretive use.</p> <p>Undertake professional studies and plans to document the park’s cultural resources.</p> <p>Undertake an ongoing program of archeology to gain a better understanding of the park’s cultural landscape.</p> <p>Undertake ongoing research activities to document and examine the site and Booker T. Washington.</p> <p>Conduct ongoing investigations into the site’s ethnographic resources to inform management decisions and site interpretation.</p> <p>Use ethnographic resource information to enrich site interpretation and enhance the visitor experience.</p> <p>Mark, “ghost,” or reintroduce cultural landscape features if substantial and compelling evidence is uncovered during archeological work or related research.</p> <p>Create adequate curatorial storage and display environments for the park’s artifacts.</p> <p>Update the scope of collections and link it more closely with the interpretive program.</p> <p>Provide proper curatorial storage and display space for artifacts in the expanded visitor center and in the new administrative and maintenance facility.</p> <p>Deaccession artifacts that do not relate to Booker T. Washington according to standard curatorial practices.</p>

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
<p><b>Land Management, Boundary, Park Setting and Viewshed</b></p>	<p>Managers make decisions based upon professional studies and adequate planning.</p> <p>The park's boundary is sufficient to support the interpretive program and provide an enjoyable visitor experience.</p> <p>Landscape strategies carried out within the park help maintain its rural character; the park's scenic and rural setting remains relatively undisturbed.</p> <p>Development within the park is compatible in scale and intensity.</p>	<p>Document existing conditions with inventory and monitoring programs.</p> <p>Complete archeological and historic research necessary to prepare cultural landscape treatment plan.</p> <p>Cooperate with state and local agencies to protect land resources.</p> <p>Initiate a program to control exotics to the extent possible.</p> <p>Purchase the 15-acre parcel adjacent in the northeast corner of the park, which contains the remaining 7 acres of the Burroughs Plantation</p> <p>Continue to work with local and state officials to protect the park's environs through land and transportation planning; zoning, setbacks, signage and site design regulations; and through the application of open space preservation programs and landscaping.</p> <p>Undertake selective clearing of vegetation in construction areas.</p> <p>Design and site proposed construction (an expanded visitor center, new maintenance facility, and trail expansion) to minimize visual intrusions on the landscape..</p> <p>Maintain patterns of vegetation and open space through agricultural leases and mowing. Allow natural processes to function in woodlands and forest areas.</p> <p>Introduce vegetative screening as needed in certain sections of the park to address intrusions on its viewshed.</p> <p>Construct new park buildings in visually discreet locations.</p>
<p><b>Threatened and Endangered Species</b></p>	<p>Areas of the site with high habitat value are protected.</p>	<p>Identify habitats likely to support preservation of rare, threatened and endangered species.</p> <p>Prevent impacts on areas with high habitat value.</p>

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
<b>Biotic Communities</b>	The site's biotic communities are protected through increased attention to natural resource management.	Preserve, protect, and manage biotic communities. Further develop the park's natural resource inventory and establish thresholds for action. Develop a fire safety program.
<b>Air Quality</b>	Park operations and management do not contribute to air quality degradation.	Undertake monitoring of air quality within the park and cooperate with officials to protect local air quality.
<b>Water Quality</b>	Park operations and management does not cause water quality degradation and seeks opportunities to enhance local water quality.	Continue regular monitoring of water quality and cooperate with officials to protect local water quality. Relocate eroded segments of the Jack-O-Lantern Branch Trail away from Gills Creek. Trail construction will be designed to avoid wetlands. Manage pastures to minimize soil erosion.
<b>Wetlands, Floodplains &amp; Soils</b>	Park management practices and operational decisions do not cause degradation to wetlands, floodplains or soils; opportunities to enhance the value of these resources are sought.	Relocate eroded portions of the Jack-O-Lantern Branch Trail away from Gills Creek. Trail construction will be designed to avoid wetlands.
<b>Carrying Capacity</b>	Resource management is carried out in accordance with all applicable laws and policies.	Expand visitor facilities and opportunities to accommodate increasing levels of visitation and use. Monitor cultural and natural resources for potential adverse impacts resulting from increases in visitation and use.



CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
<p><b>Interpretation</b> (Interpretive Program, Orientation and Exhibits, Educational Programs, Research, Living History Program)</p>	<p>Visitors understand the full significance of Booker T. Washington's achievements and philosophy.</p> <p>Interpretation focuses on stories that are supported by the resources found at the site; results of resource investigations form the core of the park's interpretive program.</p> <p>Interpretation and visitor experiences are based on the site's cultural resources.</p> <p>The visitor experience includes substantial interaction with park staff.</p>	<p>Expand the focus of the interpretive program and help visitors to understand the complexities of Washington's life.</p> <p>Conduct research and investigative activities that would increase visitor appreciation of the site and its resources. Incorporate the findings of ongoing research into educational programs.</p> <p>Use the school for supplementary interpretive and educational programming space. Gradually phase public access from a portion of the school to the entire building.</p> <p>Illustrate the themes relating to various periods of the site's use and explore issues associated with those periods—the plantation era, Jim Crow era, memorial era, and the era of NPS management.</p> <p>Interpret the site as a cultural landscape using exhibits and other interpretive media; expand exhibit space and introduce interactive interpretive technology within the enlarged visitor center.</p> <p>Undertake selective clearing of vegetation to install new trail segments, interpretive media, and facilities.</p> <p>Use archeology and ethnographic research as an interpretive tool.</p> <p>Increase ranger tours, programs, events, lectures, and workshops.</p> <p>Continue to maintain farm animals on site and better integrate them into the interpretive program.</p> <p>Continue to use living history as a supplementary interpretive tool for special programs and events.</p>

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
<p><b>Facilities and Infrastructure</b> (Visitor Center, Former School, Administrative and Maintenance Space, Circulation and Parking, Proposed Construction)</p>	<p>Facilities support expanded interpretive programming and increased access to the site.</p> <p>Administrative and maintenance spaces support operational efficiency.</p> <p>Maintenance facilities do not interfere with visitor experience.</p> <p>Circulation and parking promote efficient and safe movement within the park with minimal impact on park resources.</p> <p>Parking facilities accommodate higher visitation levels.</p>	<p>Expand the current visitor center and add exhibit, programming, office, and bookstore space.</p> <p>Create a more flexible space for educational programs.</p> <p>Rehabilitate the former school for program space. Restore selected elements to their 1950s appearance</p> <p>Relocate collections and the library to the expanded visitor center.</p> <p>Increase office space and storage space to accommodate current and anticipated staff needs.</p> <p>Remove maintenance functions from the school and visitor center.</p> <p>Construct a new maintenance facility and relocate maintenance functions from the school.</p> <p>Maintain the current visitor entrance.</p> <p>Improve traffic safety at the entrance to the park through signage and design measures, including new approach signage and possible turning lanes at the intersection of the entrance road with Route 122.</p> <p>Reconfigure the present parking lot in conjunction with the expansion of the visitor center.</p> <p>Design the parking area to accommodate anticipated increases in visitation. Install a dedicated bus drop-off.</p>

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
<p><b>Recreational Use, Picnicking, Trails</b></p>	<p>Recreational uses are compatible with the mission of the park.</p>	<p>Clarify language in the superintendent's compendium to confirm the position that the park will not be used for active recreational purposes.</p> <p>Limit recreational use to appropriate passive recreational activities, such as walking or wildlife watching.</p> <p>Limit camping activities to groups participating in programs that benefit the park.</p> <p>Upgrade and enhance picnic facility in its current location.</p> <p>Introduce additional trails to increase access to and interpretation of the park's cultural landscape — a loop around the cabin area and a connector between the school and the cabin area.</p> <p>Consider the introduction of bridle trails in the park, if a regional system of trails is proposed.</p>
<p><b>Health and Safety</b></p>	<p>Visitors and staff enjoy a safe environment conducive to learning, recreation, and work.</p>	<p>Continue current safety procedures.</p> <p>Implement an integrated pest management program for poison ivy and the tick population.</p> <p>Improve traffic safety at the entrance to the park, and provide a dedicated place for a bus drop-off.</p> <p>Remove maintenance functions from the former school to a new facility with up-to-date health and safety protocols.</p> <p>Remove or seal asbestos tiles now present under the hallway carpet in the school.</p>
<p><b>Accessibility</b></p>	<p>The park meets the requirements of the Americans with Disabilities Act (ADA).</p>	<p>Design new and upgraded facilities and visitor opportunities (such as trails and exhibit areas) to provide accessibility consistent with ADA.</p>

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
<p><b>Park Staffing</b></p>	<p>Staff levels are sufficient to offer a full range of interpretive programs and to maintain park resources and facilities.</p>	<p>Create one historian, one educational specialist, and one additional interpretive specialist position to implement the research- and programming-intensive plan.</p> <p>Create one additional maintenance staff position to assist with the increased operational requirements of additional trails and waysides.</p>
<p><b>Fees and Concessions</b></p>	<p>Current fee levels and concession opportunities are continued.</p>	<p>Increase accommodations for the bookstore within the expanded visitor center.</p>
<p><b>Partnerships and Cooperative Relationships</b></p>	<p>Existing park partnerships are maintained and strengthened and expanded.</p> <p>Partnerships enhance the park's ability to protect park resources and provide quality visitor interpretation and experiences.</p> <p>Relationships with institutions that possess associations with Booker T. Washington support the interpretive program.</p> <p>Ongoing research and interpretation is accomplished through collaboration.</p>	<p>Continue to work with Eastern National to operate the information desk and bookstore.</p> <p>Continue to recruit volunteers from the community.</p> <p>Continue to participate in community initiatives related to the purpose of the park.</p> <p>Establish a cooperative agreement with Ferrum College to inventory and monitor natural resources.</p> <p>Cultivate relationships with subject area specialists and institutions with holdings related to BOWA's expanded interpretive program.</p> <p>Establish relationships with institutions and organizations that possess information on Washington's life and work or on related interpretive issues.</p> <p>Expand interpretive offerings through collaboration with partnering institutions. Develop and accept traveling exhibits.</p> <p>Utilize cooperative agreements with institutions of higher education to undertake expanded research initiatives.</p> <p>Partner with local, state and national organizations involved in interpreting regional history.</p>

## THE PROPOSED PLAN ACTIONS

### Land and Resources – Cultural Resources

#### *Historic Structures*

Reconstructions and the historic tobacco barn south of the cabin area would be maintained and preserved in their current form. There also would be the potential to remove replica buildings if, in the future, they became so deteriorated that continued preservation was not feasible. Additional structures or cultural landscape features could be reconstructed or “ghosted” if sufficient documentation of those structures is found.

The former school would be rehabilitated and made available for educational purposes, with key elements restored to their 1950s appearance. A Historic Structure Report would be prepared to document the school prior to these changes. No irreversible alterations would be undertaken, and all work would be sensitive to the fact that at some point in the future the school may be fully restored. When the school reaches fifty years of age in 2004, a nomination will be prepared to list it in the National Register of Historic Places.

#### *Archeological Resources*

An extensive archeological program would be undertaken to document the site in its entirety. Archeological investigations would be initiated, and NPS would retain ownership of all artifacts. Artifacts that would be appropriate for interpretation would be displayed on site as part of the orientation exhibit. Other artifacts would be placed in storage in the expanded visitor center.

The program of archeological fieldwork would be an important interpretive tool for the site. A special exhibit would be developed to present the archeological methodology, questions posed, and

findings thus far, as well as related findings from other archeological projects within the region.

#### *Cultural Landscape*

Resource management policies would change from an approach that supports maintaining the status quo to policies based on an ongoing commitment to understanding the cultural landscape. Building on recent research and studies, interpretation of resources through waysides and archeological investigations would expand significantly.

Documentation of the cultural landscape would be crucial to the success of this alternative. As research uncovers the extent and nature of the site’s resources, management practices would be instituted that would help to fully utilize each resource in conveying the interpretive program. Approaches would vary by resource, but would make a range of cultural landscape elements visible to the public and link each to an interpretive message. For example, portions of the landscape would be managed in such a way as to convey a sense of a particular era of the property (i.e. field patterns restored). The Secretary of the Interior’s Standards and the recommendations of a cultural landscape report would guide resource management decisions. Interpretive signage and historic photographs would assist in establishing a sense of the site during different eras: antebellum, Emancipation, Reconstruction, and the memorial periods. Visitors would be encouraged to explore all areas of the landscape using an upgraded system of interpreted paths.

#### *Museum Objects*

Collection items not directly related to the mission of the park and that do not support the interpretive program would be deaccessioned according to accepted curatorial standards. A selection of Dr. Washington’s documents would be placed on display in the visitor center as part of the orientation exhibit, and

make a range of visual information available to visitors and minimize curatorial responsibility.

### *Ethnographic Resources*

Documenting connections of traditionally associated groups and communities to the site would be a research priority. For example, there would be increased focus on the experiences and use of the site by students and teachers of the segregated Booker T. Washington Elementary School. In addition, investigations into the social conditions in the Hales Ford community before the Civil War, the general characteristics of small Virginia plantations, and the location of the “big house,” would continue to be researched. Findings would guide decisions regarding resource management and site interpretation.

### *Land and Natural Resource Management*

The goal for natural resource management would be to preserve, protect, and, where feasible and prudent, reintroduce certain documented landscape features that are directly related to the park’s mission. Natural resource management would essentially continue present policies with some exceptions. If sufficient documentation is discovered, reintroduction of cultural landscape features may be considered.

The natural resources of the park would be managed in accordance with all applicable laws, regulations, and policies. Staff would work through cooperative agreements with such institutions as Ferrum College to develop baseline inventory information by which future changes to natural resources could be evaluated.

Long term effects caused by actions undertaken within the park are anticipated to be limited; however, impacts originating beyond the park’s boundary, such as changes in water quality, are possible. Prior to undertaking any construction-related activity, the park would assess potential impacts to air and water quality; wetlands and floodplains; biotic communities; and any threatened or

endangered species present and develop mitigation as needed in consultation with appropriate federal and state agencies.

Patterns of vegetation and open space would be maintained through mowing and agricultural leases. Natural processes would function in the woodlands, except where visitor safety issues require intervention (i.e. fire management or unstable trees). Sections of the trail alignment along Gills Creek, which are presently being undermined by erosion, would be relocated to more stable locations. Any new trail construction would be designed to avoid wetland areas. The park also would work with adjacent property owners to develop a fire safety zone within and around the park and with the community at large to address larger regional problems of water quality, erosion, and wildlife habitat.

Selective clearing may be necessary to create the new path alignments. Such clearing would be preceded by biological surveys to ensure that no protected plant or animal species would be adversely affected by such work.

Design and siting of new construction in the park would be sympathetic to the character of the park’s landscape. Preference would be given to unobtrusive sites that minimize disruption to open vistas.

The park would be an active facilitator working with adjacent landowners and government agencies, in guiding anticipated future development of adjacent lands. The park would help landowners secure the technical assistance they would need to plan appropriate, non-intrusive development. The park would also work to coordinate partners, such as land trusts, that become involved in the process. The park would also work with VDOT and local transportation planners to ensure that future Route 122 improvements would not adversely affect the park.

The boundary would be expanded to include a parcel of land encompassing fifteen additional acres along Route 122. This parcel includes the remaining seven acres that belonged to the Burroughs

plantation that is not currently within the park boundary. The rationale for this purchase is twofold. First, it would secure a significant resource—the seven remaining acres of Washington’s birth site—that is related to the purpose of the park. Second, it would protect an important viewshed along the northern border of the park and contribute substantially to visitor enjoyment of the site.

### *Carrying Capacity*

Facility expansions are expected to enhance the visitor experience by reducing overcrowding within the visitor center and dispersing people more widely throughout the park. Carrying capacity with respect to facilities would be increased if the proposed plan is implemented.

Based on analysis of current and projected visitation levels and park operational requirements, the park’s carrying capacity is sufficient to ensure resource protection and provide for the full range of visitor opportunities.

## **Interpretation and Visitor Experience**

### *Interpretive Program*

In the proposed plan, visitors would be encouraged to explore the many aspects of the park’s cultural landscape and discover for themselves the meanings it contains. The proposed plan transcends the legislated intent of the park and seeks to explore the potential of the site to interpret not only Washington’s childhood, but the Reconstruction, Jim Crow, memorial, and NPS eras as well. The five themes identified in the *Comprehensive Interpretive Plan* would be presented in a balanced fashion, and interpretation would rely extensively on available on-site resources, such as archeological and cultural landscape artifacts, including the former Booker T. Washington School.

Orientation exhibits would provide broad contextual information on all five interpretive themes. Interpretation of the cultural landscape, however, would deal with site-specific features, especially archeological resources. Fieldwork exhibits, interpretive signage, and possibly “ghosted” structures would portray the site’s evolution across all eras. Visitors would learn about Booker T. Washington and the site in several ways. Exhibits, interactive programs and self-guided tours would offer different and potentially more in-depth opportunities for visitors to explore the site and understand Booker T. Washington. Ranger-led tours would be constantly updated, presenting recent research findings and examining them within the context of previously held beliefs about Washington and his life experiences.

### *Orientation and Exhibits*

There would be two main interpretive areas and a supplementary interpretive site: 1) visitor orientation, exhibit space, and education program facilities would be located in the expanded visitor center; 2) an interpretive system of trails would take visitors around the cabin area, natural area, and the school; and 3) the school would serve as a secondary interpretive area, open to the public for educational and special event programs.

Visitors would become oriented to the site through permanent and changing exhibits, interactive computer kiosks, and audiovisual presentations, which would be housed within the expanded visitor center. The park would remodel and expand the present visitor center (potentially to twice its current size) to meet the park’s interpretive, visitor use and operational goals. Additional exhibit space, classroom space, and a more flexible program area that could accommodate audiovisual presentations and lectures, workshops, and programs during special events would be created. Portions of the larger exhibit area would be devoted to traveling exhibits on related themes and exhibits that present historic context for the region. The orientation audio-visual program would be updated and enhanced.

The park would install computer kiosks that could support the development of an interactive interpretive program. Given space limitations, computer kiosks with Internet connections or CD-ROM capability would enable the park to provide significantly more in-depth information than would be possible using exhibit displays alone. In addition, information could be updated regularly to reflect the findings of the ongoing research program. Priority would be given to the collaborative development of CD-ROMs on Washington's writings and a range of other related topics. The production of CD-ROMs would also enable the park to reach audiences who cannot travel to the site. Human interaction through programs and tours led by rangers would complement and enrich the "digital experience" for on-site visitors.

Waysides within the cabin area would attempt to capture a sense of the site during Washington's childhood. A range of information would be provided about plantation life in general, as well as Washington's personal experiences living on the site, based on available documentation. Information would be drawn from Washington's writings, as well as from related plantation sites within the region. Expanded interpretation of the rest of the site's cultural landscape would be developed through the installation of a comprehensive wayside program. Additional waysides would be introduced along the loop trails through the natural area, the area around the school, and the connector between the cabin area and the school. The content of the waysides would focus on the site as an evolving landscape, what happened on the site over the past two centuries, and what those events reveal about attitudes on race in American society over time.

### *Educational Programs*

In the proposed plan, visitors would benefit from an expanded range of programs, exhibits, and supplemental materials covering the site's interpretive themes in greater depth than is currently possible. By offering life-long learning opportunities, such as regularly scheduled workshops, programs, lectures, and performances, the park would be able to increase repeat visitation.

On-site programming would be emphasized. The schedule of on-site events and educational programs would be increased, utilizing the program spaces available in both the expanded visitor center and the school. Programs would highlight various aspects of the interpretive themes over time. Resources would be made available to properly promote events and cultivate audiences for these programs. Ranger/visitor interaction would remain an important element of the visitor experience, and efforts would be made to develop activities appropriate for all age levels. Efforts would be made to develop ongoing relationships with teachers through off-site workshops on the park's interpretive themes. Programs would also seek to establish thematic links with other local and regional heritage sites.

### *Research*

Ongoing research on Washington and the resources found at the park would be an important element of the proposed plan. The site would be treated as a complex document from which interpretive information could be drawn given time and the proper tools. Investments would be made in documenting and interpreting the character of the site as it evolved during the antebellum, Reconstruction, memorial, and National Park Service eras. Investigations of primary resources, including ethnographic information and records pertaining to Washington, the Burroughs family, and Phillips, as well as the administrative history of park operations would provide source material for interpretation of the site and related issues. Ongoing archeological investigations and cultural landscape studies would address the physical resources of the site, rounding out the research program. A portion of the exhibit area would be devoted to updates on the information uncovered as the research program progresses.

### *Living History Program*

Living history would continue to be used as a supplementary interpretive tool for special events and programs. A limited number



of farm animals would remain on site, and efforts would be made to incorporate them more directly into the interpretive programs.

## **Facilities, Visitor Use, and Park Operations**

### *Visitor Center*

In the propose plan, the visitor center would be substantially expanded. In addition to expanded program and exhibit space, the visitor center would continue to house a bookstore with an extensive selection of related reading matter. Restroom facilities would be fully upgraded and enlarged so that they could adequately accommodate busloads of schoolchildren and other groups. Staff offices would continue to occupy a portion of the visitor center, because it is most effective to have interpreters and their materials in close proximity to the exhibit and programming areas.

### *Former School*

The entire school would be gradually rehabilitated for interpretive program space. The maintenance shop and yard would be relocated from the building to a new facility sited in a visually unobtrusive location. The library and collections storage would be moved to the expanded visitor center.

### *Administrative and Maintenance Space*

Some interpretive staff offices and storage space for program materials would be accommodated in the expanded visitor center. A new administrative and maintenance facility would be constructed in a discreet location.

### *Circulation and Parking*

The vehicular circulation system for the park would be upgraded, but the present configuration would remain essentially the same. A slightly expanded parking area would be created adjacent to the

expanded visitor center. Care would be taken to grade and screen the parking area to minimize its visual intrusion on the site. The gravel connector road between the cabin area and school would be upgraded, as would the parking area adjacent to the school, to accommodate ADA requirements and use during special programs and events. Better approach signage for the site would be installed along Route 122. If future traffic increases along Rt. 122 require it, the park would work with VDOT officials to build turning lanes at the park entrance.

An expanded system of interpreted pedestrian trails would be developed in this alternative. The existing Plantation Trail would be expanded to create a loop around the cabin area. An additional connector trail would be developed leading to the school. The existing Jack-O-Lantern Trail would be improved through relocation of a portion along Gills Creek that has had long-term erosion problems. Any new trail construction would be designed to avoid wetland areas. Prior to initiating trail design development, fragmented wetlands adjacent to Gills Creek would be surveyed and documented. In addition, the park, working with community interests, may identify a limited bridle trail route in the park that would be established as part of a regional horse trail system.

### *Recreation Use, Picnicking, Trails*

The mission of the site is to preserve and protect the birth site and childhood home of Booker T. Washington, while interpreting his life experiences and significance to American history. The site is intended to serve as a resource for public education and discussion, and use of the site would adhere closely to this stated purpose. Although passive recreation, such as wildlife watching and hiking, would continue to occur, additional active recreational uses would be discouraged because they would not be consistent with the memorial and educational purposes for which the site was established by Congress.

An upgrading of the current picnic area would occur, enhancing the stay of visitors. The area would be redesigned and made more accessible to better accommodate visitors.

The NPS would work with planning officials to ensure that surrounding counties do not view the park as a site with future active recreation potential. Pre-arranged group camping activities in the park (i.e. scout troops), which have waned in recent years, would continue to be downplayed, although overnight stays tied to park improvement projects would continue. The park would be open to discussing establishment of a limited bridle trail route in the park as part of a regional system of bridle trails, if such a community initiative were to be undertaken. The picnic area would remain in its present location and be upgraded with improved landscaping and new tables.

The expanded trail system would permit visitors to explore the entire site at their own pace. Wayfinding signs would be installed where the loop paths join the cabin area circuit. Some adjustments would be made to the current pedestrian circulation system. The present alignments of the Plantation and Jack-O-Lantern Trails would be retained, and an additional loop trail would be created to connect the cabin area to the school.

### *Accessibility*

All facilities would be designed to be accessible to people with physical disabilities. The grade of the new paths would be designed to meet federal laws for accessibility. The section connecting the school to the cabin area, however, is quite steep. It may be necessary to permit limited vehicular access from the cabin area to the school for disabled visitors if a suitable trail alignment cannot be located. Visitors could park on the paved lot presently used by staff, or special parking may be required.

### *Park Staffing*

The regular presence of staff members within the trail area would add a sense of vitality to what could otherwise become a rather static setting. Interpretive staff would not only offer information about the plantation period, but show a willingness to engage visitors in discussing questions they might have from the orientation exhibits that they have just seen, including informal dialogue about race relations. All visitors, whatever their race or national origin, would be made to feel a part of the story of Booker T. Washington, and "safe" in exploring their reactions to his legacy and the evolution of race relations in this nation. This is best done through the kind of personal contact offered by NPS interpretive specialists. Costumed interpretation may be used on a limited basis for special programs, but would not be a regular site feature.

In the proposed plan, staff levels would be increased by four people. A historian would be required to carry out and manage the comprehensive research program for the site, which would include ethnographic surveys, cultural landscape studies, primary source documentation, and archeological investigation. As that information is being collected, a full-time education specialist would develop the interpretive program and related materials and serve as a liaison to local teachers. In addition, an interpretive ranger would be added to carry out the interpretive program on-site and offer the direct one-on-one contact that is required for the success of the plan. An additional maintenance worker would also be hired to address increases in the amount of trails, waysides, and other interpretive elements that would be introduced in this alternative.

### *Fees and Concessions*

No new concession opportunities are anticipated. The bookstore would offer a limited amount of revenue-generating potential. At present, it is a sustainable venture and provides a valuable service to visitors. Accommodations for the bookstore would be increased within the expanded visitor center so that the store could broaden

its offerings to include more literature, as well as park-related items for visitors of all ages.

### **Partnerships and Cooperative Relationships**

Outreach, partnership building, and audience expansion would be important elements of this alternative. Working in collaboration with NPS and non-NPS partners, the park would participate in the development of joint-venture programs, symposia, teaching materials, Internet sites, and traveling exhibits. These initiatives, which could cover such topics as civil and human rights, the institution of slavery, plantation life, and African American heritage would be phased in over the life of the plan. The park would also work to grow its audience base within the region by continuing to work with local school systems to develop age-appropriate, curriculum-based programs and materials.

In order to become a recognized presence in educating the public about Washington, the park would also cultivate relationships with scholars, organizations, and repositories involved in documenting and relating information on his life and work. Institutions possessing significant collections of documents or artifacts related to Dr. Washington, such as Tuskegee University, Hampton University, and the Library of Congress, would be important partners in the development of waysides, traveling exhibits, CD-ROMs, workshops, and educational material.

Links would also be established with organizations and sites that interpret regional history and African American culture. Partners would be sought both within and outside the NPS. Cooperative agreements with regional institutions of higher education would continue to be established to undertake and implement the recommendations of the historic resource, ethnographic, archeological, and cultural landscape studies that are needed to obtain a clearer understanding of the site's evolution.

Efforts would also be made to expand the audience for interpretive programs by linking with local school districts, as well as

organizations pursuing regional heritage development. A better system for the distribution of promotional literature about the park would be implemented. Resources would be devoted to strengthening the volunteer recruitment and retention program.

The park would continue its efforts to establish cooperative relationships with Franklin County, other public agencies, adjacent landowners, Smith Mountain Lake developers, and VDOT to define strategies for long-term protection of the park's viewshed. Special attention would be paid to planning future improvements to Route 122 in a way that would be sympathetic to the park's resources. Important goals and strategies have been identified in a recently issued planning document for the region, "Charting a Course for Smith Mountain Lake: The Vision," which the park was involved in developing. The park supports the recommendations for historic preservation identified in that document.

**TABLE 1-2. CLASS C COST ESTIMATES FOR CAPITAL IMPROVEMENTS IN THE PROPOSED PLAN**

Class C cost estimates have been prepared for the proposed plan. Capital costs are total costs over the fifteen to twenty-year life of this plan. All cost estimates are expressed in 1999 dollars. While the plan proposes to expand the park boundary by purchasing an adjacent 15-acre parcel of land, estimated purchase costs cannot be included until congressional approval has authorized such an expansion.

<b>PROPOSED PLAN CAPITAL COSTS</b>	
<b>Land and Resources</b>	
<b>Research and Planning</b>	\$250,000
<b>Land Acquisition</b>	Without congressional authorization, purchase costs cannot be included
<b>Land and Resource Management</b>	\$180,000 (natural screening @ \$9000/acre)
<b>Interpretation and Visitor Experience</b>	
<b>Signage and Wayside Exhibits</b>	\$200,000 (\$10,000/installation)
<b>Plantation Structure Enhancements</b>	\$240,000 (2000 sf @ \$120 sf)
<b>Trail System Improvements</b>	\$195,000

<b>PROPOSED PLAN CAPITAL COSTS</b>	
<b>Facilities, Visitor Use and Park Operations</b>	
<b>School Rehabilitation / Restoration</b>	\$208,000 (\$40 sf @ 5200 sf)
<b>Visitor Center Expansion</b>	\$950,400 (\$165 sf @ 5760 sf, double size of visitor center; this estimate includes an average square footage cost for the entire building that considered the cost for upgrading existing space, the cost of new additions, and the required upgraded utility systems)
<b>New Admin and Maintenance Facility</b>	\$450,000 (2,000 sf administrative space @ \$225 sf; 3,000 square feet of maintenance space @ \$150 sf)
<b>Road Improvements</b>	\$697,000 (turning lane @ \$435,000; visitor center to school road @ \$135,000; school to new admin/maint @ \$112,000)
<b>Parking Improvements</b>	\$205,000 (expanded visitor center lot @ \$100,000; improved school lot @ \$30,000; new road to administrative / maintenance facility @ \$75,000)
<b>Utilities Improvements</b>	\$165,000 (\$30 lf for each utility; water @ \$60,000, sewer @ \$30,000/\$45,000, electric @ \$60,000)
<b>Health and Safety Improvements</b>	\$440,000 (fire suppression @ \$100,000 for school, \$150,000 for visitor center, \$75,000 for new administrative / maintenance facility ; septic @ \$50,000; tank removal @ \$65,000)
<b>Net Costs</b>	\$4,180,400
<b>Supervision and Design Costs</b>	\$725,400
<b>Total Costs</b>	\$4,905,800

**TABLE 1-3. CLASS C ESTIMATES FOR OPERATIONAL COSTS TO IMPLEMENT THE PROPOSED PLAN**

The following table describes operational costs for the proposed plan. Operational cost estimates are stated on an annual basis. All costs are expressed in 1999 dollars.

<b>CURRENT ORGANIZATION AND OPERATIONAL COSTS</b>	
<b>Administration</b>	Superintendent Administrative officer Administrative clerk
<b>Interpretation and Resource Management</b>	Supervisory park ranger 3 park rangers
<b>Maintenance</b>	Maintenance work supervisor 3 maintenance workers
<b>Operational Costs</b>	\$650,000

<b>PROPOSED PLAN ORGANIZATION AND OPERATIONAL COSTS</b>	
<b>Administration</b>	Superintendent Administrative officer Administrative clerk
<b>Interpretation and Resource Management</b>	Supervisory park ranger 3 park rangers Historian (new) Additional interpretive ranger (new) Educational specialist (new)
<b>Maintenance</b>	Maintenance work supervisor 3 maintenance workers Additional maintenance worker (new)
<b>Estimated Operational Costs</b>	\$870,000

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